

National Archives & Public Records Services
of Papua New Guinea

PATROL REPORTS

District : Western Highlands.

Station : Baiyer River

Volume : 3

ISBN NO : 9980-910-93-3

Accession NO : 496

Period : 1969-1970

Printed by/ for the National Archives of Papua New Guinea
Port Moresby, 1994.

Sole Custodian: National Archives of Papua New Guinea.

Papua New Guinea Patrol Reports

Digitized version made available by



Copyright: Government of Papua New Guinea. This digital version made under a license granted by the National Archives and Public Records Services of Papua New Guinea.

Use: This digital copy of the work is intended to support research, teaching, and private study.

Constraints: This work is protected by the U.S. Copyright Law (Title 17, U.S.C.) and the laws of Papua New Guinea. Use of this work beyond that allowed by "fair use" requires written permission of the National Archives of Papua New Guinea. Responsibility for obtaining permissions and any use and distribution of this work rests exclusively with the user and not the UC San Diego Library.

Note on digitized version: A microfiche copy of these reports is held at the University of California, San Diego (Mandeville Special Collections Library, MSS 0215). The digitized version presented here reflects the quality and contents of the microfiche. Problems which have been identified include misfiled reports, out-of-order pages, illegible text; these problems have been rectified whenever possible. The original reports are in the National Archives of Papua New Guinea (Accession no. 496).

PATROL REPORT OF: BAIYER RIVER
VOL. NO.: 3 1969/70.

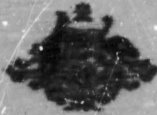
ACQ: NO: 496

VOL. NO: 3.

1969/70

NUMBERS OF REPORTS: 2

[illegible]



TERRITORY OF PAPUA AND NEW GUINEA

PATROL REPORT

Report Number **BATYER RIVER NUMBER 1 OF 1969/70**
Subdistrict **MT. HAGEN SUBDISTRICT**
District **WESTERN HIGHLANDS DISTRICT**
Type of Patrol **TAX / CENSUS AND ROUTINE ADMINISTRATION**
Patrol Conducted by **R.S. CHOUHANK P.O.**
Area Patrolled
(Council and/or
Census Division(s)) **BATYER RIVER CENSUS DIVISION, PART
OF THE BATYER RIVER LOCAL GOVERNMENT
COUNCIL AREA.**
Personnel Accompanying Patrol
MR. KUKI JORDI, COUNCIL CLERK
MR. MESA MAB, D.D.A., CLERICAL ASSISTANT
MR. KUKI MAMU, D.D.A., INTERPRETER
Duration of Patrol from **1 7 69** To **28 7 69** (**WORKING PERIOD**)
No. of Days **19 DAYS**
Last D.D.A. Patrol to Area : **ANNUAL TAX CENSUS PATROL 1968**
Date **AUGUST - OCTOBER 1968** Duration **39 DAYS (WORKING PERIOD)**
Objects of Patrol (Briefly) **ANNUAL TAX / CENSUS AND GENERAL ADMINISTRATION**

Total Population of Area Patrolled **10116 (as per census statistics attached)**
MILYING BATYER FORMER BAWI. VILLAGE POPULATION REGISTER ENCLOSED

Director of District Administration,
KONEDORU.

mea Shing 2.10

Forwarded, please.

/19

District Commissioner.

17-14-43

Division of District Administration,
Department of the Administrator,
KORORAI, Papua.

14th April, 1970.

The District Commissioner,
Western Highlands District,
RAUPE HAGEN.

RAUPE RIVER RE. 142-70

Your reference is WD.304 of 27th February, 1970.

I acknowledge with thanks receipt of Rural Census and Area Study by Mr. R.B. Crickshank, Patrol Officer of RAUPE RIVER Census Division.

This well documented report provides an excellent assessment of the general situation in the Raupé area. Mr. Crickshank's refreshingly clear comments are of interest and value.

The activities of the Tax Deviser Committee as an unofficial court system, relatively unimportant, but I would not like to see this system continue unchecked.

For your information, the Coffee Regulators Licensing Rules apply only in the Chuab District. Has the Raupé Council shown an interest in this type of legislation?

The delay in the preparation and submission of this report is excessive. Please ensure that Mr. Crickshank is not aware of the need to submit his reports promptly.

The patrol map was not attached to the report. Please let me have a copy as soon as possible.

(T. H. ELLIS)

Secretary
Department of the Administrator

C.C.
Mr. R.B. Crickshank,
Patrol Post,
RAUPE RIVER.
Western Highlands District

(54)

The Secretary,
Department of the Administrator

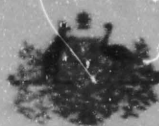
28th February, 1970

3. It is useless aimlessly complaining of competition or unscrupulous activities in coffee buying - in this or any other area. There is, and always has been, necessary legislation to keep a tight control on this activity. Until the Chimbu Society forced the issue nothing was done. Coffee buyers never have had the right to free-wheel through the Highlands. It is just that Central Government or local Government has until now allowed them to. If the Waiver River Society is to look after its local interest and control coffee buying properly in its area it must start enforcing the available legislation immediately.

S. M. Foley

7 S. M. FOLEY
DISTRICT COMMISSIONER

Coffee Buyers Licensing Rules apply only in the Chimbu District. Should Baigira River be intended then it is required that Regulations go through A.E.C. in accordance with Sec. 105 of C.O.D. I suggest you have a look at 48-8-20 regarding the enforcement of these Rules. R.



TERRITORY OF PAPUA AND NEW GUINEA

67.14.12 (43)

DF:MAIG

Telegram—

Telephone

Our Reference: RFP001

If calling ask for

Mr



Department of the Administrator

Division of District
Administration,
District Headquarters,
MOUNT HAGEN, W.H.D.
27th February, 1970

The Secretary,
Department of the Administrator,
KONEDOBU

PATROL REPORT - BAIYER PATROL NO. 1 69/70

The above numbered Report together with accompanying Area Report and Village Population Registers is forwarded herewith.

Mr. Cruickshank carried out this Patrol with his usual efficiency and enthusiasm. The Patrol Report and Area Study are well written and most informative.

Arising from the Report, and also the attached comments of the A.D.C. Mount Hagen, are the following considerations:

14. The area of land for the Baiyer River Local Government Council Chambers should be formally excised immediately from the Department of Agriculture area at Baiyer and the Council House completed without any further delay.
21. A Council Administrative Centre (in line with Mount Hagen Sub District policy for decentralization of Administration and Local Government) should be set up at Lumis. A start should be made immediately. There is a European controlled Mission Station at Lumis, an airstrip and the road from Baiyer is rapidly being built to Lumis. There are some 6,000 people in Lumis area. The Council should purchase a suitable area of land here. A Rural Police Post should then be established at Lumis. This would alleviate the Police accommodation problem which Mr. Cruickshank mentions.

Negotiations should be made with the Mission at Lumis now for the Administration to unconditionally use the Lumis Airstrip - at least until the road is finished. In this regard there are six Mission built and owned airstrips in the Chimbu District, (in areas where Administration followed the Missions in) which are now completely taken over by Administration or used as joint Administration/Mission Airstrips. If this system was arranged at Lumis now Administration and Council activity in the Lumis area could be speeded up immediately.

.../2

TERRITORY OF PAPUA AND NEW GUINEA

67-2-3

CD

Sub District Office,
MT. HAGEN.

29th January, 1970.

The District Commissioner,
District Office,
MT. HAGEN. V.R.2.

PANEL REPORT - RAIER PANEL NO 162/72

Enclosed are the original and two copies of the above report, submitted by the Officer in Charge, Raier, Mr. R. B. Grisham, Assistant District Officer. The report, an "Annual Census" type, contains a Situation Report, a report on the Tax Review Committee and the Area Study. In addition, revised census statistics are enclosed. I find the report a most comprehensive work containing much valuable information. However, Mr. Grisham's tardiness in its submission is to be deplored. Five months delay between completion of report and submission of report cannot and will not, in future, be excused.

POLITICAL

I agree with Mr. Grisham's sentiments re road building and the political situation. After establishment of law and order the next logical step towards social and economic development is road building. That such projects are beyond the scope of the individual or community as such, it becomes imperative that central and local government step in. Thus, by operating through the Council system, road construction and maintenance work enlightens the people towards the role of Government, in that one of its major functions is to provide goods and services not otherwise forthcoming from private sources.

It is unfortunate that due to our R.A.A. role of adviser and political educator to M.R.A.'s we often become involved in matters which tend to give a member the impression it is his right and duty to demand from the executive and judiciary, full details of why a certain course of action was taken in a certain matter. Thus, an officer, as part of his political education work, will discuss a matter at length, and through no fault of his own leave the member convinced that he can seek to change the officer's decision during discussions.

ECONOMIC

The RAIER people are possibly the most affluent Highlanders outside the WAMU Valley. They are only the second group of Highlanders to be brought into the co-operative movement, under the guidance of the Department of Trade and Industry. The future augurs well for the future of these people. I would hope that when these people begin to accept resettlement opportunities, land is reserved for cattle projects in the WUTU area. As Hagen town grows and roads improve, the people could concentrate more on market gardening as a replacement/substitute for coffee.

SOCIAL

The proposed National Education System (recommendations of the Weeden Report) has been accepted in principle by the three divisions operating in the RAIER area.

Patrol Report - Briyer Patrol No. 169/70

If adopted and implemented, this masterpiece of compromise should do much towards relieving the educational burden of the districts. Local Government Councils should be encouraged to play a bigger part in bearing some of financial burden of welfare state type health services. In this way the people will eventually pay for these services from which they benefit and also become more dependent on an intro-based institution. This could be called political awareness. The people will be less likely to reject such institutions, which of course they can replace if with something of their own more suited to local demands and conditions.

THE FUTURE OF COUNCILS

It is recognized in most L.D.A. circles that many Councils are to consider themselves as quasi-judicial. Whilst this misunderstanding is to be discouraged through lengthy political education campaigns and during day to day discussion at a routine administrative level. I doubt that we are ever going to be able to completely stop Councils from having courts. Councils could well fill the future gap when civil administration tapers off after independence. Before however, our role is to allow the locals to adapt our institutions as they themselves interpret them. We must ensure that they do not carry the pseudo-empirical rule to excess and that no bribery and corruption occurs.

ADMINISTRATIVE

A well presented and valuable document.

Camping and host allowance claims are attached for funding and re-entrenching.

Mr. Grahame's work is appreciated by the locals as evidenced at last week's Council meeting with the Chairman and others described him as "a man taking things", stating he must remain in N.I.T.E. and continue his good work.

R. R. Allen

Assistant District Commissioner

c.c. O.D. - Briyer River

SAIYER RIVER PATROL NUMBER 1 OF 1969/70

PATROL DIARY.

30
Tuesday 1 July 1969: 0930 departed Patrol Post arriving Iki on foot 1030. Revised Census, clerks collected tax and leprosy control inspection. After evening meal discussions with leaders re Iki Road, Hagen A. and Iki Ward reallocation. Slept at Iki.

Wednesday 2 July: Completed Census revision at Iki and compiled Census figures. Slept at Iki.

Thursday 3 July: 0530 arose and allocated carrier loads. 0700 departed Iki arriving Manki Resthouse 1400. Discussions with Ruti people re allocation Council Wards. Slept at Iki. MANKI

Friday 4 July: Revised Census and compiled new Manki Resthouse Tax/ Census Registers. Discussions with people on several subjects.

