

**Papua New Guinea  
National Museum and Art Gallery**

# KOKODA TRACK

**Military Heritage Management Plan**



# National Museum and Art Gallery Director's Foreword

*"If there was no war, our people would be completely forgotten"*  
—Joseph Avabe, 06 September 2018.

This line comes from Joseph Avabe, a local village leader from the Kokoda area in Oro Province. While the context framing his sentiments comes from a reformist agenda, his reasoning exposes not only the reciprocal relationship between memory and forgetting, but also reminds us rather tacitly that our criteria of being recognised and enumerated with an inclusive framework of the State has its basis in the attendant military history of the Kokoda Campaign.

Imagine if there was no war, Avabe opines, his people would have been left stranded in the cold hinterlands of our national consciousness and sidelined on the margins of the development agenda. The war gave us a name to be counted as a people, etched itself a place to be remembered, and defined a country whose history was created with the involvement of many others.

This humble revisionist statement acknowledges the horrors and complexities of the war but defines a relevance of the war in the present. If there was a phoenix that rose out of the ashes of the war, ours was the Kumul, the exuberant forest dwelling Bird of Paradise that eventually became adopted as our national symbol.

- Unlike the countries who fought the war on the soil, the sea and the air above Papua and New Guinea, the indigenous inhabitants of this country were never conscious of themselves as subjects of an entity that imagined itself as a nation. If nations create and wage wars on each other, ours is a story of how a war created a nation.

The idea of our nation-state emanates directly from the experiences of the war. Aside from its traumatic and destructive power, the war was also eventful as an epoch of inspiration and regeneration. Modern Papua New Guinea emerged from the throes of war much like a forest that is regenerated after a bush fire.

The Kokoda Track itself, and the historical surpluses of the war which remain scattered in the bush along its corridors and beyond, are not merely properties of the state. They gained their provenance and currency

as a result of the war. In many respects, they are like treasures out of trash, memories out of incognita, or the liminal vestiges of an epochal event that spilled the embryonic gems of a new a nation.

This military heritage management policy—developed by the National Museum & Art Gallery in partnership with the Kokoda Initiative supported by the Australian Government—addresses and fills an outstanding policy vacuum that has been looming over the management of the military heritage along the Track and beyond.

While the Policy outlines a general vision that encompasses conservation, commemoration and promotion, its implementation requires the participation of many other agencies and stakeholders that will keep alive the spirit and legacies of the Kokoda Campaign and of the Second World War in Papua New Guinea. In anticipating a spirit of collaboration, the Policy is an invitation to conserve, reanimate, and share these stories for now and for the future to come.

Dr. Andrew Moutu  
Director



This project is funded through the Kokoda Initiative, a partnership between the governments of Papua New Guinea and Australia working with the Oro and Central Provincial Administrations.



Kokoda Initiative



# Kokoda Track Military Heritage Management Plan

## Preamble

The National Museum and Art Gallery (NMAG) acknowledges the heavy sacrifice, suffering and loss of life among all participants in the Kokoda Campaign, and elsewhere in PNG, during World War II. We approach the task of looking after this important part of PNG's heritage with respect for the dead and sensitivity for survivors and descendants.

## Definition

This document outlines the policy elements of the PNG National Museum and Art Gallery's (NMAG's) Kokoda Track Military Heritage Management Plan. Program implementation and site management plans detailing specific activities will be guided by this strategic document.

## Legal Basis

This Plan is in accordance with Section 2 of the War Surplus Material Act and Section 4 (1) (iii) of the National Museum & Art Gallery Act enforced by the National Museum & Art Gallery.

## Scope

The NMAG recognises that the military heritage remaining from the Kokoda Campaign of WWII extends from Port Moresby Harbour to the northern beaches and Oro Bay. Furthermore, the campaign was fought both on the ground and in the air, hence its tangible heritage may extend into the sea at each end, as well as far across the landscape of PNG. However, this Military Heritage Management Plan specifically applies to the tangible military heritage remaining from the Kokoda Campaign, as a significant element of the cultural heritage of the region, along the Kokoda Corridor between Owers Corner, Central Province and Kokoda Station, Oro Province, extending to the northern beachheads area around Buna, Gona, and Sanananda; as well as the intangible heritage of the Campaign along the Track, and wherever else it may exist.

This Plan is a pioneering exercise. Once policies and practices have been put into place and proven effective, it may be adapted for use in other regions of PNG

## Vision

That the military heritage of the Kokoda Track remains safe, authentic and accessible for residents and visitors for generations to come.

## Mission

To identify, protect, interpret, commemorate and promote the shared histories and heritage of the Kokoda Track.



