NATIONAL CENSORSHIP POLICY OF PAPUA NEW GUINEA
DEDICATION

MOTTO

Self-Respect and Human Decency

Endeavouring for a pollution free media and public communication system in Papua New Guinea
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FOREWORD

Individuals, families and communities in contemporary Papua New Guinea are facing a multitude of social problems. Problems such as poverty, alcohol and drug abuse, HIV/AIDS, prostitution, incest, rape, pornography, domestic violence, and other forms of violence appear to be increasing in magnitude and frequency. These problems do not only occur in the urban areas. They are also found in rural communities throughout our country. Many of these problems can be attributed to the disintegration of the social and moral fabric of society.

The social values and institutions that traditionally formed the cornerstones of social and moral order, which secured, protected, and perpetuated the principles and norms of behaviour, have eroded to such an extent that urgent collective action is required to protect those people who are vulnerable. There are many factors that might have coaxed individuals to develop socially unacceptable attitudes and behaviour. One of the major influences upon people’s attitudes and behaviour is the availability, accessibility, and public consumption of degenerate forms of information, such as pornography and incitement to violence. The enormous task of public regulators is to filter out the information that contains the seed for destroying inherited human and social values.

The Office of Censorship, under the direction of the Censorship Board, is the agency that is vested with the powers of monitoring and regulating the information traffic with regard to content suitability. To date, the Censorship Board and Office of Censorship have been operating under the Classification of Publication (Censorship) Act 1989. It has been quite obvious that, despite the existence of the Act, governments have given little attention to, and meagre resource support for, the cause of censorship. The Office of Censorship has been hampered in its provision of an effective and efficient service to the public.

This policy is the first one to be developed by the Office of Censorship, under the guidance of the Censorship Board. As well as providing an operational framework for the Office of Censorship, it will serve to inform and engage the community and all major stakeholders. They are invited to credibly assist in mitigating the complex problems that have been generated by the deluge of harmful information, which in exacerbated by advancements in information technology.

It is envisaged that this policy will protect decency in families and communities. For this reason, all sectors of communities and the society at large are being called upon to be vigilant against any information that may bring destruction to the humane and moral fabric of society. All stakeholders, including members of the public, are encouraged to take ownership of this policy, and to participate in the building and protection of a decent society.

Hon. Loujaya Toni, MP
Minister for Religion, Youth and Community Development
ACKNOWLEDGEMENT

This National Censorship Policy is the first to be developed since the establishment of the Censorship Board by the Classification of Publication (Censorship) Act 1989. The Censorship Board of Papua New Guinea engaged the service of a consultant and representatives from various departments to formulate the policy. Representatives from the Government and the private sector were engaged on the basis of their expertise, and I gratefully acknowledge their respective departmental and corporate approval and release for work on the policy.

On behalf of the Censorship Board of Papua New Guinea, I acknowledge the tireless efforts and contributions of the technical working group towards the National Censorship Policy. The technical working group members were: Mr Joseph Yomba, Dr Michael Unage, Mr Joe Bitas, Ms Ilkomau Ali, Mr Wallyo Abilo, and Mr Jack Ila. Special appreciation is due to Dr Mathew Landu for reviewing the draft policy, Jim Robins for editing, and Georgia Kaipu for formatting and layout. The staff of the Office of Censorship provided invaluable administrative assistance, which is gratefully acknowledged.

Those company executives who represent the entertainment industry and allowed their staff to be members of the technical team are also acknowledged. They brought in the crucial perspectives of a major stakeholder. The Censorship Board also acknowledges the participation and input of government departments, provincial administrations the private sector, non-government organizations, churches, youth, women, and men during the consultative meetings and regional workshops. They provided the grassroots perspectives.


These collective efforts have provided a good start to our collaborative work towards the implementation of the National Censorship Policy and the creation of a decent and healthy social environment for our people.

Steven Mala
Chief Censor
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<th>Abbreviation</th>
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<tr>
<td>CBO</td>
<td>Community-Based Organization</td>
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<td>DFCD</td>
<td>Department for Community Development</td>
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<td>DoFAT</td>
<td>Department of Foreign Affairs and Trade</td>
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<td>DoE</td>
<td>Department of Education</td>
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<td>ICCC</td>
<td>Independent Consumer and Competition Commission</td>
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<td>Information and Communication Technology</td>
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<td>IPA</td>
<td>Investment Promotion Authority</td>
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<td>Intellectual Property Office</td>
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<td>IRC</td>
<td>Internal Revenue Commission</td>
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<td>MCI</td>
<td>Ministry of Communication and Information</td>
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<td>NDoH</td>
<td>National Department of Health</td>
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<td>NGO</td>
<td>Non-Government Organization</td>
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<td>NISC</td>
<td>National Implementation Steering Committee</td>
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<td>NSA</td>
<td>Non-State Actor</td>
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<td>NICTA</td>
<td>National Information &amp; Communication Technology Authority</td>
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<td>PNGCB</td>
<td>Papua New Guinea Censorship Board</td>
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<td>PNGCS</td>
<td>Papua New Guinea Customs Service</td>
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<td>PNGICS</td>
<td>Papua New Guinea Immigration and Citizenship Service</td>
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<td>RICS</td>
<td>Rural Internet Connectivity System</td>
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<td>RPNGC</td>
<td>Royal Papua New Guinea Constabulary</td>
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<td>SEP</td>
<td>Sex Enhancement Products</td>
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<td>TVRO</td>
<td>Television Receive Only</td>
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<td>VSAT</td>
<td>Very Small Aperture Terminal</td>
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EXECUTIVE SUMMARY

The introduction of all forms of mass media and public communication systems with their associated products which are provided for entertainment or other purposes has meant greater assumption of responsibilities by the Censorship Board of Papua New Guinea, and consequently, the Office of Censorship. The Classification of Publication (Censorship) Act 1989 has been in existence for twenty years. Since its inception in 1989, there has been a lot of development in the entertainment industry. Technology has changed rapidly during those twenty years, which has made changes to the Act inevitable.

With the advancement in technology, the ability of persons and organizations to evasively circumvent screening laws and guidelines has become more prevalent and sinister. The responsibilities that have been placed on the Office of Censorship have become immense. However, in light of these new developments, it is imperative to set new parameters in order to effectively embrace and tackle the emergence of new obstacles that are being presented in the mass media and public information system.

This policy is based on Christian principles and the norms of Papua New Guinea's noble traditions. Furthermore, the policy welcomes all good, positive human values which are found in other traditions and ideologies, but shuns what is basically against Christian values, traditional cultural and social values, and practices that demoralize human dignity.

The intention of build Papua New Guinea on spiritual, cultural, and moral foundations was very visionary and noble. However, in present times, we witness a society that is infiltrated and saturated by the influx of information that has shifted the national mindset and value systems. A nation's public society is always a reflection of its moral and spiritual values, and if the current social ills in Papua New Guinea society are any indication, then it does not take much to conclude that the moral fabric of our society is in crisis. This policy is a specific contribution to restore the moral fabric of the society.

In order to do that, the National Censorship Policy of Papua New Guinea focuses on several key policy areas and offers strategies for each of them:

- classification of films, publications, and computer games;
- registration of publishing premises and material distribution;
- code of conduct for industry groups;
- protection of children from exposure to unsolicited materials;
- prohibition of pornographic materials; and
- cross-cutting and contentious issues.

Cross-cutting issues that need awareness and advocacy are sex enhancement products (SEPs), difficulties with the Internet and filtering, gender discrimination, HIV/AIDS, violence, and cultural nudity.