Saturday 5 July: 0645 departed Manki inspecting newly cut track en route. Arrived Iki 1445 and rested 30 minutes. Continued on arriving Patrol Post 1630. Slept at Patrol Post.

Sunday 6 July: At Patrol Post. Attended to office work.

Monday 7 July: 0800 despatched Patrol to Gegl. Self remained at Station to attend to phone calls. 0900 departed Station for Gegl, en route inspected prisoners working at Sanctuary. At Gegl revised census of all Gegl groups and collected Tax. Rest of day brought Census statistics up to date. Slept at Gegl.

Tuesday 8 July: 0830 departed Gegl by vehicle arriving Kul on foot 1030. Revised Census and collected tax of Gegl groups and had discussions with leaders. Slept at Gegl.

Wednesday 9 July: 0800 departed Kul arriving Mainjip by vehicle 0930. Revised census all groups until 1730. Heard several disputes and dealt with tax/census evaders. Slept at Mainjip.

Thursday 10 July: Waited for clerks to complete tax collection. 1000 departed Mainjip on foot arriving Maints 1115. Revised Census of all Maints groups finishing. Clerks did not complete tax collection.
Slept at Maints.

Friday 11th July: 0830 departed Maints arriving Kinarip on foot 1015. Clerks remained at Maints to complete tax collection but arrived Kinarip 1200. At Kinarip revised census all groups. Rest of day spent compiling census statistics. Slept at Kinarip.

Saturday 12 July: At Kinarip revised census Ponis Group and clerks completed tax collection. 1400 departed on foot arriving Patrol Post 16

(2)

Sunday 13 July: Drove Council vehicle to Mt. Hagen for repair. Slept Mt. Hagen.

Monday 14 July: Attended ABCs conference. Thence to Baiyer River by road with ABC and local government engineering staff. Walked down to Lamin River and inspected same for new steel bridge. Returned to Patrol Post.

Tuesday 15 July: 0700 with clerks to BASF Station and collected Council Tax. 1030 met Mr. Faithful and Mr. Joseph MUR as instructed and conducted tour of Baiyer River area. Rest of day attended to office work. Slept at Baiyer River.

Wednesday 16 July: Necessary to attend Grand Opening of the Raga Cooperative Ltd as official guest. 1400 returned Patrol Post and carried out office duties. Slept Patrol Post.

Thursday 17 July: General office duties and worked on Census statistics. Slept at Patrol Post.

Friday 18 July: Full day duty as Administrative Advisor to July Meeting Baiyer River Local Government Council. Slept at Patrol Post.

Saturday 19 July: Necessary to remain at office in order to pay large amount of Loan interest to Jimi Land and Timber payment investors. Slept at Patrol Post.

Sunday 20 July: Observed at Patrol Post.

Monday 21 July: To Kupiek by vehicle. Revised Census of those groups formerly assembling Juguna and part Kinarip. Slept at Kupiek.

Tuesday 22 July: To Laga by vehicle. Revised Census and collected tax from all Laga Groups. After tea had long discussions with people re their requests for Laga Council Ward reallocations. Slept at Laga.

Wednesday 23 July: 0800 drove to station to pay remaining Jimi Investment interest. Then drove to Kulimp arriving 1200. Revised Census and collected tax from all Kulimp groups. Slept at Kulimp.

Thursday 24 July: 0830 departed Kulimp by vehicle arriving Pakalis 0915. Revised census and collected tax all Pakalis groups. Rest of afternoon spent compiling census statistics. After tea spoke with leaders re distribution of Council Ward, roadwork projects and W.H.D. Show. Slept at Pakalis.

Friday 25 July: 0830 departed Pakalis by vehicle arriving Yarramanda 0900. En route tested newly constructed bridge at Winyi and drove

the first vehicle down to the Lanza River to test the condition of the road. Returned to Yarramunda 1000. Revised census and collected tax from all groups. Rest of day and evening spent compiling census statistics. Slept at Yarramunda.

Saturday 26 July: 0830 departed Yarramunda on foot arriving Taipinaga 1000. Revised census and collected tax from all groups arriving at Yarramunda Taipinaga. Afternoon worked on patrol report. Slept at Taipinaga.

Sunday 27 July: Observed at Taipinaga but spent afternoon compiling Census Statistics. Slept at Taipinaga.

Monday 28 July: 0800 departed Taipinaga arriving Yarramunda 1000. Sent tax patrol on to Lanza. Self returned to Station with clerk to check and bank tax money. Slept at Patrol Post.

END OF PATROL

The first vehicle down to the Lanza River to test the condition of the road. Returned to Yarramunda 1000. Revised census and collected tax from all groups. Rest of day and evening spent compiling census statistics. Slept at Yarramunda.

Saturday 26 July: 0830 departed Yarramunda on foot arriving Taipinaga 1000. Revised census and collected tax from all groups arriving at Yarramunda Taipinaga. Afternoon worked on patrol report. Slept at Taipinaga.

Sunday 27 July: Observed at Taipinaga but spent afternoon compiling Census Statistics. Slept at Taipinaga.

Monday 28 July: 0800 departed Taipinaga arriving Yarramunda 1000. Sent tax patrol on to Lanza. Self returned to Station with clerk to check and bank tax money. Slept at Patrol Post.

END OF PATROL

The first vehicle down to the Lanza River to test the condition of the road. Returned to Yarramunda 1000. Revised census and collected tax from all groups. Rest of day and evening spent compiling census statistics. Slept at Yarramunda.

Saturday 26 July: 0830 departed Yarramunda on foot arriving Taipinaga 1000. Revised census and collected tax from all groups arriving at Yarramunda Taipinaga. Afternoon worked on patrol report. Slept at Taipinaga.

Sunday 27 July: Observed at Taipinaga but spent afternoon compiling Census Statistics. Slept at Taipinaga.

Monday 28 July: 0800 departed Taipinaga arriving Yarramunda 1000. Sent tax patrol on to Lanza. Self returned to Station with clerk to check and bank tax money. Slept at Patrol Post.

END OF PATROL

The first vehicle down to the Lanza River to test the condition of the road. Returned to Yarramunda 1000. Revised census and collected tax from all groups. Rest of day and evening spent compiling census statistics. Slept at Yarramunda.

SITUATION REPORT.

1. POLITICAL

The Baiyer River Census Division comprises over two thirds of the population of the Baiyer River Local Government Council. The other one third is covered by the Lanin Census Division which has yet to be officially proclaimed but was approved in principle in comments on my Patrol Report No. 6 of 1968/69. The striking difference now between the two Census Divisions is the complete lack of vehicular roads in the Lanin Census Division and the lack of economic development. The area patrolled, i.e. the Baiyer River C.D. is therefore the richer, more sophisticated, more law abiding and better administered area of the Baiyer River Local Government Council. This striking difference is, in my opinion, directly attributable to the vehicular road network of the Baiyer River C.D.

Much of this beneficial road construction and upgrading has occurred during the last two years i.e. since the two-fold establishment of the Baiyer River Local Government Council and of the permanent Patrol Post. This has had a profound effect as the population can speak of local government and development in the same breath. Whilst other aspects of the development of the infant Baiyer River L.G.C. have been unfortunate, and whilst it is true that the Council and its Advisers have perhaps neglected other forms of development (for reasons stated below) , the area has certainly not experienced a period of stagnation since the formation of the Council. Thus I have observed that the attitude of residents of both races towards the Council is one of respect towards its ability to ' get things done ' in the matter of building roads.

If perhaps I am exposing myself to criticism for an undue emphasis on road building in a section headed ' Political ' I do feel that the two go hand in hand in the Baiyer River situation.

The Baiyer River C.D. has been administered from Mt. Hagen since at least the late 1940s but in spite of, or perhaps because of, its relatively close proximity of 35 miles to Mt. Hagen the shortage of staff dictated that D.D.A. Officers were never available to be posted here permanently until quite recently. Thus day to day administration was not carried out by the Department until 2 to 3 years ago and in the meantime the gap was filled by officers of D.A.S.F. at the Experimental Station, notably Mr. Bill St. George, and to a lesser extent perhaps by Baptist Missionaries. Whilst these two categories of Europeans did a fair job they could hardly be expected to provide a high level of Native Administration normally carried out by officers of D.D.A., hampered as they were by their own jobs and lack of formal powers in the field of law and order. Nevertheless it was in their interests to persuade Native residents to keep roads in reasonable i.e. passable condition at least as far as their respective Stations but that was as far as it went. During the fifteen years before the establishment of the Council and Patrol Post clan fights were stopped by these officers and several murderers sought refuge at their stations but for the majority of the population Mt. Hagen was too far away to promote the

(21)

sort of development of a road network and of law and order which was occurring as a matter of course in other more Western and more primitive areas of the Western Highlands. Also important was the consequent late formation of the Baiyer River Council in 1967 when adjoining areas such as Dei, Mal and even Wapenamunda had had them for several years.

Thus the area was, and still is, well behind its neighbours in the development of a road network but at the same time was often richer by coffee sales, better educated per favour of the Baptist Mission and healthier from the same body. The area was therefore overdue for the formation of the Council and for the sort of impetus which only a competent D.D.A. Officer permanently stationed in the area can give to the development of a road system.

And this is exactly what has occurred: With the establishment of the Council and Patrol Post concurrently in 1967 the area and more important its people have experienced the drive which they had been waiting for, whether they realised it or not, for many years.

If an officer had been permanently stationed at Baiyer River for some years before the formation of the Council development would not now be so strongly associated with the Local Government Council but this was not the case.

Everyone agrees that the development of a road system is vital to provide the infrastructure for further economic and all other development in the Baiyer and credits the Council, under the guidance of the Administration, for that which has been achieved and that which is yet to be achieved. Much of the credit has gone to the individual Councillor who has been in the forefront in both deciding to build roads and also in leading his men to work. The prestige of the Council, and of the individual Councillors is consequently high in the area and I expect only one or two, if that, to be voted out of office in favour of new candidates in the coming Council elections later in the year.

This happy situation was, most unfortunately, marred for several months by the failure of the Council to obtain sufficient land on which to build its Council Centre. This occurred in association with a similar problem experienced by D.D.A. to legalise its tenure and development of the traditional base camp at Trabimae which unfortunately was situated on land owned by the Administration, but part of the D.A.S.F. experimental station. Thus the Councillors and the community at large were able to observe at first hand the ridiculous squabble between Administration Departments which ensued. Whatever the result, which in fact emerged as a three way (D.A.S.F., DDA and Council) compromise, the three parties could not have emerged with enhanced prestige in the eyes of the residents. This applied particularly to the two Administration Departments involved but in the meantime greatly hampered one of the most important aims of local government being to promote the unity of formerly hostile clans under a common Council. All the time the Native Councillors would doubtless accepted any decision by the Administration as to the site of the Council House but in the meantime local jealousies

25

both inter-language, inter tribe and inter-area waxed fat at the expense of Council unity. It is well that the solution came as it did late last financial year because the Native Councillors were absolutely fed up with the bickering. They were being pressed by their constituents to lower the tax rate because the Council funds remained largely unspent, there was a strong move which succeeded to double their own personal emoluments for the same reason and they were the object of ridicule by neighbouring Councillors who referred to them as the 'rabbiish council which meets out under the trees'.

