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1970 - 1971

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Papua New Guinea Patrol Reports

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67-1-50.

✓

1970-71

PATROL REPORT No. 18-~~137~~72.

By.

MR. D.J. CHRISTIE.

46/8 Az Alden 19/1

BEREINA.

CENTRAL DISTRICT.

BEREINA

1970/71

Report No. 18

67-1-50



TERRITORY OF PAPUA AND NEW GUINEA

PATROL REPORT

District of Central Report No. 18 of 1970/71 (BEREINA)

Patrol Conducted by Mr. D.J. Christie, Assistant Patrol Officer

Area Fatrolled INAWI Ward, MEKEO L.G. Council Area

Patrol Accompanied by Europeans Nil

Natives 1 Poll Clerk, 1 Member R.P.&N.G.C.

Duration—From 30/3/1971 to 31/3/1971

Number of Days Two

Did Medical Assistant Accompany? No

Last Patrol to Area by—District Services 12/1/1971

Medical Monthly from BEIPA Hospital.

Map Reference Milinch KAIRUKU, Fourmil YULE.

Objects of Patrol By-Election, INAWI Ward, MEKEO L.G. Council.

Director of District Administration,
PORT MORESBY.

Forwarded, please.

/ / 19

.....
District Commissioner

Amount Paid for War Damage Compensation	\$.....
Amount Paid from D.N.E. Trust Fund	\$.....
Amount paid from P.E.D.P. Trust Fund
.....
.....

OA:MG

P.O. Box 2396,
KOMODOU.

67-1-50

25th January, 1972.

The District Commissioner,
Central District,
PORT MORSBY.

BEREINA PATROL NO. 18 OF 1970-71.

Your reference 67-2-4 of 23/12/71.

I acknowledge with thanks receipt of Situation Report by
Mr. D. Christie, A.P.O. of the Inavi Ward, Mekeo Council.

The documentation of this patrol obviously took far longer
to complete than the patrol itself. Much of the matter
contained therein is only marginally connected with the activities
of the patrol and would have been better included in a separate
memorandum, if at all.

Mr. Christie is obviously a very thorough officer. He
must learn to be concise.

(S.J. PEARSALL)
s/Secretary.

DDA 67-1.50

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41-5-2



16th December, 1971.

Assistant District Commissioner,
Sub-District Office,
BEREINA,
Central District.

PATROL REPORT No.18 OF 1970-71 (BEREINA)
BY-ELECTION -INAWE WARD
MEKEO LOCAL GOVERNMENT COUNCIL.

Receipt is acknowledged of 3 copies of your Patrol Report No.18 of 1970/71 and report on the above by-election.

Mr.D.Christie is to be commended for this comprehensive report and, in my opinion, accurate assessment of the situation.

I propose to make no further comment on this report as all relevant factors have been covered in my Confidential Memorandum CF 15-1 dated 9th March 1971 to the Secretary Department of the Administrator. Copies of this memorandum were forwarded under confidential cover to yourself, the District Commissioner, the Regional Local Government Officer, and the Mekeo Council Adviser.

I shall forward two copies of this report, together with the returned Writ to the Regional Local Government Officer.

B.J.DUNN
DISTRICT LOCAL GOVERNMENT OFFICER.

c.c. H.O.

c.c. R.L.G.O.

District Commissioner Central District.

67-2-4
39-1-6

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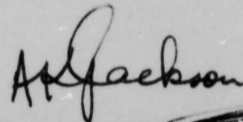
15th April, 1971.

District Local Government Officer,
c/District Office,
PORT MORESBY.

LOCAL GOVERNMENT COUNCIL ELECTIONS

Recent election during the rainy season have been poorly attended, and you are aware of the incident in the Mekeo when the elections clashed, or coincided, with both the rainy season and traditional ceremonies.

2. It is suggested that the election times of all Councils in the District could be checked to fit them in with the most suitable time from all considerations.



(A.K. JACKSON)
DISTRICT COMMISSIONER.C.D.

cc. H.Q.



67-2-4

21st April, 1971.

The Assistant District Commissioner,
Sub-District Office,
Konedobu.

PATROL No. 12 OF 1970/71.

I have read Mr. Christie's report on this patrol with interest but will confine my remarks to an overall comment.

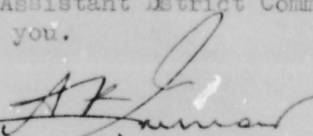
2. My earlier statement "the fact that the people are very hostile at bad Council performance does suggest that the fault lies in our court" was in no way meant to suggest that bad Council performance necessarily was the fault of the Administration. My line of thinking was (and is) that community apathy is usually the reason for poor Council performance but not in this case; therefore, prima facie, the hostility suggested that the fault lay with the Administration. Perhaps the fault did somewhat lie with the Administration because of inconsistency over the Inani road and also because of inadequate earlier explanation of the responsibilities of Councillors.

3. Whereas Mr. Haywood paints too black a picture I think Mr. Christie tends to paint one too rosy; both officers should blend both achievements and failures in their reports, and avoid slanting their comments so tentatively which sets up "reader resistance". Nevertheless, a very good report.

(A.E. JACKSON)
DISTRICT COMMISSIONER, C.D.

67-2-4
The Secretary,
Department of the Administrator,
Konedobu.

With reference to your 67-1-50 of 14th December, 1971, herewith my comments back to the Assistant District Commissioner a copy of which I regret I did not send you.


(A.E. Jackson)
District Commissioner, C.D.
23.12.71.

45

P.O. Box 2326,
KOBELEU.

67-1-50

14th December, 1971

The District Commissioner,
Central District,
PORT Moresby.

BEREINA REPORT NO. 18 of 1970/71

I do not appear to have received a copy of your comments on the above report submitted by Mr. D.J. Christie A.P.O. covering the By Election of the Inawi Ward between 30th and 31st March, 1971.

Same would be appreciated as soon as possible please.

T. W. Ellis
(T.W. ELLIS)
Secretary. m

Distroff
P/R.18 1970/71
MJE/ru

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A
Sub-District Office,
BURKINA,
Central District.

5th. April, 1971.

The District Local Govt. Officer,
P.O. Box 1067,
BOBO.

By-Election - Inawi Ward
Mekeo Local Government Council.

Please find enclosed the original and two copies of the report for forwarding to the Commissioner and the Regional Local Government Officer. Enclosed is the "writ".

Other copies of the report have been forwarded to the District Commissioner under separate cover.

As Mr. Christie mentions this is quite a long report for such a short patrol however, it is extremely helpful and informative and clearly reflects Mr. Christie's strong interest in the Mekeo people and area.

Mr. Christie's general criticism of Mr. Hayward is well considered and is not reflection upon Mr. Hayward's capabilities.

Mr. Christie has a first hand knowledge of development and altitudes within the Mekeo area for the past two years and this experience is of obvious advantage to him.

This intimate knowledge enables Mr. Christie to shed a good deal of light on the various grievance voiced at the General Elections in January.

Paragraph 9 of Mr. Christie's report refers. Mr. Christie seems to have taken some of Mr. Hayward's remarks, as being directly tied at Mr. Benhan, the former ADC. In my view Mr. Hayward's remarks are merely a generalisation perhaps hastily written, aimed at no particular person.