# Moral and Historical Background

*The Second World War was a radically transformative event in which Papua and New Guinea were caught up in the throes of its global spread. Aside from its traumatic and destructive power, the war was also eventful as an epoch of inspiration and regeneration. Modern Papua New Guinea emerged from the throes of war much like a forest that is regenerated after a bush fire.*

*Unlike other countries who fought the war on the land, sea and air above Papua New Guinea, the indigenous inhabitants of this country were never conscious of themselves as subjects of an entity that imagined itself as a nation. The nightmare of the war gave us a dream to imagine a future for Papua New Guinea, and its relationship to others as a citizen of the world and as a nation in a constellation of many others.*

*The historical surpluses of the war which now remain scattered along the Kokoda Track and beyond are not merely properties of the state; they are treasures out of trash, and memories out of incognita as much as they are remnants of an event that prompted the emergence of a nation-state.*





# General Principles

1. The Kokoda Track Military Heritage Management Plan (hereafter 'The Plan') will provide a vehicle for international engagement, and for local communities to engage more deeply with their own histories.
2. The Plan will build upon the shared and unifying histories of PNG and Australia, and within PNG as a national narrative.
3. The Plan will also recognise the prominent roles of Japan and the USA in PNG's war history, as well as the place of other nations, including the UK, India, Fiji, China, Korea, Taiwan, etc.
4. Kokoda Campaign history is important to local, national, and international audiences, and the Plan will operate on local, national and international scales as appropriate.
5. Kokoda Campaign heritage exists in both tangible (e.g. sites and objects) and intangible (e.g. oral history – stories, songs and other narrative) forms. The NMAG is committed to preserving and maintaining both.
6. The Plan will foreground Papua New Guinean participation in, and voices and memories of, the Kokoda Campaign, incorporating and building upon the 2013-2018 NMAG/Kokoda Initiative Oral History Project.
7. The NMAG recognises that there are significant natural, cultural, historical, archaeological and/or other non-war related heritage values throughout the Kokoda Corridor. While worth preserving in their own rights, they are also deeply interconnected with the military heritage, and serve to enhance the experience of military heritage by both visitors and local people alike. Where appropriate, the Plan will acknowledge these other local heritage values, and will manage these in coordination with greater NMAG national cultural heritage management policies.
8. The NMAG will work closely with provincial, district and local-level governments to achieve shared military and cultural heritage interests along the Kokoda Track.
9. The four PNG Government agencies primary to the Kokoda Initiative (Conservation and Environment Protection Authority (CEPA), Kokoda Track Authority (KTA), Tourism Promotion Authority (TPA) and NMAG) will develop and maintain close liaisons, so that all are aligned in Kokoda Initiative Master Plan implementation. CEPA, KTA and TPA are considered important stakeholders by the NMAG for the Plan, and will continue to be consulted regarding its design and implementation.

10. The NMAG recognises that the people of the Kokoda Corridor are key stakeholders to the Plan, and a critical resource for the Military heritage of the area, through their connections with past people who experienced the war, their custodianship of the stories, artefacts, landscapes, battlefields and other places associated with the campaign, and their continuing occupation and use of those historic places. Community involvement in design and implementation is paramount to the success and future sustainability of the Plan.
11. The NMAG also recognises Kokoda trekking and tour operators as key stakeholders for the Plan, as another critical resource for knowledge of war history, military heritage, and the prospects for project implementation along the Track. The Plan will be sensitive to the commercial viability of the Kokoda trekking industry and the PNG tourism industry as a whole, and will seek input from trekking and tour operators on an ongoing basis.

12. By provision of the War Materials Surplus Act, the nation of PNG (through the NMAG) owns all relics from WWII. However, the NMAG recognises local landowners and communities as custodians of artefacts in their possession or on their customary lands. Decisions regarding the management of various artefacts will only be made in conversation and agreement with these local custodians.
13. The Plan acknowledges that gendered relations and issues of social inclusion influence the implementation of community projects. The NMAG recognises the importance of taking gender and social inclusion into account at all phases of planning, consultation and implementation, and will do so explicitly in each element of the Plan.

14. The NMAG finds that the terms 'Kokoda Track' and 'Kokoda Trail' are both historically valid appellations for the system of footpaths between Owers Corner and Kokoda. For consistency, the NMAG will use 'Kokoda Track' throughout this and related documents. However, this does not indicate a judgment upon historical validity, and the NMAG neither proscribes nor discourages the use of 'Kokoda Trail' by others.
15. The NMAG acknowledges that both heritage management and museum collections management rely upon determinations of significance in planning and prioritizing activities. The NMAG will follow internationally accepted best practices along these lines, starting with the Collection Council of Australia's Significance Assessment criteria.
16. The Plan will operate in accordance with the overall NMAG mission statement, and operations as laid out in NMAG Annual Operating Plans, the NMAG Corporate Plan 2016-2020, and NMAG Master Plan 2015-2030.
17. The NMAG will monitor implementation of the Plan on an ongoing basis, using evaluation and reporting methods to be developed in consultation with expert parties. This policy document will be part of that ongoing appraisal, and changes may be made when determined appropriate. The entire Plan will be externally reviewed every five (5) years, beginning with the 80th anniversary of the Kokoda Campaign in 2022.