Now that the land problem is resolved I feel that no great lasting effects will endure but land marked for the Council Centre should be excised from the D.A.S.P. block as soon as possible and a Council House built as a matter of the highest priority.

To move from the local to national situation the member for the area Kompian - Baiyer Open Electorate is Mr. Yraingya Kaskipi. Mr. Trainga is comparatively well educated especially within his electorate. During his term of office he has concentrated largely on his own Lanin area of the Council to persuade the Administration to allocated funds in order to assist the Baiyer River to Lanin Road at presently under construction. In this he has been fairly successful in that \$7500 has been allocated for the 1969/70 financial year and also a bridge over the Lanin River which divides the Baiyer River and Lanin Census Divisions and is unbridgable by traditional means. This pre-occupation with his own area has produced a certain amount of animosity towards him in the Baiyer River C.D. where I often hear complaints that the Member does not visit them and tell them what is occurring on the National level and hear their own aspirations. Also Councillors say that he does not visit Council Meetings enough and then only when matters affecting the Lanin Road construction are to be discussed. Whilst there is perhaps some truth in these complaints they are the sort which are to be heard all over the Western Highlands about individual Members and reflect the continuing parochial nature of the inhabitants.

Mr. Trainga, as a product of the Baptist Mission and a practicing Christian, continues to be popular in and around his own home that is the Lanin C.D. and amongst Baptist Mission circles. He is developing into a sort of 'ombudsman' for residents of his own immediate area who sometimes brush with the law and does not hesitate to put his case strongly. As for the rest of the people in his electorate he does not demonstrate himself to be nearly so concerned - or perhaps it is that the people do not approach him to right alleged wrongs.

The vast majority of the population see their MHA as a 'go-between' between themselves and the Administration particularly in regard to persuading the Administration to provide cash and help for self help road projects. They see as strong member as one who is able to put forward better arguments in the face of competition from other areas in this regard. A strong MHA is locally looked upon as one who is successful in this regard and the Member for the Wabag Open, Mr. Tef Abel, is often mentioned.

24

I have noticed a certain amount of animosity between Mr. Trainya and Councillor Kitan who are both from Lunis and members of the same clan. This was particularly noticeable in a inter Council dispute over the employment of the \$7000 Rural Development Funds mentioned above. Mr. Trainya considers that he himself was solely responsible for the allocation and made statements to the road workers from his own area of Lunis, Pinyapais and Nakirap that the money would be wholly distributed as payment for day labour to those groups as opposed to the majority Council decision which favoured the employment of the funds to buy road plant. This was a regional conflict between the poorer workers and their Councillors from the Lunis C.D. and the two thirds of richer Councillors from the Baiyer River C.D. As it turned out Councillor Kitan voted against the motion when the rest of the seven Councillors from his region voted for and I could perceive no other reason except a certain enlightened attitude until I was told that there was inter clan rivalry between himself and Mr. Trainya.

Lastly I have observed the Baiyer River L.G.C. in its Meetings to be unanimously in favour of current Administration policy. The very idea of an early transition of the Territory to Independence continues to be ridiculed publically by the Council and I have no reason to think that any private opinions are otherwise. Certain tactical moves of the Administration of current interests such as the incorporation of D.D.A. into the Department of the Administrator, the policy against the formation of a separate Department of Local Government at this time and the move to have local government representation on a population ration instead of a District ration in the Local Government Association are whole-heartedly, almost unthinkingly, accepted by the Baiyer River Local Government Council.

ECONOMICS

Whilst the late development of local government and the inadequate infra-structure of roads is, as explained above, a feature of the area it must not be thought that the Baiyer River area is backward economically. Coffee remains the outstanding cash crop and is spread entirely through the Council area, even where there are not roads. Incentive towards building roads is largely explained by the growing unwillingness of people to walk up to a full days hard walk to sell a bag of coffee.

However, with or without roads, the coffee and some vegetables are being bought by the Enga Co-operative and to a greater and greater extent by European coffee buyers operating from Mt. Hagen.

The Enga Co-operative is interesting in that it is succeeding well at a time when other co-operatives are failing. Note Government Gazette re winding up of certain Co-ops.

The Enga Co-op represents a development in the activities of the Baptist Mission which formerly bought coffee to aid the economic development of the area but the business became too large. In

23
conjunction with the Registrar of Co-operatives a Missionary became a Co-operatives Officer and since then the Kaga Co-op has flourished. Native participation and in executive decision making is of a high order.

At present the Co-operative is by far the biggest single buyer of coffee in the Kaiyer River Council area and I am reliably informed by the Co-ops officer that currently the Co-op is buying 55% of the coffee of the area and for the months of May, April and June of this year paid out \$3000 for coffee. This is a most informative figure and \$3000 per month, being 55% of the total, gives an idea of the amount of cash flowing into the area. The Co-operative also engages itself in marketing of vegetables to the coast, a business which would otherwise be unavailable to native residents.

As well as the buying, processing and shipment of parchment coffee the co-op engages itself in timber milling using trees from its own lease in the area. The local government Council is finding this source of building timber and bridgeplanks invaluable in its building and road programs.

One more point which I feel is most important to the survival of what is most certainly a very viable co-operative is that it is able to compete with and pay equal or better prices than the itinerant buyers from Mt. Hagen who are currently flocking to the area. This is in direct contrast to reports from other co-operatives where I believe that the producer often will accept the higher on-the-spot price from the trader rather than wait for the Co-operative dividend at the end of the year. The competitive price offered by the co-op plus the incentive of a dividend of one or two cents at the end of the year for each pound weight of coffee sold is making the co-operative the biggest single coffee buyer in the buyer, often in the face of stiff competition from outside the area.

One or two problems which are currently disturbing the co-operative are

1. The incidence of 'fly by night' buyers, often European, who allegedly pay bribes to leaders in order to secure the custom of the rest of the clan for, naturally, lower prices. Another way is for the unscrupulous buyer to pay outrageously high prices during his first visit and then to follow up for a couple more visits during which he allegedly pays much lower prices to the unsophisticated buyer and thus recoups his initial outlay, with interest.
2. The rather strange attitude of many local people insisting to call the Co-operative the 'mission' and insisting to call the outside buyers from Mt. Hagen the 'government'. Whilst the former is natural enough the latter is incomprehensible to me especially when the Co-op has taken pains to explain the true situation of private enterprise vis a vis Administration.

Both attitudes bear watching.

The Co-operative also, is mentioned in my Patrol Report No. 6 of 1968/69, bears watching in that there is a strong feeling among its officers that the Baiyer River should be in some way sealed off from competition from outside to ensure a monopoly, however beneficial, for the Enga Co-op alone.

Overall, however, I feel that the Enga Co-operative is a most beneficial institution and will, I believe, develop into the key to the economic development of the Baiyer River.

The Co-operative also acts as a wholesaler of dry goods to the 150 licenced tradestores at present serving the population of the Council area of 15000. In practice tradestore items are backloaded from Lae on trucks carrying coffee there and wholesaled at a fair profit to tradestore owners. As an indication of this wholesaling business for the last three months of the 1968/69 financial year 37000 worth of goods were sold, comprising mainly rice, meat and fish (canned).

Thus most of the money earned from coffee during those three months, being \$9000, was spent in tradestores to buy consumer goods most of which were wholesaled by the Enga Co-op.

In the matter of the increasing sales of tradestore items what was considered luxuries a year or two ago have now become necessities.

Although I have no figures to support this statement I believe that the people are turning more and more to the cash economy i.e. growing coffee to buy food. This probably means that less traditional food crops, mainly sweet potato are being grown, and this is evidenced by the growing difficulty being experienced by buyers of fresh foods to obtain supplies at an economic rate of approximately one cent per pound. This applies particularly to the Baiyer River Bird of Paradise Sanctuary which requires only 500 lbs per week but has experienced greater and greater difficulties over the last nine months, at least.

Whilst the Native residents are certainly better fed and clothed through the sales of coffee I feel that they could be in a precarious situation in years to come should the price of coffee fall drastically and remain as such on the international market. Such a fall would, within a month or two, make itself felt in this area particularly as it depends almost entirely on one crop, coffee for cash. Whilst there is not much danger of the population starving through lack of food, nevertheless there would be a lean time until the new gardens would be harvested and the present cash economy, including taxes to the Local Government Council and the Enga Co-operative, would be wiped out.

This is the danger of depending on one crop of coffee and to date little is being done to promote other avenues for cash flow into the area. The fresh vegetables handled by the co-operative do not have a great potential as markets are limited. The area is too low in altitude for pyrethrum which is a rather doubtful benefit anyway and to date D.A.G.F have not promoted tea growing in the area as the tea factories are much too far away at this stage.

(7)

The activities of D.A.S.F. remain to be mentioned. The Large Experimental Station has for over one year been plagued by the cattle disease ' brucellosis ' which I am informed is contagious abortion passed from cow to female offspring. I am further informed that the disease has spread throughout the Stock Station, that the area has been declared a quarantine and that for the next two years at least breeding stock cannot be sold to Native Cattle Projects.

I believe that steers, being non carriers of the disease, can be sold out of the area still. Information on the subject is hard to gather at the Stock Station but it appears that the disease will put back Native Cattle Projects development for at least two to three years.

Speaking of the Baiyer River Council area D.A.S.F. has sponsored six cattle projects and the Baptist Mission at Lums has sponsored one there. To a layman such as myself the projects seem to be progressing: The blocks are fenced with wire, some pasture improvement has been carried out and the steers look fat enough.

Native Cattle blocks appear popular with the local people both as a source of meat and money and also as a prestige investment. Currently the Kinarip people are building a road into their own lands with the prime purpose of setting up a cattle project. I feel that many other groups will be interested in steers and breeding stock when and if they become available.

Apart from the Stock Station D.A.S.F., large as it is, is currently making a start on a passionfruit ' push ' in the area. A passionfruit seedling nursery has been planted out at the Patrol Post and I expect within a few weeks seedlings will be available for distribution.

SOCIAL

Education and health: As mentioned before all health and education services are currently being carried out by the Baptist Mission. Whilst these are to a large extent subsidised by the Administration recent conversations I have had with Missionaries, teachers and the Doctor indicate that the Mission as a whole is becoming unwilling to shoulder for ever the whole burden of education and health in the Baiyer River-Council area.

Worldwide Missionary experience of all major denominations has proved that education is the best and quickest way to win souls for a particular creed and whilst this is recognised by the Baptist Mission yet there is a feeling, becoming more vocal, that the Administration particularly and the Local Government Council to a lesser extent should bear more of the costs of health and education in the area. These opinions have been freely expressed to myself at Council Meetings, in the homes of the Missionaries and also at a Mission Seminar to which I was kindly invited.

The Baptist Mission is by far the largest which operates in the Baiyer River Council area. At least 90% of the population are Baptists and the Roman Catholic and Lutheran Churches have the remaining 10% shared between them on the fringes of the Council area at Gegl, Enk and Iki.

20

This preponderance of Baptist adherents plus the fact that health and education are being wholly carried out by the said Mission means that the Baptist Mission is rather more influential here than in other areas where different denominations are in competition for converts. It also means, in practice, that the Baptist Mission is in a rather stronger position than most to influence local politics should it wish to do so.

However the Baptist Missionaries shy away from local politics as it is policy to remain uninvolved, I am informed. Baptist Mission experience overseas, particularly in West Irian has shown that involvement in politics leads to trouble in a newly independent country.

