PAPUA NEW GUINEA

RECOMMENDATIONS CONSEQUENT TO NATIONWIDE CONSULTATIONS AND THE PNG GUNS CONTROL SUMMIT

PNG GUNS CONTROL COMMITTEE

September 2005
PAPUA NEW GUINEA

RECOMMENDATIONS CONSEQUENT TO NATIONWIDE CONSULTATIONS AND THE PNG GUNS CONTROL SUMMIT

A report prepared by the PNG Guns Control Committee for the Government of Papua New Guinea

September 2005
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The recommendations in this report formed Appendix A of the submission to the NEC. This report has been compiled by the PNG Guns Control Committee following nationwide consultations, and presentations by interested persons and groups at the PNG Guns Control Summit in Goroka in July 2005.

Any quotation of these recommendations should be made in consultation with the PNG Guns Control Committee.

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ACKNOWLEDGEMENTS

Thanks must first go to the Minister for Internal Security, Hon. Bire Kimisopa, for making the PNG Guns Control Project a reality, and for ensuring that the Road show and the Summit achieved their desired outcomes.

The PNG Guns Control Committee wishes to acknowledge the contribution of the people of Papua New Guinea who gave freely of their experiences concerning the prevalence of illegal firearms in our society and the possible measures to control the use of firearms.

Thanks are also due to the Government of Papua New Guinea, the Government of Australia, through AusAID, the Government of New Zealand, and UNDP for their support of the project, and in particular, the Guns Control Summit in Goroka.

The tireless efforts by the members of the PNG Guns Control Secretariat deserve special mention — Sir Barry Holloway, Dr. Betty Lovai, Mr. John ToGuata, Mr. Oseah Philemon, Mr. Larry Attree, Mr. Cyprian Warokra, Mr. Mathew Nelson, and Mrs. Helen Alla.

The contribution of the many presenters at the PNG Guns Control Summit are duly acknowledged, as are the observations, comments, and experiences of the participants in the Summit.

Special thanks go the leaders of the thematic discussion groups who so ably assisted in bringing together the issues and recommendations concerning guns control in Papua New Guinea — Dr. Betty Lovai, Dr. Jeanine Baker, Sir Barry Holloway, Mr. John ToGuata, Mr. Kieran McGovern, Mr. Michael Gene, Dr. Lawrence Kalinoe, Maj. Gen. Jerry Singirok (Rtrd), Lt. Col. James Laki, Dr. Nicole Haley, Ms. Carol Nelson, Mr. Temu Elly, Mr. Oseah Philemon, Dr. Kenneth Sumbuk, and Mr. Larry Attree.

Thanks are also due the support staff of the PNG Guns Control Committee for their efforts behind the scene to make things happen.

And finally, the committee wishes to acknowledge the contributions of Mr. Jim Robins and Ms. Loa George for their management of the logistics for the Summit.

Maj. Gen. Jerry Singirok MBE (Rtrd)
Chairman
PNG Guns Control Committee
FOREWORD

The Minister for Internal Security, Hon. Bire Kimisopa, following NEC Decision No. 205/2004, endorsed the establishment of the PNG Guns Control Committee in November 2004, with twelve Terms of Reference. Following the NEC decision, the Government, in partnership with the Opposition, on 3 March 2005, endorsed the formation and role of the PNG Guns Control Committee which commenced the process of consultation with society at all levels.

This task was made possible through funding assistance from Papua New Guinea’s traditional donor countries and agencies, such as AusAID, UNDP, and the New Zealand Government, to implement the Terms of Reference.

In compliance with the Terms of Reference, the PNG Guns Control Committee finalised its findings, through a consultation process with all levels of society, on the issue of guns, their illegal use, and their impact on the people, and society in general.

The Committee’s findings, with respective recommendations, are presented in this report, and address the full range of gun-related issues and problems in Papua New Guinea. The recommendations, which are based on the Committee’s findings, appear as numbered italics throughout. Several broad thematic categories were identified for defining the problems and accompanying recommendations. They are:

- Leadership and Democracy;
- Governance and Service Delivery;
- Legislation;
- Rules and Operations;
- Borders and Trade;
- Social and Community Development;
- Reduction of Weapons for Safer Communities; and
- Public Awareness.

The findings were subjected to further scrutiny at the PNG Guns Control Committee Summit, which produced new inputs from all key stakeholders, for final analysis prior to submitting the Information and Policy Papers to the Minister for Internal Security, for National Executive Council deliberation.

Maj. Gen. Jerry Singirok, MBE (Rtrd)
Chairman
PNG Guns Control Committee
PROLOGUE

My Government has acknowledged the significance and the seriousness of the impact of the use of illegal guns on innocent people and has taken the initiative to find ways to assist the Government in addressing this issue and making realistic decisions on guns control. The breakdown in the law and order sector, the proliferation of violence now increasingly associated with guns, and the State institutions’ inability to exercise authority because of various causes, are among the more obvious features of the current state of affairs in Papua New Guinea.

Rt. Hon., Sir Michael T. Somare, GCMG, CH KStJ
Prime Minister
Statement at the launch of the PNG Guns Control Committee
Port Moresby, 3 March 2005

This is an issue for the whole community, not just the Government or the Opposition. If we are to make a real impact on the problems created by the guns culture in our society, then we must develop solutions and strategies that transcend politics, and in which the whole community can embrace and have confidence. Crime in our society is perhaps our greatest problem.

Believe it or not, it has gone from being a major problem in urban areas to an even greater problem in our rural communities.

Hon. Peter O’Neil, MP
Opposition Leader
Statement at the launch of the PNG Guns Control Committee
Port Moresby, 3 March 2005

According to statistics compiled by the Royal Papua New Guinea Constabulary, there is overwhelming evidence to show that the majority of serious crime which has been reported over the past ten years, and more so in recent times, has been exacerbated by the use of illegal firearms. It is estimated that 80 percent of all major crimes are gun related.

Of the three top categories of crime, robbery, break and enter, and murder are gun related. In other words, without firearms, it is conceivable that crime rates would be must less than what have been reported so far. It is important that all stakeholders contribute positively in order for us to prevent the types of serious crimes that are taking place in our society, which clearly have been accentuated by the indiscriminate use of illegal and homemade firearms. We can never be caught up with theoretical arguments on the relevance of guns in Papua New Guinean society.
Guns, to a larger extent, have been instruments of violence and death. Such issues must be dealt with seriously, without rhetoric and lip service.

**Hon. Bire Kimisopa, MP**  
**Minister for Internal Security**

****************************************************************

The presence of illegal guns and their use is of great concern to Papua New Guinea. Today, the illegal use of guns (and ensuring lethal effects) has spread across all sections of the country and has left thousands of traumatized victims. Illegal guns have the grave potential to bring the country to its knees. This has had a serious and significant impact on the nation at large, with unintended implications for the economic, social, and political sectors, and serious consequences for the overall security of Papua New Guinea.

Ironically, although the use of guns for illegal purposes has been debated widely by civil society, the problems of control, legislation, and enforcement remain obvious. However, without potential will, community involvement, and the coordination of resources — including a close collaboration with responsible State institutions — the problem of illegal guns will continue to haunt Papua New Guinea.

**Major General Jerry Singirok, MBE (Rtrd)**  
**Chairman**  
**Guns Control Committee**
TERMS OF REFERENCE
PNG GUNS SUMMIT AND
GUNS CONTROL COMMITTEE

The following are the Terms of Reference (TOR) issued by the Minister for Internal Security on Guns in Papua New Guinea.

(1) Organize a Gun Summit to be held in Goroka, Eastern Highlands Province, in July 2005.
(2) Conduct a series of conferences in key provinces leading up to the July 2005 Guns Summit.
(3) Submit, by way of an Information Paper for the Minister for Internal Security to submit to the National Executive Council (NEC), the findings and recommendations from the outcomes of the Summit within seven days of the conclusion of the Summit.
(4) Prepare the necessary legislative amendments for the Firearms Act.
(5) Analyze and recommend the organization and the proper operations of the Central Firearms Registry.
(6) Inspect and report on the status of all police armouries in Papua New Guinea.
(7) Inspect and report on all firearms and ammunition dealers in relation to the licensing, documentation, and issue of guns and ammunition to their clients.
(8) Investigate and recommend a media and public awareness strategy for the public.
(9) Inspect and make recommendations concerning the database of the Central Firearms Registry.
(10) In consultation with the firearms and ammunition dealers, make recommendations as to how the system of issue and control can be properly coordinated with the Central Firearms Registry.
(11) Make any other recommendations towards the guns issue.
(12) The committee is to present the complete findings and recommendations to the Minister for Internal Security, within two months of the holding of the Summit.
Implementation Strategy

The PNG Guns Control Committee was told by the people that:

- Government seldom consults the people;
- when policy is reviewed, it leads to little concrete action at the grassroots level;
- funding and projects do not reach the communities that are supposed to be receiving them; and
- reports, strategies and committees do not change this recurrent pattern.

Recommendations

1. **There should be a National Strategy to control guns and reduce violence which includes a plan to ensure that it is implemented on schedule by all stakeholders, with a clear division of responsibility between them. Authority should be invested in those people who are responsible for executing the plan, in order to tackle underperformance. The importance of the strategy should be given due weight by the National Government as one of its key priorities, be reflected in the Medium Term Development Strategy, 2005-2010 and also in budgetary allocations. The government should request support for its activities from regional and international agencies.**

**National Guns and Violence Reduction Council**

2. The National Executive Council (NEC) should mandate the National Security Advisory Council (NSAC) or the National Coordinating Mechanism (NCM) to facilitate the implementation of the recommendations of the National Guns Control Summit by announcing the establishment, by the end of September 2005, of a National Guns and Violence Reduction Council to oversee, coordinate, and direct the implementation of the National Strategy. The Council should be fully funded for operations in the 2006 Budget. The Council should coordinate all responsible line agencies and deal directly with local-level groups that are led by civil society, in order to implement aspects of the strategy, and so that local-specific needs and community ownership are ensured.

3. Existing coordinating bodies and committees that are dealing with issues which were raised in the National Guns Control Strategy should not be undermined or displaced by this new council. Areas of overlap or contradiction should be thoroughly analyzed to bring about a more concerted effort to synergize positive work to implement the National Guns Control Strategy.

**Representation on the National Guns and Violence Reduction Council**

4. The Chairperson of the Council should be the Minister for Internal Security or his nominee, and comprise a representative from each of the agencies involved in implementing the goals of the strategy. These are: RPNGC, PNGDF, CIS, Department of Community Development, Foreign Affairs and Immigration, IRC, NAQIA, NIO, Attorney-General, Transport and CAA, Department of Provincial and
Local Government Affairs, Ombudsman Commission, National Chamber of Commerce, and Department of National Planning and Rural Development. Development agencies (2) and civil society representatives (2 media, 2 churches, 2 women, 2 youth, and 2 academics) should be included in a non-executive function to enhance coordination, transparency, and public relations. A core group of up to six persons surrounding the Chairperson will steer subcommittees on each distinct subcomponent of the strategy.

**Powers of the National Guns and Violence Reduction Council**

5. The National Guns and Violence Reduction Council will have the power to alter the National Strategy according to operational and strategic contingencies. The Council will be accountable to Parliament for achievement of the agreed targets under the National Strategy, and will be able, transparently and publicly, to criticize underperformance by implementing agencies and partners, where appropriate.

**National Focal Point/Administrator**

6. A National Focal Point/Administrator will be appointed to administer issues related to guns control and violence reduction in Papua New Guinea and to ensure liaison with relevant national bodies, such as the Law and Justice Sector, and so on, and ensure annual reporting to international mechanisms to which Papua New Guinea is a party, such as the United Nations Programme of Action on Small Arms and Light Weapons, the Nandi Framework Agreement, and the Oceania Customs Organization Criminal Regional Intelligence Network data-sharing initiative.

7. The National Focal Point/Administrator should have an office, support staff, and adequate funding to enable him or her to fully carry out the wide-ranging tasks and responsibilities.

8. The National Focal Point/Administrator should seek to develop and coordinate local partnerships to deliver gun control initiatives at the local level, which meet local needs.

**National Strategy on Guns Control**

9. Based on the national consultation undertaken by the Committee, it is assessed that the concerns of the people of Papua New Guinea would be met by a National Guns Control Strategy, with the following goals:

A: to eliminate gun crime and gun violence in Papua New Guinea;

B: to cut off the supply of guns and ammunition available for criminal purposes in Papua New Guinea;

C: to remove illegal weapons and ammunition already in circulation in Papua New Guinea;

D: to restore law and order, foster community empowerment, and support opportunities for lawful, sustainable livelihoods in the communities most affected by violence; and

E: to support regional security by controlling gun trafficking, among other aspects of transnational crime.
**Targets, Responsibilities, Timeframe, and Measurement of Performance**

10. Targets that would be measured to assess the achievement of the stated goals should be adopted and placed in a clear matrix to indicate who is responsible for reaching the target, what the timeframe is for doing so, and how progress towards the target will be measured. The final targets that have been established should be subject to consultation, and modified to reflect the real needs of local communities. A provisional matrix explaining the targets is included here.