# Five Elements of Heritage Management

*The Kokoda Track Military Heritage Management Plan will organize under five broad elements:*

- I. Knowledge
- II. Preservation, Conservation and Collections Management
- III. Interpretation and Education
- IV. Commemoration
- V. Promotion

## I. Knowledge

*Concerns research, exploration, identification and documentation.*

### Principles

1. An extensive, accurate and organized knowledge base is the first condition for heritage management planning and implementation.
2. The NMAG finds that the knowledge of Kokoda Campaign history and heritage can never be ruled complete.
3. The NMAG values continued effort to expand the nation's knowledge base concerning PNG military and cultural heritage.
4. The NMAG values gathering, organizing and using existing knowledge in ways that increase the effectiveness of heritage management.
5. Beyond scholarly and professional expertise, the NMAG recognizes local knowledge and experience, and acknowledges the historic and ongoing intellectual contribution of community members to the global knowledge base of the Kokoda Campaign and to the military and other cultural heritage of the area.

### Policy

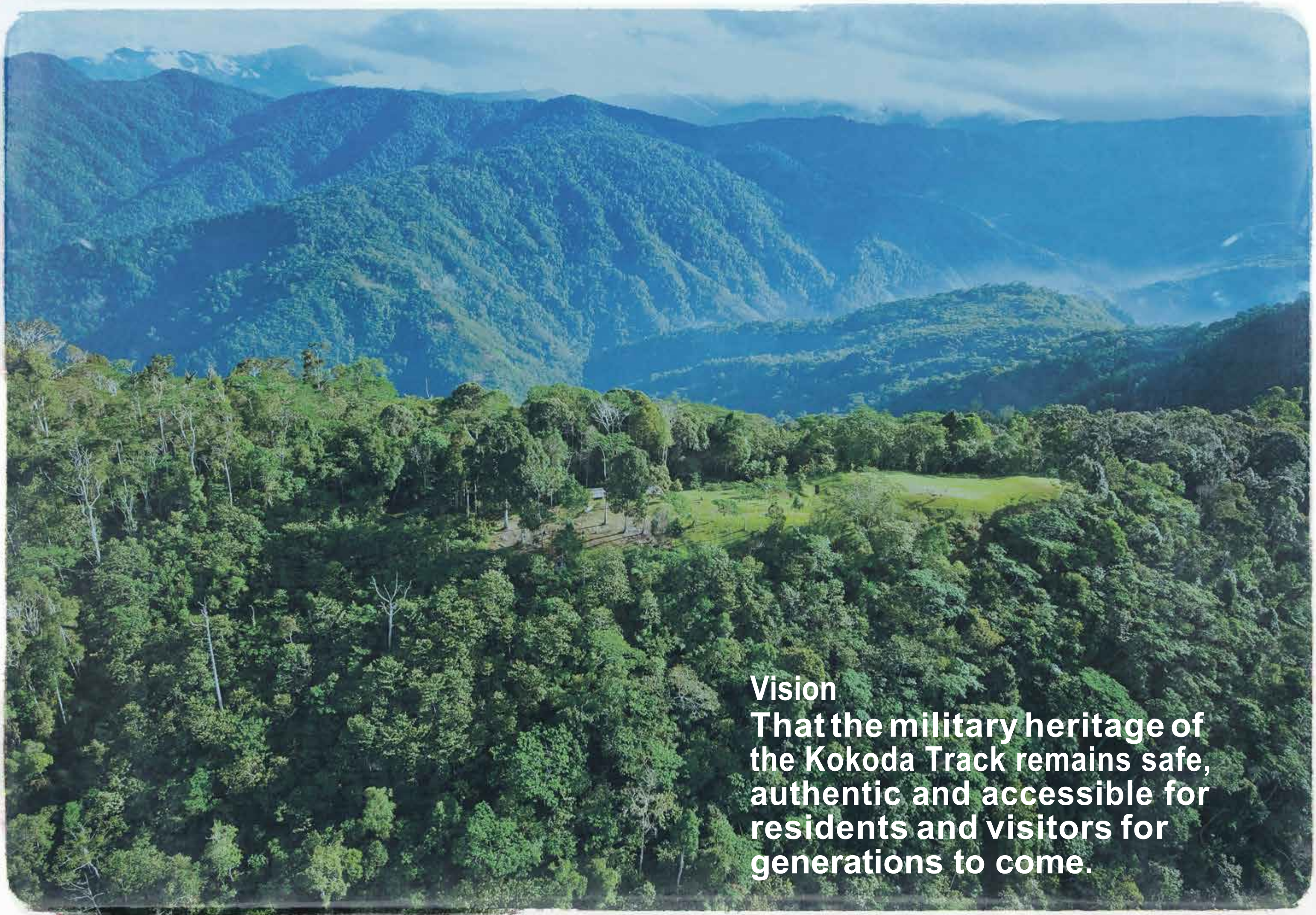
1. Efforts to expand knowledge of Kokoda Campaign history and heritage will be continuous.
2. Existing knowledge will be gathered, organized and used in new and relevant ways.
3. Survey and mapping work will continue, and additions to the knowledge base are expected to continue in conversation with academic and professional experts, community members and trekking operators, and through the interpretation of landscape and archival research.
4. Efforts will be made to further promote linkages and cooperation between community groups and academia.
5. Efforts will be made to promote research partnerships between the NMAG and colleges, universities and cultural heritage institutions, both in PNG and internationally, and to further increase PNG's academic and professional capacity.