To effect the translation of this policy into practice, the Office of Censorship will need to develop a specific plan - the Corporate Strategic Plan for the medium term – where specific activities will be identified and set to meet required outcomes.

It is a common occurrence in many government sectors that a lot of their policies, programs, and projects are not monitored well, let alone evaluated. As this policy has a five-year implementation timeframe, it is commendable
to monitor the programs that constantly emanate from the strategies. However, they must be evaluated on a yearly basis and have reports produced for the Office of Censorship, the Censorship Board, and eventually, the Minister for Community Development and Parliament.

The National Censorship Policy calls for renewed partnerships with those stakeholders that have key roles to play in implementing the policy and the related strategies. The families and the communities are the starting points. The policy recognizes the important roles that parents play in their families to promote the good and decent behaviour of their children. Also, the community and the leaders play the pivotal roles in protecting the community from influences that would further harm and destroy long-held social and moral values. Communities themselves and the village courts should be empowered to deal with publications that promote drugs, violence, and sex.

The Office of Censorship will assume the responsibility of coordinating, delegating, and monitoring the implementation of the policy. Along with key stakeholders, the primary role will be one of advocacy, policy setting and coordination, facilitation, research, and training.

In order to be effective, the Office of Censorship will have to identify appropriate institutions and delegate responsibilities to the provinces throughout the country. The delegated responsibilities will be specially identified and will be catered for in the amended Act.

While all of these initiatives can serve as an inbuilt mechanism, major evaluations can be undertaken every year. The Office of Censorship can engage an external consultant as and when the need arises. An implementation schedule, together with a monitoring and evaluation framework, will be designed in order to implement and measure the effectiveness of the major targeted activities.
CHAPTER 1: INTRODUCTION

1.1 Background

Rapid technological advancement in the various forms of mass media and public communication systems, and the usage of their associated products for entertainment, or other purposes, have meant greater assumption of responsibilities by the Censorship Board of Papua New Guinea and the Office of Censorship. The Classification of Publication (Censorship) Act 1989 has been in existence for twenty years. The significant informational and cultural developments that have occurred since the promulgation of that Act have necessitated changes to the Act and the National Censorship Policy.

The efforts of persons and organizations to evasively circumvent screening laws and guidelines, enhanced by their exploitation of new technologies, have become more prevalent and sinister. The responsibilities that have been placed on the Office of Censorship have increased exponentially. In light of these developments, it is imperative to set up new parameters of control and monitoring. Papua New Guinea is part of the global community. The participation of the country's citizens in globalizing activities which cover fields such as economics, culture, ideology, and religion, aided by the use of new mediums of information sharing, open up international transactions and influences to the citizens. The technology facilitates instantaneous transactions.

The Office of Censorship is particularly concerned about the negative effects of global information sharing. The commercialization of sex, the production and distribution of pornographic materials, the production and sale of sex enhancement products and related items, the vilification of particular groups, the glorification of violence, the justification of narcotics, instruction in crime, and publications that incite racial or religious hatred are effects that are presently overcrowding the global communication market. The print media, telecommunication networks such as the Internet, radio and television broadcasting, cable television, and personal electronic gadgets, such as digital cameras and mobile phones, are devices which assist in the proliferation of such sinister materials and practices.

This National Censorship Policy is a milestone, as it is the first policy to be developed since the establishment of the Censorship Board by the Censorship Act of 1989. It takes into account the needs for direction and action that have arisen, but which are not provided for by the present legal framework.

This policy is guided by the basic principle of integral human development. According to this principle, and relevant to the censorship policy, the acquisition and dissemination of information and knowledge must not entail anything that is harmful to human life, which will destroy moral virtues, and which will not conform to the recognized ethical norms and codes of social conduct.

The Classification of Publication (Censorship) Act 1989, which has provided the current framework for the censorship operations, is in need of revision. It is envisaged that this policy will form the basis for a review of the Act. A new comprehensive strategy needs to be put in place to handle these mammoth and complex tasks. A complete overhaul of the way that the Censorship Board and Office of Censorship have been operating is also required.

The Censorship Board and its Secretariat were established by the Censorship Act of 1989. Under that Act, these entities were tasked and empowered to regulate the content of the mass communication and entertainment mediums. Their basic functions included:
National Censorship Policy

- the formulation of policies on censorship matters; and
- decision making on issues and/or the public availability of material goods, such as publications, in PNG.

The Censorship Board, although a government entity, strictly adheres to the principle of independency of mind and judgment, and therefore, operates neutrally between the State and industry. The integrity and the soundness of its judgments, proceeding from this independence, constitute the essence of the mandate which the Censorship Board exercises.

The Censorship Board operates on the underlying principle and belief that it can, in its own way, make a difference to society. It works with the view and conviction that every decision it takes is for the betterment of Papua New Guinea’s social, cultural, and spiritual aspirations.

Protecting the rights of people, particularly those who are vulnerable, such as children, remain the core business of regulators, such as the Office of Censorship. To enable the institution to become more effective, new strategic measures will need to be undertaken. This policy intended to offer foundational strategies, which will be followed by the development of a medium-term corporate strategy.

The goals and objectives, as well as the outcomes that are set down in those plans, must emanate from the Classification of Publication (Censorship) Act 1989, which must be reviewed. This will set the parameters inside to which Censorship Board and Secretariat can operate.

1.2 Need and Intent of the Policy

The Office of Censorship, through the National Censorship Policy, intends to work in partnership with all concerned stakeholders in order to protect Papua New Guinea’s social norms and values, and to shield the citizens of the nation from all forms of harmful effects that are disseminated through informational mediums.

This policy has been developed specifically by professional Papua New Guineans who are attentive to the sensitivities of the people and the local context in which the policy will be applied. The policy inherently reflects the generally accepted norms and values of the Papua New Guinea people and their communities. It relates specifically to Papua New Guinean society and the environment.

This policy has been developed specifically for anyone who is interested in advocating and promoting healthy minds and the environment for our people in Papua New Guinea. The Office of Censorship wants everyone to be involved in order to protect the country from all negative and destructive influences that are found in the mass media and publication industries. The policy is also intended for key stakeholders, such as government bodies, non-government organizations, and community groups that are invited to be part of this process of vigilance and regulation.

The Law and Justice Sector are called upon to assist in the implementation of this policy. Law-making bodies, such as the parliament and the judiciary, can participate positively in their respective areas of responsibility. Criminal acts are expected to be investigated and prosecuted by the police.

As Customs officers are the frontline people in this fight against the influx and infiltration of materials into Papua New Guinea, their cooperation is crucial.
1.3 Intended Audience

This policy is intended to guide all censorship activities in Papua New Guinea, with the central understanding of promoting and upholding societal norms and values, as well as Christian principles. It targets information and communication technology policy makers, such as the National Information & Communication Technology Authority (NICTA) and the Independent Consumer and Competition Commission (ICCC), and all the industry players, such as the Tiare Gateway, Internet service providers, cable television service providers, and mobile phone service providers.

The policy is also developed to capture the attention of non-government organizations (NGOs), community based organizations (CBOs), churches, other government organizations, and donor agencies that are important partners in the development of the social, spiritual, and communal welfare of Papua New Guinea.