**Provisional Matrix: Goals, Targets, Responsibilities, Timeframe, and Performance**

<table>
<thead>
<tr>
<th>GOAL</th>
<th>TARGET</th>
<th>LEAD PARTY</th>
<th>OTHER PARTIES RESPONSIBLE</th>
<th>TARGET DATE</th>
<th>VERIFIED THROUGH</th>
</tr>
</thead>
<tbody>
<tr>
<td></td>
<td>To establish and designate members of a National Guns and Violence Reduction Council, composed as stated in the National Strategy, to oversee and coordinate implementation of the Strategy</td>
<td></td>
<td></td>
<td></td>
<td></td>
</tr>
<tr>
<td>A-E</td>
<td>2.</td>
<td>Prime Minister</td>
<td>NEC, CACC</td>
<td>1 October 2005</td>
<td>Public Announcement</td>
</tr>
<tr>
<td></td>
<td>To approve the establishment of a suitably qualified and respected National Focal Point/Administrator to oversee the implementation of the National Strategy</td>
<td></td>
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<tr>
<td></td>
<td>To pass legislation to improve the legal control of gun use, in accordance with the recommendations of the National Strategy</td>
<td></td>
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<td></td>
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</tr>
<tr>
<td>A</td>
<td>4.</td>
<td>Law and Justice Sector</td>
<td>Police, National Court</td>
<td>1 January 2007</td>
<td>Epidemiological (injury) data, Police and Court data; crime victimization survey</td>
</tr>
<tr>
<td></td>
<td>To increase the number and rate of successful prosecutions of gun-related crimes</td>
<td></td>
<td></td>
<td></td>
<td></td>
</tr>
<tr>
<td>A</td>
<td>5.</td>
<td>National Courts</td>
<td>Public Prosecutor, Police, Correctional Services</td>
<td>1 January 2007</td>
<td>Court/CIS data</td>
</tr>
<tr>
<td></td>
<td>To increase the average sentence imposed for gun-related offences</td>
<td></td>
<td></td>
<td></td>
<td></td>
</tr>
<tr>
<td>A</td>
<td>6.</td>
<td>Police</td>
<td>Defence Force, law and justice sector, peace and good order committees, village courts, churches, women’s groups, Dept. for Community Development, Dept. of Intergovernmental Relations, international partners</td>
<td>31 December 2006</td>
<td>Epidemiological (injury) data, media monitoring, police and Department of Attorney-General records, victimization surveys</td>
</tr>
<tr>
<td></td>
<td>To decrease the number of gun deaths and injuries from all causes, nationwide, and by region</td>
<td></td>
<td></td>
<td></td>
<td></td>
</tr>
<tr>
<td>GOAL</td>
<td>TARGET</td>
<td>LEAD PARTY</td>
<td>OTHER PARTIES RESPONSIBLE</td>
<td>TARGET DATE</td>
<td>VERIFIED THROUGH</td>
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</tr>
<tr>
<td>A-B</td>
<td>7.</td>
<td>To reduce the proportion of electorates where armed violence or intimidation is reported at the next parliamentary elections</td>
<td>Police</td>
<td>Courts, Ombudsman and Electoral Commissions, independent monitors, Registrar of Political Parties and Candidates</td>
<td>31 December 2007</td>
</tr>
<tr>
<td>A-B</td>
<td>8.</td>
<td>To increase the rates of prosecution and barring of electoral candidates implicated in the supply of guns or use of armed violence or intimidation by independent monitors</td>
<td>Police</td>
<td>Courts, Ombudsman and Electoral Commissions, independent monitors, Registrar of Political Parties and Candidates</td>
<td>1 July 2008</td>
</tr>
<tr>
<td>B</td>
<td>9.</td>
<td>To reduce the leakage of firearms units from Police, Defence and Correctional Services by 50 percent each year</td>
<td>Minister for Internal Security</td>
<td>Heads of Police, Defence, CIS</td>
<td>31 December 2006</td>
</tr>
<tr>
<td>B</td>
<td>10.</td>
<td>To reduce the leakage of ammunition from Police, Defence and Correctional Services by 50 percent each year</td>
<td>Minister for Internal Security</td>
<td>Heads of Police, Defence, CIS</td>
<td>31 December 2006</td>
</tr>
<tr>
<td>B</td>
<td>11.</td>
<td>To enforce dismissal as a penalty for all loss of Police, Defence and Correctional Services weapons and ammunition</td>
<td>Minister for Internal Security</td>
<td>Heads of Police, Defence, CIS</td>
<td>31 December 2005</td>
</tr>
<tr>
<td>B</td>
<td>12.</td>
<td>To take disciplinary action for all failures to follow weapons and ammunition accounting procedures</td>
<td>Minister for Internal Security</td>
<td>Heads of Police, Defence, CIS</td>
<td>31 December 2005</td>
</tr>
<tr>
<td>B</td>
<td>13.</td>
<td>To ensure that all guns seized or collected are destroyed within six months of being seized or used as exhibits, where applicable</td>
<td>Police Commissioner</td>
<td>Courts, Defence, IRC CAA, international agencies, civil society monitors</td>
<td>1 July 2006</td>
</tr>
<tr>
<td>B</td>
<td>14.</td>
<td>To increase the street price of illicit weapons as a result of reducing supply</td>
<td>Police</td>
<td>Defence, CAA, Fisheries, NIO, IRC, Courts, Dept. of Foreign Affairs and Immigration</td>
<td>31 December 2006</td>
</tr>
<tr>
<td>B</td>
<td>15.</td>
<td>To increase the street price of illicit ammunition as a result of reducing supply</td>
<td>Police</td>
<td>Defence, CAA, Fisheries, NIO, IRC, Courts, Department of Foreign Affairs and Immigration</td>
<td>31 December 2006</td>
</tr>
<tr>
<td>B, E</td>
<td>16.</td>
<td>To increase the number of border seizures of illicit weapons</td>
<td>Defence/ Police</td>
<td>CAA, Fisheries, NIO, Courts, Dept. of Foreign Affairs and Immigration</td>
<td>31 December 2006</td>
</tr>
<tr>
<td>GOAL</td>
<td>TARGET</td>
<td>LEAD PARTY</td>
<td>OTHER PARTIES RESPONSIBLE</td>
<td>TARGET DATE</td>
<td>VERIFIED THROUGH</td>
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<tr>
<td>B, E</td>
<td>17. To increase the rate of successful prosecution in relation to border seizures</td>
<td>Law and Justice Sector</td>
<td>Defence, Police, CAA, Fisheries, NIO, Courts</td>
<td>31 December 2007</td>
<td>Seize data, court data</td>
</tr>
<tr>
<td>B</td>
<td>18. To increase the seizure of illicit weapons cargoes at domestic airports</td>
<td>CAA</td>
<td>Police</td>
<td>31 December 2006</td>
<td>Seize data</td>
</tr>
<tr>
<td>B</td>
<td>19. To increase prosecutions of illicit weapons seizures at domestic airports</td>
<td>Police</td>
<td>CAA, Courts</td>
<td>1 July 2007</td>
<td>Seize data, court data</td>
</tr>
<tr>
<td>B, E</td>
<td>20. To increase the number of seizures of illicit weapons from water-borne vessels</td>
<td>Police</td>
<td>Harbours Board, Fisheries, Forestry, Defence, Transport</td>
<td>1 July 2007</td>
<td>Seize data</td>
</tr>
<tr>
<td>C</td>
<td>21. To conduct a high-profile, nationwide weapons amnesty</td>
<td>Police/ Community groups</td>
<td>Dept. for Community Development, Defence, Peace and Good Order Committees, civil society (church, women, youth, media), international agencies</td>
<td>31 December 2006</td>
<td>Recovery and destruction data</td>
</tr>
<tr>
<td>C</td>
<td>22. To achieve the level of (high-powered) weapons recovery and destruction agreed with participatory community bodies in at least six target locations</td>
<td>Police/ Community groups</td>
<td>Dept. for Community Development, Defence, Peace and Good Order Committees, Civil Society (churches, women, others), International Agencies</td>
<td>31 December 2006</td>
<td>Recovery and destruction data, project reports</td>
</tr>
<tr>
<td>C</td>
<td>23. To conduct safe weapons recovery without a single accident during any collection process attempted</td>
<td>Collecting agency</td>
<td>Police, Defence, International Agencies, Media Council, civil society (churches, women, others)</td>
<td>31 December 2006</td>
<td>Independent monitors, media reports</td>
</tr>
<tr>
<td>C</td>
<td>24. To ensure that collection of weapons from communities does not make them vulnerable to crime, attack or brutality</td>
<td>Lead local agency</td>
<td>Police, Defence, Dept for Community development, Peace and Good Order Committees, Civil Society (churches, women, others), international agencies</td>
<td>31 December 2007</td>
<td>Baseline and comparative insecurity, victimization survey in target communities</td>
</tr>
<tr>
<td>C</td>
<td>25. To assess and address causes of demand for weapons in communities during weapons collection activities in target locations</td>
<td>Community Group/ Lead Local Group</td>
<td>Dept. for Community Development, civil society, international agencies, universities, Peace and Good Order Committees</td>
<td>31 December 2006</td>
<td>Reports from community entry process, establish community goals and ownership, participatory evaluation</td>
</tr>
<tr>
<td>C</td>
<td>26. To have conducted targeted community-level awareness raising initiatives in communities where peacebuilding/ weapons reduction initiatives are conducted</td>
<td>Media Council</td>
<td>Department for Community Development, Civil society, International agencies</td>
<td>31 December 2006</td>
<td>Weapon recovery statistics, before and after community surveys of knowledge, attitudes and practices, crime victimization,</td>
</tr>
<tr>
<td>GOAL</td>
<td>TARGET</td>
<td>LEAD PARTY</td>
<td>OTHER PARTIES RESPONSIBLE</td>
<td>TARGET DATE</td>
<td>VERIFIED THROUGH</td>
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<tr>
<td>D</td>
<td>27. To conduct public destruction of all seized/collected weapons in target communities affected by trafficking and armed violence at least every six months</td>
<td>Police</td>
<td>International partners</td>
<td>1 July 2006</td>
<td>Monitoring of media reports, police and court data, written reports with photographs</td>
</tr>
<tr>
<td>D</td>
<td>28. To reduce the number of children without access to school in targeted communities affected by armed violence</td>
<td>Dept. of Education</td>
<td>Provincial Administration, Dept. for Community Development, UNICEF, civil society</td>
<td>1 July 2007</td>
<td>Baseline and comparative surveys of access to education</td>
</tr>
<tr>
<td>D</td>
<td>29. To reduce the number of youth without access to livelihood skills training in targeted communities affected by armed violence</td>
<td>Youth Commission</td>
<td>Dept. for Community Development, Provincial Administration, Department of Education, International partners, UNICEF, civil society</td>
<td>1 July 2007</td>
<td>Baseline and comparative surveys of access to training</td>
</tr>
<tr>
<td>D</td>
<td>30. To increase access to financial support/microfinance in targeted disadvantaged and insecure communities</td>
<td>Provincial Administration</td>
<td>Town Authorities, NGOs, ADB, International Organisations, PNG Sustainable Development Programme Company</td>
<td>1 July 2007</td>
<td>Baseline and comparative surveys of access to microfinance</td>
</tr>
<tr>
<td>D</td>
<td>31. To reduce the number of prisoners without access to livelihood skills training and income generating activity by 50 percent</td>
<td>CIS</td>
<td>Civil society, (churches, women), International Partners</td>
<td>1 July 2006</td>
<td>CIS data</td>
</tr>
<tr>
<td>D</td>
<td>32. To improve perceptions of police in targeted locations and communities</td>
<td>Police</td>
<td>Media, civil society, Ombudsman Commission</td>
<td>31 December 2006</td>
<td>Perceptions surveys</td>
</tr>
<tr>
<td>D</td>
<td>33. To reduce instances of excessive use of force, by police</td>
<td>Police</td>
<td>Ombudsman Commission, ICRAF, Red Cross</td>
<td>1 July 2006</td>
<td>Victimization surveys, Ombudsman Commission data</td>
</tr>
<tr>
<td>D</td>
<td>34. To increase the delivery of fair verdicts by village courts nationwide</td>
<td>Village Court Secretariat</td>
<td>Department of Provincial Affairs and Local-level Government, International partners</td>
<td>31 December 2006</td>
<td>Court data; perceptions of just outcomes data</td>
</tr>
<tr>
<td>D</td>
<td>35. To increase the proportion of people/businesses who are safe to transport goods or produce in targeted areas</td>
<td>Police</td>
<td>PNG Chamber of Commerce</td>
<td>31 December 2006</td>
<td>Victimization survey</td>
</tr>
</tbody>
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**Data Gathering to Support Performance Management**

More research is necessary in order to provide an adequate reference point for making difficult policy decisions. Data are not currently available to respond correctly and efficiently to the problem, especially where there are limited resources.
11. An independent Papua New Guinean-based research organisation (such as the National Research Institute or one of the universities) should be tasked to assess the implementation of the strategy. The organisation would be responsible for gathering data, and coordinating national data gathering according to a standard format, so that it can be compared between locations. The organisation should ensure that appropriate partnerships with individuals within the responsible agencies collate and submit the required data. The responsible agencies should be obliged by law to submit the information required. The research organisation should be assisted by appropriate experts or agencies in setting up the necessary research and reporting functions. Funding and guidance should be sought, where possible, from international agencies to ensure the maintenance of best practices and standards from other countries that have faced similar problems.