I concur with Mr. Christie that the Advisors, Public Servants, should not be held responsible for Council performance. See my remarks in reply to the District Commissioner's 67-2-4 of 3rd March.

The fact that the Councillors slakened whilst their usual Advisor was on leave shows, to my mind, that the people of Inawi rely heavily on the Advisor. This situation would apply not only to the Mekeo Council but to many, probably the majority of Councils throughout the Territory.

Mr. Christie deals with the Mekeo people in a most enlightened way and his talent of overcoming ethnocentric bonds could be perhaps an inspiration to others.

Paragraphs 55 - 57 of the report refer. It is the authors opinion that the Regional Local Government Officer in his 41-23-2 of 12th February may have made his comment about changing the dates of Council elections in the light of hind-sight.

Paragraph 63 of the report refers. I support Mr. Christie's contention that the Administration must not be too ready to accept responsibility for failures etc of Councillors. In my opinion the training of Advisors to Councils leaves a great deal to be desired. Inadequately trained staff will continue until such time, as the country is in such an economic position as to be able to afford appropriate training courses on a large scale. In the meantime the present scheme of having full time Advisors working with councils may provide some relief for the situation.

Paragraph 69 refers. Mr. Christie's comment about "customs" lends support to my belief that traditional institutions are still of greater significance to the average villager of this area than introduced institutions.

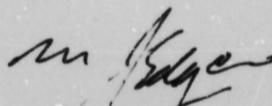
Paragraph 85 and 86 refer. My comments on Paragraph 63 apply.

Paragraph 87 refers. This is perhaps an over simplification of the ideal. In my experience all government bodies have advisors however, they are usually specialists such as engineers, lawyers, economists etc. Whether or not the governing body acts upon the advice of their advisors is its own decision.

All statistics are provided in appendices 6,7,8, and require no comment.

In conclusion I would like to point out that Mr. Christie's report is neat, well typed and generally free of typographical and spelling errors. I understand that included in amongst Mr. Christie's talents is his ability to touch type.

For your information, please.



(M.J. Edgar)

Assistant District Commissioner.

c.c. District Commissioner
Central District
P.O. Box 776
PORT MORESBY.

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Local Government (Electoral Provisions) Regulations 1970-1971

WRIT FOR A GENERAL ELECTION OF COUNCILLORS

OF THE MEKEO LOCAL GOVERNMENT COUNCIL

To MICHAEL JOHN EDGAR, Returning Officer for the MEKEO Local Government Council Election.

GREETING:

This is to command you to cause election to be made according to law of INANI MEKEO Wards in the Local Government Council in accordance with the proclamation of the said Council, and I appoint the following dates for the purpose of the said election:—

*1. Nominations for Candidates for this election shall end

2. For the commencement of the polling in the Electorates in the event of the election being contested, the 31st day of MARCH, 1971.

3. For the completion of the polling in the Electorates in the event of the election being contested, not later than 6.00 p.m. the 31st day of MARCH, 1971.

4. For the return of the writ, on or before 4.00 p.m. the 7th day of APRIL, 1971.

Given under my Hand at BOROKO, this 19th day of MARCH, 1971.

One thousand nine hundred and Seventy-One

Deputy Commissioner for Local Government

*FOOTNOTE— Nominations for Candidates shall end either one hour immediately before the commencement of polling or at a time and date specified in the writ for the electorate or ward in respect of which the nomination has been made.

This Writ was received by me this Twenty Fifth
day of March, 1971.

Signature Mr Edgar
Returning Officer.

I, Michael John Edgar
duly appointed Returning Officer for the
Mekeo Local

Government Council Election do hereby declare:—

AMEUA MENGA of INAWI Village
and VAKEPO - IVANGAI of Inawi Village

duly elected as Councillors of the Mekeo
Local

Government Council on the Fifty First
day of March, 1971

Dated at Bereini this Fifth
day of April, 1971

Mr Edgar
Returning Officer

(41)

FROM : Mr. D.J. Christie, Assistant Patrol Officer.

DATE : 5th April, 1971.

TO : Mr. M.J. Edgar, Acting Assistant District Commissioner.

REPORT ON PATROL NO. 18 OF 1970/71

Herewith are six copies of my Report on the above Patrol.

A copy has been given to the MEKEC Local Government Council.

Considering the brevity of this Patrol you may consider this Report rather long-winded. But, in view of the nature of the INAWI incident as described by Mr. HAYWARD, A.P.O. in his Report on Patrol No. 15 of 1970/71, his reaction to it and his ill-informed criticisms, I have felt it necessary to give much background information in order that the causes and effects of the incident may be fully understood in their realistic perspective.

In a further attempt to facilitate full understanding I have also taken up comments made by the District Commissioner, the Regional Local Government Officer, and the District Local Government Officer.

In accordance with your instructions I have prepared both an Election Report and a Special Patrol Report. I have tried to avoid repetition by cross-references but a certain amount has been inevitable.

So that all interested parties may avail themselves of as complete an understanding as possible of all the circumstances

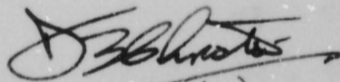
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pertaining to this By-Election. I have combined the two Reports as Part A - Election Report and Part B - Special Patrol Report. The Appendices are common to both parts.

I trust these actions meet with your approval.

Your signature as Returning Officer is required on Appendices VI, VII, and VIII, please.

I would appreciate a copy of your comments for my reference and future guidance, please.



(D.J. Christie)

Assistant Patrol Officer.

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I N D E X

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...../II.....

- Appendix VI Voting Statistics.
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- Appendix X Successful Candidates' Biographical Details.
- Appendix XI Personnel Accompanying the Patrol.

* * * * *

PATROL DIARY

Tuesday,
30th March, 1971

Departed BEREINA at 1400 hours with
Policeman, Poll Clerk/Interpreter, MEKEO
Council Messenger and 3 labourers.
Labourers assisted Administration Toyota
over difficult sections of road by chopping
and clearing fallen logs and pushing vehicle
out of mud. Arrived INAWI at 1600 hours
and set up camp in village Meeting House.
Fruit, fish and vegetables were freely
brought to the house by villagers and about
a dozen men sat with the Patrol for informal
and friendly discussions over a meal.
A meeting was called for at 1930 hours and
at 2010 hours the Patrol Leader addressed a
meeting of over 70 men. Mrs. J. STEPHENS,
a Social Historian who has been doing post-
graduate research on the MEKEO people and
living in INAWI off and on since July, 1970,
attended the meeting as a silent observer.
Her husband was not seen by the Patrol as
he was said to be sick and not up to having
visitors.
The meeting closed at 2325 hours after much
discussion on the mutual relationships between
the people and their Council (details given
in the body of this Report) and several
nominations for the by-election were made.

Wednesday,
31st March, 1971

Nominations were again called for, some
withdrawn, some confirmed and new ones made.
Nominations closed at 0830 hours as the
people had been informed they would.

Polling began at 0930 hours and 80 people had voted by 1200 hours. Word was sent around the village at hourly intervals that the polling booth was still open and at 1730 hours the people were informed that half an hour remained for them to vote if they had not yet done so.

