

neighbours and the imposition of Indonesian nationalism upon the inhabitants of the western half of the island have transformed the Irian boundary from a line on the map into a barrier of increasing significance. Unsurveyed and unmarked boundaries and peculiarities and injustices in others have only caused an occasional ripple in the past due to New Guinea's 'special' conditions. Although a correction of these aspects will not guarantee peace and harmony, any government which engages in further dillydallying would be foolhardy indeed.

## Appendixes

### I Some Notes on Administrative Nomenclature

#### A Netherlands New Guinea

A colonial decree of 1848 placed western New Guinea under the suzerainty of the Sultan of Tidore. Following continual British protests about the marauding incursions of the Tugeri into what was then British New Guinea, the south-eastern part of (Netherlands) New Guinea was separated from Tidore in 1901 and placed under *rechtstreeks bestuur*, direct administration. The other part, although *de jure* under Tidore until 1949, was in fact also directly administered by the Dutch.

The Dutch administrative structure in eastern Indonesia generally followed the pattern of Java with a division into residencies and their respective sub-divisions, the *Afdelingen* (under Assistant Residents), and *Onderafdelingen* (under *Controleurs*). The south-eastern part of New Guinea briefly formed an *Afdeling* under an Assistant Resident but in 1913 was demoted to being an *Onderafdeling* of the *Afdeling Toel* (Kei Islands) which was part of the Residency of Ternate. In the remaining (administered) part of Netherlands New Guinea there were originally only two *Afdelingen*, headed by Assistant Residents, which formed part of the Residency of Amboina, with the exception of the 1920-4 period when New Guinea formed a Residency of its own.

The remote parts of the Indonesian archipelago also had the position of *Posthouder*. Men in these posts merely served as representatives of Dutch colonial authority. The appointment of the *Posthouder* from Patani (Halmahera) to Selerika at the 'Tugeri border' in 1892 is a case in point. In the absence of qualified indigenous staff, as was available in Java, there also existed for the territories outside Java a special (Dutch) *hulpcorps* (auxiliary corps) composed of *Gezaghebbers* and *Candidaat-Gezaghebbers* who did not possess the qualifications required for the regular Dutch administrative corps. In West New Guinea before World War II most of the *Onderafdelingen* were headed by such officials. The *Onderafdelingen* themselves were divided into *Districten* under Malay (Indonesian) officials who, after 1929, held the title of *Bestuursassistenten* or *Hulp-Bestuursassistenten*.

After 1949, the chief administrative officer became the Governor, with headquarters at Hollandia, now Sukarnapura. By 1960 the number of *Afdelingen* had grown to six. With the Residents in charge of the general supervision of the whole *Afdeling*, *Controleurs* had the same task for the *Onderafdeling* with the title of *Onderafdelingshoofd* or *Hoofd Plaatselijk Bestuur*. With the increasing 'Papuanization' of the services (coupled with the departure of Indonesians unwilling to continue under the Dutch Administration) more and more *Districten* were headed by Papuan officials.

#### B Australian New Guinea

Papua inherited from Sir William MacGregor the system of Divisions under Resident Magistrates. Other officers included Assistant Resident Magistrates

and Patrol Officers. In the Mandated Territory there were Districts under District Officers while other officials included Assistant District Officers (over Sub-Districts), Patrol Officers, and Cadet Patrol Officers. In each of the Sub-Districts contiguous villages were grouped into Census Divisions—their main purpose being evident from their name. An important distinction from the Dutch part was the absence of indigenous personnel even in the lower ranks of the administrative corps and the fact that the police (the armed Constabulary) was regarded as part of the administrative service. With the establishment of the administrative union between Papua and the Trust Territory in 1949, the terminology used in the Trust Territory was applied to the union as a whole. A new office, that of District Commissioner, was established in 1951. This highly ambiguous function had no counterpart on the Dutch side. The 1964 reorganization and streamlining of the Department of Native Affairs, renamed the Department of District Administration, need not concern us in this study.