12. The research organisation should report directly to the National Guns and Violence Reduction Council on a quarterly basis, to Parliament on an annual basis, and to the general public on agreement with the Council, regularly, and in any case, not less than once every six months.

13. The research organisation’s assessment of whether the National Strategy objectives are being met on time should be based on accurate and sustainable data-gathering mechanisms. This should include data from:

- crime (Courts, Police, CIS, Department of Justice and Attorney-General);
- border management (Police, Provincial Affairs, Defence, CAA, NIO, Fisheries, Customs, Foreign Affairs);
- stockpile (Police, Defence, CIS);
- epidemiological (injury); and
- Community-level survey.

14. Comparative studies between safer and less safe communities should be conducted as a vital element in the process of choosing between policies and strategies.

15. Research findings should be analyzed by region, so that substantial differences between the situations in particular locations are fully recognised and acted on.

16. A common list of the kind of information that is needed from local-level actors on the ground should be compiled by the research organisation. For example, health care data should be compiled in a standard way to include details of where and under what circumstances injuries happen, the age and sex of victims, and other relevant information. The standard for national data should take account of the diverse nature of the problem in different locations, and be agreed upon by consultation.

17. When funding is considered, it should be noted that crime and violence information may be hard to collect accurately over a wide geographic and diverse cultural area, especially among people whose allegiance is to the tribe and clan, and not to the State and the nation.

18. Much relevant data does not rest with the State. Therefore, the churches and many other non-state organisations that are working in troubled areas should be included as active partners in the information-gathering process. Local people and local
knowledge should be used wherever possible for frontline data gathering, as outsiders may not have the necessary skills to understand the complicated local picture.

19. There should also be a preliminary assessment of what usable data they already have. Counsellors and village court magistrates already hold a lot of information which should be brought into use when the monitoring of the National Strategy begins.

20. Small parties or patrols (the PPC, health extension officers, transport/works, agriculture, and education) should visit villages, and stay there for one or two days, gathering data and raising awareness. Doctors who are learning their jobs could be involved in a scheme to go into rural areas and retrieve information. A data office for each province should be considered to collate and submit the information that already exists.
Leadership and Democracy

The people of Papua New Guinea told the PNG Guns Control Committee that both elected and non-elected leaders have an irresponsible attitude towards laws and personal accountability.

21. The Organic Law on the Duties and Responsibilities of Leadership (OLDRL), and the Leadership Code must be amended so that after a leader has been dismissed from public office, he or she is barred from it for life. A further amendment will be that resignation from a leadership position will not disqualify the leader from being dealt with under the Leadership Code. Leaders, public servants, lawyers, and businessmen who are implicated in corrupt or criminal activities must be referred to relevant organisations and authorities such as the Ombudsman Commission and the Police.

22. The roles of elected leaders and public servants should be clearly defined and respected, in order to reduce their ability to operate outside their particular areas of responsibility.

23. The Ombudsman Commission must be strengthened so that it can fully and properly exercise its wide responsibilities under the recommendations of this report. The Ombudsman Commission should establish offices in provinces to troubleshoot failures by state and provincial entities.

Leaders Are Failing to Manage Institutions and Systems

24. A merit-based system should be used for all public service appointments, with improved criteria for appointment. The current practice of appointment committees should be reviewed. The appointment of leaders who are covered by the Leadership Code should comply with the Organic Law on the Duties and Responsibilities of Leadership (OLDRL). Governors and politicians should not unduly influence the appointment of heads of departments and lower-level public servants. Those provisions which allow politicians to be involved in the appointment of public servants should be repealed.

25. Simpler, clearer, more manageable processes are necessary for dealing with those leaders who fail to manage institutions adequately. When an official is found to be negligent or has failed to carry out his or her job, he or she must be removed immediately. To facilitate this, appropriate amendments should be made to the Public Service (Management) Act, Public Finance (Management) Act, the Regulatory Authorities Services Act, and the OLDRL.

Many officials are afraid to speak out about mismanagement and corruption, because they will not receive support, or may face dismissal, harassment, or rotation.

26. A Whistleblower Act should be enacted to encourage and protect officials who report misdemeanours and corruption, to enable the public to expose instances of maladministration and improper behaviour by all state agencies and officials.
27. Elected leaders who place undue influence on public servants should be referred to the Ombudsman Commission, and officials should be educated as to their rights and powers to do this, without fear or hindrance.

Leaders Are Typically Living in Isolation from Their Communities

28. Elected leaders should fulfill their existing obligations under the Leadership Code to establish and maintain regular consultations in their electorates.

Corruption and Lack of Political Will Is Inhibiting Good Governance

29. Criminal prosecution should be concurrent with actions taken under the Leadership Code, before evidence goes missing or stale. Police and the Ombudsman Commission should have powers to share evidence in concurrent investigations. There should be a legal review of the two processes in order to prepare and adopt at a more effective leadership accountability process.

30. The proceeds of crime and abuse of office should be seized and forfeited to the State.

Leaders are responsible for many of the gun problems that confront everyday Papua New Guineans. Guns disrupt legitimate power relations, and lead to rule with fear. The ‘big-man’ syndrome is evolving into a warlord syndrome.

31. Leaders and their bodyguards must relinquish their ownership of guns, and should not be accompanied by armed guards or supporters. All leaders must be banned from owning guns, when they become leaders, under an amendment to the requirements of the Leadership Code. Anyone who is convicted of an offence under the Firearms Act, or a crime committed with, or aggravated by, the use of a firearm should be barred from holding public office for life.

32. Leaders should surrender their guns and firearms licences to police, as a demonstration of goodwill to the public, under an amnesty arrangement, and sign a public declaration that they do not possess guns or licences.

Guns have been, and continue to be, acquired for use to support particular electoral candidates or for election-related purposes. Crimes by leaders or electoral candidates, including the illegal import of guns for use or intimidation in elections, are frequently condoned by state authorities.

33. Candidates who are implicated in encouraging people to hold, smuggle, or use guns must automatically and immediately be disqualified from running for office, in elections, pending appeal.

34. Police must enforce the law, without fear of interference, retaliation, or violence. Those who seek to interfere with police work should be subject to criminal prosecution, and be barred from office. In accordance with the recommendations made under the recent Police Review, the Commissioner of Police should establish a confidential reporting network to record political interference in police matters,
provide support to officers who are threatened, and in cases where there is documentary evidence initiate criminal proceedings, and refer the matter to the Ombudsman Commission.

Some communities support power struggles, through the use of violence, as a way of pursuing their strategic and material interests.

35. The impoverishment and lack of empowerment that accompany the support for violent competition and lawlessness should be raised in awareness campaigns at the community level, at every opportunity. Such programs should be used to educate voters on what is legal and illegal, in order to encourage responsible voting and the reporting of electoral violations.
Governance and Service Delivery

The Organic Law on Provincial Governments and Local-level Governments (OLPGLLG) has created many problems. The confusion between national, provincial and local-level government responsibilities and the concentration of power in the hands of certain individuals is obstructing the efficient delivery of services and the enforcement of law and order at the local level. There is a risk of powers accrued by individuals overriding sovereignty and democracy, through the force of firearms. The provincial level of government is a considerable barrier to nationally allocated funds reaching the local level, creates confusion in the division of responsibility between office-holders, and prevents officers from efficiently carrying out their functions.

36. Parliament should seriously consider ways to resolve these problems, with reference to the recommendations made by the Public Sector Reform Advisory Group (PSRAG). The present system of decentralisation is ineffective. Some key recommendations of the PSRAG are that:

- the Organic Law on Provincial Governments and Local-level Governments (OLPGLLG) should be amended with the aim to move to a two-level system of government, consisting of national government and local-level government;
- the Constitution should be amended so that persons representing any subnational government can not also be a Member of Parliament; and
- ways should be found for women to have greater representation at all levels of leadership throughout Papua New Guinea.

37. Concerted support to Village Courts should be as stated in the recommendations in the Social and Community Development section of this report.

There is a disconnect between line agencies, local-level governments (LLGs), and wards. The lack of, unequal, and inadequate distribution of resources is a major hindrance to the delivery of government services, and is undermining the dignity and integrity of State institutions. Even those provinces which are rich in resources, for example, Western Province, have low social indicators. Their economic potential is in danger of being lost to local people and the national interest.

38. A Commission should be established under the Chairmanship of a local government commissioner — as occurred in the past — to consolidate the control of, and assistance to, local-level governments.

39. There should be direct national funding to local-level governments (LLGs) to enable them to be more effective in delivering services. This should be at an appropriate rate to enable them to meet their responsibilities and operate their own accounts, while provincial and district treasuries take on support and supervisory roles. Local-level governments should be empowered so that they can transfer their development funds to cost-share with community groups and partner community service organisations (CSOs).
40. Funding should be dedicated to enhance effective decentralised governance, activate and increase local self-help, and restore respect for the State. An effective way has to be found to utilise resources and improve services for ordinary people, possibly in accordance with the recommendations of the National Economic and Fiscal Commission. The National Government must honour the principles of the Derivation Grant Formula as a way of addressing the problem of unequal distribution of resources and revenue.

Similar problems are compounded by the breakdown of law and order, for example, in Southern Highlands and Enga Provinces, which is driving away services, businesses, and employment opportunities, and undermining democratic processes and accountability.

41. Where law and order problems are partially caused by the failure of the Government to deliver services, a renewed effort should be made to ensure that health care, education, police, and judicial services reach the most affected areas. If violence reduction initiatives are to succeed, the national, provincial, and local-level governments must honour their existing obligations to the people. Because of the differences that exist between provinces, in regard to infrastructure and service delivery, it is recommended that certain priority areas be the initial targets. Southern Highlands should be an immediate priority, along with the other Highlands provinces. Militancy must be made subject to rule-of-law, using specific task forces where no alternative solutions are available.

Conflicts of interest, including familial or clan-based loyalties, and financial and political interests, are distorting the capacity of individuals in positions of responsibility to make correct decisions.

42. There should be tighter control and management of systems of accountability and government processes. The capacity of the National Monitoring Authority (NMA) and the Inspection Branch of the Department of Finance to monitor the allocation and use of funds and resources should be strengthened and made more effective and efficient, through increased personnel and mobility.

Infrastructure and assets are not being utilised and are deteriorating. This is particularly relevant to gun control in relation to Police and Defence assets.

43. There needs to be a rationalisation between the lack of police housing assets, and the surplus of resources belonging to the PNG Defence Force (PNGDF) in relation to their diminished manpower. For example, as a result of the downsizing of the PNGDF, 80 percent of Murray, Taurama and Igam Barracks, is unused. Such facilities should be used to address the shortfall in police accommodation and facilities.

44. The funding for law and justice sector agencies also needs to be increased. The Police budget should be increased to K200 million for general law and order administration, with priority given to Southern Highlands Province.
Land disputes lead to tribal fighting, which is exacerbated by the use of firearms

45. A special unit in the Department of Lands and Physical Planning should be set up to train surveyors and land mediators.

Donors and non-government organisations that are working on Law and Justice Sector issues (NCM and AusAID and contractors such as ACIL, Sagric, Educo, LJSP, JAG, other donors, and the ECP) are not adequately coordinated, and are not coherent. There is too much emphasis placed on the central, structural level and too little on reaching the grassroots people.

46. The National Guns Control Strategy should be able to draw on a clearer, coordinated response from the donor community and its agencies, to enhance its implementation.
Legislation

47. The legal recommendations that were adopted during the PNG Guns Control Summit should be submitted to a Committee of Implementers representing line agencies and interested parties, to discuss their operational implications and to prepare drafting instructions. Line agencies should submit their comments within a fixed timeframe, before the National Strategy is finalised.

Constitution of the Independent State of Papua New Guinea

The people have called for the Presumption of Innocence (Constitution s.37(4)) to be removed so that anyone who is accused of a gun-related offence, or an offence where the use of a firearm is an aggravating circumstance must prove his or her innocence.

48. The right to remain silent, either under the Constitution or under the Judges Rules, should be removed, so that the suspect is required to answer an allegation. This would mean that the failure to answer questions would become a crime in relation to firearms offences.

The people have called for the increased regulation of freedom of movement, because of the problems associated with urbanisation, displacement, and squatter settlements, as discussed in the Social and Community Development section of this report.

49. The Government should amend basic rights provisions in the Constitution [s. 52] to regulate freedom of movement.

50. ID cards should be gradually introduced for Papua New Guinean citizens, to assist in compiling the electoral rolls and enforcing the Vagrancy Act.

The people called for stronger regulation of the owners of firearms, affecting s.53 of the Constitution, which deals with property rights.