25 people voted between 1200 hours and 1410 hours, none between 1410 hours and 1630 hours, and 59 between 1630 hours and 1755 hours when the last vote was cast.

The polling booth was closed at 1810 hours and in the presence of six scrutineers, one representing each candidate, the count began.

After four counts AMEUA MENGA and VAKEPO IVANGAI were declared elected and the

announcements were greeted with rounds of applause from all the villagers.

The Patrol broke camp and started to return to BEREINA by Administration Toyota. However, the lights failed due to a dry battery and the vehicle made slow progress along the muddy INAWI/AIPEANA Road as torchbearers preceded it on foot. The vehicle got stuck twice

but was heaved out by the labourers. Mr. JANSEN, P.O. arrived to check on the reasons for the Patrol's late return and slowly guided the other vehicle back to the Station to arrive at 2030 hours.

The P.O. was advised of the Patrol's return.

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REPORT ON PATROL NO. 18 OF 1970/71 (BEREINA)

BY-ELECTION INAWI WARD

MEKEO LOCAL GOVERNMENT COUNCIL

PART A : ELECTION REPORT

INTRODUCTION

1. In Report on Patrol No. 15 of 1970/71(BEREINA) an incident described as "riotous" and a "debacle" following the election of two unopposed candidates for the INAWI Ward General Election was reported in detail by Mr. HAYWARD, A.P.O. Appeals against the election were made by ANDREW OPU and CHARLES MAINO (not to be confused with CHARLIE MAINO mentioned hereafter) on the grounds that the people did not choose the candidates and that nominations had been closed too early.

2. It appears that the election was conducted according to the provisions of the Local Government (Electoral Provisions) Regulations 1970 but nevertheless a Writ for a by-election to be conducted on 31st March, 1971 was received by the Returning Officer.

3. Whilst this by-election may not have been strictly necessary according to law, it was, in the circumstances, most desirable and, as events related in this Report will attempt to show, a very prudent decision.

4. One week prior to this Patrol, Mr. JANSEN, P.O. visited INAWI and advised the people of this by-election (see Appendix V).

PRE-ELECTION CAMPAIGN

5. In his 67-2-4 dated 3rd March, 1971 to the ADC, BEREINA, the District Commissioner, commenting on Report on Patrol No. 15 of 1970/71(BEREINA), asked the perceptive question "... but is the overall impression of broken-down/incomplete wells and broken promises an accurate one?"

6. One of the main contributing factors to the ill-tempered flare-up at INAWI was the fact that the people had not been kept fully informed by their Councillors on developments regarding Council projects. Mr. HAYWARD had previously had no involvement in MEKEO Council affairs and could not, therefore, be expected to enlighten them during the General Election.

7. When the full story was explained to them at a meeting held on the night before the by-election, and they were advised that if they were not happy about something then their Councillors should have said so at the Council meetings, they became quite receptive.

8. There were two bones of contention :-

a. The INAWI well and motorised pump distributing water to five tap points. This had been completely linked up except for 300 feet of polypipe from the well to the foot of the head tank. CHARLIE MAINO of INAWI had been given the contract for the complete job and when asked why the job had not been finished he said that he needed 12 polypipe joiners so that he could cut the pipe where holes were and rejoin it. These were ordered and vinyl joiners

...../3.....

arrived instead. Then six of the proper ones arrived and eventually, after hastening letters and telegrams, six more were obtained from Australia and given to CHARLIE. He was paid for the work he had done thus far and he promised that the job would now be completed in the near future. The Administrative Adviser then departed on leave. On his return, 3 months later, he finds that the project has still not been completed and CHARLIE is selling betelnut in PORT MORESBY. Now that the people understand the full story they are no longer cross with the Council on this matter and CHARLIE will have to answer to them on his return for his dilatoriness. The people realise that their Councillors should have followed this matter up at their Council meetings. That they did not do so when their Adviser was on leave surely reflects on them and not on the Administration.

- b. The INAWI Road. When drafting its Five Year Plan this road was included by the Council in the list of proposed projects for 1970/71. However, the former ADC, BEREINA advised the Council that, if the people would cut the road back and collect and spread the gravel, he would pay them from PWD funds. The Council then deleted this project from its Plan. CHARLIE MAINO was given the contract to do the job and he used his tractor to haul out tree stumps and employed village labour to cut back the undergrowth. There followed an extremely hostile reaction from the Public Works Department in which the former ADC was personally attacked for "misusing" Administration

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funds. The former ADC had acted in the best interests of his Sub-District and was motivated by a sincere desire to help the people. It is believed that he subsequently received a letter of apology from PWD for the bitterness and personal nature of their attack. The District Commissioner will be aware of the full story.

9. Mr. HAYWARD's comment on page 6 of his Report on Patrol No. 15 of 1970/71 that "... other officers who have made irresponsible promises regarding the use of heavy plant equipment knowing full well that such promises would certainly not be kept" seems to be a scathing and unfair outburst arising from his resentment that he "bore the brunt" and based on incomplete knowledge. A grader was used. And a D4 bulldozer would have been used too had it not been for the fact that a bamboo stump pierced its sump and rendered it inoperative. Then PWD intervened (see paragraph 8b). To say "... knowing full well that such promises would certainly not be kept" suggests that Mr. HAYWARD either had a psychic awareness of someone's intentions which that persons actions most certainly did not confirm, or it was a self-justifying reaction to a situation which he did not have the necessary background knowledge to be able to handle. It should not be allowed to pass unchallenged, especially when it reflects adversely, and unjustly so, on a former ADC who had done all he could to help the people and who was abused by PWD for his pains.

10. With its funds already committed to other projects the Council had to pay CHARLIE MAINO for the work that he had already done on the road. This was done in November, 1970.

11. During November and December the Council's Capital Works programme was well underway in the EAST, WEST and NORTH MEKBO areas. Due mainly to the fact that an estimated \$875 in water supply subsidies from Rural Development Funds applied for in July, 1970 have still not been received, no additional money was available to complete the INAWI Road.

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12. However, the Council did want to contribute \$850 to purchase cement and roofing iron for AFANGAIFI School in order that it could be made weat.arproof before the wet season. It was included in the Estimates but certification was withheld until such time as approval was given to spend this money by the Department of Education.

13. Attempts to obtain this permission have not even been acknowledged and the schoolchildren have had to attend this school throughout the wet season under leaky thatch roofs and on damp earthen floors.

14. Had the INAWI Councillors spoken out at the Council meetings about their village's grievance, it would have been possible for the Council to have reallocated the money provisionally set aside for AFANGAIFI School to INAWI Road and then revoted money to the school when the RDF subsidies came through and the Department of Education approved the spending of money on AFANGAIFI School.

15. As the Administrative Adviser was on leave from 16th December, 1970 until 24th March, 1971, these circumstances indicated to the people that their Councillors had not been working for them and had tended to sit back and do nothing while their Administrative Adviser was on leave.

16. In his 67-2-4 dated 3rd March, 1971 to ADC, BEREINA the District Commissioner said "The fact that the people are very hostile at bad Council performance does suggest that the fault lies in our court..."