1.3 Policy Development Process

The policy has been developed during 2008-2010, and has involved many consultations with key stakeholders, and the hire of a consultant to carry out the initial drafting of the policy. The draft policy went through several reviews. Finally, regional workshops were held to gauge the views of the people. Their views and contributions were considered and appropriately incorporated into the final draft. A special redesigning of the policy, which resulted in the final draft, was carried out in Port Moresby in April 2010 by a special technical committee. The policy has been developed locally with very minimal input from outsiders, and should be considered as home-grown.

The contribution of mothers and women in the formulation of this policy is acknowledged. Many stated that the breakdown of law and order within the country is attributable, in no small measure, to the detrimental effects of harmful material which is propagated through the mass media and publishing industries. The issues that have been raised by women have been taken very seriously, because they are part of a vulnerable group. It could be argued that many females who are victims of offences, such as rape, sexual degradation, harassment, and violence, suffer because of those people who are influenced by the offensive materials which are available in the environment.

Many participants at the regional workshops were young adults and adolescents. They contributed and shared their own experience as a group most affected by influences such as taking part in drug trafficking and usage, violence of all forms against women, and conducting themselves in a manner that is indecent and disrespectful to society. Amongst the participants at the regional consultative meetings were provincial community development advisers. They spoke of the easy accessibility of offensive material to all, including children.

The contributions of these segments of society were invaluable in the reworking of the final draft.
CHAPTER 2: GROUNDING OF THE POLICY

2.1 Policy Direction

The National Censorship Policy has a goal, a vision, a mission statement, and overall objectives.

2.1.1 Goal

The goal of the National Censorship Policy is to ensure that:

the mass media and public communication systems are free from all forms of unwanted and offensive content, which is in compatible with the Christian values and traditional social norms of the people of Papua New Guinea.

2.1.2 Vision

The vision of the National Censorship Policy is to:

have responsible mass media and public communication systems that respect the inherent dignity of human beings and their value systems, and protect and promote the decent behaviour of people in communities.

2.1.3 Mission Statement

The mission statement of the National Censorship Policy is that:

the Censorship Board through the Office of Censorship ensures that all forms of information and communication goods, services, and applications, whether from outside or within Papua New Guinea, are assessed and classified, and that appropriate action is taken so Papua New Guineans are protect from all materials that may be detrimental to their physical, mental, cultural, and spiritual well-being.

2.1.4 Policy Objectives

The three broad objectives of the National Censorship Policy are to:

• assist in the creation of a healthy social environment;
• ensure that all harmful material entering the public communication systems is prevented; and
• Improve the capacity of the Office of Censorship through partnerships with key stakeholders.
2.2 Supporting Legal and Policy Documents

2.2.1 Preamble of the Constitution of Papua New Guinea

The National Censorship Policy is grounded in the opening declaration of the Preamble of the Constitution of Papua New Guinea. The declaration reads:

We, the people of Papua New Guinea, are united in one nation, pay homage to the ancestors – the sources of our strength and origin of our combined heritage, acknowledge the worthy customs and traditional wisdom of our people – which have come down to us from generation to generation, pledge ourselves to guard and pass on those who come after us our noble traditions and the Christian principles that are ours now.

This policy is based on Christian principles and the norms of Papua New Guinean noble traditions. Furthermore, the policy has considered all good and positive human values that are found in other traditions and ideologies. It has shunned points of views and practices that detract from Christian values which are disrespectful of traditional cultural and social values and degrade human dignity.

2.2.2 National Goals and Directive Principles

The National Censorship Policy takes into consideration the Fifth Goal of the National Goals and Directive Principles. For traditional communities to remain viable units of Papua New Guinean society, the Fifth Goal states that, 'active steps need to be taken to improve their cultural economic and ethical quality'.

The intention of the nation's founding fathers to build Papua New Guinea on a spiritual, cultural, and moral foundation was very visionary and noble. However, we are currently witnessing a society that is infiltrated and saturated by an influx of information that has shifted the national mindset and value systems. A nation's public life is always a reflection of its moral and spiritual values, and if current social ills in Papua New Guinean society are any indication, then it does not take much to conclude that the moral fabric of our society is in crisis. This policy is a specific initiative and contribution to restore the moral fabric of society.

2.2.3 PNG Vision 2050

The need for a National Censorship Policy is further affirmed by Article 3.16.1 in the PNG Vision 2050. Which declares that:

mind pollution, resulting from exposure to unethical communication mediums, remains a threat to gender discrimination and the maintenance of a respectful society. The current generation seems to have lost respect for our culture and tradition.

The PNG Vision's statement reiterates the intention of the founding fathers of the Constitution to uphold the dignity of, and respect for, the ancient cultural traditions of our people that will serve as a firm foundation on which any authentic development can take place.

2.2.4 Classification of Publication (Censorship) Act 1989

The basic premise of the National Censorship Policy is centred around the articles of the Classification of Publication (Censorship) Act 1989. The regulations and restrictions of the Act have taken into account the precept of the National Goals and Directive Principles, regarding the basic social obligations of all to attend to public interest, order, and welfare. While the Act does not arbitrarily take away individual rights, it considers the
significance of maintaining public order and serving the common good. Consequently, the guidelines for the classification of publications should be in line with the standards of morality and decency that are expected to be found in Papua New Guinean societies.

2.2.5  **Customs Act and Regulations 1951**

In line with the Classification of Publication (Censorship) Act 1989, the Customs Act and Regulation 1951 provides the National Censorship Policy with a legal basis for its enforcement. The Customs and Regulation Act 1951, Section 16D (1), authorizes and officer to search for and seize prohibited goods. According to the Act' An officer may detain any person found in, or on, a customs controlled area on reasonable grounds that the person has secreted on, or about, his or her person:

- anything in respect of which a customs-related law has been or might be contravened; or
- anything that would afford evidence with respect to contravention any customs-related law; and
- any goods the importation or exportation of which is prohibited, controlled, or regulated under this or any other Act of Parliament.

Attempts may be made to smuggle prohibited materials into the country through customs-controlled entry points, as well as clandestinely in unchecked border crossings. Custom Officers are authorized to confiscate all such items.

2.3 Underlying Policy Principles

The underlying policy principles upon which the National Censorship Policy is based are integral human development, moral and spiritual development, human rights, people's empowerment, networking and partnership, culture, and sustainability.

2.3.1 **Integral Human Development**

The policy recognizes the need and importance for all citizens to have access to useful information that will genuinely contribute to their overall development and prosperity. The policy takes into account all aspects of development for the citizens, be it physical, psychological, intellectual, moral, or spiritual, and envisaged the integration of them.

2.3.2 **Moral and Spiritual Development**

Within the spirit of the Constitution, the driving force of the policy deals with the protection of citizen's spiritual development. It is firm on creating a social environment that must be guarded against immoral standards and practices.

2.3.3 **Human Rights**

There is no dispute concerning the fact that access to mass media and public communication is a personal right. However, the personal right comes with the mutual responsibility that one has towards others. The policy is vigilant in ensuring that the common good is promoted, and evil and destructive influences are rejected or minimized. Furthermore, the policy protects the rights of vulnerable groups, such as women, children,
adolescents, and minority groups. Discriminatory gender practices that denigrate women are opposed by this policy.

2.3.4 People's Empowerment

It is not intended that this policy unnecessarily restricts people's right and freedom, but that it assists in promoting good behaviour amongst people to ensure positive growth. However, laws and policies cannot do that unless people are empowered to assume personal and collective responsibility. The public must be empowered to contribute by being responsible users of public communication systems. Moreover, this policy is built on the premise that institutions and people who are responsible for screening mass media and public communication must be empowered to carry out their work effectively and efficiently.