This is the reason why the Baptist Mission will not nominate a European Missionary to contest Ward 25 of the Baiyer River Local Government Council, which covers all residents of alienated land within the area.

Whilst this is true Baptist Missionaries who have been in the area for up to fifteen years for the above mentioned reasons do in fact have influence in local politics. Missionaries assert that the local church is now in the hands of native pastors and that the process of localisation is well advanced. Missionaries also point to the recent events at Laiguan in the west of the District where a Mission body, the Apostolic Church, are reported to have handed over their health and education facilities to the Administration, sold their trade stores and departed. Here Baptist Missionaries are starting to hint that this may come to pass here unless financial help is forthcoming from the Administration and the Council at some stage.

At the Baptist Mission Seminar to which I was invited I was virtually put on the spot, as the local Administration Officer, to state Administration policy on the whole question of state aid for denominational schools in front of approximately fifty Missionaries. This I was unable to do, and said so, but was able to state that I envisaged the Local Government Council bearing at least some of the costs of health and education in the area as soon as it would be in a position to do so. There is a good deal of justice in the assertions of the Baptist Mission and I think we are all agreed that the local community must be obliged to pay for its health and education as soon as it possibly can. On the other hand, I said, there is a question of priorities i.e. Can the Baiyer River Council justify aid to education and health facilities at a time when one third of the residents do not have one road in their area (Laxin River C.D.) and at least another one third have inadequate roads? This point was, I feel, conceded but the fact remains that the Baptist Mission are anxious to hand over its local church, its schools and hospitals to the community at the first opportunity. This does not mean, I am told, a mass exodus of trained European staff but that executive and budgetary functions must become localised.

These are points for the Baiyer River Council to ponder and there is justice in them. However the possible situation of an overwhelmingly strong Baptist Mission successfully intimidating the Council into paying all the health and education bills before the Council is in the financial position to do so and to the detriment of basic road construction

should be watched during the next few years to come. (14)

In the meantime the Baptist Mission continues to provide with Administration subsidies trained enthusiastic staff who are attending very well to the health, educational and spiritual well being of the area.

Law and Order

Law and order of the area is in the hands of the Field Constabulary (D.D.A.) and at the present time five members of the R.P.N.G.C. In the past the native police have been stationed at the Patrol Post but one of the many effects of the inter-Administration squabble over land was that the part of the Patrol Post on which staff housing was situated was returned to D.A.S.F. This meant that six good quality native materials houses had to be demolished quickly as insisted upon by the D.A.S.F. Station Manager. The remainder of the station being too small in area to accommodate further native materials houses and the three permanent materials houses allocated being under construction I was forced to put the police out into base camps.

Despite this unhappy beginning I have no doubts in saying that this has been an unqualified success from the point of view of good law and order. The five Police have built themselves good houses with the aid of the local population and have proceeded to provide local Police functions of a higher order which can be achieved where Police are concentrated en masse at the Patrol Post, which is usually the case.

I have found that most members of the detachment have thrived on responsibility and have taken a greater interest in the local people than would have otherwise been the case.

One Member was, of necessity, put in charge of the Baiyer River Gaol the necessity being that no C.I.B. Warders were stationed here to run the gaol. This Policeman, Const. i/c Keras has done an outstanding job in the security and work output of the prisoners with a minimum of supervision by myself. This state of affairs, of course, is to finish within a few weeks at the most following the prohibition of Police undertaking the duties of Warders and as soon as the promised Warden Detachment arrives here. Two other R.P.N.G.C. Members continue to carry out very well their functions in their respective areas and the remaining two are, at least, no worse than they were whilst stationed at the Patrol Post and of course the mere sight of the uniform is sufficient to stop a brawl in this area.

Although I was forced to place the Baiyer River Detachment out into base camps, as a sort of standing patrol, I repeat that the measure has been an unqualified success to further the Administration of the area.

(18)

TAX REVIEW COMMITTEE

The prime purpose of the Patrol being the collection of the Baiyer River Local Government Council Tax for 1969/70 the Patrol was accompanied by five Councillors appointed by the Council as the Tax Review Committee. Under the Local Government Ordinance the purpose of this Committee is to examine applications for exemptions from rates on the grounds of hardship or lack of sufficient means.

In practice, however, the Tax Review Committee becomes to the vast majority of the unsophisticated people the 'Takis Kot'. No one questions the right of the Takis Kot to extend its scope from tax relief into the sphere of general arbitration of the whole range of village disputes. I say 'arbitration' rather than conciliation because to the ordinary villager the Takis Kot seems to have many more arbitrary powers than it actually has under the Ordinance.

To start at the beginning; The Baiyer River Council voted for and duly appointed the five Councillors as its Tax Review Committee. As I recall there was little discussion. I informed the Council of the requirements under the Ordinance and five Councillors were duly nominated, seconded and unanimously elected. I believe that pre-Meeting discussions took place and some unofficial 'balloting' carried out.

The Councillors elected to the Committee strike me as being generally solid citizens, perhaps more active in Council affairs than the average.

The emoluments agreed upon i.e. \$3 per Tax Review Committeeman for roughly six weeks duty are low by local Native standards. Thus personal gain per media of the official Council emoluments must be ruled out as a motive for Councillors to agree to public service on the Committee.

To go on to the Patrol. On the arrival of the Patrol at most Rest-Houses noticed that either a bench or a lean-to shelter had been constructed. On asking the purpose of these shelters and structures I was told that they were for the sittings of the 'Takis Kot'.

At most Resthouses a good deal of provisions were laid out - one or two pigs, half a dozen or so fowls, piles of fresh vegetables and often tinned meat, cigarettes, packets of sugar and sweet biscuits. At large Resthouses the worth of these provisions would be as large as eighty dollars on the open Native market.

At first I was able to purchase the Native food items for the use of the large carrier line but as the Patrol moved into areas served by roads carriers became unnecessary and thus I was faced with the rather embarrassing situation of large gifts of provisions for which I was unable to pay. As the accepted policy of our Department is to pay, at least nominally, for gifts I decided to send word ahead in a discreet way to those Resthouses situated on roads that I did not have the funds to buy any gifts as the Patrol would not have any carriers. As well as this it is the custom for Councillors from Resthouses lying ahead of the Patrol to visit the Patrol at the Resthouse immediately preceding their own to 'see what goes on' and so have no doubts at all that the word that large gifts were frowned upon got through to them.

However large gifts continued to be set out on the arrival of the Patrol and I was informed that the Patrol was not expected to pay rather they were for the 'Takis Kot' to allocate to itself and to the rest of the Patrol as payment for the good work we were doing in the area. To such speeches I would reply that the people knew that I did not have funds to pay for the provisions and, but even so thanked them for their kind thoughts. If they were adamant that the Patrol should accept the provisions then it would be a good idea if the donors joined the Patrol to eat same after the day's work had finished.

The members of the 'Takis Kot' would then accept the gifts and would allocate same. At night I would be invariably presented with some pig meat, or a fowl and fresh vegetables by a member of the Takis Kot and the patrol police and Council clerks would also be given a share.

I do believe, however, that the main reason for these gifts is to compensate the Takis Kot along with 'one-upmanship' with neighbouring resthouses and also a throwback to earlier times when the area was entirely patrolled on foot and fresh foods were bought for the patrol carriers.

Whilst I do not at all deny the accepted practice of our Department to pay for all food gifts on patrol - for the very good reason that Natives expect a gift in return for a gift and to dispel any ideas of favoured treatment by the Administration to the largest gift giver - it is quite difficult and rather embarrassing in practice when large gifts are continually laid out and no funds are available to buy them. A bland refusal to buy the gifts is bad manners and a refusal to accept the gifts is a public loss of face to the donors.

However, as I have said, on this particular Patrol I felt that one of the reasons, probably the main reason, for these large gifts was for the donors to secure the good graces ('bribe' is too strong a word) of the Takis Kot.

Once Census and Tax collection were under way the Takis Kot would repair to its bench and proceed to hear cases. Applications for tax relief were referred to it by the Council clerks and decisions were speedily forthcoming. In practice, I should say, the decisions were rather harder than I would have noted out had I been a member of the Takis Kot. However not once was I approached by a person aggrieved by the decision of the Takis Kot over tax relief.

The normal function of the T.R.S. would have taken about 10% of its time. The other 90% was spent arbitrating in inter-village disputes.

To see the Takis Kot in action is interesting. The ' Court ' sits at a full bench or only one two, or three members and litigants approach its bar (a cut sapling laid on the ground) and state their cases. I notice that the litigants are required to remain standing and that acts of disrespect such as folding of arms or smoking whilst before the Court are frowned upon, if not forbidden. Fronting the bench in a semi circle are seated members of the public - interested parties, witnesses and a host of on lookers.

The really striking thing is that proceedings are extraordinarily quietly conducted and a contrast to the usual traditional shouting and scuffling which usually occurs during discussions of disputes here.

The cases heard by the Takis Kot included disputes over repayments of debts, marriage and divorce payments, land matters and custody of children.

In all I observed perhaps one hundred local disputes resolved by the Takis Kot. It was a common spectacle to see pigs, M.O.P. shells etc. lined up for all to see before the Takis Kot and satisfied litigants leaving its bar. A relatively low proportion, perhaps one in ten disputes, were not resolved and brought to my attention by the ' Court '. This usually took the form of a litigant failing to abide by the opinion of the Takis Kot and ' pay up ' in a traditional obligation.

It seemed to me that the Takis Kot is generally a very popular development. To the best of my knowledge it did not summon any ' defendants ' to its bar - although occasionally a witness would be sent for and would duly appear. On the contrary all parties to a particular dispute were invariably present and keen for arbitration if not always eager to abide by the decision of the Takis Kot.

(16)

One group with whom the Takis Kot is not so popular is the Councillors and Ward Committeemen at large because they feel that it usurps their 'powers', also self appointed, to arbitrate in disputes.

Often I was assured by the welcoming officials at each Resthouse that there were no disputes for the T.R.C. to settle - but were enough on bench was always constructed ready and litigants soon came forward with disputes to be settled.

In a few cases I noticed acts of physical assault by members of the Takis Kot on young men who refused to do as they were told. This chastisement would take the form of boxing of the ears or a mild thrashing. Whilst I could not help witnessing these incidents I was not once approached by a 'victim' for action against the Takis Kot. Indeed this a common way to handle young louts in the traditional society as it is, or used to be, in ours.

Early during the Patrol I was approached by the Takis Kot in a body and requested to use my powers as a Local Court Magistrate to back up any decision that the Takis Kot would make. I was asked, to put it bluntly, to back anyone who did not abide by a decision of the T.R.C. without further ado.

On that occasion I made it quite clear to them that although they might think that they possessed judicial powers by their appointment as a Tax Review Committee, in fact they certainly did not. I did say, however, that all citizens have the right to conciliate and mediate if they wished to do so and provided litigants were prepared to come to them voluntarily. I would certainly not stand in the way of any amicable settlements to disputes.

In spite of this clarification of the role of the T.R.C., which was given to the Committee and also to the village people there is no doubt that the population at large and the Committee itself consider it to have rather more powers than the common right of conciliation. It is also certain, too, that the T.R.C. appears to the people, for better or for worse, to be tacitly approved by the Local Government Council and the Administration as a body to settle disputes.