### Actions and tasks

1. Mapping: an interactive, multi-layer 3D digital map will be created of the entire Kokoda Track, with extra detail to special sites (Etoa battlefield, Brigade Hill, etc), or separate higher resolution maps will be generated for special sites. This will assist or enable the following:
  - The collation of different data sets allowing increased visualisation and analysis of landscape and history.
  - Newer and improved understandings of how terrain and topography influenced the course of the Kokoda Campaign, and present-day heritage.
  - The identification of new avenues of investigation into neglected historical sites.
  - Detailed planning for military heritage, cultural heritage and other projects.
  - Development of improved interpretive materials.
2. Database: The prospects of creating a Kokoda Track database will be explored, bringing together historical material, publications, reports, site lists, artefact lists, etc. This would be integrated with the NMAG collections database and other appropriate knowledge platforms, be engaged with other institutions with related digital records, and may eventually be accessible via the internet.
3. Field Research: Opportunities will be explored with local landowners and community leaders toward ongoing investigation of heritage-rich sections of the Track, to uncover additional sites and artefacts, and record associated narratives.
4. Archival Research: The NMAG acknowledges that there are sizeable relevant public collections held internationally, and that these holdings will form part of the Plan's proposed knowledge base. Efforts will be ongoing to further identify, list, collect, organise and interpret both domestic and international archival records, reports, narratives, etc., related to the Kokoda Campaign, as an element of military heritage.
5. Promotion: Efforts will be ongoing to promote this knowledge to researchers, authors, academics, etc; to encourage and stimulate new research, as well as alternate ways of interpreting existing knowledge, because new points of view spur new understandings of history and heritage.

<sup>1</sup> See: <https://www.arts.gov.au/what-we-do/museums-libraries-and-galleries/significance-20>

<sup>2</sup> 'To shape the future of the nation through preserving the historical past, conserving our natural heritage and promoting our contemporary culture.'



**Vision**

**That the military heritage of the Kokoda Track remains safe, authentic and accessible for residents and visitors for generations to come.**

# 11. Preservation & Conservation

While heritage management elements overlap, 'preservation' includes site preservation; artefact preservation, conservation and curation (including paper and photographs); local museums; and NMAG collections and curation.

## Principles

1. The NMAG values preserving as much of the surviving remnants of the Kokoda Campaign as possible, in balance with public access and interpretation.
2. The NMAG values communities and landowners as custodians of sites, artefacts and oral histories, and will work in partnership with community leaders and landowners toward preservation and conservation of all three.
3. The NMAG recognises the importance of safe and appropriate storage of artefacts held in various collections not on display, and safe and appropriate curation of artefacts on display at the NMAG, and in regional and local museums.
4. The NMAG recognises the importance of thorough, ongoing information management regarding military and cultural heritage.
5. The NMAG values international engagement and will seek to adhere to international best practices in heritage management.
6. The NMAG values community involvement in heritage management, and the training of local custodians to preserve sites and collections.
7. The NMAG values the role of the tourism and trekking industry in contributing to the preservation of sites, artefacts and historical records.
8. The NMAG recognises that it is the national custodian of the story of Kokoda, and that certain artefacts or certain types of artefacts should be collected by the Museum for safe keeping.

## Policy

### Site preservation

1. The NMAG will work with communities, landowners, tour operators and other KI partner institutions to develop specific management plans toward preservation of historic sites and landscapes along the Track, including restoration where necessary, and protection from further degradation from trekking traffic, environmental forces and other risks.

2. The NMAG will provide education, training and other support to local custodians and tour operators towards the preservation, maintenance and monitoring of historic sites.

### Artefact preservation

There are several different categories of artefacts (war relics) that require respective policies to be formulated and implemented.