51. The Constitution [s.53] should be amended to allow the State, in certain cases, to relieve licensed firearms holders of their possession and ownership of firearms.

Criminal Code

Offenders who use a firearm to commit an offence, or where the use of guns is an aggravating factor in the committal of an indictable offence are not sufficiently penalised. The people have called for harsher penalties to be imposed by the Courts on these offenders. In addition to other penalties, the people called for corporal punishment to be used for perpetrators of violent crimes. Too many serious criminal cases are being acquitted in committal proceedings because of a lack of proper prosecution by qualified prosecutors, and the assumed lack of evidence.
52. There should be a review and improvement of the systems for increasing the number of convictions for firearms offenders, including evidence gathering, handling, case loads, and Correctional Service capacity.

53. Subject to this review, there should be a witness, informant, prosecutor, and magistrate protection system, and harsh custodial sentences for intimidation of, or attack on, any of these persons.

54. The right to bail under the Constitution should be revoked for all persons charged with firearms related offences. The accused person(s) should be kept in custody, until trial. If convicted and sentenced, there should not be any probation or parole, or release on licence.

55. The current penalties must be more strictly imposed by judges, to reflect the community’s views. Stringent penalties, such as life imprisonment or other long jail terms, should be imposed upon offenders who use firearms to commit indictable offences, or where the use of firearms is an aggravating factor. Minimum penalties should be prescribed for such offences, particularly sexual offences, robberies, and homicides. For example, if a firearm is used, but not discharged, fifteen years imprisonment should be imposed. However, if a firearm is discharged in the committal of the offence, irrespective of the consequences, all persons associated with the committal of the crime, should be given life imprisonment.

56. Judicial discretion which is vested in judges, under s.19 of the Criminal Code, should not be applicable in relation to gun-related offences, or where the use of a firearm is an aggravating factor in indictable offences such as rape, murder, willful murder, armed hold-ups, robbery, and break and enter and stealing.

57. Prosecution at Committal Proceedings, before a Grade 5 magistrate, should be conducted by state prosecutors. If this results in the Office of the Public Prosecutor’s resources being overstretched by the need to employ more state prosecutors, all Police prosecutors could be encouraged to obtain an LLB degree to enhance their work as police prosecutors, and enable them to handle all committal matters (similar to the magisterial upgrading training that was undertaken in the 1980s and 1990s).

58. All seized weapons, including court exhibits originating from Police, Defence, and CIS stocks, should be returned to the control of the respective agencies. All other weapons that are not held for the purposes of evidence should be destroyed publicly within at least six months of entering into storage.

59. Withholding information and/or failing to assist police during investigations related to the use of firearms, should be a new, specific offence, created and instituted under the Criminal Code.

60. The attempt to attain or maintain political office through the use or threats of force, including by the direct use of firearms or the supply of firearms with intent to distort the democratic process, should be an offence which carries a minimum custodial sentence of 20 years.
Firearms Act

Almost a total majority of the people have called for guns to be removed from their society. Some groups, such as traditional hunters and sports shooting clubs, have expressed concern about a total ban which affects their subsistence and recreational activities. The PNG Guns Control Committee verified that the Port Moresby Sports Shooting Club was efficiently operated in accordance with current legislation and regulations. Banking and businesses that handle large amounts of cash money would be made extremely vulnerable if they could not be protected. However, the people wished for guns to be removed from the hands of security companies and their employees.

61. The PNG Guns Control Committee supports the continuation of the moratorium on the licensing of firearms. There should be a complete ban on all guns and ammunition in Papua New Guinea. The exception must be the three disciplined forces. Licenced gun clubs should be allowed to administer and monitor weapons and ammunition for their members’ sporting activities, subject to strict codes of conduct.

Security providers that are licensed under the Security Industries Act to hold weapons for the carriage of money should have their right to own firearms repealed. Such security providers should, in future, seek a police escort, where money has to be transported under armed guard.

Civilian gun and ammunition ownership should only be permitted for members of licensed sports shooting clubs for the categories of weapons and ammunition currently permitted to them, and those who have a legitimate need to use weapons and ammunition for hunting and livestock management (these only for single-barrelled shotguns). The users of these guns and ammunition should only be licensed to carry guns for the specific activity for which they are licensed. There should be a total ban on all other categories of firearms and ammunition, for all other purposes.

No licensed firearm holder should be allowed to have more than one firearm. The maximum number of firearms that hunters and livestock controllers should be able to hold is one. The only exception should be for strictly controlled sports shooting club members.

No licensees should be able to purchase ammunition, except for the specific weapon for which he or she holds a licence, up to a maximum of 200 rounds per year, unless the licencee can demonstrate a need for more. The only exception is for strictly controlled sports shooting club members. In addition to these specific national provisions, provinces may adopt stricter local measures. If adopted, this recommendation would repeal the right for corporations and government departments (except the Department of Agriculture and Livestock) to hold guns or license their employees. It would also repeal the right of gun ownership for personal protection, and by security firms and their employees to conduct armed payroll escorts.
62. There should be an amnesty law which provides a specific opportunity for the hand-in of other types of weapons (see the Reduction of Weapons for Safer Communities section in this report).

The current licensing system is vulnerable to abuse by persons who are involved in the transfer of licences between individuals, as it allows new owners to come into possession of firearms from current licencees. Any system which allows the transfer of a licensed firearm to another person must be completely banned.

63. The transfer of firearms licences between individuals, must be banned. If it is acceptable to wider society, some provision to allow Licensed Sports Shooting Clubs to accept new members should be created after this transfer procedure is addressed.

There have been inferences that the Commissioner of Police has been issuing firearms licences in breach of the legislative moratorium.

64. The Office of the Registrar of Firearms must be strengthened through the introduction of new systems, processes, and procedures. The responsibilities and authority of the Registrar of Firearms should be exercised by a Committee, rather than an individual. A key recommendation is for a system which requires four signatures to authorise the issue of a new firearms licence, from a Committee comprising high-ranking persons of integrity from the Police, the Defence Force, the Ombudsman Commission, and the National Sports Shooting Association, and chaired by a prominent community leader.

The present arrangement for the registration, licensing, and monitoring of firearms is centralised, which makes it too cumbersome and costly for legitimate owners, at the village level, to abide by the law.

65. There should be a legal provision for decentralising the process for renewing licences, pre-screening, and making recommendations on applications for new licences, at the provincial level. Provincial authorities should also be responsible for the confiscation of firearms within a month of owners failing to renew licences, and the destruction of such firearms within six months of confiscation.

The people wish to see a higher rate of conviction and harsher penalties for firearms-related offences.

66. The PNG Guns Control Committee concluded that it was not desirable to amend the Constitution to shift the burden of proof to the defendant. The crime of illegal possession of a firearm, which is easy to prove, should carry a much heavier minimum sentence of 10 years. This would reduce the difficulty of delivering harsh penalties to those accused of crimes involving the use of a firearm, without undermining the important constitutional principle of the presumption of innocence.

Serious offences under the Firearms Act are being disposed of summarily, which leads to a reduced rate of conviction and inadequate penalties being imposed.
67. All offences under the Firearms Act must be made indictable offences. Enforcement of the Act should be placed under the jurisdiction of the National Court.

The sentencing discretion that is currently vested in judges is allowing the imposition of sentences related to firearms which do not reflect the gravity of the crime. The payment of fines is an inadequately interpretation of the gravity of gun-related crime.

68. There must be more limited sentencing discretions vested in judges when dealing with offences under the Firearms Act and the Criminal Code, where a firearm is used or where the use of a firearm is an aggravating factor. Payment of fines for firearms offences must be completely abolished and replaced with custodial sentences.

The supply or manufacture of ammunition, home-made or otherwise, is not sufficiently punished. Offences involving home-made guns and/or ammunition are not specifically covered under the current Firearms Act, and are not penalised severely enough.

69. New firearms legislation must be created to include the offences of manufacturing and dealing in home-made guns and home-made ammunition. Severe penalties of a minimum of 20 years’ imprisonment should be imposed upon those people who manufacture weapons or ammunition, and supply them to unauthorised persons.

Toy guns and gun replicas are part of an increasing gun culture. They create the wrong model for young people and have been used in armed robberies, as substitutes for real weapons.

70. The import, sale, and possession of toy guns, toy ammunition, and gun replicas should be banned, and such acts made an offences under the Firearms Act.

Licencees are not currently reporting the loss or theft of firearms.

71. If licencees fail to report the loss or theft of their firearms, they will be prosecuted for its recovery elsewhere, or use in crimes. Failure to report the theft or loss of a firearm by a licensed owner, within 36 hours of its loss being known, should become a criminal offence under the Criminal Code, and be punishable with 10 years imprisonment.

In some areas, politicians, business persons, and others are using unofficial procedures to procure weapons through state agents, and thereby gaining possession of weapons for themselves, or receiving other favours.

72. Any individual who does not follow or attempts to interfere with, the legal procedure for the procurement of weapons should be penalised with a minimum custodial sentence of 20 years in prison, and barred from office, if found guilty of misconduct in office.
**Vagrancy Act**

The people of Papua New Guinea voiced concern to the PNG Guns Committee that the constitutional freedom to move between provinces is leading to increasing problems when migrants become unable to sustain themselves through legitimate means, or settle illegally on government or customary land. This is seen as a major cause of violent crime.

73. *The Vagrancy Act should be reintroduced in a form which complies with s.38 of the Constitution, to regulate Freedom of Movement. The Act should take account of the needs of those who are forced to move, through fear for their lives or property, in tribal vendettas.*

**Police Act, Defence Act, and Correctional Service Act**

It was repeatedly stated that the Police, Defence, and Correctional Services personnel were responsible for the sale, or rent, of state-owned firearms and ammunition, to criminals and tribal fighters. The Police, Defence, and Correctional Services personnel have called for tougher penalties to be imposed on offenders, including the most severe penalties possible to be imposed on such persons.

74. *Police, Defence, and Correctional Services personnel who either intentionally or carelessly lose firearms and ammunition, or who rent or give away state-issued firearms and ammunition to unauthorised persons must face immediate dismissal and be criminally prosecuted. Imprisonment must be for a minimum of 20 years. A separate offence of breach of trust and authority should be introduced, which is additional to the actual act of giving away or losing the firearm.*

75. *The Police, Defence, Correctional Services, and all other legal weapons users must be prosecuted under the Firearms Act for use of firearms in any actions other than those for which they are legally allowed to possess firearms, with a minimum custodial sentence of 20 years.*

**Summary Offences Act**

People have raised concern about the use of other offensive weapons, besides guns, in acts of criminal violence, and have called for the imposition of longer jail terms for such offenders.

76. *The penalties for those in possession of, or using, other offensive weapons for criminal or illegal purposes must be increased. Such offensive weapons include, knives, axes, spears, and so on. People have called for the imposition of longer jail terms for offenders who publicly carry offensive weapons, or who use them in committing crimes.*

77. *Any reference to firearms or their use under the Summary Offences Act should be removed, so that all offences related to firearms are dealt with under the Criminal Code.*
**Legislation**

78. In relation to concerns about toy guns, toy ammunition and gun replicas, they must be declared as prohibited imports under the Customs Act.

**Customs Act, Fisheries Management Act, Forestry Act, Civil Aviation Act, and Migration Act, National Agriculture Quarantine and Inspection Authority Act**

Police complained that they currently do not have sufficient powers to check imports and airline cargoes for prohibited goods, in the absence of mandated authorities.

79. There must be a cross-authorisation of police personnel to exercise certain enforcement powers vested in customs officers under the Customs Act, Fisheries Management Act, Forestry Act, Civil Aviation Act, Migration Act, and National Agriculture Quarantine and Inspection Authority Act in relation to prohibited goods and other crimes, wherever they encounter them. This would create opportunities for the Government to develop and introduce a multi-skilled program, and second or rotate law-enforcement officers to build their knowledge base, skill levels, and capacity, to enable them to assume additional and varied responsibilities.

**Migration Act**

Foreign nationals are taking advantage of the ‘open border’ to Australia and other third country destinations to bring illegal weapons into Papua New Guinea under the guise of being ‘traditional crossers’, as designated under the bilateral treaty arrangements. The Department of Foreign Affairs and Immigration lacks financial and other resources to administer and monitor the borders and deport illegal traffickers.

80. There should be a review to strengthen the procedures that are currently in place, and which allow for traditional border crossing, in order to prevent abuse, by traffickers, of the privileges accorded to traditional border crossers.

81. The Department of Foreign Affairs and Immigration should be properly resourced to administer its responsibilities, including cooperative arrangements with neighbouring countries to address the issue of third-party illegal immigrants.

**War Surplus Materials Act**

People have dug up and used weapons and ammunition left over from the Second World War, for criminal and illegal purposes. The presence of such munitions presents a safety hazard in affected areas.

82. It must be classified as a serious indictable offence with a prescribed minimum penalty of ten years to take into their possession any war materials, including guns, ammunition, or bombs. Longer sentences should be imposed on those doing so, with the intent of using the munitions for illegal purposes. Persons wishing to clear such munitions from their land should contact qualified Defence Force personnel for assistance.
83. The current penalties prescribed for offences relating to the unauthorised use of surplus munitions must be reviewed and harsher penalties imposed.