2.3.5 Networking and Partnership

Dialogue, cooperation, and relationship-building among different stakeholders are important for the implementation of this policy and achieving the desired outcomes. Partnerships enhance and promote the spirit of cooperation while competition and rivalry are counter-productive. The successful implementation of this policy will only come about through mutual involvement and cooperation.

2.3.6 Cultural Basis

As Papua New Guinea is very rich in cultural diversity, the promotion of culture and the preservation of cultural practices and norms are of paramount importance to this policy. The policy development took account of debatable cultural issues that are confronted in the mass media and public communication arena.

2.3.7 Sustainability

Implementation of the National Censorship Policy should be sustained through a variety of reviews and feedbacks. When appropriate recommendations of the reviews are acted upon, the flow and vitality of this policy intervention would be maintained. Determination, consistency, persistence, and patience are valuable qualities that are required by those who implement the policy, if the policy is to be sustained.
CHAPTER 3: POLICY FOCUS AND STRATEGIES

The National Censorship Policy of Papua New Guinea essentially focuses on the following policy areas, as well as their specific statements and strategies. The policy focus areas are:

- classification of films, publications, and computer game;
- registration of publishing premises and material distribution;
- code of code for industry groups;
- protection of children from exposure to unsolicited materials;
- prohibition of pornographic materials; and
- cross-cutting and contentious issues.

3.1 Classification of Films, Publications and Computer Games

Because of the limited capacity of the Office of Censorship, films, publications, and computer games have often been unclassified. In many instances, there have been breaches in the classification of publications. As a result of this deficiency in screening, certain groups not eligible to view a class of materials have access to the content. For example, children have been able to view, read, and play with content and items that may not be deemed suitable for them. There has been limited awareness of the dangers.

This policy intends to address that deficiency and promote the classification criteria which indicate the suitability of content and viewing.

3.1.1 Ratings on Films

The Office of Censorship is responsible for the screening and rating of all films, including materials for advertising. Classification ratings are made on the basis of viewing suitability, the advice offered, or restriction placed (see Appendix 3 for classification justification). The ratings are:

- films classified as ‘G’ or ‘general’ are considered as suitable for general viewing. They can be viewed by everyone without restriction;
- films classified as ‘PGR’ or ‘parental guidance required’ require parents or guardians to supervise children during viewing;
- films classified as ‘M’ or for ‘mature’ audiences are considered unsuitable for viewing by persons under 15 years of age;
- films classified as ‘R’ or for ‘restricted’ audiences are judged unsuitable for persons under 18 years of age;
- films classified as ‘RC’ or ‘Refused classification’ are considered too gross for public viewing in Papua New Guinea. Films classified as ‘X’ in some countries also come under the ‘refused classification’ in Papua New Guinea.
3.1.2 Ratings on Publications

The term 'publication' can relate to a film, advertising matter, books, magazines, audio cassettes, radio programs, literature, and cable television programs. Determining ratings on these kinds of materials has been difficult for two reasons:

1. The Classification of Publication(Censorship) Act 1989 does not have provision for such ratings; and
2. The Office of Censorship does not have the capacity to deal with all the industries and account for all of their activities.

Consequently, the responsibility is placed on the dealers and importers to apply the necessary standards. If they are found to be conducting publishing activities which is considered by the Office of Censorship to be inappropriate, they are subject to pay fines, as stipulated under the current Act.

3.1.3 Ratings on Computer Games

When the Classification of Publication (Censorship) Act 1989 was enacted, there were no provisions created for the scrutiny of computer games, because computer games were not available in Papua New Guinea at that time. With the advancement in technology, computer entertainment programs have been introduced into Papua New Guinea and have proliferated since. Despite their entertainment value, some computer games can have untoward side effects, so caution should be taken as to how they are handled. The computer games are available through mediums such as the Internet, as CDs, on mobile phones, and as play stations.

In Papua New Guinea there is no established mechanism for the classification of all computer game products, in a similar way to that for films. Some imported games come with a form of classification of their own, which is made at their point of origin. This need for such a classification must be addressed in Papua New Guinea.
STRATEGY ONE

The Office of Censorship will classify all films, publications, and computer games as a core function of the organization.

The specific areas of targeted action include:

- suggesting legislative changes to ensure the classification of films, publications and computer games become a core business of the Office of Censorship;
- establishing a database to scrutinise the introduction of new films and movies and published materials;
- coordinating with distributors, publishers, mass media and public communication personnel, computer game distributors, the management of related industries, and other stakeholders to comply with the Classification Rating System;
- creating a website to effectively and efficiently handle the inflow and outflow of information on the ratings and classification activities;
- classifying all films that are out for public viewing using the Classification Ratings System;
- creating a section within the Office of Censorship to deal with program providers, in order to monitor programs, in consultation with public cable TV service providers, and in liaison with PANGTEL;
- Establishing a database so that the Office of Censorship is the first authority to know about and screen new films, publications, and computer games;
- Establishing dialogue with stakeholders, such as video libraries, and other publication outlets, to ensure that there is information sharing and measures of control;
- Creating an awareness program for families and communities on the Classification Ratings System and relevance;
- Delegating and empowering implementers and stakeholders, such as NGOs, churches, and youth and women groups at the provincial, district, local-level government, and ward levels;
- equipping the Office of Censorship with new labelling systems, such as the computerization of labelling, the in-house printing of label stickers, the incorporation of security features on label stickers, and where possible, assisting stakeholders in the monitoring of the application;
- introducing a new Classification Ratings System for computer games; and
- establishing a system to monitor the usage of the Internet, especially of pornographic sites.
3.2 Registration of Publication Premises and Material Distributors

Currently, there is a high prevalence of illegal business operation in Papua New Guinea. It would not be surprising if the same situation exists with publishing industries and material distributors.

What is known is that pirated movies and music recordings have been discovered on sale in Papua New Guinean towns and cities. The reproduction of works that circumvent our copyright laws is a known phenomenon in Papua New Guinea. There are many individuals, including children, who sell CDs and articles on the streets, and are organized by some publishing and material distribution companies. The control of publishing premises and material distribution is virtually non-existent, and control mechanisms are urgently needed.

According to Section 26 of the Classification of Publication (Censorship) Act 1989, the following activities require registration:

- publishing houses;
- the operation of house television stations;
- the operation of radio stations;
- the operation of cable television service providers;
- the operation of film theatres;
- the operation of video libraries; and
- the operation of audio and video cassette dealers.

**STRATEGY TWO**

All publishing premises will be registered, and formally declared and cleared to carry out their publishing and distribution activities. This will ensure that their operations are legally recognized and regulated.

The specific areas of targeted action include:

- issuing operating licences for all publishing and dealers' premises;
- establishing a database inventory system for all publishing and distribution premises;
- monitoring and inspecting publishing premises on a regular basis;
- demanding that publishing premises provide detailed descriptions of all of their activities;
- recommending appropriate penalties for those organizations that contravene the Classification of Publication (Censorship) Act;
- establishing effective information sharing between stakeholders regarding publishing activities; and
- creating registration guideline manuals for all publishing premises within the various industries.
3.3 Code of Conduct: Publishing and information Industry Group

In any industry operation, a 'Code of Conduct' is set to guide the manner in which business operations are conducted. The 'Code of Conduct' must essentially encompass aspects of morality, decency, and respectability that are generally accepted with the given industry, as well as by society at large. With respect to the publishing and information industry, the standards must take into account the principles that adult people are entitled to read and view what they wish, but by the same token, are not completely at liberty to access or to disseminate materials that are communally considered inappropriate. In addition, vulnerable individuals, such as children, are entitled to protection from exposure to potentially harmful material.