#### 1. Unsecured artefacts in situ

1. The NMAG recognises that unsecured artefacts in situ add authenticity to the trekking experience, but that these artefacts are at great risk of removal or damage by human or natural forces. The NMAG will work with landowners to identify the best solution for each artefact or group of artefacts.
2. The NMAG discerns a need to manage the tension between some artefacts' dual status as both 'war relic' and 'UXO'. The NMAG recognises that the proper disposition of unexploded ordnance (UXOs) is an important element of the Kokoda Initiative Master Plan's Pillar One, 'a safe and well-managed Track', and will work with appropriate expertise to identify and render safe high-risk UXOs (eg primed munitions) and to secure others in a safe environment.

#### 2. Artefacts in local collections

These include collections both on public display and kept privately. The term 'local museum' refers here to collections identified as such by the custodian, under public display.

- 2a. Although by law all physical remains of WWII belong to the nation of PNG, with the NMAG the legally prescribed custodian, the NMAG acknowledges the custodianship of landowners holding artefacts in their possession.
- 2b. The NMAG will not attempt to dictate to community custodians the fate of the artefacts they hold, rather will work with custodians to determine the best pathways for protection and curation. However, the NMAG stresses that the removal, destruction, or sale of war relics is illegal.

#### 3. NMAG collections, curation and management

1. The NMAG Plan recognises that the NMAG collection of war relics is an important and irreplaceable element of PNG's national heritage.
2. The NMAG values the adoption of internationally recognised best practices for artefact management, eg cataloguing, preservation and curation.

#### 4. Artefacts in other collections (RSL, Private, Yacht Club, International, etc)

1. The NMAG recognises the significance to PNG national heritage of artefacts held privately, both domestically and abroad.
2. The NMAG will take an active interest in privately held artefacts.

## Actions and Tasks

### Site preservation

1. The NMAG will survey and catalogue all military heritage sites along the Kokoda corridor, in terms of site layout (topography), significance, current state, and risk factors for degradation.
2. For sites deemed in need of preservative action and/or protection against the impacts of reasonable use (e.g. tourism), the NMAG will undertake to produce site management plans outlining prescribed action, and work to implement these in consultation with local communities and tour operators.

### Artefact preservation

#### 1. Unsecured artefacts in situ

- 1a. The NMAG will undertake to catalogue all known in situ artefacts along the Kokoda corridor, and collate within the proposed Kokoda Track database (see Knowledge, Actions and Tasks #2), updating the catalogue regularly.
- 1b. The NMAG will undertake to secure selected unprotected artefact collections in situ, and determine how best to conserve others.
- 1c. In consultation with communities, trekking operators and technical experts, the NMAG will develop and distribute an explicit protocol for communities, trekkers and other visitors to follow when finding artefacts and UXOs.

#### 2. Artefacts in local collections

- 2a. The NMAG will undertake to establish trust with local custodians in line with policy point 2a (above) through consultation and dialogue.
- 2b. The NMAG will undertake to catalogue all known collections along the Track, and collate within the proposed Kokoda Track database.
- 2c. The NMAG will undertake to discourage the further removal of artefacts from sites without prior consultation with the NMAG.
- 2d. Notwithstanding 2c above, the NMAG will seek out, identify and catalogue unknown local collections.
- 2e. The NMAG will identify selected local museums for support in improving structures, display cases, signage, access, etc., to improve visitorship by trekkers and, by extension, community benefits.

#### 3. NMAG collections and curation

- 3a. The MHM Project will work in partnership with the NMAG Modern History Department to develop curation procedures appropriate for the existing collection.
- 3b. The NMAG will consult with landowners and other stakeholders regarding further acquisition of artefacts currently in situ, held in local collections or elsewhere.
- 3c. The NMAG will seek to establish and maintain a collection of significant artefacts from the Kokoda campaign, and artefacts representative of the Kokoda campaign, to ensure they are preserved and accessible for future generations.
- 3d. The NMAG will explore the prospects of returning or loaning selected artefacts to local or regional museums, or to prominent sites along the Track, to enhance and/or restore local military and cultural heritage.

#### 4. Artefacts in other collections (RSL, Private, Yacht Club, International, etc)

- 4a. The NMAG will undertake to catalogue Kokoda Campaign-related material in other collections held elsewhere in PNG and abroad, and collate within the proposed Kokoda Track database.