**Inter-group Fighting Act**

The use of guns in tribal fighting is leading to deaths in unprecedented numbers, the wanton destruction of community and state property, and a vicious cycle of vengeance leading to an ever-increasing number of deaths. Practices such as the trade of women and girls for guns, for use in such violence, raise deep concern.

84. Persons or groups found to be using any kind of firearms in a tribal fight must be sentenced to a minimum of 20 years, subject to the right of communities to indulge in self-defence, where it is demonstrated that there was no viable alternative.

85. Incitement to group fighting, recruitment of combatants, or leadership of fighting groups, should carry stronger penalties of at least a minimum of 20 years, with mitigation for action in defence of communities where there was no viable alternative, but specifically excluding mitigation in terms of customary obligation.

86. Groups who indulge in tribal fighting must compensate the State for the destruction of state property through armed violence, and repair the property in question, or face criminal charges.

**Dangerous Drugs Act**

Drugs are being traded for guns. Therefore, controlling the drug trade is important in tackling the trafficking of weapons. Drug users are often punished very lightly by magistrates. Further, small-time users have been punished heavily while larger-scale traffickers have gone unpunished.

87. There should be stricter penalties for cases involving the seizure of illegal drugs, in proportion to the amount of illegal drugs seized. A minimum penalty of five years should be applied for anyone caught in possession of drugs.

88. Where the seizure of drugs is linked to the trafficking of guns or ammunition, there should be a minimum penalty of 20 years for such an offence.

**Proceeds of Crime Act**

Many of those people who have benefited from criminal actions are not currently obliged to surrender the proceeds of their crime to the State.

89. The Government should ensure that the Proceeds of Crime Act is immediately enacted and is made consistent with the Constitution [s.53].

90. Those who benefit from, or are convicted of, crimes related to firearms production, use, sale, or trafficking must surrender the proceeds to the State and face severe penalties.
Organic Law on Duties and Responsibilities of Leadership (OLDRL)

The problems with the OLDRL are described in the sections on Leadership and Democracy, and Governance and Service Delivery in this report.

91. Offences under the OLDRL should be simultaneously and routinely prosecuted under the Criminal Code.

92. The maximum penalties under the OLDRL for misconduct in office should be increased to include dismissal from office for life, and a fine of not less than K50 000.

93. Any person who is convicted of a firearm-related or other criminal offence, under any legislation, must be barred from holding public office for life.

Organic Law on National and Local-level Government Elections (OLNLLGE)

Guns are used by electoral candidates and their supporters to attain office.

94. There should be a minimum penalty of 20 years imprisonment for the use, or threat of use, of firearms to distort or derail the democratic process.

95. There must be a provision for the immediate disqualification and permanent barring of any candidates implicated in such practices.

Public Service (Management) Act, Public Finance (Management) Act, Regulatory Authorities Services Act, and Organic Law on Duties and Responsibilities of Leadership

96. These laws should be amended to facilitate the removal of leaders who fail in their functions, in accordance with the recommendations under the section on Leadership and Democracy in this report.
Rules and Operations

Part of the PNG Guns Control Committee’s Terms of Reference was to look into the workings of the Firearms Registry. The Committee was prevented from inspecting the records of the Firearms Registry. There are irregularities with the weapons licensing process and loopholes which are currently exploited, such as the provision which allows the transfer of licences between individuals, as well as allegations that it is possible to buy a firearms licence, and that new licences have been issued during the current moratorium.

97. There should be a high-level independent investigation into the management and control of the Central Firearms Registry, over the past five years, with a view to improving the current system. The same investigation should also scrutinise the records of firearms and ammunition dealers and how they coordinate with the Firearms Registry. As an interim measure during the investigation, the current management arrangement should be suspended, and an appropriate alternative put in place. The day-to-day licensing and registration procedures should continue and be the focus of a renewed effort to implement a more efficient and transparent system.

98. With regard to the licensing procedure, the Committee recommends that:

- the issuing of new licences should be conducted in accordance with the recommendations under proposed Legislation in this report;
- the renewal of licences should be administered at the provincial level, as specified in the recommendations proposed under ‘Legislation’ in this report;
- enforcement should be improved in cases where licences are not renewed. Non-renewal should result in the forfeiture of the weapon by its owner, and the collection of the weapon by a police officer within one month of the expiry of the licence;
- the Police should be equipped with instant communications, to enable the sharing of information on firearms that have been seized and destroyed, and the available stocks of arms and ammunition, as well as to administer the licensing and registration of guns against criminal records and provide timely checks on non-renewed licences; and
- there should be a proper monitoring and reporting system for all licensed firearms holders and licensed ammunition dealers.

There are irregularities in implementing the procedure for authorising the importation of firearms and ammunition. The control of bullets and cartridges is of serious concern. Mechanisms should be developed specifically to control the distribution and use of ammunition.

99. The Committee recommends a moratorium on the importation of small arms, light weapons, ammunition, and dual-use goods, except when authorised by the Minister for Internal Security, or an appropriate authority, and until the adherence to current procedures and leakage from disciplined force holdings has dropped significantly. All countries should be formally notified of the moratorium, so that there is no ambiguity
for foreign export licence decision-making bodies as to the legality of exporting arms and ammunition to Papua New Guinea.

100. When this importation moratorium has ceased, there should be limits placed on the amount of ammunition that a licencee can buy. The selling of ammunition should be restricted to the type of gun that is licensed, and should be regulated by the approved licensing body, in close liaison with all licensed vendors.

Subsistence hunters and others complain that the price of renewing a licence is unaffordable, and that even if they pay for their licence, they cannot afford to buy cartridges.

101. If civilian possession of firearms remains legal, the fee for licensing a weapon should be payable at the same rate to cover a two-year period.

102. For the foreseeable future, the current restrictions on the availability of ammunition will outweigh the needs of hunters and others to acquire it more easily. Therefore, it is not desirable for controls on the importation of ammunition to be relaxed to meet the needs of these individuals.

Police armouries are unsafe and lack security provisions. In many cases, armouries which have been provided by donors are not used because the procedures are seen as too complicated, or because of poor discipline. Guns are routinely left lying around in many police stations, barracks, and vehicles. Defence Force weapons which are recovered from illicit possession are not routinely returned to the Defence Force.

103. An immediate stock take should be conducted and made public in order to identify the number and description of firearms actually on hand at each Police, Defence, and CIS post, and the number and description of firearms for which they are unable to account.

104. Armouries should be standardised, with dual locks put in place and used.

105. There should be a review to identify the holdings of weapons and ammunition which are surplus to requirements, when compared with numbers of disciplined force personnel, and in view of the recommendation for the police to be routinely unarmed. Surplus weapons and ammunition should be destroyed within twelve months, with financial and logistical assistance from international agencies, where necessary.

106. Senior officers in all security forces must enforce accountability for weapons, including making all officers sign in and sign out every gun and all ammunition. Police station commanders should be disciplined and prosecuted for failing to prevent the loss of any firearms. Each individual police officer should face serious disciplinary charges, if there is any loss of firearms and ammunition.

Guns that are used as exhibits in criminal prosecutions are not disposed of according to set procedures, or in a timely way. Allegations have been made that such weapons have been deliberately lost and sold.
107. A stock take should be made of weapons that have been confiscated, including court exhibits, and are currently held by police. Courts should issue an order for the immediate destruction of weapons no longer needed in prosecutions or other proceedings. There should be a nationwide initiative to do spot checks on national police stations and destroy all outstanding exhibits. Where possible, this destruction should take place in public, as a community confidence-building exercise. Procedures to account for seized goods and exhibits should be improved and monitored by spot checks in the longer term.

Many suspects are shot and injured or killed before they have been through any legal process. Suspects often avoid arrest through fear of being brutalised. The Police believe that they need to use force because of the overwhelming problem of criminal violence. This cycle of violence is in danger of spiralling out of control.

108. The rules of engagement for the apprehension of suspects, in accordance with the Geneva Convention and the constitutional rights of citizens, should be applied in every case. Penalties should be applied to police officers who break these rules. Particular attention should be paid to implementing this principle in mobile squads. All police shootings should be subject to immediate investigation. Police must end the killing and injuring of suspects, through the unreasonable use of force.

109. The channel for ordinary people to raise any grievances against state agencies, as recommended in the Social and Community Development section of this report, must be used to enable communities to report improper behaviour by police to a non-police body.

Surplus weapons and ammunition from the Second World War present a safety hazard to communities, and a risk in that criminal or militant element may arm themselves from such sources. However, the task of removing such munitions is too large for the resources available within Papua New Guinea.

110. The Defence Force should increasingly prioritise the location, recovery, and destruction of such residual weapons and ammunition, with assistance from those countries that have been previously involved in conflict on Papua New Guinean territory, and therefore are responsible for the presence of the weapons. Alternatively, other donors should be approached to assist.

Police and Defence Force personnel would receive ex-officio powers through the legal recommendations under the Customs, Forestry, Fisheries, Civil Aviation, Migration, and National Agriculture Quarantine and Inspection Authority Acts (see also the recommendations in the Borders and Trade Section of this report). Affected personnel would require training before they would be able to carry out these new responsibilities.

111. Affected personnel must be trained to detect and seize prohibited goods, including firearms and other offensive weapons, which they suspect of being illegally imported. This should be part of their day-to-day duties, as well as to prosecute related offences and liaise with relevant authorities.
The recommendations to implement the Police Review are not being implemented quickly enough, partly, but not entirely, because of lack of funds.

112. The Government, the Minister for Internal Security, and the Commissioner of Police should activate the implementation by the Monitoring Committee, as provided for under the Review. Independent accountability and review processes should be established as soon as possible, the position of a Police Ombudsman be created, and an appropriate person appointed. The recommendations most relevant to guns and gun violence are reiterated and included in the PNG Guns Control Committee’s recommendations. Once again, the Government should ensure that community policing becomes the primary focus of policing in Papua New Guinea.

The Police Review recommendations, which are not raised elsewhere in this report, but are important to the success of the National Guns Control Strategy, relate to:

- adequate funding, including for emergency action;
- referral of political interference to the Ombudsman Commission;
- community police, and other training and personal development for regular police;
- increased recruitment of female officers;
- enforcement of the Discipline Code standards relating to firearms;
- amendment of the Police Act to enable swifter removal of personnel for underperformance;
- reformed human resource management to improve police discipline;
- refreshment of personnel, including recruitment, after making unsuitable officers redundant;
- fair and prompt payment to all personnel;
- incentives, including better pay for well-performing officers;
- no firearms to be carried when officers are off duty;
- police to be unarmed, unless operationally necessary;
- the resolution of accommodation problems;
- the enhancement of intelligence gathering and sharing, particularly for tackling transnational crime and including the trafficking of firearms;
- regular rotation of police in order to counter vested interests;
- better prioritisation of donor support for training, infrastructure, resources, recruitment, and wages;
- increased use of informal justice and mediation to reduce the case load; and
- the criminalisation of police failure to properly investigate a crime.

The number of prisoners on remand, and being held by the Correctional Service is too high.

113. The Public Solicitor and the Public Prosecutor, in consultation with the Correctional Services, should review all outstanding remand cases, with the view to releasing or bringing swiftly to trial those remandees who have been detained longer than three months.
Borders and Trade

The people called for the national borders to be secured to prevent the trafficking of weapons, and the conduct of other kinds of transnational crime, such as illegal immigration and drug smuggling, which are possibly linked to enclaved forestry operations, and contribute to internal crime and insecurity nationwide.

There is no distinct core sector dealing with security and sovereignty under the national budget.

114. **Current laws pertaining to customs, immigration, and quarantine need to be enforced.** An additional core sector should be established to deal with national security. This core sector should include responsibility for border management, but be separate from the core sector dealing with law and order.

There are weaknesses in the command and organisational arrangements to bring state agencies together. Consequently, there is scant dialogue and coordination between them. This leads to the absence of border management authorities and personnel.

115. **Border management should be reviewed with the aim of establishing a separate Border Management Authority which is dedicated to addressing border management, transnational crime, national defence, and bilateral cooperation.** The Border Management Authority should ensure that relevant agencies can deliver a coordinated response, as a team, with the Defence Force taking the lead. Increased resources should be made available to all line agencies involved in border management and/or with links to the international community, including Defence, Police, Foreign Affairs and Immigration, Customs (IRC), NAQIA, NIO, Attorney-General, CAA, Provincial Affairs, Transport, and the NSAC.

116. **The Border Management Authority should establish a National Security Policy which sets the mandate for line agencies to coordinate and cooperate on national security matters, and create a stand-alone surveillance system.**

117. **Government funding for these activities could be supplemented by:**

- establishing a ‘toll’ collection on land border crossings;
- charging sufficient airport tax to provide adequate security checks;
- increased customs revenues as a direct result of better border management; and
- partnership with large exporters through the provision of financial support to the facilities and agencies which ensure their compliance with the law.