And the area can well do with such a body, albeit unofficial. By far the most common way to settle village disputes is by the arbitration of a man, or men, of influence - a big man. Such proceedings often develop into a minor brawl because everyone is basically an interested party.. It is well known that Councillors provide, often at a price, settlement of minor village disputes but complainants are never forthcoming.

Also the Administration Officer, due to pressure of other duties, is not able to sit down for hours on end to hear a multitude of minor disputes of a civil nature - and in any case is often not fully familiar with local customs and the background of particular case. The people recognize this and profess to prefer the Local Court Magistrate, who is almost always the Patrol Officer, to spend his time on developmental projects and to hear only the serious criminal matters which arise.

I can observe little worthy of censure in this extension of the role of the T.R.C. Its proceedings are always conducted in the open, in the

4. (K)
sight and hearing of many people. It is always under the eye of the Patrol Officer whilst he is carrying out the Census etc, and at the end of the Tax Collection is disbanded. Aggrieved parties have instant redress in the person of the Patrol Officer nearby.

Whilst the Takis Kot is not nearly as powerful as it thinks, I have never observed it to be too arrogant and certainly not unjust. Careful questioning of local people has revealed not a whisper of bribery and corruption affecting its decisions. Whilst the gifts of provisions to the Takis Kot is perhaps to be censured at least it seems publically and the donors consume the most part of it anyway. I have observed particular cases such as one over the return of a brideprice where the decision went against residents of a village which had set out gifts in favour of a neighbouring group, from another Council area (Mali) which had approached the T.R.C. for redress.

As to the personal motives of the five men who comprised the T.R.C. I believe that these are mainly the extension of personal power and influence. Traditionally the ability to arbitrate in disputes is one pre-requisite of a man of influence similarly service on the T.R.C. will undoubtedly increase the prestige of those Councillors involved.

In this essay I have taken a guarded, but generally favourable view of this development in the Baiyer River Council area. I have observed the same development to the West in the Laingon and Kintop Council areas and it may be happening in other places.

I readily admit that the Takis Kot is open to abuse, bribery and corruption but certainly no more so than men of influence settling disputes in the village where, after all, the vast majority of disputes are settled whether we like it or not. At least the constant supervision which an officer can give to the Takis Kot during the annual Tax/Census Patrol is a real safeguard of individual rights and instant redress is available.

This is a social development with the Native community setting up an unofficial but largely effective body by the vote of democratically elected Councillors to handle minor disputes which the official Courts are unable to handle. Whilst it is a great extension and distortion of the Statutory functions of the Tax Review Committee as outlined in the Local Government Ordinance yet much good work has been done by it to settle disputes in the Baiyer River Council area.



TERRITORY OF PAPUA AND NEW GUINEA

PATROL REPORT

District of **WESTERN HIGHLANDS** Report No. **RAIYER RIVER NO. 2 69 + (C/70)**
1969

Patrol Conducted by **R.B. CHUCKSHANK PATROL OFFICER**

Area Patrolled **RAIYER RIVER LOCAL GOVERNMENT COUNCIL AREA**

Patrol Accompanied by Europeans **NIL**

Native **MR. NEMI JONDI COUNCIL CLERK**
MR. NESA WAO D.D.A. CLERICAL ASSISTANT

Duration—From **1 12 69** to **23 12 69**
Number of Days **19**

Did Medical Assistant Accompany? **NO**

Last Patrol to Area by—District Services **7 19 69**

Medical **7 19 69**

Map Reference **MILNEBY OF RAIYER FOURMILE OF RAMU**

Objects of Patrol **CONDUCT GENERAL ELECTIONS RAIYER RIVER COUNCIL**

Investigate reported double murder, general Administration

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

11
TERRITORY OF PAPUA AND NEW GUINEA

AKH 67-14-47 (2)

RA:TS



WHD.814.

Division of District
Administration,
District Headquarters,
District Office,
MOUNT HAGEN. N.M.D.
23rd April, 1970.

The Secretary,
Department of the Administrator,
PORT MORESBY.

(20) *John*
HAYTER RIVER PATROL REPORT 2/69-70

Year 67-14-47 of 15/4/70 refers.

Attached is a copy of the Assistant District
Commissioner's comments omitted from the report.

L. J. ...
S. M. ...
DISTRICT COMMISSIONER.

9.9. Assistant District Commissioner,
MOUNT HAGEN.

6/34

67 - -

GW:ew

Sub-District Office,
MOUNT KAGBI,
Western Highlands District.

11th February, 1970.

The District Commissioner,
District Headquarters,
MOUNT KAGBI.

BAIYER RIVER PATROL NUMBER 2 OF 1969/70 - REPORT.

Enclosed are the original and two copies of the above report submitted by the Patrol Officer in Charge, Baiyer River Patrol Post.

This is the second patrol to cover the entire Baiyer River Administrative Area this financial year. Following the recent report on Patrol number 1 of 1969/70, Mr Cruikshank's latest report, covering mainly electoral matters, is quite acceptable.

Baiyer River Local Government Council, as with others in this Sub-District, was due for a serious reappraisal of the present Ward structure with a view to some changes to its Constitution. The people now have a better idea of the nature and purpose of Councils and have a right to suggest changes in a foreign institution to which they were introduced some three years ago. To succeed, our institutions must be adapted to the people's needs just as much as the people themselves must learn to adapt. There must be some give and take on both sides.

Mr. Cruikshank now knows his area well and has the confidence of the people. He has submitted a good case for constitutional changes to four wards and I feel that the matter should now be pursued at a higher level. I support the Adviser's recommendations and would appreciate comments from the Senior Local Government Officer re the proposed changes.

The Pingapais fire incident now appears to be a closed matter. However, a formal Governor's investigation and hearing would be warranted in such a case. Should you feel this would still be desirable at this late stage, I will arrange for a hearing.

Copies of the original Election Report were forwarded through your office in December, 1969. The additional copy has been attached to the patrol report by Mr. Cruikshank for general information. It is a good report, dealing fully with all details required by the Commissioner for Local Government.

The new Council, comprising of the former Councillors and office bearers, met for the first time on 16th January, 1970. This meeting was attended by yourself. For the record, at his meeting, both President PI NALU and vice-president TUMA PAINE, supported by other Councillors, requested that the present O.I.C. be kept at Baiyer in view of the good work he was doing and the trust the people had in him.

Camping allowance claims are attached for funding and payment please.

(R. R. ALLEN).
Assistant District Commissioner.

c.c. O.I.C.
Baiyer.

67-14-67

Division of District Administration,

BARCELONA, LANTANA

15th April, 1970.

The District Commissioner,
Western Highlands District,
BARCELONA.

PATROL RIVER 2/62-70.

Your reference is WD.DIA of 4th March, 1970.

2. I acknowledge with thanks receipt of Special Report by Mr. R.B. Craichshank, Patrol Officer of Balpur River Local Government Council area.
3. The elections appear to have been conducted quite soundly. There does seem to be a definite need for a review of some of the existing ward boundaries. I note that this matter is now being given attention; please ensure that it is followed to a satisfactory conclusion.
4. The polling cards by the Assistant District Commissioner were not submitted. Please let me have a copy, together with a copy of the patrol map.

(T.M. 8113)

Signature

Division of District Administration.

cc: Mr. R.B. Craichshank,
Patrol Post,
BARCELONA,
Western Highlands District.



TERRITORY OF PAPUA AND NEW GUINEA

DF:MIG



67. 14. 47. (18)
Department of the Administrator,
Division of District
Administration,
District Headquarters,
MOUNT HAGEN. W.H.D.
4th March, 1970

Telegram—

Telephone

Our Reference

WCEP14

If calling ask for

Mr.

The Secretary,
Department of the Administrator,
KOMEDCOB

BAIVER RIVER PATROL REPORT NO. 2 OF 1969/70

Another informative report from Mr. Cruickshank. Copy of the comments from the A.D.C. Mount Hagen are attached.

The important thing arising from the report is the reappraisal of the Council Ward structure.

As this is a relatively new Council area the important consideration is; will the approval for creating some new Wards or rearranging Wards, create in the minds of the people the impression that (providing they make enough disturbance) they can have their Ward problems continuously reviewed. If the Advisor is completely satisfied that the other Wards are all sufficiently stable and that there will be no subsequent requests for continuing changes, then it is recommended that the Wards be changed as proposed in Mr. Cruickshank's report.

In the cases of Iki No. 1 and Kiamrip No. 1 the isolation of the population groups definitely warrants the more practical arrangements as suggested.

In the case of Makilis and Laga No. 2 the desire of amalgamation falls into line with the policy of as large a group as possible.

However, with regard to Nekirap No. 1 Ward and Maime Ward, where traditional enmity is the only ground for reorganisation, it is suggested that a much fuller investigation, combined with a political education programme should be carried out in these two Ward areas before any further action is taken.

With regard to the death of the woman and child in the house fire, as mentioned in the report, it will be necessary for the Coroner to complete the Form 12 "Coroners Certificate where Inquest on a death will serve no good purpose".

S. M. Foley

S. M. FOLEY

DISTRICT COMMISSIONER

Patrol Post,
Baiyer River,
23rd January 1970.

BAIYER RIVER PATROL NO. 2 OF 1969/70.

Sub District: Hagen

District: Western Highlands District.

Council Area.

Patrol conducted by: R.B. Cruickshank Patrol Officer.

Area Patrolled: Baiyer River Local Government Council Area. Baiyer
River C.D. and Lanin C.D.

Personnel accompanying: Mr. Mendi Jendi, Baiyer River Council Clerk.
Mr. Mosa Mbo, D.D.A. Clerical Assistant.

Duration of Patrol: Date out 1st December 1969.

Date in 23rd December 1969.

Number of days: 19 days.

Date and duration of last D.D.A. Patrol to area: July 1969. 19 days.

Objects of Patrol: To conduct general elections Baiyer River Local
Government Council, investigate reported double
murder, and general administration.

Total Population of area patrolled: 15,353.

Map Reference: Milinch of Baiyer, Fourville of Kumu.

Village Population Register not enclosed.

R.B. Cruickshank

R.B. Cruickshank
PATROL OFFICER
23 Jan. 1970.

(16)

Baiyer River Patrol No. 2 of 1969/70

PATROL DIARY.

Monday 1 December 1969: 0930 departed Patrol Post arriving Iki 1030. Conducted elections wards 14 and 15 Iki nos 1 and 2. Departed Iki 1400 arriving Patrol Post 1500. Heard reported murder at Pinyapais.

Slept at Trambinae.

Tues. 2 Dec. Morning to Gogl and carried out election Gogl Ward. Afternoon to Kul and carried out election Kul Ward.

Slept at Trambinae.

Wednesday 3 Dec. 0600 departed Trambinae by vehicle arriving Lanin River 0700. Walked hard to Pinyapais arriving 1000. Examined two bodies from ruins of burnt house and investigated reports that they had been murdered. Requested suspect to accompany us to station for his own safety. 1450 departed Pinyapais arriving Lanin River 1745. Drove back to station arriving 1830.

Slept at Trambinae.

Thurs. 4 Dec. To Mainty by vehicle and carried out election Ward 3. Returned to Trambinae and compiled election statistics.

Slept at Trambinae.

Fri. 5 Dec. 1000 departed Trambinae arriving Kixarip 1300. Conducted Election Ward 4 and discussed reorganization of said ward with residents. 1400 departed Kixarip arriving Trambinae 1600.