The Chief Administrative Officer is designated, rather colourlessly, as 'the Administrator'. The title of Lieutenant-Governor was held by Sir William MacGregor (during the last part of his term, 1895–8), G. R. Le Hunte (1899–1903), and Sir Hubert Murray (1909–40). Before 1951 there never was a separate Department and/or Minister dealing exclusively with the affairs of Australian New Guinea. Sir William MacGregor was responsible to both the British Colonial Office and the Governor of Queensland. Joint responsibility at first continued after the establishment of the Commonwealth of Australia, the Governor-General of the Commonwealth merely replacing the Queensland Governor. With the transformation of British New Guinea into the (Australian) Territory of Papua responsibility was given to the minuscule Department of External Affairs (until 1923), followed by the Prime Minister's Department, the Department of Home and Territories, and once more the Prime Minister's Department. A separate Department of External Territories was created in 1941, but the Minister heading it also held the portfolio of another Department. Since 1951 the Administrator is responsible to the newly-created Department of Territories in Canberra.

A system of appointed indigenous local officials had been created in both British and German New Guinea where they were called Village Constables and *Luluais* and *Tutul's* respectively. These names have persisted until the present.

## II The Spelling of Place Names

The spelling of place names is not always uniform even within the territories concerned. The Dutch, for example, refer to the administrative post in the Keerom *Onderafdeling* as both Jaffi and Jafi. A more persistent problem posed in the Dutch part is whether the traditional *oe* spelling should adopt modern Indonesian usage and become *u* (Moejoe or Muju). Here the *oe* has been retained, while the name 'Hollandia' is employed for pre-1963 Sukarnapura.

Occasional differences in place names exist in the Australian and Dutch parts, e.g. Wutung (A.) and Oinaké (D.) for the same border village. There are also such minor transformations from Dutch and Indonesian into English as Marauke (Merauke), Vosit (Bosset), Skotiaho (Sekotiau), and Ninggirem (Ninggerum).

## III Sources Used in the Compilation of the Maps

As most of the maps have not appeared in published form before, the sources employed in their compilation are listed below.

1. *New Guinea*. Uses the K.P.M. Line map of New Guinea. Historical information for the western part has been entered from the map in A. Haga, *Nederlandsch Nieuw Guinea en de Papoesche Eilanden*, vol. 1 (Batavia and 'sHage, 1884).

2. *The Anglo-German Declaration of 1886*. Reproduction of 'Western Pacific Ocean' (portion of Admiralty Chart 2483), illustrating the Anglo-German Declaration of 1886, in *G.B.S.P.*, 1886, vol. LXXIII, C.-4656.

3. *The Torres Strait*. Based upon the sheet 'Torres Strait' (Austr. Geogr. Series). The 'Inner' and 'Outer' Routes have been drawn from information in Great Britain, Admiralty Hydrographic Department, *Australia Pilot*, vol. III (4th ed., London, 1950), pp. 197–223, 241, and vol. IV (3rd ed., London, 1939), pp. 26–34, 262–6.

4. *Suggested Torres Strait Border Revisions*. Reproduced from the original map in *C.A.O.*, CP 1 (Colony), series 5, vol. 12, p. 77.

5. *Population Distribution along the Papua-New Guinea Border and Irian Boundary (Australian side)*. The crude distribution by Census Divisions was produced by Dr H. C. Brookfield, Dept. of Geography, Australian National University, and appears in his chapter 'An Assessment of Natural Resources', in *New Guinea on the Threshold*, E. K. Fisk ed. (Canberra, 1966). Courtesy of Dr Brookfield.

6. *Population Distribution along the Irian Boundary (former Netherlands side)*. Reproduced from K. Groenewegen and D. J. van der Kaa, *Resultaten van het Demografisch Onderzoek Westelijk Nieuw-Guinea*, vol. 1 (The Hague, 1964).

7. *The Boundary between Bougainville and Shortland and Fauro Islands*. Based on portion of Admiralty Chart No. 329, 1909 ed. Boundary lines plotted follow the alternative suggestions in the Anglo-German Agreement of 1904.

8. *The Border Demarcation of the Anglo-German Commission*. Reproduced from the original tracing by British Commissioner Gustavus Sabine in *C.P.P.*, vol. II, 1909, Papua. Report for the Year ending 30 June 1909 (in back of Report).

9. *The Ialibu and Gumine Electorates*. Electoral boundaries plotted on basis of information in Territory of Papua and New Guinea, *Village Directory: 1960* (Port Moresby, 1961), pp. 43–5, 58–9, 66, 74, 80–1, and *Polling Places 1964 (Preliminary Guide only)*, Sheets 24, 29, 33, and 35.

10. *The Bensbach-MacGregor Proposal*. Based on 'No. 1 Sketch Map illustrating the delimitation of the boundary between British & Dutch New Guinea' in *A.R.B.N.G.* 1892–3, Appendix E.