17. If we were to make the people's every decision for

them then we would, of course, have to bear the responsibility for any wrong decisions. However, as Advisers we are trying to teach the people to make their own decisions and in the MEKEO Council this is happening. On several occasions the Administrative Adviser's recommendations have been rejected, notably his suggestion for wells (with RDF subsidy) at INAWAE, RARAI and INAWAUNI. On another occasion the Adviser spoke out against the proposal to install a well at VOVOKA Hamlet on the grounds that there was a greater need at BEIPA School - but he advised the Council that it was their decision. They made it. Then when the people of VOVOKA refused to dig the well the Council reversed its decision and pleased the parents of 678 pupils by installing the well at BEIPA School.

18. The Councillors have been encouraged to express their ideas and make their own decisions and learn from their own mistakes. The people do not now think that the INAWI Councillors' failure to explain what happened concerning Council projects to their people and their failure to speak for them at Council meetings is the fault of the Administration.

19. It was explained to them that every village wanted something of the Council and that those who spoke up for their people were always heard. The writer could not promise them a road because he did not even have a vote in the Council. If they wanted a road they would have to elect two Councillors who would put their case to the Council and convince the Council that their need deserved a greater priority than some other project (e.g. APANGAIFI School, on which no action can be taken until we hear from the Department of Education).

20. The people understood this, accepted it and resolved to choose two strong men to represent them. At this meeting on

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(29)

the eve of the by-election, six men were nominated. The next morning two withdrew and two more were nominated.

21. Neither of the two men who had been declared elected at the General Election were nominated.

22. The former Council President, ALOYSIOUS AUKI AUKI, was nominated.

23. At this meeting the people got all their grievances off their chests, were heard patiently, and things explained to them honestly. Potential troublemakers were devastated by honest and acceptable answers to their challenging questions and the point that without vocal representation on their Council they were not likely to get much out of it made its mark. It generated a great interest in the by-election and it now remains to be seen whether the two men elected will attempt to get what their people want in the proper democratic manner.

NUMBER OF POLLING PLACES

24. Two Polling Booths were set up about thirty feet from where the ballot papers were being issued. Bamboo poles were laid on the ground around the whole set-up and only those voting or assisting voters were allowed to step over the bamboos. This ensured privacy for the voters as no one could get within ten feet of either booth from any direction.

DURATION OF ELECTION

25. Presumably because one of the grievances about the General Election was that nominations were closed too early

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(7a.m.), the Writ did not specify a time when the election should start other than to say "one hour after nominations are closed." The writer, therefore, exercised the discretionary powers afforded him under Section 41(2) of the Local Government (Electoral Provisions) Regulations 1970, closed nominations at 0830 hours, and opened the polling booths at 0930 hours.

26. By 1200 hours 64 men and 16 women had voted.

27. Between 1200 hours and 1410 hours 3 men and 22 women voted.

28. No one came to vote between 1410 hours and 1630 hours.

29. Then between 1630 hours and 1755 hours 12 men and 47 women voted.

30. When the last vote was cast a Ward Committee member was sent around the village for the last time inviting people to come and vote. No one else came and the polling booths were closed at 1810 hours.

ASSISTANCE REQUIRED IN VOTING

31. Of those voting, most of the men over about 45 and most of the women over about 30 required assistance in voting. In all cases they were given assistance according to Section 45 of the Local Government (Electoral Provisions) Regulations 1970 and deposited their own ballot papers in the ballot box in accordance with Clause 15 of Amendment to Local Government (Electoral Provisions) Regulations 1970. In all about one third of those voting required assistance with more women requiring assistance than men due in part to the fact that

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at the meeting the night before over 70 men were present but no women and when elections procedures were again explained in the morning, few women were present as most of them had gone to the gardens.

SCRUTINEERS

32. The Assistant Returning Officer invited each candidate to appoint a scrutineer and immediately prior to the count they were placed around a table alongside an envelope bearing the name of the candidate whom they were representing. As the ballot papers were extracted from the box by the Assistant Returning Officer they were placed in piles on top of the envelope bearing the name of the candidate alongside whose name the figure one appeared on the ballot paper.

33. The Assistant Returning Officer then counted each pile separately (including a pile of 3 informal ballot papers) and it was found that no one had an absolute majority. This was explained to the scrutineers and the many others who had gathered around the area to watch. The writer then eliminated the candidate with the least number of votes and, after explaining what he was doing, and why, to the assembly, proceeded to count the second preferences. Without exception all six scrutineers agreed with the Assistant Returning Officer's decisions regarding informal ballot papers.

34. After the fourth count AMEUA MENGA and VAKEPO IVANGAI were declared elected (see Appendices VI, VII and VIII) and the announcements were greeted with spontaneous bursts of applause and congratulatory handshaking by the people.

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35. The scrutineers willingly signed a statement with the Assistant Returning Officer stating the number of first preference votes for each candidate and the number of informal ballot papers (see Appendix IX). They seemed rather pleased and proud to have been so involved in the election and their eagerness to participate was indicative of an enthusiastic interest.

FEMALE INTEREST

36. At the meeting held the night before the by-election over 70 men and about 30 boys were present but no women. It is simply not MEKEO custom for the women to sit with the men during meetings but in spite of their non-attendance they turned up to vote in almost exactly the same proportion as the men. Of those present in the village 88.51% of the men and 88.54% of the women voted.

37. In the morning most of the women went off to the gardens without voting. This had also been Mr. HAYWARD's experience in the General Election (see paragraph D of Report on Patrol No. 15 of 1970/71). But as shown in paragraph 29 of this Report, most of the women voted as soon as they returned from their gardens between 1630 hours and 1755 hours following a lull of 2 hours and 20 minutes when no one at all voted.

38. This proved the wisdom of the instruction that the poll is to remain open "until all electors present in the polling booth at six o' clock in the evening and desiring to vote, have voted." (Section 42(1) of Local Government (Electoral Provisions) Regulations 1970.

39. When it was realised that slightly more women had voted than men (85 to 79) the writer suggested that perhaps a woman should have been nominated to stand for election. This idea was responded to with such derisive hilarity as to suggest that the Women's Liberation movement has not yet reached the MEKEO.

INCIDENTS

40. The Patrol was made welcome in the village and as soon as it arrived it was shown to the PAISA PAISA Clan Meeting House, which has a galvanised iron roof, and invited to set up camp there. Why the General Election Patrol had not been similarly invited could not be discreetly ascertained and the writer did not wish to offend their friendly hospitality by making an issue of it. Immediately the Patrol was brought gifts of oranges, pineapples, fish and vegetables and a dozen men came to sit down for a chat. Village women brought the Patrol a meal and the Patrol ate with the village men.

41. After the meal a meeting was called and over 70 men and about 30 boys attended.

42. To start with some got excited and heated over the INAWI Road and they were given the opportunity to say all they wanted to say without interruption. Even when emotion ran high the meeting was orderly with men raising their hands to indicate their desire to say something and then standing up to address the meeting.

43. As the Patrol Leader replied to their queries and advised them of the facts where information had been misconstrued or fabricated (see paragraphs 8 - 15) the

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meeting became more subdued.