Along the international borders, there is no government presence. Resources and personnel are particularly lacking in strategic locations such as Daru and Vanimo. Wutung Border Post is exposed and has no communications or mobility. As a consequence, the sea highway lies open.
118. The Government should increase the presence of the Defence Force on national borders. Two Forward Operational Bases (FOBs) should be set up at Company strength of 150 men — one in Daru and Vanimo — each consisting of one patrol boat and small boat team (SBT), comprising three assault boats, to enable the deployment of a platoon of 32 men to key locations.

There is little coordination between coast watchers, and when there is, it takes place only at the instigation of other countries.

119. There should be a network to enable local communities to link into the Defence, Police, Provincial Affairs, and Foreign Affairs and Immigration operations that are related to border policing and surveillance.

120. A provision for delegating the responsibility for the disposal of seized assets to the provincial level should be considered.

There are no logistics to enable the movement of troops in West Sepik and Western Provinces.

121. Defence and police logistics should be integrated to optimise their combined capacity to move personnel and patrols.

Connex shipping containers are not currently being checked.

122. Connex shipping containers should be checked prior to being disembarked.

Defence and police personnel have limited authority to implement all aspects of border management.

123. The recommendations in the Legislation section of this report state that new ex-officio powers should be vested in defence and police personnel in relation to this point. Increased funding should be available to reflect the increasing levels of activity of these agencies in border management.

Checks on identity are virtually non-existent for those people who cross most borders. It is suspected that this is linked to the trafficking of firearms into Papua New Guinea.

124. The proposed Border Management Authority should check on the actual extent and scope of illegal migration. There must be an increased capacity to check and verify the authenticity of identification documents.

There is no police presence in border stations except for the two policemen in Green River. The only border officer at Weam recently departed, following intimidation by the OPM.
The police presence at border posts should be increased and mobile team controls established. The ‘Eye in the Sky’ should be regularly used for border surveillance.

There is a lack of capacity to gather and act on intelligence. Similarly, there is no sharing of intelligence.

Intelligence-led border and customs operations under the Border Management Authority will be vital to effectively monitor and managing border and trafficking control with limited resources. There should be legal and logistical provisions for increased power of surveillance, such as phone tapping, to assist in detecting suspects in transnational crime in order to enhance the authorities’ ability to target particular shipments and cargoes.

There are few bilateral operational arrangements with our neighbouring states of Australia, Indonesia, and the Solomon Islands. Where agreements have been made, these are not currently implemented as intended, because of lack of resources, and leadership and management issues.

Papua New Guinea must honour its international obligations under current border management agreements.

The implementation of current border agreements should be based on daily contacts. Standard Operating Procedures (SOPs) should be developed to integrate communications and operational platforms.

A Security Liaison Officer should be posted to the Papua New Guinean Consulate in Jayapura.

Airport terminal infrastructure, security procedures, and baggage and cargo checks need to be improved, and in many cases, created from the beginning. Decommissioned, remote, or privately operated airfields are areas of public concern because of their potential involvement in trafficking and other criminal activities.

Perimeter fences should be constructed and scanning equipment installed at provincial airfields. The discipline required to carry out baggage checks should be enhanced through staff training and remuneration nationwide, so that all bags and cargo are checked when entering or leaving airport zones. Anyone who is caught attempting to transport firearms illegally, particularly in hand luggage, should be prosecuted without exception, and face severe penalties.

Law-enforcement officers should have ex-officio powers to check cargo thoroughly, in the absence of mandated agencies’ personnel, such as CAA handlers. It should not be necessary to present ‘grounds for suspicion’, before checking any bags or goods intended for carriage on aircraft.

There should be a review of the use of decommissioned, remote, or privately operated airfields, especially where there is a risk of unregulated international
movement associated with criminal activities. Measures such as the improved registration of authorised carriers under conditions of corporate and individual responsibility for cargo checks, and detection and prosecution of unauthorised carriers and any carriers of prohibited goods, should be considered.

The downsizing of the PNG Defence Force has been damaging because it has reduced mobility, the number of response units, and the technology that is available. Highly qualified individuals have been lost during retrenchment exercises.

133. The current downsizing exercise from 5 000 down to 2 000 personnel, should be followed up by a phase of active recruitment to facilitate the refreshment of personnel and the rebuilding of the PNGDF to a final strength of 3 000 personnel, so that the Defence Force can play an effective role in border management.

134. The requirement for mobility demands a parallel investment in vehicles and vessels, using the financial savings resulting from the downsizing exercise.

135. In order to maximise the utility of Defence Force mobility, the transport facilities should be used in ex-officio functions, such as facilitating the rotation of police personnel between postings, the deportation of illegal immigrants and criminals, or the transfer of school and medical supplies.

136. Former senior Defence Force and Police officers should be employed as border post administrators.

Vessels belonging to logging and other overseas companies can enter and leave Papua New Guinean waters at will, without being subject to revenue, customs, and migration controls. Logging sites are viewed as being ‘kingdoms’ in isolation, and beyond the reach of the rule of law. Police officers have complained that they have insufficient power to conduct spot checks, and that they are frequently denied access to such locations.

137. Such companies and vessels should be subject to revenue, customs, and migration controls, and should enter into agreements with the Government to support the development of infrastructure to provide adequate checks on shipping.

138. Where companies resist the monitoring of their activities by the State, they must be subject to the rule of law. Specially tasked teams should investigate such companies’ operations, and prosecute any misdemeanours.

Many border communities are more vulnerable to trafficking and criminality because of their isolation from economic development, business opportunities, and government services.

139. Special incentives for the economic development of border communities should be established and tied to community support for, and participation in, border control.
Social and Community Development

Poverty is a major factor in crime and gun violence. In cities and towns, many people do not have access to cash incomes, or other ways to sustain themselves.

140. People in urban areas should be offered access to financial support services, so that they have an opportunity to sustain themselves through, for example, informal sector activities.

141. In urban areas, financial assistance should be provided through microfinance schemes, which should be directly linked to training.

142. The Government should assist faith-based organisations to provide spiritual assistance programs through Half-Way Houses, Bible Colleges, City Missions, and Boys Towns, which are needed as a key to prosperity.

In rural areas, poverty and the lack of means of sustaining oneself provides the basis, and compulsion for the rise in gun violence.

143. In rural areas, people must be enabled to buy the tools and resources that they need to sustainably support themselves and their families.

144. In rural areas, financial assistance should be provided through microfinance schemes, which should be directly linked to training.

145. In particular, technical and agricultural skills should be encouraged in rural areas.

Lack of employment in the formal sector is a factor which gives impetus to the emergence of violence and crime.

146. Opportunities for employment for young people – for example, through seasonal work in developed countries, or partnerships with companies to create jobs – should be pursued by the Government to address chronic lack of opportunity.

147. The National Youth Service (NYS) should engage our youth in constructive community-service activities, to increase their sense of discipline and responsibility, and increase the sense of civic and national identity among young people.

The lack of opportunities to sustain employment, or a livelihood through the informal sector is related to a lack of skills and access to markets, and is a significant socioeconomic problem.

148. Transport infrastructure should be improved so that people are able to trade and access services more easily. Other means of infrastructure and transportation, including state-run transport such as a rail system, government charters, a Department of National Works, and government trawlers and shipping, should be considered.
149. The PNG Guns Control Committee supports the goals and objectives of the Informal Sector Development Act. Training in skills which will enable people to improve their living standard is important for the whole community.

150. Markets should be more easily available, accessible, and better managed in rural areas to enhance access to goods, and provide places to sell produce. There should be market depots in all districts, and there should be an improved strategy for small-scale producers to market their produce, possibly through cooperative societies, with government support and advice, and when requested by communities.

151. The use of Papua New Guinean resources and produce should be encouraged, wherever and whenever possible.

152. Rural-based ecotourism should be encouraged, with training offered to develop skills in business management, hospitality, and marketing, in partnership with non-government organisations and village-based organisations.

The people raised the issue of lack of education and training, which denies them the opportunity to develop legitimate ways of making a living. Education is currently geared to the formal employment sector, which is not available to the vast majority of people.

153. The PNG Guns Control Committee supports the government’s current ten-year education plan. The Government should increase its educational spending through targeting vocational training facilities and activities for those communities that are affected most by the problems of guns, drugs, impoverishment, and trafficking. Women should receive an equitable share of such support.

154. Training should be offered in conjunction with non-governmental education providers, including churches, where government resources and services are lacking.

155. School leavers should receive practical vocational training, as part of the school curriculum, to encourage them to become self-employed.

156. Retirement and recruitment policies and provisions in state institutions should be better implemented to create opportunities for school leavers and graduates.

157. Access to education and literacy programs must also be made available to adults.

People are being displaced from their traditional place of origin through the need to seek a livelihood or because of population growth. The communities to which they migrate are experiencing many socioeconomic and sociocultural problems, and are plagued by high rates of crime and violence. Displaced persons who are second and third generation dependents of police, defence force, public service employees, and private sector block settlers, such as in the oil palm industry,
appear to be particularly vulnerable to falling into patterns of crime in order to subsist.

158. Measures should be taken to discourage migration away from rural areas to towns and cities, reduce crime in settlements, and improve the appalling social conditions which lead to opportunism and the breakdown of social values. This should include:

- control of the influx of people to, and the establishment of settlements on, state and customary land;
- community policing;
- social protection;
- sustainable livelihood development;
- improvement and better planning of housing and sanitation;
- increased access to loans for building homes;
- measures to generate more employment by attracting appropriate foreign and domestic investment in manufacturing, agriculture, tourism, and other service industries, and by investing in the creation of public works and infrastructure, such as roads, housing, and reafforestation; and
- encouragement of employers to assist their employees to be properly accommodated, possibly in the form of tax concessions.

159. The Informal Sector Act should be reviewed to protect the interests of traditional landowners in urban areas.

160. Urban landowners should be more clearly defined and empowered with financial support.

161. Rural areas should receive a proportionate share of projects and infrastructure to make them more attractive for employment and living, while migration to urban areas should be discouraged.

There is a widespread lack of services in rural areas. Money is not reaching the local-level governments, which means that they are unable to finance teaching, school infrastructure, health care, and so on.

162. Services such as welfare, social and agricultural extension services, and community policing must be extended into isolated communities.

163. The National Government should make direct grants to local-level governments (LLGs). Such grants should be set at an appropriate rate to enable LLGs to meet their responsibilities and functions, and to empower communities to create, and have responsibility for, their own initiatives to improve their living standards. The use of such grants must be effectively monitored, with penalties for misuse. Previous donor assistance has tended to create dependent communities. However, consistent with the objective of adopting systems of government that promote emerging sustainability and self-reliance, such assistance needs to be employed appropriately to realise the recommendations of this report.
The consequences of the above problems are widespread, and increases in crime and gun-related crime are significant parts of this phenomenon.

164. Trained, regular community police should live and work within communities, rather than living in barracks elsewhere, and entering occasionally to react to emergencies. The PNG Guns Control Committee supports the recommendations of the Police Review in relation to community policing, many of which are incorporated and adopted in this report. The Government should ensure that community policing becomes the primary focus of policing in Papua New Guinea, and that the interactive, partnership principles of community policing are fully integrated into all recruit and in-service training and development programs. Customary norms and practices should be included in the police training curriculum. Local police commanders should be provided with community development training and skills. This should extend beyond being a mere ethos. It must translate into practical initiatives to build partnerships between the police and communities, such as initiatives to protect women, campaigns about the effects of harbouring criminals and trading drugs, improvement of police presence, and more caution in using force to detain suspects.

As part of the Royal Papua New Guinea Constabulary’s commitment to community policing, each police station should:

- establish a public enquiry desk that is continuously staffed by a regular police officer in full uniform, who is trained in public relations and is literate;
- require that the enquiry desk police officer records all contacts and incidents reported by the public and demonstrates the clear commitment of the Police to assist;
- institute arrangements to ensure that the Police provide feedback to the public on matters that are reported to them;
- resume the practice of producing an Annual Report for the Government and people of Papua New Guinea, as required by current legislation;
- direct at least 25 percent of its resources to community policing; and
- review allowances, training, and so on, with the assistance of provincial governments.

Drugs such as marijuana, alcohol, and so on are linked to violent behaviour in cases of schizophrenia and in enabling criminals to be violent, without remorse.

165. There should be awareness raising about the bad effects of drug and alcohol use and abuse.

166. Without undermining the necessary emphasis on community policing, the Police should adopt a zero tolerance approach when dealing with minor drugs offences and drunk and disorderly behaviour, thus enforcing community service penalties for even the most minor transgressions.

167. Rehabilitation facilities should be established for drug abusers who are in the prison service, and society at large.
168. There should be safe places for the victims of alcohol and drug violence (such as safe houses for women).

169. Drug-free and gun-free zones in communities should be created to make public places safe.

The economic effects of marijuana on poor communities is to encourage illicit activity, which goes hand-in-hand with trafficking in guns.

170. Communities should work together with the Police, to reject illicit activities and the effects they are having in neighbouring regions. Local ownership of community law and order must be encouraged.