Slept at Trambinae.

Sat 6 Dec. To Kuyick by vehicle and carried out elections wards 5 and 6. Thence to Andinga by vehicle and attempted to purchase land for Sanctuary extension. Was unsuccessful as owners felt that price was insufficient. Thence to Sanctuary with carpenter and set him working to deck the new steel suspension bridge.

Slept at Trambinae.

Sun 7 Dec. Generally observed at Baiyer River.

Mon 8 Dec. To Laga by vehicle and carried out elections wards Laga 1, 2 and 3. 1400 returned Trambinae and worked on election statistics.

Slept at Trambinae.

Tues. 9 Dec. To Kulimp by vehicle and carried out election Ward 10. Afternoon returned to Trambinae and was visited by ADC. Worked on Election statistics.

Slept at Trambinae.

Wed 10 Dec. By vehicle to Pahalis and carried election Ward 9. Returned to Trambinae 1430 and after lunch drove to Kwinkia Bible School and carried out election for part of Ward 25. Rest of day worked on election statistics.

Slept at Trambinae.

Thurs. 11 Dec. 1100 drove to Yarrananda and carried out election ward 7. Returned to station arriving 1600. Brought statistics up to date.

Slept at Trambinae.

(15)

Fri 12 Dec. Drove to Yarrananda arriving 1000. Thence to Taipiagana on foot arriving 1200. Conducted election Ward 6 and spoke with people re roadwork. 1400 departed Taipiagana arriving back at station 1700.

Slept at Trankinae.

Sat. 13 Dec. By vehicle to Mt. Hagen and shopped for patrol. Arrived back at Station 1400.

Slept at Trankinae.

Sun 14 Dec. Worked on election returns and patrol report.

Slept at Trankinae.

Mon. 15 Dec. Drove to Lumis River arriving 1000. Thence walked to Lumis arriving 1200. Conducted elections wards Lumis 1, 2 and 3. Heard local courts finishing work 1830. Thence visited Baptist Mission.

Slept at Lumis.

Tues. 16 Dec. Until 1000 remained at Lumis hearing serious court case. 1000 departed Lumis arriving Pinyapais 1100. Conducted elections wards Pinyapais nos. 1 and 2. Night visited Baptist Mission.

Slept at Pinyapais.

Wed 17 Dec. At Pinyapais. At request of people remained at Pinyapais in order to hear several court cases and disputes. Discussed road work plans with leaders.

Slept at Pinyapais.

Thurs. 18 Dec. 0730 departed Pinyapais by bush track and en route was able to conciliate two groups disputing ownership of land Kogali. 1100 proceeded on arriving Nekirap 1230. Conducted elections wards Nekirap 1 and 2. Discussed road work plans with people. Night worked on election statistics.

Slept at Nekirap.

Fri. 19 Dec. At Nekirap. Was requested to remain for day to hear two serious court cases and also investigate land dispute. Afternoon walked to Kumasigwa to view disputed land and to conciliate disputing groups.

Slept at Nekirap.

Sat 20 Dec. 0730 departed Nekirap arriving Lumis 1030. En route heard local court. At Lumis polled for ward 25 at Baptist Mission and at 1130 departed for Lanin River arriving 1230. Arrived back at Patrol Post 1430 by vehicle.

Slept at Trankinae.

Sun 21 Dec. Observed at Baiyer River.

Mon. 22 Dec. 0700 to D.A.S.F. Stock Station in order to poll for Ward 25 at a time convenient to voters. Thence to Baptist Mission and continued polling for ward 25. Arrived back at Patrol Post 1400.

Slept at Trankinae.

Tues. 23 Dec. Polled for ward 25 and held open poll for rest of day in order to allow any person eligible to vote. In meantime completed election statistics and wrote election report.

Slept at Trankinae.

END OF PATROL

(14)

Baiyer River Patrol Report No. 2 of 1969/70

SITUATION REPORT.

A full situation report and area study have recently been submitted under cover of my Baiyer River Patrol Report No. 1 of 1969/70. The situation remains unchanged during the last month.

During the Election Patrol, however, much information was gained regarding general dissatisfaction with the present Constitution of the Baiyer River Local Government Council in regard to Ward boundaries. More particularly there are several of the Council Wards whose inhabitants are seeking approval from the authorities to have the present Constitution amended to provide for additional Councillors to represent them.

Whilst this is not an unnatural feeling in Councils after their first two or three years, and whilst the views expressed to me indicate that traditional hostilities and continuing parochialism form the basis of most of the demands for the revision of the Constitution, I feel that in two or three cases the demands could well be justified.

The tenet that one of the basic aims of local government in New Guinea, and in Baiyer River particularly, is to lessen traditional hostilities between groups is acknowledged. In some of the cases outlined below this tenet is of sufficient import to induce me not to recommend revision but in others factors of numbers of population, difficulties of communications, continuing strength of traditional hostilities and the obvious reluctance of certain groups to accept the leadership of the present Councillors in community affairs makes for a strong case for revision of the Constitution of the Council to provide for additional Councillors.

Some dissatisfaction with the Constitution of the Council has been apparent since its inception in 1967. This has continued at mild strength but the occasion of the second election patrol made for the old grievances to be brought to my attention at full strength by the assembled crowds and their spokesmen. The cases brought to my attention were:

1. Ward Iki No. 1. This is a long standing case since the formation of the Council. It has been reported upon before and the reply from the District Commissioner 42-1-3 of 19th June 1968 reads '..... There seems to be more justification for a re-organisation of Iki No. 1 ward on the basis of difficulty of communications and if you consider this problem serious enough the Administrative Adviser should submit descriptions of the new wards as soon as possible.'

However it was later agreed that for the time being the wisdom of any change in the wards was doubted. It was later reported that the people concerned had decided to drop the matter.

In mid 1968, owing to the relative youth of the Council, this was of course the view to take but it has become apparent that the people concerned have not, in fact, dropped the matter and are persisting in asking for two more Councillors to represent them.

15

The Ward itself, Iki no. 1, has a total population of 1019 people and as such is the biggest in the Council. In comparison the average representation in the Council area is one Councillor for each 422 people. Furthermore the area of the ward is by far the biggest in the Council embracing the Iki, Ruti grassland and lower Lai River areas, and of course the widely distributed populations thereof.

The people concerned are the groups Kabagomp (423), Daibinjip (176), Kaganareninjip (246) and Moiva (174). It might be added that the remainder of the population of the Iki area, being the Oiyabu people totalling 329, is represented by a Councillor of their own as Iki no. 2 ward.

It is therefore apparent to the people of Iki no. 1 ward that their representation is insufficient. There does not appear to be such antagonism between the four groups within the Iki no. 1 ward as is apparent in other wards. The grievance appears to rest upon factors of population and distance.

It is also hard for them to comprehend, as it is to ^{me} why, the reason why the Oiyabu group has its own Councillor as the antagonism between it and the four Iki No. 1 groups are not at all marked. This makes for a difficult problem and it is no way out to propose that any group be extricated from Iki no. 1 and added to Iki no. 2. That group is now adamant that it will not willingly accept any leftover groups that the Administration may find it convenient to add to it.

The people themselves propose that the present Iki no. 1 ward be split into three new wards comprising. (a) Kabagomp (b) Daibinjip and Kaganareninjip, and (c) Moiva (Ruti) people. The three wards proposed would thus comprise 423, 422 and 174 people respectively.

I myself believe that the Moiva group, in spite of being very small with 174 people, should be allocated its own Councillor on the basis of ' difficulty of communications '. The group comprises the remnants of larger clans driven into the lower Lai and Jimal areas in the past and since decimated by disease. They are spread far and wide through the areas mentioned and are so far away from the rest of the people of the Baiyer River L.G.C. as to make their good administration by a Councillor at Iki virtually impossible.

On the other hand, although being sympathetic to the people concerned, I do not recommend that the remainder of the population of the present Iki No. 1 ward be further split in two. The Medipa (Hagen) speaking groups of the Baiyer River L.G.C. are already well represented generally by four Councillors and the recommended addition of the Councillor for the Moiva (Ruti) people will further improve this. A further Councillor allocated to Iki would not be well received by the 13,000 Enga speaking people of the Council. This would mean that amongst the Hagen speakers (2150 approx) there would be six Councillors or one Councillor for each 358 people. This disparity in representation could well provoke demands for many more Councillors on the Enga as a ' snowball effect '.

(12)

I therefore submit that approval be given to change the Constitution of the Council in order to provide a new ward to cover the Moiva people and leave the remaining 945 residents of Iki no. 1 with one Councillor. I believe that they will accept this even if they will remain not particularly enthusiastic about it. The point is that there are no real troubles between the Deibinjap, Kaganaroinjap and Kabagamp groups, they work willingly together under their present Councillor and with the excision of the Moiva people they can be well administered by one Councillor. The fact that they will remain the largest ward in the Council still seems to me inevitable to the overall good of the Council area. They will have to be penalised to balance the very high representation of their 'wantoks' of Kul Ward (295) , Iki No. 2 (329) and now the Moivas (Ruti) 174.

2. Ward Makirap No. 1. This is another long standing case which has been reported upon before. The reply from the DC reads ' unless the arrangement of the Makirap no. 1 ward becomes completely unworkable it should remain as it is.'

The ward comprises 942 people of the Kumasinya (299), Takienta (435), Kianga (26) and Kunk (219) sub clans of the Koro Clan, which assembles at Makirap in the Lania River Census Division.

I believe that the Ward, as presently organised, has indeed become ' completely unworkable '. The Takienta sub clan and it's ally the Kianga sub clan is highly antagonistic towards the Kumasinyas and their ally the Kunk sub clan, and vice versa. The Takientas will not accept the leadership of the present Councillor from the Kumasinyas, Or. Kap, or any other Kumasinya. I have noticed that the ward has become completely unworkable as the Takientas will not allow Councillor Kap to arbitrate in their disputes which is the normal duty of a Councillor in the Baiyer nor will they work under him during community roadwork on the Luma Road. The Takientas refuse to work with the Kumasinyas, preferring to work under their Ward Committeemen on a different section of the beach rather than combine for the common benefit. Furthermore the two groups are engaged in constant disputes over land , pigs and women which does not improve matters. In all respects they regard each other as enemies.

In the Council by election held in late 1963 following the death of the Councillor, Councillor Kap was elected by the slim majority of 238 votes to 235. On this occasion it was evident that the two opposing groups voted en bloc and the defeat of his opponent from the Takienta sub clan by such a slim margin was very unpopular with them. Now during this election patrol Councillor Kap was re-elected unopposed, but I do not take this to mean that the Takientas are now reconciled to him . On the contrary the Takientas did not nominate a candidate because they are completely disenchanted with the system and expect the Administration to give them their own Councillor in the near future. As such they wanted nothing to do with the election except

(11)

to turn up in force to state their case for the revision of the Constitution of the Council.

Both sides propose the following - that the present Kikirap No. 1 ward be split in two

- (a) One new ward to compose the Kamasirap (259) and Kunk (219) sub clans totalling 478.
- (b) One new ward to compose the Takientas (438) and Kionga (26) sub clans totalling 464.

I feel that this re-organisation is vital in the interests of the good administration and development of the Kikirap area and would whole-heartedly support its implementation.