44. On several occasions they said that they refused to have Councillors until the road was completed and this was one of the reasons why they had got so upset when two candidates, whom the people say nominated themselves without any support whatever from the people and with persuasion in one case by the Assistant Returning Officer, were declared duly elected. As the writer was not present at the time he cannot vouch for the veracity of these claims.

45. It was pointed out to the people that they had little chance of getting anything out of the Council without representation and that neither the Council nor the Administration was going to be bullied into giving them what they want.

46. They were scolded for having treated the General Election Patrol with such hostility and told that this was definitely the wrong way to go about airing their grievances because when they get cross with the Administration that way the Administration gets cross with them and, instead of being friends and working together, each party becomes stubborn and unyielding.

47. They were advised to elect two strong men who would speak out for them in the Council and after further discussion the people decided to begin nominating there and then.

48. Without any direction from the Patrol Leader this was done formally as men stood up to say, "I nominate" "Me too." or "I second that." etc.

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(23) 2

49. Unfortunately, the ringleaders of the unpleasant incident experienced by the General Election Patrol were not present to air their views but there is no doubt that they were echoed by some of those present. They seemed satisfied with the answers even if they did get no promises (see paragraph 19) and the meeting closed with the people and the Patrol Leader on very cordial terms with much laughing and joking.

TYPES OF ABSENTEEISM

50. Of the 414 registered electors for INAWI Ward 231 were absent. By far the great majority of them were absent in PORT MORESBY selling betelnut. Others were employed in various centres such as PORT MORESBY, LAE, GOROKA, etc. and some were students, TAURAMA Hospital patients or girls who had migrated out to other villages on their marriage. One man is serving a three-year jail sentence. Three who had died were deleted from the book.

51. Of the total number of registered electors, 44.53% were present in the village.

52. Of the total number of those present in the village 88.53% voted.

53. Of the 19 people present in the village who failed to vote, 3 were too sick and old to leave the house; one young woman was confined to the house, as is the MEKEO custom, for six months immediately following her marriage; 4 had left the village to go visiting in other villages; and the remainder were confined to their homes in mourning, again according to custom, being the immediate relatives of a young man recently

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deceased. Therefore, if one regards custom and sickness as mitigating circumstances, only 4 people (or 2.13% of those present) wilfully failed to vote by leaving to visit other villages.

54. As mentioned in paragraphs 29 and 37, women who had gone to the garden in the morning, and also teachers, and mothers who had taken their babies for treatment at BEIPA Hospital, and people who had gone to BEREINA to put betelnut aboard the aircraft, returned to the village late in the afternoon and cast their votes.

55. At any given time of the year there is always at least 25% of the MEKEO electorate absent in PORT MORESBY. It is true that immediately after Christmas this percentage more than doubles and it would indeed be preferable if all MEKEO Council area Patrols could be conducted in the dry season. It is pleasing to note the Regional Local Government Officer's comment in his 41-23-2 dated 12th February, 1971 that "... it is a simple matter to alter the dates to suit the weather."

56. It should, perhaps, be mentioned that the Council did apply for an extension of office until 26th April, 1971 (MEKEO Council's M/1/2 dated 15th July, 1970 to the Regional Local Government Officer following a Resolution passed at the Council meeting held on 10th July, 1970) on the grounds that the Administrative Adviser would then be back from leave and be able to personally assist the Council in its elections.

57. These grounds were not considered valid and the application was refused. Any future applications will be based on the absentee and weather factors brought to light

in Reports on Patrols Nos. 13 and 15 of 1970/71 (BEREINA).

CONCLUSION

58. When the flare-up occurred at INAWI during the General Election, Mr. HAYWARD was at a disadvantage, through no fault of his own, for several reasons :-

- a. The presence in the village of educated trouble-makers who apparently feel that their people are getting a raw deal and not progressing sufficiently quickly.
- b. An insufficient knowledge of the MEKEO Council, its history, failures, progress and current aspirations.
- c. An insufficient knowledge of the volatile nature of the MEKEO people.
- d. An insufficient knowledge of developments regarding Council projects.

59. The writer does not wish to suggest that had he been there the incident would not have occurred. He merely wishes to point out that the people's grievances do not appear to have been challenged by all the facts; the progress of the Council after years of failure due to their lack of support was not explained; and the fact that they must learn to make their own decisions, accept responsibility for them and not expect to be able to sit down, do nothing, and get the Administration to do everything for them does not seem to have been made clear.

60. It is also a characteristic of the MEKEO people to shout hysterical abuse at Administration officers on occasions. As one senior DDA officer who knows them has said, "It really made their day if they could get the Patrol Officer to do his nut." (Mr. J. BAKER, DDC to the writer immediately prior to the latter's leaving PORT MORESBY for BEREINA in May, 1969). If one keeps ones cool, sits down and has a quiet smoke until the performance has died down, one usually gets the opportunity to discuss the problem without having to raise ones voice or call in Riot Police.

61. The turnout at this by-election seems to indicate that the people are not as anti-Council or as anti-Administration as has been suggested. They do have grievances. It is healthy that those grievances should be aired rather than nurtured covertly. But it is necessary that the people understand the correct manner in which to seek redress of those grievances and that the first priority is vocal representation on the Council.

62. It now remains to be seen whether the two men who were elected after much discussion, interest and competition will work for their people and persuade the Council to give the INAWI Road priority over the presently suppressed AFANGAIFI School project (see paragraphs 12 - 15).

63. The people want results. But they must learn to achieve those results themselves. They are progressing rapidly towards self-government and more and more responsibility and authority is being placed in their hands at a national level. This transition in the rural areas must keep pace with national developments. The people will not learn to do things for themselves as long as they are being spoon-fed

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by the Administration. And the Administration must not be too ready to accept responsibility for failures of omission which are essentially the failures of omission of inert Councillors who do not bother to think when their Adviser is absent.

64. If the people can now show that they understand this, then much good will have come out of what was a rather unfortunate incident and both the Council and the people will now be the better for it.



(D.J. Christie)

Assistant Returning Officer
Administrative Adviser MEKEO L.G.C.

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PART B : SPECIAL PATROL REPORT
PATROL NO. 18 OF 1970/71 (BEREINA)
MEKEO L.G.C. INAWI WARD BY-ELECTION

INTRODUCTION

65. This Patrol was mounted to conduct a by-election of INAWI Ward following the disputed election of two Councillors during the General Election held in this Ward on 12th January, 1971 (see Appendix II).

66. This Report should be read in conjunction with Report on Patrol No. 15 of 1970/71 (BEREINA). Mr. JANSEN's impressions, gained one week prior to this by-election, are reported on by him at Appendix V of this Report.

67. Those who understand the MEKEO people will know that it takes some time for Administration Officers to be fully accepted by them. Initially we are all regarded with suspicion and, occasionally, hostility. Their bark is much worse than their bite, however, and if they wish to scream, shout and threaten, it is usually best to allow them to do so until they have tired themselves out; then there is a better chance that they will sit down and listen.

68. This Patrol was made welcome, afforded good accommodation in the village and brought cooked food freely by the villagers. At all times there were village men having friendly talks with the Patrol and, although they heatedly asserted at the meeting that they did not want to have anything more to do with the Council, discussion was orderly and, as subsequent events proved, fruitful.