The Classification of Publication (Censorship) Act 1989 does not provide for a 'Code of Conduct' for publishing and information industry groups. This deficiency has made it quite difficult for the Office of Censorship to monitor, regulate, and scrutinize the types of information and materials that the information sharing industry is providing for public consumption.

The 'Code of Conduct' guidelines are fundamentally important, as they will be used to curtail unwarranted and illegal activities which are not in harmony with the overriding spirit of this policy. Guidelines that will assist this industry group to design a 'Code of Conduct' are provided in Appendix 4 (b) and 4 (d) of this policy.

STRATEGY THREE

A 'Code of Conduct' will ensure that all players in the publishing and information industry will comply with industry laws and operating principles.

The specific areas of targeted action include:

- developing an appropriate and stringent 'Code of Conduct' for publishing and information industry groups on all aspects of their operation;
- ensuring that they all develop their own 'Code of Conduct' for the Office of Censorship to scrutinise;
- ensuring that the 'Code of Conduct' will have legal basis in the Classification of Publication (Censorship) Act; and
- conducting awareness, including the production of pamphlets and brochures on the Code of Ethics, for stakeholders in the industry, and the public.
3.4 Protection of Children from Exposure to Pornographic, Violent, and Other Unsolicited Harmful Materials

Parents understand that raising and educating children in today's modern media marketplace is a daunting task. With materials that are currently infiltrating the information market, children are considered very vulnerable to exposure to violence, pornography, vulgar and profane music or movies, and impressions generated from video games. Exposure to these material influences can psychologically damage their characters, and cultivate in them an outlook on life that becomes degenerative.

Nowadays, violence in movies is served up liberally and accepted by children as normal fare. Sex scenes, nudity, coarse and foul language, extreme violence in films and video games, and pornography via the Internet are easily accessible by children. If parents are not vigilant enough to provide screening, the tide of such objectionable material may eventually reach their children. Not all such material is imported. Recently, in Papua New Guinea, there is an emerging trend where children, especially young girls, have been engaged in the production of locally produced pornography. This is quite alarming, to say the least.

Children should be rightfully protected from exposure to such harmful material. Some of these materials may be sent or made available to them unsolicited. The most vulnerable children are between 2 - 12 years of age. Because young people are easily impressionable, any classification cover for non-adults would include everyone who is below eighteen years of age.

Awareness campaigns that are conducted among the public, should stress the importance of the inherent issues pertaining to the perils and dangers of children being exposed to the various products that can affect their lives, and the ensuing ramifications on society.

<table>
<thead>
<tr>
<th>STRATEGY FOUR</th>
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<tr>
<td>The protection of children from exposure to harmful materials will be of utmost priority.</td>
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</table>

The specific areas of action involve:

- taking drastic measures to ensure that children are protected from the pitfalls of perilous emerging trends;
- ensuring that standards are instituted through the application of strict regulatory practices by the law-enforcement agencies, the industries responsible, customs agencies, the courts, and communication regulators such as Telikom (PNG);
- establishing partnership and linkages between the Office of Censorship and counselling and advisory services, in order to assist children and parents who need specific help;
- coordinating with entertainment industries to specify age restrictions, with respect to children and young people, for admission into different entertainment venues. Consulting and partnering with the Department of Labour, the police, and entertainment industries to restrict underage employment in adult entertainment venues; and
- recommending that parents take the lead role in educating their children about the dangers of accessing indecent or violent materials.
3.5 Prohibition of Pornographic Materials

In recent times, Internet chat and social networking sites, mobile phones with cameras, and e-mails have been used extensively to transmit pornographic images. In relation to mobile phones with cameras, very young children are able to access images transmitted to them by their peers. Emails, chat sites, and particular social networking sites, are Internet applications by means of which images may be exchanged, transmitted, or broadcast to, and between, individuals and groups. It is extremely difficult to control, regulate, and censor such activities.

The production, distribution, buying, selling, and general viewing of all forms of pornography are completely banned by law. Pornography includes all forms of nudity and sexually explicit activities portrayed in films and published in books or magazines, which are intended to arouse sexual excitement.

Much of the pornographic material that is circulated in Papua New Guinea is of foreign origin. In recent time, however, the production, viewing and distribution of locally produced pornographic films and digital images involving Papua New Guinean nationals have been on a seemingly irrepressible rise.

The Classification of Publication (Censorship) Act 1989 is ambiguous in relation to pornography. However, the responsibility has been entrusted to the Censorship Board to object to, and thwart, transactions in, or the promotion of, pornographic materials. The Chief Censor can restrict a publication from public viewing, if it describes, depicts, expresses, or otherwise deals with matters of sex, drug abuse, crime, cruelty, violence or revolting or abhorrent phenomena that is likely to be accepted by a reasonable adult person, or which are unsuitable for viewing by a minor.
STRAIGHT FIVE

Appropriate corrective actions, including legislative measures, will be taken to ensure that all forms of pornographic items are strictly censored and banned.

The specific areas of targeted action include:

- conducting major awareness exercises on the significance and dangers of pornography;
- coordinating with Ministry of Communication and Information, industry regulators, and industry players in identifying and filtering restricted information;
- reviewing legislation to ensure that the full enforcement of any material ban has a legal basis;
- restricting access to pornography websites, in consultation with Internet Service Providers;
- ensuring that PANGTEL complies with the Censorship Regulatory and Standards requirements when issuing licences;
- establishing partnerships and collaboration with major stakeholders to curb the promotion and production of pornographic materials;
- developing an Entertainment Act to regulate sexually charged activities in night clubs, such as strip shows and wet T-shirt competitions;
- building effective partnerships with relevant stakeholders, such as police, provincial authorities, and NGOs, to prosecute offenders who engage in any form of indecency;
- collaborating with the PNG Customs Office to strengthen surveillance at all entry points into Papua New Guinea;
- instituting legislative changes to censor and/or prohibit local pornography production;
- ensuring NGOs, relevant state agencies, industry regulators, and partners share the responsibility of preventing the local production of pornographic materials and their distribution, sale, and possession; and
- imposing appropriately prohibitive penalties for those in locally produced pornography.
3.6 Cross-Cutting and Contentious Issues

3.6.1 Sex Enhancement Products

The Office of Censorship has treated sex enhancement products (SEPs) as a controversial issue. At present, the Classification of Publication (Censorship) Act 1989 does not contain any provisions to regulate and control the importation, distribution, manufacture, and possession of SEPs. Without legal foundations, the confiscation of such products is problematic. The Office of Censorship is taking it upon itself to address the issue, based on morality, rather than legality. The difficulty arises because some of the products are legally sold in pharmacy as pharmaceutical goods and products. It can be asked whether the sale of these sex aids, although presently legal, should be continued indiscriminately.

A prudent approach is needed to classify and differentiate between the medically appropriate aids and the medically dangerous one, and to separate medically prescribed sex aids from the voluntary utilisation of SEPs. The Office of Censorship, in consultation with health authorities, needs to develop measures and guidelines to analyse and classify these products. Again, there is a need to create a massive awareness amongst members of the public that illegal SEP products which are sold in streets can create effects which can be detrimental to the users' health.