3. Ward Kikirap no. 1. At Kikirap there seems to be the unfortunate situation of some dissatisfaction in both Kikirap nos. 1 and 2 wards. During the course of at least half a dozen visits to the area I have been assailed with many suggestions, mostly differing, of how to amend the Constitution to reconcile the traditional antagonisms apparent in the area.

All but one of these suggestions are trivial and vexatious and as such are not worthy of inclusion here. I mention them only to indicate that not 100% of the residents of the wards Kikirap nos 1 and 2 are happy with the present ward organization.

The one case worthy of mention is that of the large group Pania of 338 people at present included in the Kikirap no. 1 ward totalling 810 people. The group considers itself big enough to warrant a Councillor of its own and there are mild hostilities between it and the GIPASH Clan which comprises the remainder of the ward.

These reasons in themselves are not serious enough to warrant any change in the Constitution but on the other hand the Pania group resides one days walk from the Kikirap people who are now almost all moved down from their mountain-tops to the vicinity of the Baiyer River Road. The Panias still live down on both sides of the Lunia River on their clan lands and as such have quite different aspirations to the rest of the wards population. The Panias are looking towards the Lunia Road for economic development and are at present working on it. The Kikirap people are fully integrated into the Baiyer River valley proper. As such the Councillor is unable to control the Panias and in fact only sees them as a group when they assemble for Administration purposes at Kikirap once or twice a year. It appears then that the original idea of the integration of the two differing groups is just not working and will continue to remain as such with the development of the Lunia Road.

Although it cannot be said that this case is comparable to the serious cases at Iki and Kikirap, nevertheless, I would support the aspirations of the Pania people to have themselves excised from the Kikirap No. 1 ward and given their own Councillor. The reason is to provide representation and leadership for a group at present lacking in these respects.

4. Ward Mants. This so-called dispute was brought to my attention only recently during the Election Patrol, although the Interpreter informs me that it is a long standing dispute. It concerns Ward 3 Mants which has a population of 900 people made up a five sub clans of the Kwanyinga and Lep Clans. (10)

The demand is, of course, for a split of the ward in order to provide a Councillor for each clan. To do so would result in two medium sized wards from one large one. I quote from the Local Government Survey carried out in February 1967 by the then S.L.G.O. Mr. Ric Hearn: 'These two tribes (sic) though currently politically cohesive were not so well affiliated in early years.....'.

Currently the ward seems unsure of its leadership and in the recent election five candidates contested the election, the previous Councillor being re-elected on the fourth count.

I have noticed that the ward is unusually fragmented and lacking in effective leadership on community projects such as road construction and maintenance. To be sure the men come forward readily enough, but tend to work under their Ward Committeemen on separate jobs rather than combine under the leadership of the Councillor.

In spite of this tendency towards fragmentation at this stage of proceedings I feel that this is a good example of traditional antagonisms prompting the demand for a change in the Constitution of the Council, and as such I do not support it. The ward and its residents are working well and with some perseverance the present arrangement will help to break down the traditional antagonisms.

Ward 9 Pakalis and Ward 12 Laga No.2.

Incorporated in both these above mentioned wards is a group known as Talia - Isa/Manda. It appears that about the time of the Local Government Survey for the Baizer River Council the Talia clan was going through a time of bickering over the use of a motor vehicle which the clan had bought as a group. The upshot of this bickering was that the group decided to split for the purposes of Local Government. Comments by Mr. Hearn on Ward Laga No. 2 were 'The Talia people have previously assembled for Census etc at Laga Pakalis, but visits to both Pakalis and Laga and a kibisite during census reveals that the tribe is not now politically cohesive and fragmentation has occurred - small group remaining at Pakalis and the majority of the group moving, for local government purposes to Laga No. 2.'

Again in his comments on ward 9 Pakalis Mr. Hearn records 'A large proportion of the Isa Manda people are not happy with their association with the Mm people and the remainder of the Isa Manda people- they will form a political alliance with the Makens of Laga. The present unfriendliness may change in time (after the formation of the Council).'

This has indeed happened. ie. The quarrel is now forgotten and the Talia clan is for all intents and purposes again cohesive. The pity of it all is that the former quarrel influenced the people to influence Mr. Hearn's survey.

(9)

As the situation now stands the quarrel is completely forgotten and the Talia people who opted for Laga in the plebiscite now wish to return to their brethren at Pakalis. For the purpose of census the group as a whole continues to assemble at Pakalis as the Talia group and I have noticed that during community the group works together often to the chagrin of the Councillors concerned.

The over-riding political ambition of the group is to formally recombine at Pakalis, preferably with their own Councillor. The group realises that the fault for the present state of affairs sits fairly and squarely upon the ~~own~~ shoulders and does not attach any blame upon the Administration for it.

My personal feelings are that we have a fait accompli in that the group has already recombined for all intents and purposes. The only connection that the sub group formally assigned to Laga no. 2 has with the rest of the ward is the occasional assembly with them for the purpose of local government elections. All other activities, community roadwork, tax and census are carried out in collaboration with the Pakalis sub group.

I feel that the changed situation should be recognised at the very least by formally recognising the re-analgesia of the Isa and Manda sub clans into the Talia- Isa / Manda clan. The wish of the people is that they should assemble at Pakalis in future. Furthermore the Talia group, numbering 277 wishes to combine with their traditional allies, the Tamba people (195) at Pakalis with their own Councillor. I have had several discussions with the leaders of the Talia and Tamba and am sure that this time they are sincere and not acting irresponsibly.

To effect such a change it would be necessary to amend wards 9 Pakalis and 12 Laga no. 2 in order to create a second Pakalis ward. Such a change would be beneficial to the good administration of the area and to clear up an anachronism. As such I support it.

This is an outline of the dissatisfaction apparent in several wards of the Baiyer River Council with its existing Constitution. To amend the constitution to cater for the four serious cases recommended above will mean that the ranks of the present twentyfive Councillors will be swelled by an additional four to total twenty-nine. In comparison to other Councils, such as Dei nearby, this is not at all an excessive number of Councillors in comparison for a total population of over 15,500. The benefits of such amendments will show in improved Administration of the area at the village level.

The Baiyer River Council has approved the suggested changes informally several times.

SITUATION REPORT.

MISCELLANEOUS.

On 24th November 1969 it was reported to me that a woman and her child had perished in a house fire at Pinyapais. The report from the Baptist Mission did not mention any suspicion of foul play and asked me to contact the husband and father of the deceased who is Warrier Sambuli of Kundiana. I did so by telegram to Sambuli's Officer in charge.

Warrier Sambuli arrived on or about 1st December and went straight to Pinyapais. Whilst he was there rumours began to circulate in the area that a certain Ward Committeeman Pawai had been having sexual intercourse with the deceased before her death and was seen in the vicinity of the house just before it had burned down.

This hearsay was sufficient for Warrier Sambuli to suspect foul play and he walked back to Baiyer River and contacted me late on the afternoon of 1st December.

At 0600 on the morning of 2nd December I interrupted the election patrol and drove to the Lanin River and from thence walked hard to Pinyapais arriving at 1000. I interviewed the witnesses whose combined testimony was to this effect: Committeeman Pawai had been very friendly with the deceased woman who was the wife of his cousin, Warrier Sambuli. The deceased woman had mentioned to a woman living nearby that she had had sexual intercourse with Committeeman Pawai several times, but that she was unhappy with the relationship and in future if he tried to seduce her again then she would shout out to the woman for assistance. The night that the house burnt Committeeman Pawai was seen by three people in the vicinity of the house, and the one of them went so far as to say that Pawai had been seen sitting on the threshold of the house rocking the child on his knee. By all accounts this occurred at about nightfall. Then about ten hours later at about four A.M. the next morning people living nearby were awakened by the sound of the house burning. Upon running to the scene they heard the cries of the baby but no sound from the Mother. Attempts were made to break into the house but the flames were too fierce and the rescuers were driven back. After several hours, when the flames had cooled the village people found the charred remains of the Mother and her child and they buried them where they lay. People who had seen the body of the Mother said that there appeared to be injuries such as broken bones in the chest and head which were inconsistent with death by fire.

I requested permission from Warrier Sambuli to examine the bodies for examination to which he readily agreed. The bodies were uncovered. The child was not recognisable as a human being. Fortunately the deceased woman was lying face up and it was possible for a layman to note that most of her ribs were broken and that her facial bones were at least cracked. After noting these conditions I had

the grave recovered with banana leaves and fenced to afford its protection from pigs.

I requested Committee Sambuli to accompany me to Baiyer River Patrol Post as he was clearly afraid of a possible pay back killing.

The village people were not at all sure that he had killed the woman and then set fire to the house, thus incinerating her body and the child, but there was sufficient circumstantial evidence in their own minds to support such a theory. Committee Pawai denied any knowledge of his alleged relationship with the deceased and also that he had killed her.

I returned to Baiyer River with Varier Sambuli and Committee Pawai and sought medical advice from the local doctor, Colin Hains of the Baptist Mission Hospital. He informed me that it was possible for a trained pathologist to determine whether or not the deceased woman was dead before the fire burnt her by examination of her tissues and blood passages. He went on to say that he himself was incapable of such an examination and that a pathologist from Port Moresby would have to be summoned if necessary.

I reasoned that even if it was proved that the woman was already dead before she was burned it would not prove that Committee Pawai had indeed killed her. The statements of the three witnesses were too sketchy to obtain his conviction for murder in court.

After seeking advice from the ADC, Mr. Ross Allen, it was decided not to proceed but to keep an eye on the affair.

Varier Sambuli realized that the flimsy circumstantial evidence was insufficient to proceed against Committee Pawai and also decided not to claim any compensation for the death of his wife and child according to local custom.

When the matter rested, Committee Pawai was advised that it was safe to return home and during my second visit to Pinaipais to conduct the local Government Elections on 17th December I explained the position to the people who agreed that no further action should be taken against Pawai according to law and also traditional custom.

(6)

Baiyer River Patrol No. 2 of 1969/70

SPECIAL PATROL.

COPY OF ELECTION REPORT AS PER DIRECTORS 67-1-1 OF 21st JUNE 1968

SECTION 5(111)

42-1-2

Patrol Post,
Baiyer River,
23rd December 1969.

The Returning Officer,
Baiyer River Local Government Council Electorate,
Sub District Office,
MR. HAGEN.

1969 GENERAL ELECTION - BAIYER RIVER LOCAL GOVERNMENT COUNCIL
ELECTION REPORT

Your instruction of 31st October 1969 refers.
Please find attached completed forms 9, 10 and 11 and the Writ in respect
to the 1969 General Election of the Baiyer River Local Government
Council. These require your signature, please.

The election was completed on schedule today and it is interesting
to note that of the twentyfive Councillors elected not one is a new
member. The previous Council was re-elected in toto. In fact, only
eight of the twenty five Councillors standing for re-election were
opposed, the other fifteen were re-elected unopposed as the attached
returns show.

(i) Type and duration of pre-election campaign.

I did not carry out a formal pre-election patrol. Word of the coming
elections was well known in the area for the last six months at least
and the final dates were spread throughout the area at least one
month before the commencement of the elections by Councillors,
Administration Interpreters and myself. Liaison with Radio Mt. Hagen
produced several news items about the elections and the polling dates
for each ward, and were broadcast in Enga and Medipa into the Council
area. These broadcasts were heard by many village people on the
radios purchased and re-sold by the Council.