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SOCIAL

69. One of the grounds for the disputed election was the claim that the Regulations governing the conduct of elections were not sufficiently flexible to be able to compromise with MEKEO customs. A young man had died who had had kinship affiliations through blood and marriage with most of the Clans in the village. According to custom, representatives from each Clan met in the Meeting House of the deceased's Clan to mourn his death. At this time custom prevailed over the date set for the election.

70. At the same time a few educated and semi-educated men were on leave in the village and attempting to exercise their self-appointed role as village leaders (for discussion on leadership conflicts see paragraphs 32 and 33 of Report on Patrol No. 6 of 1969/70 (BEREINA)) by stirring up trouble for the European Patrol Officer.

71. We must be careful not to condemn these men for having spoken out as free speech is one of Democracy's most precious assets. They should, however, be condemned for the impropriety of their conduct - one would have expected more enlightened and civil behaviour from such men. Some of them have a chip on their shoulder and seem to get a kick out of biting the hand that feeds them; but, like most troublemakers, they are more interested in boosting their own prestige than in working for the best interests of their people.

72. That the people were finally persuaded to vote suggests that the influence of these men was a very transitory affair

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dependent solely on the emotional appeal of airing grievances rather than on any personal charisma.

73. Whilst no women attended the meeting or took part in discussions at any stage, they nevertheless did turn out to vote in the same proportion as the men (see paragraphs 36 - 39).

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ECONOMIC

74. The mainstay of the MEKEO economy is betelnut (for details of the MEKEO economy see paragraphs 11 - 18 and 122 - 130 of Report on Patrol No. 6 of 1969/70 (BEREINA)). The INAWI people use CHARLIE MAINO's trucks to transport their betelnut from INAWI to IROBO, from whence it is shipped to PORT MORESBY by sea, or BEREINA from whence it is flown out (see Patrol Map at Appendix I).

75. The road from INAWI to the main ANGABUNGA/BEREINA Road is 4 miles long and it is a further 2 miles along the main road to BEREINA or 12 miles to IROBO.

76. The road from INAWI to AIPEANA is 2 miles long and it is a further 9.5 miles to BEREINA or 20 miles to IROBO from there. At present the people of INAWI are transporting their betelnut from AIPEANA and this makes the journey to BEREINA 11.5 miles as opposed to 6 miles and 22 miles to IROBO as opposed to 16 miles by the INAWI/ANGABUNGA Road (see Patrol Map at Appendix I).

77. This road could be made just passable by filling in the holes with stones and gravel as the Council originally intended to do (see paragraph 8b). The writer has contacted SIMON ALUOFO of AIPEANA who has a tractor and tipper trailer and access to AIPEANA-owned gravel and stones and he is willing to accept a contract for the improvement of this road if the INAWI Councillors can convince the Council that the work should be done now (see paragraph 19).

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78. On the instruction of the ADC at the time the writer reported on the condition of INAWI Road in December, 1969 in the hope that PWD funds could be obtained to do the job properly as a thorough job was (and is) beyond Council resources (see paragraphs 103 - 105 of Report on Patrol No. 6 of 1969/70 (BEREINA)).

79. The absence of any reaction prompted the Council to decide to do what it could afford and the project was included in the first year of the Council's Draft Five Year Plan. Then the ADC, realising the need of the 800 people comprising the second largest village in his Sub-District, their relative proximity to the Station (6 miles - the second closest ~~viii~~ MEKEO village to the Station next to the very small village (population 127) of INAWAE, ~~and~~ yet their isolation through lack of a good road link, decided to do what he could to help them. The results of this commendably decisive intention have been discussed in paragraphs 8b and 9 of this Report.

80. In his CF 15-1 dated 9th March, 1971 the District Local Government Officer in paragraph 9(iii) indicates that PWD may now be willing to relent and to assist with the construction of INAWI Road.

81. It would be appreciated if this could be confirmed as the PWD Roads Supervisor in BEREINA has not been informed of any helpful intentions by his Department in this regard.

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POLITICAL

82. One of the ringleaders of the incident described in paragraph E of Report on Patrol No. 15 of 1970/71 was a young third-year University Law student named CHARLES MAINO. Although he is very aware of political developments in the Territory, his own political aspirations are at present embryonic. In December, 1969 the writer had discussions with him on certain political matters in relation to the Territory's future development. Although he has a tendency to go off half-cocked and with a bee in his bonnet at times, he appears to appreciate and listen to honest and logical reasoning. It is not known whether this reaction was a deliberate veneer and it would have been interesting to have had further discussions with him on this Patrol. Unfortunately, he had already returned to PORT MORESBY to resume his studies.

83. Although the General Election was carried out in accordance with the Local Government (Electoral Provisions) Regulations 1970 (as was this By-Election), his appeal against the result was apparently upheld. And although the decision was right in the circumstances it is almost certain that CHARLES will regard this decision as a feather in his cap.

84. The people's wish to withdraw from the Council, their attitudes towards the Administration, and their subsequent mollification when matters were patiently explained to them have been discussed in paragraphs 44 - 48 of this Report.

85. A study of past Patrol Reports and Adviser's Reports indicates that hitherto the elected representatives of the

people have merely been playing at Councillors. Very little has been demanded of them, they have been given little responsibility, and they have learned little.

86. If the Council is to be an effective governing body then the people must learn to use it. Their Councillors must tell the Council what needs to be done, the Council must carefully consider all submissions, decide priorities, and then ensure that their intentions are carried out.

87. If the Adviser does his job properly, the Council will eventually be able to do without him. If he makes himself indispensable by making their decisions for them, accepting what should be their responsibilities, and acting in an authoritarian manner, then little progress can be expected in preparing the people for self-government and eventual independence.

CONCLUSION

88. This incident showed that the INAWI Councillors were not keeping their people informed on Council matters, that the Councillors did not have the initiative to make essential decisions in the absence of their Administrative Adviser, and that they evaded the responsibility for their own inaction by blaming the Administration.

89. In the long term the Administration would not be helping the people by accepting this blame.

90. As indicated by the 88.53% turnout to vote by those present in the village, the people reacted favourably to the writer's placing the ball back in their court.

91. Neither of the two men elected has been a Councillor before (see Appendix X). If they can persuade the Council at its meeting to be held on 16th April, 1971 to give INAWI Road immediate priority they will gain instant prestige and enhance the image of the Council in the eyes of the people.


92. In his 41-23-2 dated 12th February, 1971 the Regional Local Government Officer said that without Administration support "... complete collapse of the Council is a real possibility". Had the misguided INAWI incident been allowed to go uncorrected, dissatisfaction could well have spread. Setbacks are to be expected and some Administration assistance is most certainly required. But initiatives must come from the people.

93. It is easy to criticise and complain when we feel that

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the object of our gripe is someone else's responsibility. If we show them that it is their's there is a chance that they will stop backbiting and do something about it.

94. They now know the proper way to seek redress. They have elected their Councillors to speak for them and their grievances will be put to the Council on 16th April.
95. They got no promises.
96. Any decisions must be made by the Council.