11. *The Fly River Border Area*. Based on New Guinea, Border (Special), Sheets 6–7, Edition 1. Compiled by Department of National Development, Division of National Mapping. Additions of place names from Sheets 6–7, Edition 2.

13. *The Dutch Boundary Commission's Recommendations for a Natural Boundary*. Based on 'Overzichtskaart van het Nederlandsch-Duitsche Grensgebied op Nieuw-Guinea', Map III in *Uittreksel uit het Verslag der Commissie . . .* ('s-Hage, 1912). Suggested natural boundary drawn on basis of the recommendations of the Dutch Commission in *Verslag der Commissie . . .* (Batavia, 1911), pp. 27–8. Archives, Netherlands Ministry of Foreign Affairs.

14. *The Sepik Border Area*. Based on New Guinea, Border (Special), Sheet 3, Edition 1. Department of National Development, Division of National Mapping.

15. *A Dutch View of the Moejoe Border Area*. Based on sketch map in *N.N.G.M.O. Moejoe 1955-6* of Controleur J. W. Schoorl.

16. *A Recent (Australian) View of the Moejoe Border Area*. Based on New Guinea, Border (Special), Sheet 5, Edition 2. Department of National Development, Division of National Mapping. Reduced to a scale of 1:250,000 to conform to Fig. 15.

17. *The Waris and Jaffi Enclaves*. Based on a tracing prepared by the Afdeling Kadaster en Kaartering ('Schetskaart Waris Gebied').

18. *Australian and Netherlands Astronomical (Border) Stations, 1933-63*. Approximate location of stations plotted on basis of available geographical determinants.

## References

### 1 Introduction

- 1 No mention of the territorial limits of Australian New Guinea is made in J. D. Legge, *Australian Colonial Policy* (Sydney, 1956); L. P. Mair, *Australia in New Guinea* (London, 1948); John Wilkes (ed.), *New Guinea and Australia* (Sydney, 1958); or R. W. Robson (compiler), *Handbook of Papua and New Guinea* (3rd ed., Sydney, 1961). Minor errors in the description of the western boundary occur in J. H. P. Murray, *Papua or British New Guinea* (London, 1912), p. 85; Brian Essai, *Papua and New Guinea* (Melbourne, 1961), p. 14; and Naval Intelligence Division, Geographical Handbook Series, *Netherlands East Indies*, vol. 1 (n.p., 1945), p. 299. Similar errors appear in the official Annual Reports for the Territory of Papua (see, for example, *A.R.T.P.*, 1961-2, p. 13). Additions and corrections are entered in the *A.R.T.P.*, 1962-3 (Canberra, 1964), pp. 13 and 17, following the appearance of this author's article 'Australian New Guinea's Borders and Shelves: Inequities and Idiosyncrasies', *Australian Outlook*, vol. xviii (Apr. 1964), pp. 17-29.
- 2 See NMO/52/214 (1954) and NMP/58/153 (1958), enclosed in *A.R.T.P.* and *A.R.T.N.G.* for the 1950s and early 1960s. The 1958 map was reprinted 'with minor amendments' in 1964 (NMP/58/153.1). Although retaining the lines through ocean waters these are now distinguished from the territorial boundary lines and identified as 'Limits of Territorial Sovereignty over included islands'.
- 3 *A.R.T.N.G.*, 1962-3, p. 11. The statement follows the wording of the Papua and New Guinea Act 1949 and the official maps. It may simply be a carry-over from the World War I period when the Commonwealth was asked to occupy the German holdings south of the equator (see pp. 39, 41). It could also go back to the Anglo-German Agreement of 1885. The 'Karte des Westlichen Theiles der Südsee' (Hamburg, 1885, Scale 1:3,000,000) in *N.K.W.*, I (1885), following p. 61, shows the western boundary of Kaiser Wilhelmsland following the 141st meridian of East Longitude to the equator and carries the statement 'The Equator between 141° and 154° forms the northern border of the German Protectorate'.
- 4 'Frontiers, Security, and International Organization', *Geographical Review*, vol. xxxii (1942), p. 437.

### 2 New Guinea Annexations

- 1 'The Western part of Irian according to the history of 2000 years has always been an inseparable part of the Indonesian fatherland', *Rapport van de Commissie Nieuw-Guinea (Irian) 1950* ('s-Gravenhage, 1950), pt. 3, p. 49.