3.6.2 Difficulties with Internet and Filtering

Online censorship is growing in scale, scope, and sophistication around the world. The regulation of the Internet has continued to grow, over time. This should not be surprising, given the importance of the medium. The three primary reasons for Internet content filtering are:

- political interest groups may try to restrict opposition propaganda through the filtering of information, which originates from, or is supportive of, political opposition groups;
- social sensitivities of a people, translated into political initiatives, may lead to the filtering of subjects such as pornography, gay, and lesbian promotional material, and gambling, which are deemed offensive or distasteful; and
- security concerns may lead to the filtering of sites that endanger national security.

The regulation and monitoring of Internet traffic is problematic because of the existence of multiple gateways that serve as conduit of this traffic. Currently, in Papua New Guinea, there are two mediums which form the international connectivity – satellites and submarine cables. Both of these mediums serve as international gateways.

There are also a number of satellite connections (gateways) between Papua New Guinea and the rest of the world:
• Telikom (PNG), which operates two gateways – one in Port Moresby and the other in Lae;
• Digicel PNG, which operates its own gateway.
• There are approximately 155 VSATs in Papua New Guinea which is considered as mini-gateways,
• There are many Television Receive Only (TVROs) around Papua New Guinea, and these also serve as conduits of information – the contents of which can be easily acquired, duplicated, and distributed. Also, the Rural Internet Connectivity System (RICS) was designed with the one laptop per child program. The RICS can be classed as a mini-gateway, as it is directly connected via satellite to an overseas hub in Hawaii, known as Teleports.

The Office of Censorship has to liaise with, or take note of, these different informational ports for its purpose.

3.6.3 HIV/AIDS PUBLIC MESSAGES

People claim that some public message about HIV/AIDS transmission is coarse and vulgar and can be considered inappropriate and harmful to minors from age 3 – 12 years. The message that is being communicated to the public regarding the means of transmission of HIV must also be aware of these facts that they do not disturb the minds of growing children. Also, television and radio stations should give advance warning to listeners and viewers of the potentially inappropriateness of the messages. The Office of Censorship in collaboration with NACs should decide on the appropriate times for broadcasts with the intended audience in mind.

3.6.4 Gender Discrimination

Much of the content found in films, books, magazines, and songs contributes to discrimination against women. Advertisements, songs, and pictures portraying women as sex objects, and using their physical beauty for sales promotion purposes discriminate against women through the commercialization of their gender. Screening and control of the public communication system will identify contents that may discriminate against the female gender. In collaboration with relevant stakeholders, especially in the public communication system to minimize content that discriminate against the female gender.
3.6.5 Violence

Violent films and publications can influence behaviour, and can be linked with much of the violent behaviour in present-day Papua New Guinean societies. The proliferation of violence in publications should be replaced with good, informative, and educational publications that build positive values. The censorship activity will assist, if this policy is given effect.

3.6.6 Cultural Nudity

Cultural Nudity is a contentious issue with which society has to deal. Papua New Guinea has very rich and diverse cultures. In many of the cultures, people were traditionally minimally clad. Women wear mostly bare-breasted and wore grass skirts, while in a few cultures men wore nothing more than penis gourds or loin cloths. This behaviour was accepted as dignified and totally in place in the respective cultural settings.

However, with more recent sensitivities, the culturally acceptable exposure of body parts, portrayal of genital parts in carvings and art work, and sexually provocative dances, especially if taken out of their cultural settings, need to be carefully evaluated.

Today, people are trying to promote traditional cultural songs and dances. In dances, if strictly traditional apparel is used, the exposure of body parts is inevitable. Such exposure may seem indecent to people of other cultures, and for some, it may give rise to sexual thoughts and desires. It has to be asked whether some dances, such as the Manus and Trobriand tapioca, which have suggestive sexual nature, when taken out of context, are appropriate. This policy recommends that traditional dancing is not appropriate in a nightclub type of setting and should be actively discouraged as it degrades people’s cultural sensitivity.
CHAPTER 4: IMPLEMENTATION, MONITORING, EVALUATION AND REVIEW ARRANGEMENTS

4.1 Overview

To effectively translate this policy into practice, the Office of Censorship will have to come up with a specific activity plan – the Medium Term Corporate Strategic Plan - where specific activities will be identified and set to meet required outcomes.

Unfortunately, in many government sectors their policies, programs and projects are never monitored well, let alone evaluated. As this policy has a five-year implementation timeframe, it is commendable to constantly monitor the programs that emanate from the strategies, perhaps on a yearly basis, and have reports produced for the Office of Censorship, the Censorship Board, and ultimately, the Minister for Community Development and Parliament.

Censorship Officers and personnel from important stakeholder partners who implement the respective programs will be given the responsibility of monitoring aspects of the programs and providing periodic reports.

4.2 The Mechanism of Policy Implementation

This policy requires the establishment of a National Implementation Steering Committee (NISC) to oversee the manner in which strategic actions are implemented throughout the provinces. The NISC will report to the Censorship Board through the Office of Censorship, which will, in turn, report to the Minister for Community Development, and eventually Parliament. The Office of Censorship will provide quarterly reports to the Censorship Board (see Appendix 5).

The setting up of the NISC will include major stakeholders such as the Department of Education, Department of Health, Department for Community Development, Royal Papua New Guinea Constabulary, the Department of Foreign Affairs, and Papua New Guinea Customs Services. Representation will also come from various industry groups and from non-governmental actors, such as non-government organizations, community-based organizations, and churches.

The proposed mode of operation is that the Office of Censorship will provide biannual reports to the NISC for analysis before submission to the Censorship Board for endorsement. An annual national forum will provide the opportunity for all stakeholders, at the national, provincial, and local levels to review progress, discuss emerging issues, and decide on future priorities.
4.3 Policy Implementation

The National Censorship Policy calls for a renewed partnership between the Office of Censorship and the other stakeholders who have key roles to play in the implementation of the policy and the related strategies.

At the very basic level, families and communities are the starting points for the protection of minors and citizens. The policy recognises the important roles that parents play in the family to promote the good and decent behaviour of children. Also, the community and its leaders play pivotal roles in protecting the community from influences that could harm and destroy long held social and moral values. Community leaders, and law and order entities, such as village courts, should be prepared and empowered to deal with censorship matters relating to drugs, violence, and sex.

The Office of Censorship will assume the responsibility of coordinating, delegating, and monitoring the implementation of the policy. The overarching roles of the Office of Censorship include:

- coordinating the implementation of the policy;
- liaising with provincial, local, and civil society organizations;
- facilitating and advising key stakeholders on matters of policy implementation;
- developing partnerships with interest groups;
- advocating its programs widely; and
- conducting research and training.

Other government agencies, such as the law and justice sector, the customs office, and others will be major players in the implementation of this policy.

The participation of the private sector, especially the publishing and information sharing sector, is critical to the realization of this policy, particularly with respect to the registration of their premises, the development of a Code of Ethics, and compliance with the requirement of the policy. The Office of Censorship also invites churches to be participants in its policy implementation, just as they were called to contribute to its formulation. The churches have long been trying to educate people in Christian and moral values, and to combat problems of obscenity, indecency, violence, and other vices that contribute to disorder in society. They are invited to play a major role in advocating the National Censorship Policy.

Community-based organizations and women's groups can become major players in the advocacy and the implementation of the policy.
4.4 Delegation of Responsibilities

In order to effectively implement the National Censorship Policy, the Office of Censorship will have to establish provincial structures, comprising institutions to which responsibilities can be delegated (see Appendix 6). The delegated responsibilities will be specifically identified and catered for in the amended act.

While all of these structures can serve as an inbuilt monitoring mechanism, major evaluations can be undertaken every year. For this purpose, the Office of Censorship can engage external consultants as and when the need arises.