(D.J. Christie)

Assistant Patrol Officer,
Administrative Adviser, MEKEO L.G.C.

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APPENDIX II

PATROL INSTRUCTIONS

67-1-1

29th March, 1971.

Mr. D.J. Christie,
Administrative Adviser,
MEKEO Local Government Council,
BERBINA.

BY-ELECTION : INAWI WARD

As per our discussions please prepare to depart on a short Patrol to INAWI Village on 30/3/71 for the purpose of conducting a By-Election for the INAWI Ward.

You will act in the position of Assistant Returning Officer and Presiding Officer and Mr. ALLEN BERA BAUPUA will accompany you as Poll Clerk and Interpreter.

Ensure you are conversant with the Local Government (Electoral Provisions) Regulations 1970 as amended and conduct the by-election in accordance with those regulations.

On your return please prepare a special patrol report and an election report.

For your information and action, please.

M. Edgar
(M. Edgar)

Ag./Assistant District Commissioner.

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APPENDIX III

NOTICE OF BY-ELECTION

File 41-4-2

The Village People,
INAWI VILLAGE.

Dear Ladies and Gentlemen,

BY-ELECTION : INAWI WARD

I have been advised today that a by-election will be held at Inawi Ward on Wednesday the 31st March, 1971.

The polling team has not yet been decided but it will comprise two officers and they will arrive on the 30th March, 1971.

Accommodation is required for the two officers.

Persons who wish to nominate for Councillor for Inawi Ward should contact Mr. J. Hansen or myself before 31st March, 1971.

Two Councillors are required to represent the Inawi Ward. If only two people nominate there will be no need for people to vote. This election will be conducted under the provisions of the Electoral Procedures Local Government Regulations 1970. For your information please.

(Mr. M. J. Edgar)
Ag./Assistant District Commissioner.

ALSO PUBLISHED IN MOTU AND MEKEO

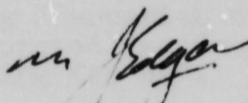
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APPENDIX IV

APPOINTMENT OF POLLING OFFICIALS

I, MICHAEL JOHN EDGAR, duly appointed Returning Officer for the MEKEO Local Government Council, hereby appoint DAVID JOHN CHRISTIE to be the Assistant Returning Officer and Presiding Officer for the MEKEO Local Government Council By-Election for INAWI WARD to be held on the thirty-first day of March, 1971.

Dated at BEREINA this twenty-ninth day of March, 1971.




(M.J. EDGAR)

Returning Officer.

APPOINTMENT OF POLLING OFFICIALS

I, MICHAEL JOHN EDGAR, duly appointed Returning Officer for the MEKEO Local Government Council, hereby appoint ALAN BERA BAUPUA to be the Poll Clerk and Interpreter for the MEKEO Local Government Council By-Election for INAWI WARD to be held on the thirty-first day of March, 1971.

Dated at BEREINA this twenty-ninth day of March, 1971.



(M.J. EDGAR)

Returning Officer.

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APPENDIX V

Council Chambers,
BEREINA.

26th March, 1971.

Returning Officer
INAWI Ward By-Election.

NOTIFICATION OF BY-ELECTION - INAWI WARD

Following telegram notification of a Writ to be issued for a By-Election at INAWI Ward I visited INAWI Village on Tuesday, 23rd March to inform the villagers of the By-Election.

About 30 men were present and circulars in English, Mekeo & Motu were issued as well as 12 copies of the booklet "Local Government in the Territory of Papua & New Guinea".

The people were told of the reasons and functions of a by-election and lively, occasionally heated discussion prevailed for most of the meeting.

During the first half of the meeting discussion was concerned mainly with "why hadn't the road been improved" and "why should we have a Council when it fails to do anything for us".

Much of the argument was between the villagers themselves and the writer preferred to sit back quietly and let the argument follow its own course, answering questions or explaining various things only when discussion was directed to the writer.

At times various people threatened to boycott the by-election. They said they wouldn't have Councillors until the road access was improved and so on. It was explained to them that without Councillors the village would have no official spokesman to put their arguments and requisites forward, either to the Council or the Administration.

With regard to "promises made by Administration Officers" in previous years, the writer had little knowledge of these and simply told the people as much in reply to questions relating to these.

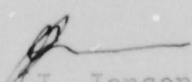
Following the meeting of some 4 hours duration tempers had cooled and many men had said what they wanted to say and obviously felt better for venting their feelings.

They all agreed that they wanted the Council and said that they understood a little more about it. They said however that before they voted at the by-election they would have to think more about it, and discuss the situation among themselves. Some men apologised for the occasional angry outburst made in the heat of the moment and generally the writer feels that there is a reasonable chance of the by-election being a success.

An attitude of restraint and quiet interest when dealing with these people probably has better effect than answering angry outbursts in similar terms.

With ~~the~~ Mr. Christie's return from leave and his presence at the by-election it is felt that there will be no recurrence of incidents as in the general election.

For your information please.


(J. Jansen)
Patrol Officer.

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APPENDIX IX

STATEMENT OF FIRST PREFERENCE VOTES

We, the undersigned, do hereby declare that at the By-Election held for INAWI WARD, MEKEO LOCAL GOVERNMENT COUNCIL, at INAWI Village on the thirty-first day of March, 1971, the number of first preference votes given for each candidate and the number of informal ballot papers was as follows :-

<u>Name of Candidate</u>	<u>No. of First Preference Votes</u>
AMEUA MENGA	53
OPU KAPE	20
EVI OPU	9
ALOYSIOUS AUKI AUKI	31
CPU VOISAPE	15
VAKEPO IVANGAI	33
Number of informal ballot papers :-	3

Dated at INAWI this thirty-first day of March, 1971.

(DAVID JOHN CHRISTIE)
Asst. Returning Officer

(EPE AISA)
Scrutineer

(INE'E AIPU)
Scrutineer

(ANDREW OPU)
Scrutineer

(ETE EVI)
Scrutineer

(AMEUA AUPA)
Scrutineer

(ANDREW MAMEI)
Scrutineer

APPENDIX X

SUCCESSFUL CANDIDATES' BIOGRAPHICAL DETAILS

AMEUA MENGA : Born in 1926, he is now a subsistence farmer married to a CHIMBU girl. They have 3 sons and 3 daughters whose ages range from 3 to 14. Formerly a driver in LAE from the time of his youth, he has had no formal education and has been resident at INAWI for the past 10 years.

VAKEPO IVANGAI : He is 28 years old, has a Form I education which he completed in 1959 and was formerly an Aircraft Mechanic in PORT MORESBY for 5 years. He returned to INAWI when his father died and he is now a married subsistence farmer with a two-year old daughter and a four-year old son.