Part of the responsibility for community development rests with the community, where a hand-out mentality is a common obstacle to progress. Resignation, which is linked to leadership and governance problems, also needs to be overcome from within communities, as well as from outside.

171. Communities can no longer deflect their problems as being a National Government responsibility. They should take the lead in initiatives to solve their own problems.

There is a serious problem caused by gun-related, sexual violence — especially pack rape — and its effect in spreading HIV/AIDS. These crimes have become for too commonplace. Communities seemingly tolerate this, either through fear or lack of confidence in law enforcers, knowing that sexual offenders usually walk free.

172. Effective community policing would offer people protection on the streets and a reliable channel for reporting. There would be increased confidence that these complaints would be responded to efficiently. People would begin to lose their fear of reporting criminals, and be more confident in their reporting of crime. There should be tougher penalties, and the Police should improve their success rate in prosecuting cases of sexual violence.

173. Local communities should identify high risk times and places that such activities occur, and work together with the Police to increase safety and stop rapes and other crimes through the introduction of patrols or community alarms. Wherever possible, this should be done in partnership with community police.

174. Problems of equal opportunity should be addressed. Access for young women to roles and positions of responsibility should be actively encouraged.

The PNG Guns Control Committee noted the people’s concerns in relation to increasing delinquency, the breakdown of discipline, the loss of traditional values, and disrespect for the rule of law.

175. There should be awareness programs that emphasise the importance of social and moral values. People should be encouraged to live by these values to make
violent behaviour and criminal values unacceptable in communities. More emphasis should be placed on the family unit as the sanctuary for social and moral values. Churches need to be supported in the encouragement of family values.

176. **Discipline in schools should be strengthened.**

177. **It should be compulsory for all state agencies and civil society organisations (CSOs) to standardise and include, curricula, programs, and activities which reflect and emphasise Papua New Guinean cultural and moral values.**

178. **Community responsibility for teaching and correcting children in relation to social and moral values should be encouraged, for example, through street meetings and resource centres.**

179. **The capacity of welfare officers to promote special skills and training centres should also be increased.**

180. **Correctional institutions should be allocated increased funding to restore former initiatives which offered skills training and access to income-generating activities to prisoners. The proceeds of such activities should be used to contribute to prison budgets. A reduction in the number of remandees will reduce operational expenditure, and help to meet the costs of such initiatives.**

There is widespread distrust of law and justice providers in Papua New Guinean society.

181. **An increased emphasis on community policing should be accompanied by outreach to communities to demonstrate the improved delivery of a public service. People should be educated as to their rights to safety and justice under the law. The Police should work actively work to dispel their negative image, where unfounded suspicion of their activities exists among the people.**

182. **The Ombudsman Commission should be resourced to receive, and act, on public complaints about the abuse of police power throughout Papua New Guinea.**

183. **The RPNGC’s community policing initiative should be enhanced and expanded, in conjunction with reputable civil society or international organisations, in order to promote community empowerment programs for peaceful communities. Further recommendations concerning the Police are presented in the ‘Rules and Operations’ section in this report.**

Lack of access to justice, through mediation, Village Courts, and district magistrates is leading to unjust and violent outcomes, because of lack of coordination and resources. Village Courts are surviving through the goodwill of officials, but are being undermined by a lack of national coordination and control. Most provinces do not have the financial resources or administrative capacity to pay village court officials.
184. Village Courts should be a particular focus of support in the delivery of justice at the community level. They must remain under National Government control, and be actively supported by the Police, Magisterial Services, land and other mediators, Peace and Good Order Committees, Peace Mediation Committees, Joint Sitting Committees, Tribal Fight Committees, and Operation Mekim Save.

185. Village Courts must have their operations and administrative costs properly funded through the Department of Justice and Attorney-General.

186. There should be more female magistrates employed in the justice system.

187. The supervision of Village Courts, by District Courts, should be improved, for example, by signing or endorsing warrants, court orders, and summons more rapidly.

188. There should be regular training conducted for village court magistrates, staff, and peace officers. This training should be combined with incentives to increase efficiency, standardise the approach to core offences, and record proceedings.

189. Police officers should refer minor matters to the Village Courts, and assist them to implement their decisions.

190. Village books, which are operated and maintained by village recorders, are an important tool of management for wards. Village recorders should be funded to fulfil their responsibilities under law, and be used, nationwide, in the community empowerment process. In the context of firearms, they should record details of all persons who own firearms in a village, as well as cases of crime related to firearms. Village book and village court information should be routinely supplied to the provincial administrative level. Village recorders can also help to correct the electoral rolls which are ‘swollen’ under force of arms in many places, and provide a reasonable level of information on violence.

191. There should be a channel for the general public to raise any grievances about corruption, maladministration, and injustice, to enable full accountability of all state agencies at the grassroots level, as well as the capacity to refer serious matters to the Ombudsman Commission.

192. Village Leaders should be educated about the role of the Ombudsman Commission.

The PNG Guns Control Committee identified a need for better coordination between non-government and faith-based organisations, churches, and the media, in addressing the problem of guns and violence.

193. Effective coordination between non-government and faith-based organisations should be encouraged, to assist in the implementation of the National Guns Control Strategy. They should be networked together — possibly administered in a database — to participate in the government’s oversight mechanism to implement the guns control strategy and coordinate with provincial-level structures. Such a network will enable the Government and international
agencies to build valuable local partnerships with effective contributors within communities, and non-government and faith-based organisations, to avoid duplicating efforts. Non-government and faith-based organisations can contribute invaluably by:

- sharing their best practices;
- helping to raise awareness;
- helping to sustain the momentum to tackle the issues;
- delivering assistance in ways and in areas that the government cannot always reach;
- mediating and peace-building from a neutral perspective;
- monitoring and verifying weapons collection and destruction; and
- contributing to data gathering and monitoring of the situation.

The Department for Community Development should create a register of creditable NGOs, and record their specific expertise for ready liaison with the government and other agencies.

Lawlessness is ruining infrastructure and driving service providers away from some areas, while in some instances, state services have been directly destroyed in gun-related violence.

194. Such destruction must be fully and swiftly penalised (see the recommendations in the Legislation section of this report), and also be the focus of building awareness within communities concerning the detrimental effect that such actions have on development and service delivery.
Reduction of Weapons for Safer Communities

The public is overwhelmingly opposed to the violent use of guns and is in favour of getting rid of guns from Papua New Guinean society. The legal recommendation to ban certain categories of weapons would make many firearms illegal. Getting rid of guns requires the simultaneous implementation of a wide range of controls, including border controls, management of state holdings, a coherent strategy to improve law and order, and social development initiatives. However, weapons that are in public circulation will not simply disappear, if these controls are put in place.

There are opportunities for effective weapons collection and destruction, if the adopted strategy is carefully designed and implemented. One such opportunity relates to the strong grassroots support that initiatives to reduce gun violence could expect to enjoy. Another opportunity relates to traditions of exchange and reciprocation between clans. If traditions can be mobilised in favour of disarmament, they may serve as their own incentive, so that the number of weapons which can be brought to a recovery ceremony could become a point of pride for the communities which are involved (one example of such an initiative reportedly yielded 2 000 weapons — half from each side). Options that are available for collecting weapons include:

- a choice between a national amnesty or targeted localised initiatives;
- a choice of who conducts the collection — someone whom the target community trusts, or someone who has the capacity to make the process safe. A partnership between these two could be the best option;
- a choice of incentives to encourage people to hand in their weaponry, for example:
  - disarmament as its own reward;
  - amnesty on illegal weapons (before a clampdown);
  - buy-back;
  - weapons in exchange for skills development, extension support services, goods, food, or tools;
  - skills development, extension support services, goods, food, or tools, for information leading to the recovery of weapons;
  - lottery incentives;
  - lottery incentives, with prizes geared to personal development;
  - award of community development initiatives to those communities that hand in a large proportion of weapons; and/or
  - award of community development initiatives to those communities that hand in the most weapons.

Weapons collections can be costly, and do not usually result in the majority of weapons being handed in. However, collections can be an important way to signal a move towards peace, or to abide by the law. Weapons collection will have little effect, unless the supply of weapons is also controlled — even as a
public confidence-building measure. It can also be problematic and harmful, if some communities are left unprotected, as a result of disarming themselves, while others have not.

Weapons free villages in the Solomon Islands, urban and rural initiatives to collect weapons in Papua New Guinea, and the experiences from Bougainville provide offer examples of effective approaches to weapons collection, as well as presenting some cautionary advice.

The will to reduce weapons and armed violence raises a wide range of problems which have already been identified through interviews with key informants, and from consulting past research in previous attempts to recover weapons in Papua New Guinea. For example:

- There has been poor communication concerning the structure of disarmament incentive schemes so that expectations among combatants have been inflated. Combatants have threatened to return to violence, if they are not awarded projects as promised by their commanders.
- There has been resentment following the rewarding of perpetrators of violent acts who previously tore communities apart.
- Almost every offer of assistance to compensate for the recovery of weapons will be viewed as purely rent-seeking opportunities.
- This strategy, in turn, may lead to the recovery of only the least valued weapons, the retention of the most high-powered weapons (often reportedly buried in PVC tubing until needed later), the increased production of home-made weapons, or the attempt to acquire further high-powered guns for hand-in to attain rewards at a higher value.
- Rewards that are offered to whole communities may be a cause for division if a building is constructed in an area perceived to belong to one particular group within a community.
- Weapons that are recovered remain valued assets, which would provide a strong temptation for their recirculation or resale by corrupt police or other officials.
- The Police may prefer to place recovered weapons in their own armouries, where they are at risk of theft or possible misuse amongst communities which often perceive the Police as being agents of insecurity and violence.
- There is also a ‘duty of care’ to those communities that wish to disarm, so that recovery of weapons from them should not make them strategically vulnerable to rival groups or an abuse of power by the Police.
- Verification that communities are genuinely ‘weapons-free’ would be a challenging task, and place a heavy burden of responsibility, in the context of the vulnerability of disarmed communities to their possibly still-armed neighbours.
Any initiative to recover weapons also needs to address why people have owned guns, and whether they would be able to rearm themselves very easily. In Papua New Guinea, this may mean looking at ways to stop the production of homemade weapons within communities by skilled craftsmen, as well as collecting weapons, addressing demand, and cutting off the supply of weapons.

195. There must be an initiative to collect illegally held guns under the new law, as the public collection of illegal weapons is in response to the people’s will. A National Firearms and Ammunition Disposal Amnesty should be declared, as a matter of urgency. The Amnesty should operate within an Arms and Ammunition Disposal Program, under the National Guns Control Strategy, which is based on collaborative partnership with all stakeholders. Allowing time for a suitable public awareness campaign, the whole exercise should be completed by the end of December 2006. This action must be mandatory.

196. During the Amnesty period, all licensed gun owners must surrender their weapons and apply to renew their licences. A new licence screening process must be put in place prior to the end of the Amnesty, such that any licence which is renewed or continues to be held is authorised by four joint signatories at the Firearms Registry, as specified in the Legislation section of this report. All licence holders must first gain the endorsement of their local Peace and Good Order Committee, and undergo responsible gun ownership awareness training, as certified by the National Sports Shooting Association, at their own expense, so that they know how to handle and secure their weapons.

197. Politicians and former politicians must show leadership by surrendering their firearms voluntarily at the start of the Amnesty. Leaders in the community should assist by participating in the public surrender of firearms.

198. After the Amnesty period, those persons found to be holding illegal guns will be subject to prosecution under the recommendations made in the Legislation section of this report.

Guiding Principles for Weapons Collection Initiatives

The following preliminary recommendations are made for the structure of weapons collection initiatives in areas characterised by tribal, clan, or electoral armed violence.

199. The National Firearms and Ammunition Disposal Amnesty should be led by the National Government. The Amnesty should be brought about through weapons reduction and disposal initiatives which are based at the community level, in areas that are troubled by violence. Such initiatives should target communities that demonstrate a will to break the cycle of violence. The Government and donor agencies must work with communities to realise their (the communities) objectives, while recognising that each community has a particular set of needs. Weapons collection, as a part of localised peace building initiatives, could offer an opportunity to guarantee mutual security, and demonstrate a move towards peace and good order.
200. Such initiatives should build upon existing capacity, rather than creating new structures. Specifically, CBOs, NGOs, and churches that are already working to promote peace, such as the Kup Women for Peace, should be engaged as lead agencies in the process.

201. Such initiatives should acknowledge that each conflict and community is unique, and has to be carefully approached, with its own tailor-made intervention under the knowledge and guidance of committed local people. This could be done by working through Community Problem-Solving Groups, or similar organisations such as existing Peace and Good Order Committees, which could help to diagnose security problems and work to achieve solutions, including weapons reduction. Records that are maintained by village recorders could contribute to the process of assessing the problems which face specific communities, in order to assess the scope for action.

202. Such disarmament initiatives should not be based on incentives. Disarmament should be its own, self-driven incentive.