**The NMAG will pursue a gendered approach to interpretation, highlighting women's stories wherever possible.**

## III. Interpretation & Education

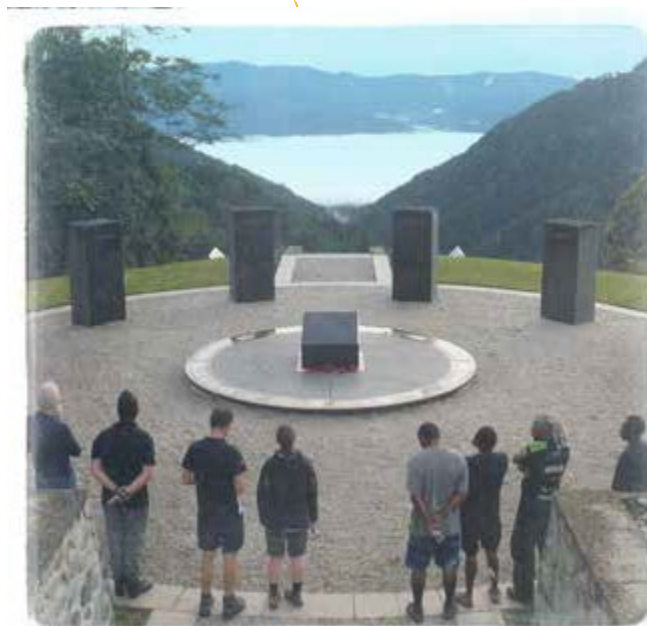
### Principles

1. The NMAG finds that the physical remains (sites and artefacts) of the Kokoda Campaign are touchstones for history, and as all histories are stories told in one way or another, the stories connected to places and things need to be told so the places and things do not lose their significance. Along the Track, these stories can be told using interpretive material in the form of various signage. The NMAG values the use of appropriate signage to deliver interpretive content in ways that support the landscape and its history in sustainable ways.
  2. The NMAG values educating tourists and other visitors toward the war history and heritage of the region, through interpretive signage and other means, as well as facilitating education about the wider cultural heritage of communities along the Track, to further enrich the experience of war heritage.
  3. The NMAG values providing historical and heritage information to communities along the Track, to facilitate self-awareness regarding their place in the history of the Kokoda Campaign and its aftermath. Through this local awareness, the tourism experience is also enriched as visitors interact with local people who are knowledgeable about the history and heritage of the area.
  4. The NMAG finds that local communities can continue to educate NMAG staff and other academic and professional visitors toward the heritage and oral history of the region, and that this element of the relationship is never complete.
  5. The NMAG recognises the need for gender awareness in interpretive design and content, and the value of gendered renditions of oral history and other historical material.
  6. The NMAG wishes to promote the growth of Papua New Guinean and international partnerships in education at primary, secondary and tertiary levels.
1. The NMAG will identify opportunities to improve interpretive signage along the Track, conveying information both for specific sites and overall Kokoda Campaign history.
  2. The NMAG will identify selected sites along the Track for interpretive development (restoration/re-creation). For instance, selected weapons pits (foxholes) or trenches may be restored, along with their fields of fire, to re-create wartime conditions. In places that such restoration is unworkable, accurate replicas may be produced.
  3. The NMAG will provide local communities with educational opportunities, to enhance their knowledge of the history and heritage of the region. Prospective activities include
    - Compiling and distributing a war history booklet geared toward communities, trekking porters and guides.
    - Providing evening talks with local historians, trekking guides, senior community members and other knowledgeable people.
    - Producing posters and other educational materials for schools.
    - Supporting tertiary education for selected youths (see below).
  4. The NMAG may enhance the tourist experience of the war heritage of the area through the judicious addition of non-war related indigenous cultural and historical information into interpretive content along the Track (see General Principle 5)
  5. The NMAG will seek community input toward interpretive form and content.
  6. The NMAG will pursue a gendered approach to interpretation, highlighting women's stories wherever possible.
  7. The NMAG will curate and establish exhibitions at the NMAG in Port Moresby, but also at other sites as appropriate such as Kokoda, Popondetta, Goroka, regional airports, etc. This may also include travelling exhibitions that can tour the country.
  8. The NMAG will seek to facilitate educational partnerships and opportunities nationwide, at all grade levels. This may include curriculum input and special projects support at the primary and secondary levels, and the establishment of scholarships, internships and other partnering programs with and between colleges and universities in PNG and internationally.