4.4.1 Technical Advisory Committee

The Technical Advisory Committee's role is to:

- monitor and evaluate implementation progress in the provinces;
- identify and formulate amendments to the policy;
- provide advice to the Censorship Board, through the Chief Censor, on policy implementation;
- advise and assist provincial administrations in the enforcement of the policy; and
- report directly to the Chief Censor

4.4.2 Provincial Administration

The role of provincial administrations is to:

- liaise with the Censorship Board on new policies and directives;
- invite, receive, consider, and refer to the Censorship Board complaints in respect of films, publications, and radio and television programs;
- consider the effects of films and publications on the lives of people, given their traditional values and Christian principles, and make recommendations to the Censorship Board;
- provide quarterly implementation reports to the Censorship Board;
- make referrals to the Censorship Board on any matter that requires investigation; and
- report to the Technical Advisory Committee, through the Chief Censor.
4.4.3 District Administration

The role of district administration is to:

- ensure that the local-level governments are informed about new policies and directives;
- ensure that the policy is effectively implemented at the district level;
- monitor and report any illegal activity in the district to the provincial administration; and
- report to the provincial committee.

4.4.4 Local Level Governments

The role local-level government administrations are to:

- ensure ward councillors are informed about new policies and directives;
- ensure that the policy is effectively implemented in each ward;
- monitor and report any illegal activity in the community to the district administration;
- refer any illegal activity in the local-level governments or wards to the district administration; and
- report to the district committee.
4.5 Performance Measures

Table 1. NCB Policy issues and Performance Measures

<table>
<thead>
<tr>
<th>Policy Issues</th>
<th>Performance Measure</th>
<th>Data Source</th>
<th>Frequency Measure</th>
</tr>
</thead>
<tbody>
<tr>
<td>Regulate and enforce the Industry</td>
<td>Ensure regulatory &amp; enforcement mechanisms are well developed and review the legislation</td>
<td>Annual sector report</td>
<td>Annually</td>
</tr>
<tr>
<td>Information strategy on Global Technology Trends</td>
<td>Conduct global research on emerging global trends in censorship of indecent materials and information</td>
<td>Annual Sector report &amp; research Findings</td>
<td>Quarterly</td>
</tr>
<tr>
<td>Develop Effective Partnerships</td>
<td>Establish Network with Provincial, District and Wards, churches, NGOs &amp; Civil Society</td>
<td>Term of reference, MOUs and Annual Sector report</td>
<td>Annually</td>
</tr>
<tr>
<td>Develop Standards for Industry Practice</td>
<td>Develop regulations, systems and standards on classifications, labelling and filtering</td>
<td>Project Management report and annual sector report</td>
<td>Quarterly/Annually</td>
</tr>
<tr>
<td>National &amp; Provincial Advisory Committee</td>
<td>Establish National and Provincial Advisory Committees</td>
<td>Annual Sector report</td>
<td>Annually</td>
</tr>
<tr>
<td>Promote and Encourage high moral and ethical behaviour</td>
<td>Promotion of High moral, ethical, traditional, and cultural values</td>
<td>Annual Sector report</td>
<td>Annually</td>
</tr>
<tr>
<td>Capacity Building</td>
<td>Institute capacity building, resourcing and financial autonomy</td>
<td>Training &amp; Workforce plan and Annual Sector report</td>
<td>Annually</td>
</tr>
<tr>
<td>Internal Policies and Procedures</td>
<td>Develop internal policies, procedures, systems, and processes</td>
<td>Policy document and procedure manuals</td>
<td>Quarterly/Annually</td>
</tr>
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4.5 Monitoring and Evaluation

At the national level, ongoing monitoring will occur through the Technical Advisory Committee. The committee will report to the National Censorship Board, which will play the overall monitoring role.

At the provincial and local levels, relevant existing committees, such as the Good Order Committee, or any other similar committee will be delegated the responsibility of monitoring the implementation of the policy at the sub national level, and will be fitted into the provincial structure.

A special monitoring and evaluation mechanism will be built into the specific strategies and action plans for each of the priority action areas. The possibility of an external consultant being engaged to evaluate the success of this policy and its monitoring mechanism should be considered for the second year of implementation of this policy. Subsequently, a major evaluation should be undertaken every two years concerning the implementation of the policy.
APPENDIXES

APPENDIX 1: Category of Publication Premises
APPENDIX 2: Types of Classification
APPENDIX 3: Classification of Films (Ratings)
APPENDIX 4 (a): Prescribed Radio and Television Industry Group
APPENDIX 4 (b): Code of Practice for the Broadcasting Industry
APPENDIX 4 (c): Code of Practice for the Television Industry
APPENDIX 5: Policy Implementation and Reporting Mechanism
APPENDIX 6: Duties and Responsibilities of Respective Stakeholders
Appendix 1: Category of Publication Premises

1. Video Theatre
2. Literature Distributor
3. Literature Dealer
4. Audio Cassette Distributor
5. Audio Cassette Dealer
6. Computer/Video Games Distributor
7. Computer/Video Games Dealer
8. Publishers
9. Television Station
10. Radio Station
11. Public Cable Television
12. Limited Hotel Cable Television
13. Special Cable Television
14. Film Theatre
15. Video Dealer
16. Video Library
Appendix 2: Types of Classification

1. Foreign publication other than film.
2. Papua New Guinean produced publication other than film.
3. Foreign periodic series publication other than film.
4. Papua New Guinean produced periodic series publication other than film.
5. Review of foreign publication other than film.
6. Review of Papua New Guinean produced publication other than film.
7. Review of foreign periodic series publication other than film.
12. Foreign cinematographic film advertising matter.
14. Translation of cinematographic film advertising matter that contains dialogue or caption in a foreign language.
15. Foreign videotape or video disc feature film.
17. Translation of videotape or video disc feature film that contains dialogue or captions in a foreign language.
18. Translation of videotape or video disc advertising matter that contains dialogue or captions in a foreign language.
19. Foreign videotape or video disc film advertising matter.
20. Papua New Guinean produced videotape or video disc advertising matter.
23. Film advertising matter intended for television broadcasting.
29. Review of foreign videotape or video disc feature film.
30. Review of Papua New Guinean produced videotape or video disc feature film.
31. Review of foreign videotape or video disc feature film advertising matter.
32. Review of Papua New Guinean produced videotape or video disc feature film advertising matter.
36. Review of commercials or advertising matter intended for television broadcasting.
Appendix 3: Classification of Films (Ratings)

G  Suitable for all ages
PGR Parental guidance required
M  Suitable for persons over 15 years (mature audience)
R  Restricted for adult audiences only

Notes

- **G**  Rating is applied where the Office of Censorship is of the view that it is suitable for general exhibition.

- **PGR** Rating is applied where the Office of Censorship is of the view that the materials contain reference to mild and/or coarse language. Except R and M-rated films, PGR films cannot be recommended for viewing by person under 15 years of ages.

- **M**  Rating is applied where it is felt that materials are for viewing by people who are 15 years and above. M-rated films, except for R-rated films, depict, express, or otherwise deal with sex, violence, or coarse language in such a manner as to be unsuitable for viewing by persons under 15 years of age.

- **R**  Rating applied where the materials are likely to cause offense to a reasonable adult person or use of coarse language in such a manner as to be unsuitable for a person under 18 years of age.