203. Any incentives which are used in such initiatives should be indirect, rather than direct. If donors wish to support violence reduction initiatives, they should consider directly supporting community-based entities, rather than working through the Government. Government involvement should be limited, particularly in cases where it may hinder community support and participation.

204. Any incentives which are used as part of such initiatives should reward peaceful elements of society and non-violent communities, rather than violent actors and flashpoint communities.

205. Such initiatives should avoid offering incentives that could possibly be viewed as a pool of resources to be contested and/or exploited. Nevertheless such initiatives should seek to provide opportunities for community development in exchange for community adherence to principles of peace and disarmament. These initiatives should be specifically coordinated with any action by the community itself, using community mechanisms to identify the community’s interests, including those of disenfranchised groups such as women and young people, rather than just the elites and weapons owners.

206. Such initiatives should be negotiated and actioned by communities in the recognition that the weapons are being removed voluntarily in their own interests. Any development schemes which are offered to participating communities should only be available to those communities that have reached the threshold of being ‘weapons free’, as defined by the neutral committees. The committees that are administering the process and determining communities’ ‘weapons-free’ status should make maximum use of local knowledge, including that from NGOs or researchers who have local expertise. This would help to avoid the problem of only poor quality weapons being handed in. Assistance should not be made available to those communities that fail to take sufficient positive action to address their problems.

207. Such initiatives should engage women, youth, and church groups as partners in designing the most appropriate approach to communities, as they are often cited as the most active agents for peace in troubled areas.
Such initiatives should create conditions for disarmament for all communities that can be considered a strategic threat to each other, possibly by simultaneously putting weapons in containers.

Such initiatives could draw on local exchange practices, ceremony, and pride in order to motivate the people in the communities to hand in their weapons.

All of the communities that are involved should participate in monitoring the types and numbers of weapons which are handed in, and how they are stored for destruction. Disarmament should take place at the same speed and the same time in all of the communities which are involved, so that it is safe for all parties.

Such initiatives should ensure that, where abuse of police power is a factor in insecurity and the retention of weapons, local police behaviour is reformed, and the improvement is effectively communicated to the public.

Such initiatives should be based wholly on local needs, and be sensitive to local realities. They should adopt a proactive communications strategy that will be effective, even in remote areas. Such a strategy should take account of local knowledge, attitudes, and practices, and set out exactly what assistance will be on offer to weapons-free communities, that conditions that will be provided, and the period of assistance.

Such initiatives should proceed strictly on a transparent, widely publicised principle that, when communities have jointly reached their targets, weapons will be immediately destroyed, with transparent monitoring, and where possible, in public. Standard compliance procedures should be established and followed up proactively with the communities, NGOs, the Police, the Government, and leaders.

Such initiatives should reflect best international practice in safety, storage, and security to ensure that the collection and destruction of weapons is safely handed. An ammunitions officer should be consulted on safety issues, especially regarding the removal of explosives, mines, and ammunition, and the layout of collection sites. The communications strategy should deliver weapons-safe instructions, such as no attempt to move explosives, no children to handle weapons, and no loaded weapons, no weapons to be pointed at other people. The strategy should also ensure that collection sites are organised to strictly adhere to the principles of safe collection, including distance from other buildings, separation of different categories of ammunition, no smoking, and so on.

Such initiatives should be prepared to withdraw the ‘weapons-free’ certification on offer to communities, if armed violence re-emerges.

Such initiatives should be reinforced by an enhanced capability to crack down on those people who, after being offered the possibility of reconciliation, amnesty, and reintegration, continue to disrupt peace and good order in the communities which are involved. All of those persons who operate outside the laws of the country must face the full force of the Laws of Papua New Guinea.
Public Awareness

The people of Papua New Guinea stated to the PNG Guns Control Committee that there is a fundamental lack of communication between the Government and the people, on all issues of importance. People are not able to have a dialogue with Government, or any input into political decisions which affect them. The people’s lack of access to reliable information prevents them from understanding and improving their social conditions. This is true in relation to guns and many other issues.

217. It should be a government obligation, which is implemented through a system that is adequate for the task, to consult on decisions and communicate on government policy and initiatives at the grassroots level. The Office of Information should be resurrected and properly resourced so that it can assume communication of all government policies and programs. However, this should not be a substitute for the responsibility of leaders to personally communicate with their respective electorates on a regular basis.

218. The proposed Freedom of Information Act needs to be enacted to enable people to understand what they can expect from society and its leaders, in terms of political, legal, and human rights.

The people stressed the need for interactive communication to reach out actively into communities, through channels other than the mass media.

219. One-way mass communication, such as posters, leaflets, and TV, does not have much impact on people’s behaviour by itself, even when it can be read or accessed. Face-to-face, interactive communication, such as village forums, radio talkback programs, and so on can be a lot more beneficial. Lack of access to the media requires careful consideration of communication channels, including traditional media and interactive, community-level activities, such as theatre, when designing any public awareness strategy in relation to gun-related and other violence.

The people of Papua New Guinea have limited access to most forms of the media.

220. The Government should utilise all media channels to effect a continuous flow of information about guns and other issues of national importance to people in all parts of the country.

221. The National Broadcasting Commission’s provincial radio stations should be funded and re-equipped to become operational at all times. Increased funds should be allocated to the NBC for this purpose. The National Government should instruct governors to fund and equip provincial radio stations, so that they are all functioning.

222. Expanded access to cheaper modern communications, including the Internet, is desirable.
223. A 24-hour radio network should be developed in partnership with the Department of Health, the churches, and business communities.

224. People need greater access to radios. Awareness schemes to promote the reduction of weapons could consider the awarding of wind-up radios to troubled communities.

Specific recommendations by the PNG Guns Control Committee concerning awareness raising in relation to gun control are proposed in the following options.

225. Any awareness strategy should seek to identify the best practices that have already been adopted by other actors who are engaged in awareness raising and behaviour change concerning other issues, such as HIV/AIDS and family violence.

226. Awareness raising should contribute to a society where violence is not used to settle disputes between people.

227. Awareness raising should be used to improve community support for peace and good order and the relationship of communities to law-enforcement institutions. This will be vital for developing cooperative partnerships to address conflict resolution, violence, and trafficking control.

228. Awareness raising should be designed to integrate with, and support, the broader goals of the National Guns Control Strategy, and be tied to community needs. In line with these principles, awareness raising should be used to support specific initiatives undertaken within the framework, such as:

- community policing in urban and rural areas;
- education of firearms licence holders of their responsibility under the law;
- local-level contribution to border controls;
- access to safety and justice, and knowledge of legal and human rights;
- action to enforce procedures in the disciplined forces;
- collection of weapons made illegal by new laws, under the proposed Amnesty; and
- collection of weapons on the community, local-level government, or provincial level, as a part of safer community initiatives.

229. There should be a broad emphasis on good news and the reporting of positive initiatives by the partners, in order to foster a sense of empowerment by ordinary people. Efforts by village-based groups must be positively reported. Recognition of these efforts is very important.

230. As part of this recognition, there should be a special royal or national medal or award to recognise, and honour, the most outstanding contribution to peace building in Papua New Guinea, such as that of the Kup Women for Peace. The award should carry a high level of prestige and be bestowed in the communities where the awardees did their work.

231. Awareness raising should also be safe, with campaign organisers consulting on issues of safe-handling, before disseminating messages on voluntary weapons
collection, which has been traditionally marred by accidental death or injury because children have carried weapons to surrender sites, ammunition has been stored in mixed heaps near public buildings, and people smoked near these materials.

232. Traditional means of communication which are relevant to the region or specific society need to be used to achieve appropriate outcomes. Awareness raising should be undertaken after every effort has been made to understand the knowledge, attitudes, and practices of the communities which are being targeted. Awareness campaigners must base their campaigns on the attitudes and practices of the communities with which they plan to work. This is also an opportunity to set a baseline to measure the impact that the awareness raising initiative has had on the public. Students can be engaged in such research, and in determining awareness initiatives more generally.

233. Supposedly sound communication is often misunderstood. Sometimes it creates hostility or has unintended consequences. Local sensitivity should be gauged, by testing and modifying messages before they are used in the communities.

234. Target groups must be carefully selected so that the right message goes to the right people. If the owners of weapons are young males, the strategy should reach out to them, their attitudes towards guns and violence, and those people who influence them, in a way which they understand.

235. Awareness raising should be the result of a collaborative partnership with those people who are already supporters of a non-violent, gun-free society. Youth, women, and groups representing them are key allies in conducting awareness raising.

236. The support of local and national leaders is vital to the success of awareness raising. Leaders must publicly lead the way in the attempts to rid society of guns and violence.

237. Carefully chosen celebrities, including sports personalities, politicians, and businessmen, should be used to gain the attention and enthusiasm of the local people.

238. Impact testimony from victims and ex-criminals should be used to effectively deliver messages to target groups.

239. Government and religious education agencies should take active roles in any campaigns which target school children, young people, and parents in relation to gun-related violence issues. The curriculum for school children should consist of non-violent communication, which discusses the issue of guns and other social issues. Parents should be a target of these messages in their own right, and teachers should be viewed as key communicators within communities, to be included as partners in awareness raising activities.

240. The strategy should also seek to benefit from sponsorships by businesses that have social interests at heart.
241. In accordance with the Police Review, it is recommended that a professionally managed media campaign be undertaken, as part of the refocus on community policing. The Committee also recommends that a daily notice be posted at every police station, detailing occurrences and what action has been taken. When the Review Task Force and the Police Ombudsman positions have been established, announcements should be made to the public about how these arrangements can be accessed.

242. To address the outbreaks of fighting which sometimes surround the dismissal of leaders who represent particular clans or groups, there should be mediation and reconciliation undertaken and led by churches, provincial law and order committees, and NGOs. Clear communication should indicate the reasons why a leader has been dismissed at the community, constituency, or other relevant level.

243. It is vital that the Media Council of PNG, the churches and civil society groups that are active on the issue come together to plan how to support activities which are undertaken within the national strategy, and coordinate their communication initiatives with the National Guns and Violence Reduction Council, and any regional bodies working under it.

244. The research organisation that is responsible for reporting on the progress of the National Guns Control Strategy should also aim to monitor the impact of the ongoing awareness raising activities, at the community and/or national level.
APPENDIX A

Letter of Support from Secretary for .................
APPENDIX B

Press Release

The Prime Minister today announced that the National Executive Council has approved a National Strategy on Gun and Violence Reduction. The policy represents the culmination of an initiative which he set in motion by launching the PNG Guns Control Roadshow in Port Moresby on 3 March 2005. The initiative is not about politics. It is above politics, because almost everyone in the country wants to be free to walk around and go about their business, without being afraid of guns and those who carry them. The initiative was also launched with the Leader of the Opposition, and it is hoped that, with bipartisan political support in Parliament, it can also unite the whole nation more generally.

This strategy is all about unity — standing together as a society and showing our power to rid ourselves of one of the biggest challenges that we face. People must no longer be afraid, and feel that they have to face the fear of guns alone or with their families. As communities, societies, and as a nation, Papua New Guinea must show its power and erase the fear that is creeping into everyday lives.

The comprehensive strategy to reduce armed violence, which has been adopted by the NEC, reflects the range of matters linked to the issue of guns and armed violence in Papua New Guinea.

The recommendations deal with social conditions — the lack of opportunities and resources that turn hopeful young men to crime.

They deal with governance — the need for a genuine public service to bring new hope to societies challenged by crime and violence.

They deal with laws and law-keepers — the need to stop criminals in their tracks, restore justice, and tighten controls on guns.

They deal with border controls — the need to make Papua New Guinea safe from those people who try to smuggle guns into the country.

They deal with public awareness — the need to reach out to people and remind them of the good that they can do to help solve the problem.

They also propose ways to reduce the number of guns and insecurity in the worst affected communities, through direct initiatives to tackle the causes of insecurity at their root, and a nationwide, obligatory amnesty to get rid of the guns in Papua New Guinea, before they get rid of too many of our sons and loved ones.

They also propose that the strategy which this Summit will produce will be based on important principles of performance management. Managed in this way, the
strategy will escape the trap of becoming another testament to good intentions which remains on the shelf.

This means several things:
- first, the division of responsibility for everyone who has something to contribute to gun control;
- second, clear commitments on what steps the Government will take;
- third, target dates for the completion of all activities;
- fourth, performance indicators for each activity, so that success or failure can be clearly assessed and responded to by leaders and others alike;
- fifth, a sustainable long-term plan to gather the evidence to determine whether performance indicators have been met, led by impartial researchers and officials; and
- sixth, a commission comprising interested parties with the political mandate and capacity to troubleshoot failure.

When cooperation is lacking, or vested interests are blocking progress, this will be rooted out through communication between institutions and the will to act on failure. Without a renewed momentum for such discipline, this strategy will become no more than mere words. Instead, the Government has shown commitment that failure on this issue of life or death will be dealt with, with no-one exempt from the process of accountability. This is what the people deserve, and this is the meaning of good governance and accountability. The Government is proud to request the support of communities across Papua New Guinea for this transparent and results-based approach.

Sir Michael Somare  GCMG  CH KStJ MP
Prime Minister and Chairman of the National Executive Council