## IV. Commemoration

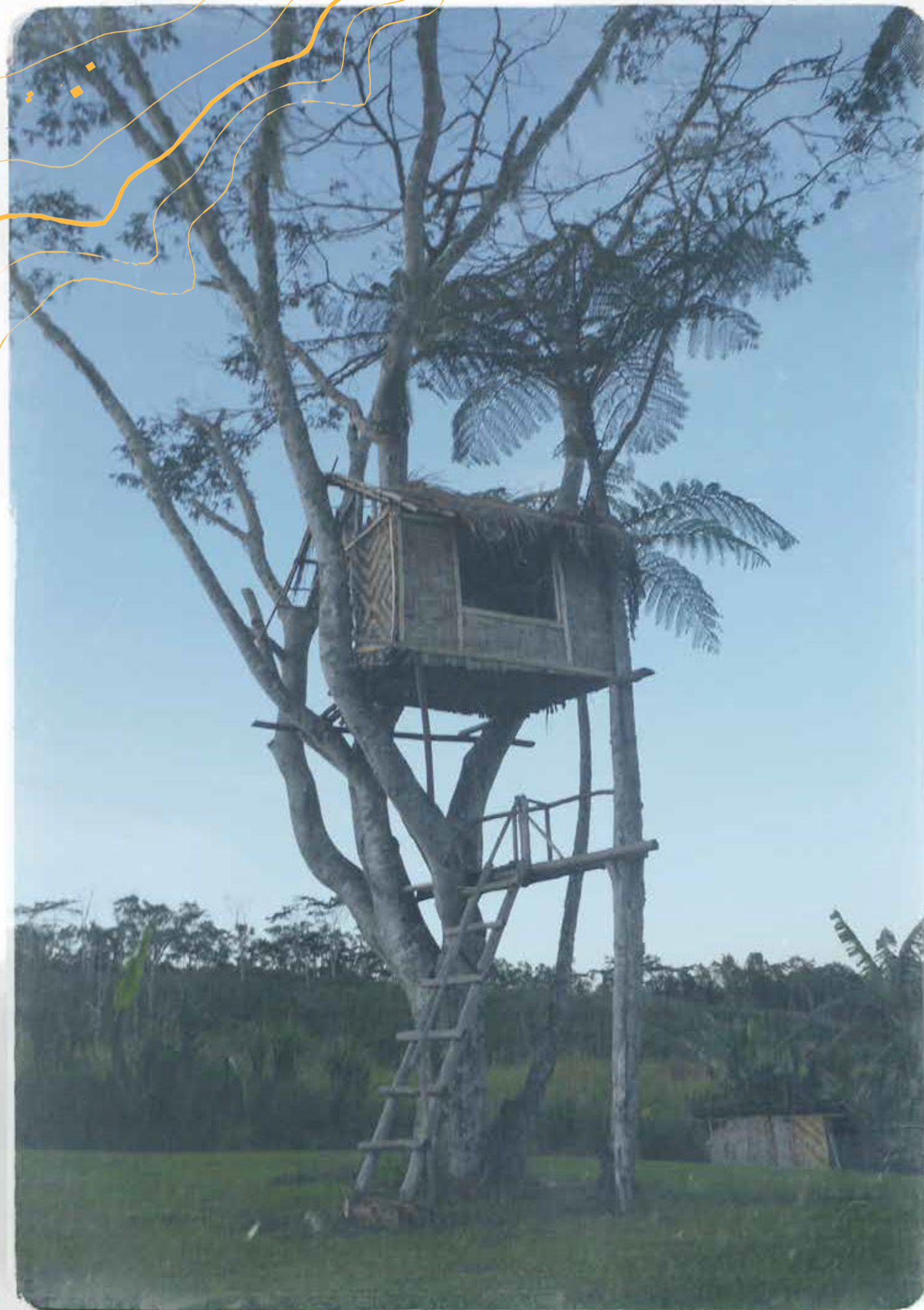
### Principles

1. The NMAG values appropriate and respectful commemoration of the former combatants and local people who lost their lives along the Kokoda Track during the Kokoda Campaign.
2. The NMAG values appropriate and respectful commemoration of people who participated in various ways in the Kokoda Campaign.
3. The NMAG values appropriate and respectful commemoration of significant wartime events along the track.
4. Where appropriate, the NMAG will subscribe to the Principles of Official Commemoration, as defined by the Australian Department of Veterans Affairs.
5. The NMAG recognises that interpretation and commemoration often overlap, and care is needed to ensure that all interpretive materials display appropriate respect. Conversely, care is needed to ensure that all commemorative materials contain accurate information.
6. The NMAG recognizes the Office of Australian War Graves (OAWG) administration of the memorials at Isurava, Kokoda, Sogeri and Popondetta.



### Policy

1. The NMAG will assist OAWG in appropriate elements of OAWG memorial management (e.g. interpretive design and content), where requested.
2. The NMAG may identify prominent sites for new commemorative installations.
3. The NMAG will consult with local communities regarding placement and design of non-OAWG commemorative installations.
4. The NMAG will employ gender awareness in pursuing commemorative design and installation and, where feasible and appropriate, ensure that women's sacrifices are acknowledged alongside men's.
5. The NMAG will oversee and collaborate on the design and installation of privately organised memorials. New private memorials will undergo NMAG review and approval of design and placement, prior to installation along the Kokoda Corridor.



<sup>3</sup> <https://www.dva.gov.au/commemorations-memorials-and-war-graves/principles-official-commemoration>

# v. Promotion

## Principles

1. The NMAG values the promotion of Kokoda Campaign Military history and heritage, through various platforms, including radio, television, print media, and internet content.
2. The NMAG values an inclusive promotion agenda, with community and gendered histories foregrounded wherever feasible and appropriate.

## Policy

1. The NMAG will work with the Tourism Promotion Authority, other Kokoda Initiative partners and relevant stakeholders towards the promotion of Kokoda Campaign Military history and heritage.
2. The NMAG will promote community histories and heritage, and foreground the role of women wherever possible.