Patrol Map

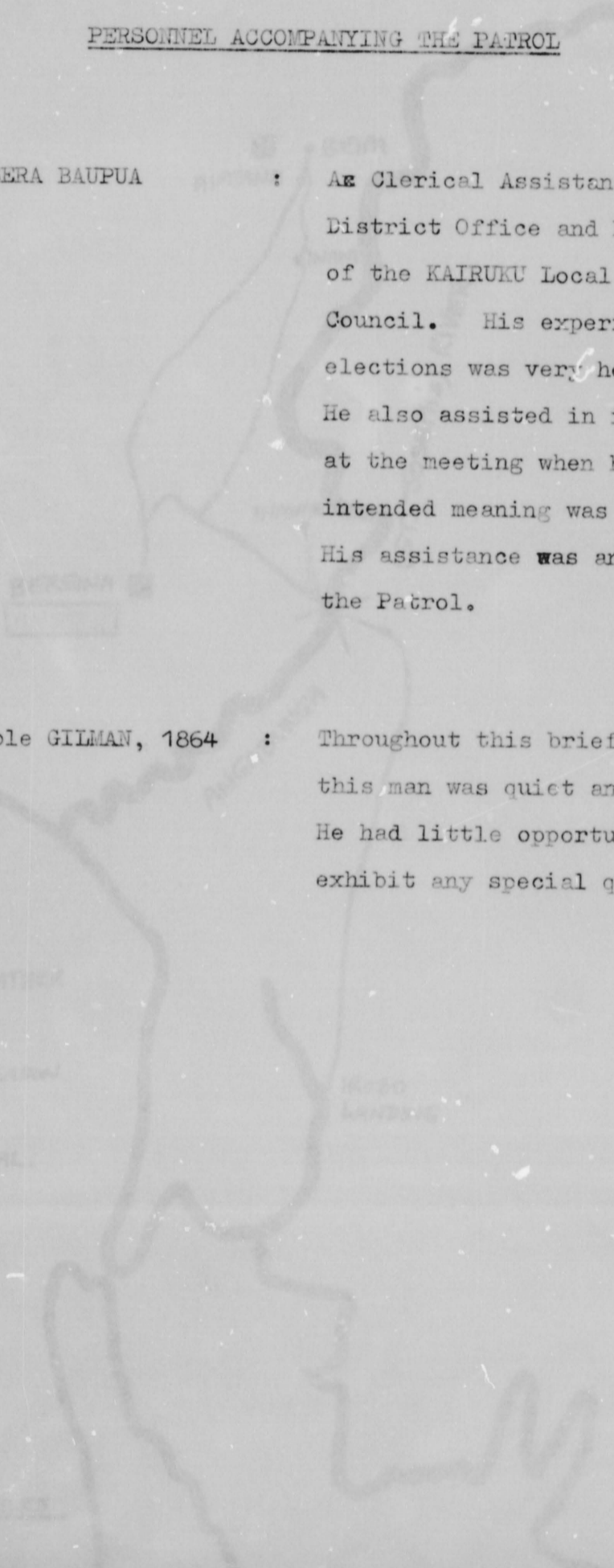
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APPENDIX XI

PERSONNEL ACCOMPANYING THE PATROL

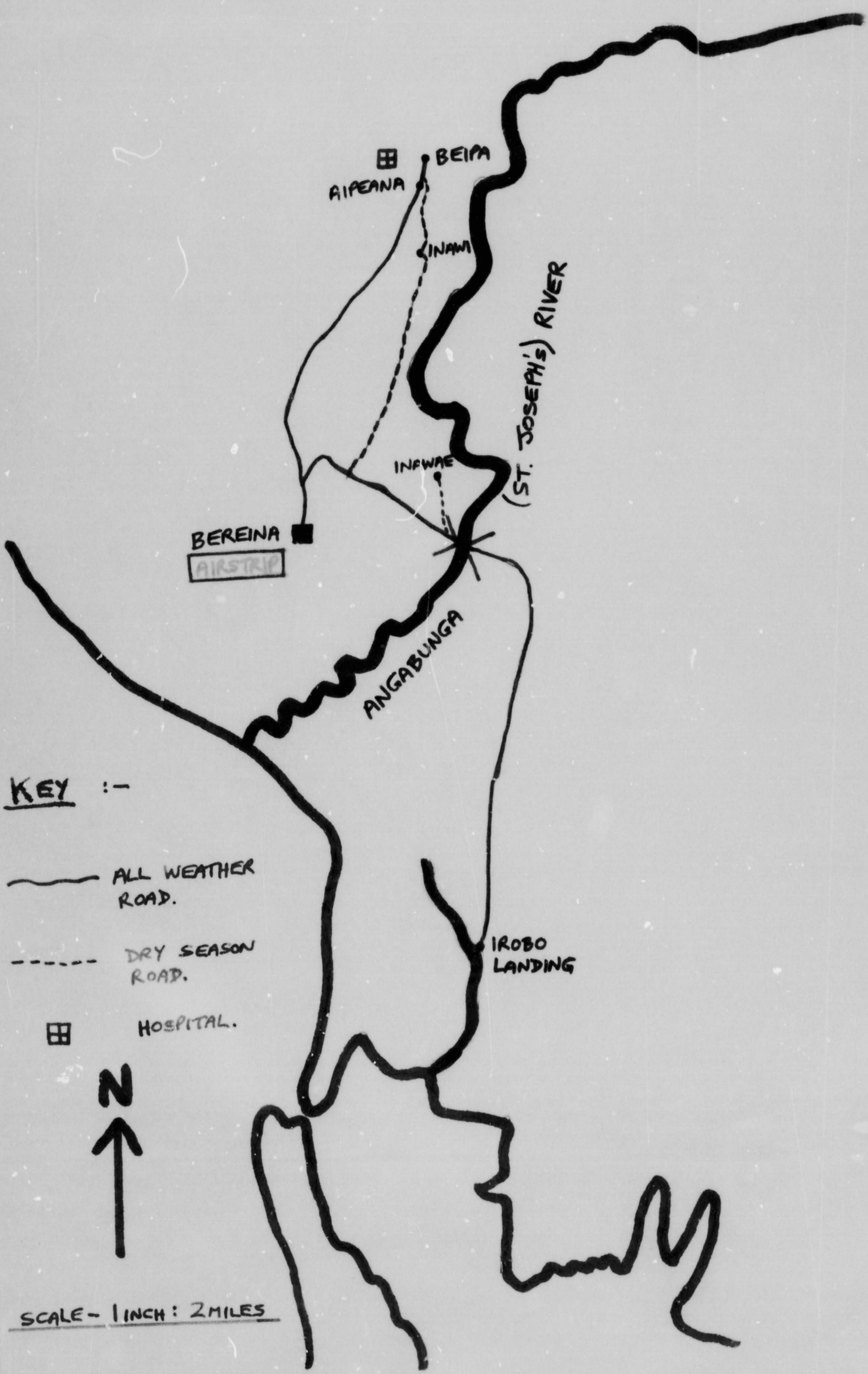
ALAN BERA BAUPUA : A Clerical Assistant in Sub-District Office and President of the KAIRUKU Local Government Council. His experience in elections was very helpful. He also assisted in interpreting at the meeting when he felt the intended meaning was not clear. His assistance was an asset to the Patrol.

Constable GILMAN, 1864 : Throughout this brief Patrol this man was quiet and obedient. He had little opportunity to exhibit any special qualities.



PATROL MAP

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KEY :-

- ALL WEATHER ROAD.
- - - - DRY SEASON ROAD.
- ⊠ HOSPITAL.



SCALE - 1 INCH : 2 MILES