- **RC** Rated films are not deemed suitable for public viewing because they depict, express, or otherwise deal with matters of explicit sexual activities, gross drug abuse or addiction, bloody crimes and violence, inhumane cruelty, and revolting or abhorrent phenomena.
Appendix 4 (a): Prescribed Radio and Television Industry Group

1. Community broadcasting licensees
2. Commercial broadcasting licensees
3. Providers of subscription broadcasting services
4. Providers of subscription narrowcasting services
5. Providers of open narrowcasting services
6. Providers of print media
7. Providers of Internet services

Appendix 4 (b): Code of Practice for the Broadcasting Industry

1. Prevention of broadcast programs that are not in accordance with community standards.
2. Ensuring that children are protected from exposure to program material which may be harmful.
3. Methods of classifying programs that reflect community standards.
4. Promote accuracy and fairness in news and current affairs programs.
5. Prevent broadcasting programs that:
   (a) Simulate new or existing events in a way that misleads or alarms the audiences;
   (b) Depict the actual process of putting a person into a hypnotic state;
   (c) Are designed to induce hypnotic state in the audience;
   (d) Employ or involve the process known as ‘subliminal perception’ or any other technique that attempts to convey information to that audience by broadcasting messages below or near the threshold of normal awareness.
6. In the case of Codes of Practice developed by commercial broadcasting licensees – broadcast time devoted to advertising.
7. In the case of Codes of Practice developed by commercial radio broadcasting licensees – the broadcasting of Papua New Guinean music.
8. Methods of:
   (a) Handling complaints from the public about program content or compliance with the Codes of Practice; and
   (b) Reporting to the Office of Censorship on complaints that are made.
9. Captioning of programs for those who have hearing impediments.
10. In the case of Codes of Practice that have been developed by community broadcasting licensees:
    (a) The kinds of sponsorship announcements that may be broadcast by those licensees; or
    (b) The kinds of sponsorship announcements that particular kinds of programs may carry.
11. In the case of ‘Code of Practice’ developed by subscription licensees – dealings with customers of the licensees, including methods of billing, fault repair, privacy, and credit management.
12. Other matter(s) relating to program content which are of concern to the community.
Appendix 4 (c): Code of Practice for the Television Industry

1. For the purpose of classifying films that the codes apply to the use of film classification ratings administered by the Office of Censorship.
2. The codes provide for methods of modifying films which have particular classifications under that system so that:
   (a) the films are suitable to be broadcast; or
   (b) the films are unsuitable to be broadcast at particular times.
3. Those codes require that films classified as ‘M’ may be broadcast only between the hours of 9.30pm and 5am on the following day.
4. Films classified as ‘M’ do not portray materials that go beyond the ‘R’ rating.
5. Those codes provide for the provision of advice to consumers on the reasons for films receiving a particular classification.

Appendix 4 (d): Basis for Developing Code of Practice

1. The portrayal in programs of physical and psychological violence.
2. The portrayal in programs of sexual conduct and nudity.
3. The use in programs of coarse and offensive language.
4. The portrayal in programs of the use of drugs, including tobacco and alcohol.
5. The portrayal in programs of matters that are likely to incite or perpetuate hatred, or vilify any person or groups of people on the basis of ethnicity, nationality, race, gender, sexual preferences, age, religion, and physical or mental disability.
6. Other matters relating to program content which are of concern to the community.
Appendix 5: Policy Implementation and Reporting Mechanism

Minister for Community Development

National Censorship Board

Censorship Organization

National Implementation Steering Committee

Community Service Organization

Industry Groups

Government Stakeholders

Provincial Authorities

District Authorities

Ward Administrations
Appendix 6: Duties and Responsibilities of Respective Stakeholders

Structure of Provincial Censorship Committee

- Provincial Administrations
  - NGOs
  - Chamber of Committee
    - District Community Development
      - Education
        - Media
        - Police
        - Customs
        - Health
      - Local-level Government
        - Youth Council
        - Women's Group
        - Church Council
        - Business Representative
        - Community Representative
        - Education Representative
        - Media Representative
        - Public Service Commission
          - Ward Council
          - Ward Committee
          - Churches at Ward Level
          - Youth Groups
          - Women's Associations
          - Child Abuse Committee
GLOSSARY

1. Censorship Board: the committee consisting of members from various sections of society, appointed by the Minister responsible for censorship, who deliberate on policy issues relating to censorship. Their appointments are made, using a provision in the Classification of Publication (Censorship) Act 1989.

2. Civil Society Organization (CSO): any organization that again is non-government by its very nature, but usually provides services to the local communities at a lower level.

3. Classification of Publication (Censorship) Act 1989: the National Parliament approved the Act which sets out the parameters of the functions of the Censorship Board and Office of Censorship, and specifies the different regulatory measures.

4. Community-Based Organization (CBO): any entity that is usually non-government in nature, but primarily operates at the grassroots or local level and deals with people on a day-to-day basis.

5. Computer Games: These games include all kinds of electronic or digital games that are either built into the computers or can be bought from the shops, which come in the form of discs and can be played on computers.

6. Digital Video Disc (DVD): An optical disc storage media format for storing video data. DVDs are of the same dimensions as compact discs but are capable of storing more than six times as much data.

7. Images: refers to all forms of pictures such as films, photographs, and movies.

8. Industry Groups: refers to the different sectors that, in one way or another, deal with censorship-related issues. Examples include video libraries, CD and DVD distributors, Internet service providers (ISPs), radio stations, communication companies, and so on.

9. Mass Media: refers to information generated for the public through mediums such as newspapers, televisions, radio stations, books, pamphlets, and the Internet.

10. Non-Government Organization (NGO): any entity that is non-government in nature.

11. Non-State Actor (NSA): any organization that is non-government in nature, but, to a great extent, deals with government agencies/organization.

12. Nudity: refers to nudeness or exposure of bodily parts that are not culturally accepted as decent.

13. Office of Censorship: the Secretariat that reports directly to the Censorship Board. The Office performs and manages censorship affairs and activities.

14. Polygamy: the practice of men having more than one wife.

15. Polyandry: the practice of women having more than one husband.

16. Pornography (Pornographic material): is the explicit, indecent portrayal of bodily parts in movies and printed materials, which arouse sexual emotions and are congruous with the accepted norms of society.

17. Public Communication: refers to all means and modes of verbal and visual interaction between individuals or groups of people.

18. Publications: printed materials that become available for the public to obtain and read.

19. Public Cable Television: refers to organizations that provide cable television services for a number of customers or subscribers. Two such firms are Hitron and Channel *.

20. Sex Enhancement Products: refers to products that assist in the performance of sexual acts. It can be a manual apparatus as well as capsules and tablets.

21. Special Cable Television: refers to organizations that provide television services within a limited area or compound. Examples include hotel premises, university premises, and so on.

22. Unnatural Sexual Act: this refers to any sexual practice that is considered ethically or religiously improper.
23. **Very Small Aperture Terminal (VSAT):** this is a satellite dish which can be bought and installed in backyards. The satellite dish is capable of receiving and transmitting information and images to computers, television receivers, mobile phones, and so on.

24. **Video Compact Disc (VCD):** a standard digital format for storing video data on a compact disc. VCDs are playable in dedicated VCD players.

25. **Video Cassette:** non-digital or non-electronic cassette that contain information or images such as movies or films. However, these are becoming outdated.

26. **Video libraries:** video libraries are registered avenues where CDs and DVDs can be obtained or purchased.

27. **Vulnerable Groups:** these can be individuals or groups of people in the Community who can easily become victims because of certain influences usually stunning from problems to which they are not a party of blame or did not create.