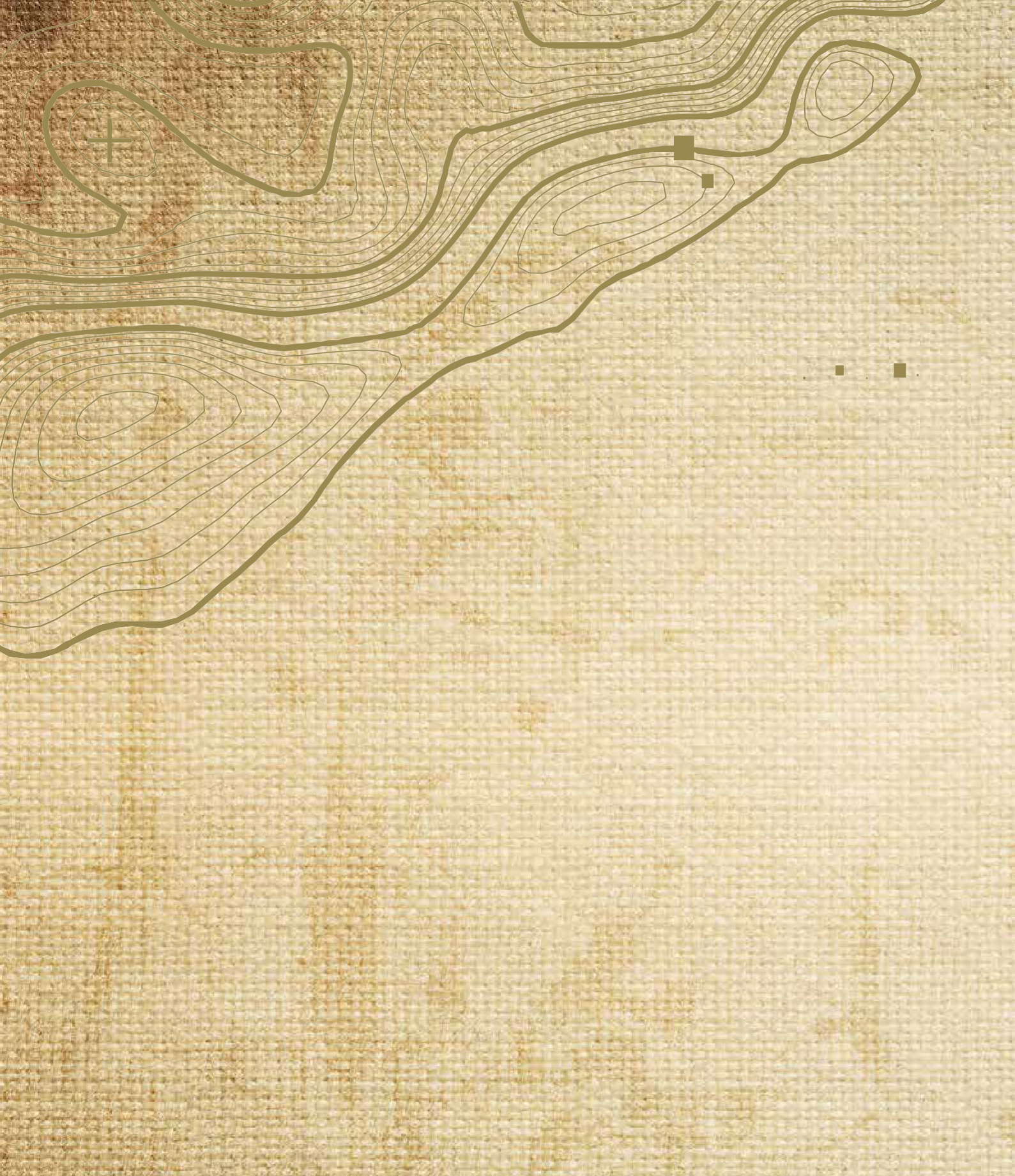
## Actions and Tasks

1. The NMAG will explore the prospects for the following:
  - Establishing a Kokoda Track Military History and Heritage website, and/or a social media presence.
  - Further oral history publications, both local stories and stories of veterans.
  - Production of videos and/or television programming.



### Imagery

- P5. Royal Papuan Constabulary, 1944
- P6. Fabula weapons cache, Eora Creek
- PP12-13. Brigade Hill and Owen Stanley Range
- P15. Oral history, Alola Village
- P17. Dawn Service, Isurava Memorial
- P18. Dobo (treehouse), Naduri Village
- P19. Papua New Guinean trekking guide on the Track



PNG National Museum and Art Gallery  
P.O. Box 5560  
Boroko, National Capital District  
Papua New Guinea  
Phone: (+675) 325 2458/ 325 2405  
Email: [nationalmuseum@museumpng.gov.pg](mailto:nationalmuseum@museumpng.gov.pg)

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