The village people of the area are quite familiar with the system
of voting as they have previously voted in a veral House of Assembly
and Council elections.

(ii) Manner of voting.

The elections were conducted by one polling team comprising myself,
Mr. Mami Jondi (Council Clerk) and Mr. Mema Mao (Administration
Clerical Assistant) as polling clerks. The custom of the area is for
the residents of each ward to assemble at their respective Baschoumas
for Council Elections in the same manner as for census, as such
fifteen polling places were used, several of which being the assembly
points for two or more wards.

In the case of ward 25, comprising residents of land alienated by the native community an effort was made to visit the larger stations for the convenience of residents. This was done in the case of the D.A.S.F. Stock Station, Kwinkia Baptist Mission Bible School, Kumbareta Baptist Mission and Lumis Baptist Mission. The resulting ease of voting made for a very high percentage of those residents voting. In the case of the smaller stations such as the residents of the Bard of Paradise Sanctuary, Trauma Valley Farm and several Baptist Mission establishments, polling was effected by visiting the nearest village people's assembly point to cast their vote for ward 25.

The duration of the elections was the maximum period stated for the writ, i.e. from 1st to 23rd December 1969, excluding Sundays. It was necessary to poll on the first Saturday and on the third the Patrol walked out of Nekirap. I took the opportunity during the elections to carry out general administration of the area, especially the Lumis region.

The three candidates for ward 25 nominated for election at my office on Saturday 29th November but in the case of all other wards candidates nominated before the assembly through at their respective Rasthouses.

I went out of my way to encourage literate voters to record their own votes but as usual the vast majority of such persons preferred to use the services of the Polling Clerk by the 'whispering ballot' method. In the case of the 24 village wards I do not recall one person recording his vote himself but in the case of ward 25 at least twenty of the literate residents completed their own ballot papers unassisted. This was encouraged but many more literate people continue to hold back for fear of making a faux pas, despite the fact that I gave full explanations of how to mark a ballot paper before each election.

No scrutineers were appointed by candidates so I took pains to carry out the scrutiny and counting of ballot papers in front of the assembled electors. Literate witnesses were encouraged to stand close enough to the counting table in order to observe that which was going on and to observe counting procedures.

At the ward assembly points I called the names of the electors entitled to vote in order from the Tax/Census Registers and this method is fully accepted by the people as the easiest and quickest method to vote.

(iii) Feminine interest in elections.

The attached returns show that in all contested wards Elections feminine interest in voting was as high as that of the men on a population basis. The figure of fewer women voting is explained by the fact that the great majority there are fewer women than men in the community. In the case of ward 25 the large preponderance of male voters is occasioned by the fact that the great majority of native workers on the stations are single or have left their wives at home in the village.

No women nominated for election to any ward and I believe that the very idea would not enter their heads. This is not an indication of feminine disinterest in local government but rather a reflection of the

strongly patrilineal society involved. Women remain, if not inferior to men, certainly barred by the strong division of labour still apparent between the sexes from aspiring to the position of Councillor and receiving the popular support of the community. The position of Councillor remains very much 'mans work'. In fact I have been approached several times by deputations of matrons insisting that the men do not appoint women to ward committees. The reasons given are that women will not take orders during community road work and 'courts' from other women and in any case women are too burdened with children to play a leaders part in the community as a ward committeeman far less as a Councillor. The sight of women from adjoining council areas wearing committee badges seems to leave them cold.

(iv) Incidents.

The elections were carried out almost without incident. Light relief was provided by the assembled electors clapping and cheering successful candidates and the resulting tumult, dogs barking etc. seems to tickle the people's fancy no end.

However one fairly ugly incident occurred at Lums whilst I was preparing to poll for ward 20 Lums no. 3. On my arrival I was told that the other two Lums wards would be filled by re-electing the previous Councillors unopposed but that residents of ward 20 were dissatisfied with their Councillor Yapoa. I was told that there was a rumour (oli tok) that Yapoa had run away to the bush taking his Councillors badge with him because he feared the shame of defeat in the coming election.

After having completed the other two elections at about 2P.M. I was urged by men whom I presume oppose Councillor Yapoa to go ahead and call for nominations and poll in his absence. It was clear, they said, that the Councillor was a 'bad lot' and would not turn up.

I decided to wait for one hour and a few minutes later Yapoa ran into camp puffing and sweating and explained that he was very sorry but that he had travelled to Sekirap some hours away to arbitrate in a dispute and had a late start back to Lums that morning.

He nominated and was opposed by two other men from groups hostile to his own in the ward and in the event Yapoa won the election very slenderly. As the attached figures show he in fact was behind his rival on the first count and won on preferences. Upon learning of his victory he paid back the men who had tried to induce me to hold the election in his absence in their own coin. He made a triumphant, jeering speech to the mob that he had won in spite of certain people's feelings and that he was now Councillor again whether they liked it or not. He went on to hint that he would pay them all back later.

The immediate upshot of the bragging speech was a demand by members of the losing group for a revision of the Constitution of the Council to give them their own Councillor. I dismissed this as bad sportsmanship.

7

In addition to this call for a revision of the constitution of the Council to cater for unsatisfied groups there are several others, with varying degrees of justification, brought to my attention. Whilst this report is not the place to elaborate upon these grievances it appears that in one or two cases the present Constitution needs amendment to satisfy groups which are at present under-represented for reasons of geography, number of population and traditional hostility. I will discuss these grievances and their relative merits at length in my patrol report on these elections.

(v) Absenteeism.

As the attached returns state only eight of the twentyfive wards were contested therefore I am able to discuss accurately absenteeism for the wards contested.

Raw statistics show that 75% of eligible voters actually voted in the said eight wards. Another 9% were 'unavoidably absent' as defined in form 10 meaning those persons at work, hospitalised, in jail or unable to attend for any sound reason. In arriving at this figure of 9% unavoidably absent I have taken into account the present native attitude to elections. Village people, despite explanations by myself that voting is voluntary, still equate elections with census. Attendance at the latter is of course compulsory and in this area offenders are prosecuted for non attendance. Whilst I did stress that voting was voluntary relatives of persons not attending the elections were very prone to say that the person was sick. Not once was the explanation 'he did not wish to come' given. I therefore was obliged to question the relatives of so called 'sick' people and was able to determine whether they were in fact sick or not. Only those actually at the village aid post or central hospital were marked on the rolls as sick and so the figure of 9% unavoidably absent is a reasonably accurate one.

Latest census statistics state that for the entire Council area there are 137 males and 10 females eligible voters absent outside the District at work and as students. I expect that these people will be away for two to three years at least.

Another 365 males and 73 females are away from their villages employed or as students inside the District. The great majority of these voters work as labourers within the Council area and as such form the majority of the residents of ward 25.

One final point is the degree of absenteeism of the expatriate voters. All Europeans are residents of ward 25. Of the 15 male and 16 female voters unavoidably absent as stated on form 10 the majority are Europeans on leave from the Council area. Even so the percentage of available Europeans actually voting was noticeably lower than that of the native community at the large Baptist Mission at Kumbanta. I am informed that most European missionaries at the establishment do not wish to become involved in local politics.

For the seventeen wards where Councillors were re-elected unopposed the numbers of people attending the election are unknown but I did rough head counts of the adults present and can state that

approximately 75% of voters were actually present at the gatherings. This, of course, corresponds to the statistics obtained from the eight contested wards.

(vi) Analysis of Statistics

Some statistics have been analysed above under other headings. Comparison of the total population of the Council area as per form 10 does not correspond with the latest village population register of the Council area for the following reasons.

1. The population of ward 25, being approximately 500 men, women and children is not included in the village population register of the Council area. In any case at least 400 of these people are local natives whose names also appear in their respective village books. These are mainly male workers at D.A.S.F., the various Baptist Mission establishments, Bird of Paradise Sanctuary etc who wished to vote during this election for candidates for ward 25, rather than for their respective village Councillors. The remainder are European and 'foreign' native residents.

2. It has come to light that a group known as Tsipen in the new Luma River Census Division and Pania in the Balzer River C.D. is incorrectly listed twice. This oversight has been corrected for the purposes of the election statistics by subtracting 341, the number listed incorrectly at Luma in the Luma River C.D.

Thus the total population as per the latest census statistics being 15,404 plus the residents of ward 25 being 500 approximately less the incorrectly listed Tsipen group being 341 equals 15,563 the figure stated on form 10 as the total population of the Council area. Q.E.D.

The fact that no informal votes were cast as per form 10 is a reflection of the extensive use of the polling clerks by the whispering ballot method as mentioned above. Therefore approximately 99% of voters did not have the opportunity to vote informally. The remaining 1% were mainly expatriate voters in any case.

As the eight wards actually contested only one case resulted in a candidate winning on preferences after trailing his opponent on the first count. This is mentioned under 'incidents' above.

Although the statistics do not make it obvious substantial numbers of voters still fail or refuse to indicate their second preferences. Examination of the attached statistics plus my general observations during the counting leads me to believe that only about 25% of voters wish to indicate second preferences in elections where two or more candidates stood.

(vii) Summary.

The elections were certainly a success. As I have indicated above and in the attached statistics 75% of those eligible to vote actually did so and another 9% were really unavoidably absent. I feel that these figures are indicative of a general community interest in the elections and in local government generally.

The fact that the previous Council is now returned in its entirety could be taken in several ways but I myself feel that these figures

community has been satisfied with the performance of the first Council and of its members. Speeches at each ward assembly point, especially to support the previous Councillors being re-elected unopposed indicate that the leaders of the community take a negative view in judging the merits of a Councillor. The community re-elected its Councillors on the basis of whether or not 'he had done anything wrong'. A great deal of informal pre selection balloting was entered into.

This was obvious to me in the cases of the seventeen former Councillors being re-elected unopposed. On my arrival at an assembly point I would be greeted by the leaders of the various groups who delivered set speeches before the assembled throng declaring their support for the former Councillor and that he should be re-elected unopposed.

In the cases of the eight contested wards, firstly they were contested because of traditional hostilities within the ward between the sub groups rather than as an indication of dissatisfaction with the Councillors personal qualities. Thus pre-selection balloting had been carried out on within the sub groups which were further split in one or two cases by conflict within the sub group. Thus at Luma in Ward 29 two men from the same sub clan, Mara and Spali, stood against Kappa and in so doing, incidentally, lost a good chance of ousting him.

An interesting case of pre selection balloting occurred in ward 25 where there was an open conflict between Mission and Administration candidates, or so it appeared. This did not occur between Mr. William St. George and the expatriate Baptist Missionaries; on the contrary I have it on good authority that the Baptist Missionaries supported him. Other employees of the Baptist Mission are said to have been dissatisfied with Mr. St. George as their Councillor and before the nominations held a pre selection ballot amongst themselves in which about 200 electors participated. Two candidates nominated, Rose and Kwakali, and I believe that Rose lost. However he did not accept the pre selection ballot as final and in the event both of them nominated to be for election to ward 25.

(viii) Appendix.

There were no successful candidates not previously a member of the Council.

(e) Elected Office bearers.

As yet the new Council has not met. Will you please approach the R.L.G.C. and request him to set a date for the first meeting, preferably the third Friday in January 1970 being the 16th. I will at my first opportunity inform you of the names of the elected office bearers.

For your information and action, please,

R.B. Crickshank

R.B. Crickshank

ASSISTANT RETURNING OFFICER