

PMC 506

19 AUG 69 1703

I M M E D I A T E



TERRITORIES  
CANBERRA

**SECRET**

6598....S E C R E T....BESLEY FROM HAY STOP BOUGAINVILLE AND RABAU  
SITUATIONS STOP PLEASE PLACE THE FOLLOWING APPRECIATION BEFORE THE  
MINISTER WITHOUT DELAY STOP

1. BOUGAINVILLE

THE ADMINISTRATION'S AIM IS TO FULFILL ITS OBLIGATIONS TO PROVIDE  
LAND FOR C.R.A. EXPEDITIOUSLY AND TO PREVENT OR PUT DOWN ANY  
UNLAWFUL OBSTRUCTION OF THIS AIM STOP BUT IT CLEARLY MUST HAVE  
REGARD TO THE EFFECT ON OPINION IN BOUGAINVILLE, THE TERRITORY  
AND ELSEWHERE OF THE USE OF FORCE IN ACHIEVING THIS AIM STOP

2. THERE IS ORGANISED OPPOSITION IN THE KIETA AREA TO THE  
ACQUISITION OF LAND FOR THE TOWN AND PORT SITES STOP THE OPPOSITION  
IS ORGANISED BY A LANDOWNER'S ASSOCIATION WHICH NUMBERS MIDDLEMISS  
AMONGST ITS OFFICE BEARERS STOP BUT THE TRUE LEADER IS ALMOST  
CERTAINLY LAPUN STOP THE ORGANISATION IS BUILT ON LAPUN'S VILLAGE  
POLITICAL COMMITTEES STOP IT HAS CARGO CULT OVERTONES STOP IN  
RELATION TO COMPULSORY LEASE OF ROROVANA LAND, THE ASSOCIATION HAS  
SHOWN IT CAN FIELD 800 ARMED MEN STOP WE MUST EXPECT THIS NUMBER  
TO BE EQUALLED OR EXCEEDED ON FUTURE OCCASIONS STOP THE ARMS  
CONSIST OF BOWS AND ARROWS, SPEARS, KNIVES, AXES AND FIGHTING  
STICKS STOP WE EXPECT THAT THESE ARMS WOULD BE USED STOP THERE IS  
SLIGHT EVIDENCE OF AN INCREASING WILLINGNESS ON THE PART OF THE  
ROROVANAS TO ABIDE BY LEGAL PROCEDURES STOP MUCH WILL DEPEND ON  
THE ADVICE THEY GET FROM LAPUN WHEN THE OUTCOME OF THESE IS  
KNOWN STOP

3. IT IS IMPORTANT TO BEAR IN MIND THAT VERY GOOD PROGRESS IN  
LAND ACQUISITION IS BEING MADE IN THE MINING AREA AND SOME PROGRESS  
IN SUBSIDIARY AREAS (E.G. INDUSTRIAL AREA) STOP THERE ARE ALSO  
GOOD PROSPECTS OF NEGOTIATING THE VITAL ROAD ACCESS FROM THE MINE  
TO THE PORT STOP

4. BELIEF OF MYSELF AND SENIOR ADVISERS IS THAT LARGE NUMBERS OF  
POLICE ARE NECESSARY IN SITUATIONS OF THIS KIND IN ORDER TO DETER  
THE USE OF VIOLENCE STOP A SMALL NUMBER OF POLICE, HOWEVER WELL  
DISCIPLINED, MAY BE FACED WITH THE POSSIBILITY OF BEING OVERRUN  
AND HAVE TO USE FIREARMS TO PREVENT THIS STOP THERE ARE NOW 214  
POLICE IN AND AROUND KIETA STOP COMMITMENTS ELSEWHERE IN THE  
TERRITORY, NOTABLY PORT MORESBY FOR THE GAMES, PREVENT AN IMMEDIATE  
SUBSTANTIAL REINFORCEMENT STOP BUT A FURTHER 200 POLICE WILL BE  
AVAILABLE IN THE WEEK BEGINNING 25TH AUGUST STOP PREPARATIONS FOR  
THEIR ACCOMMODATION AND SUPPLY IN KIETA ARE NOW UNDER WAY STOP  
IT IS POSSIBLE THAT EVEN THIS FORCE MAY NOT BE A SUFFICIENT  
DETERRENT TO VIOLENT OPPOSITION STOP I HAVE DISCUSSED WITH THE  
COMMANDER PAPUA-NEW GUINEA COMMAND THE RELEVANCE OF A PIR COMPANY  
IN SUCH CIRCUMSTANCES IN WHICH THE ARMY COULD BE EFFECTIVE WOULD  
BE AT THE POINT AT WHICH THEY WERE REQUIRED FOR USE FROM THE  
MOMENT A DECISION WAS MADE TO SEND THEM STOP I HAVE SAID TO THE  
COMMANDER THAT THIS KIND OF SITUATION COULD POSSIBLY DEVELOP EARLY  
NEXT WEEK STOP IF IT DOES, THEN IT MAY BE NECESSARY FOR ME AT  
VERY SHORT NOTICE TO SEEK YOUR AUTHORITY TO MAKE THAT FORCE  
AVAILABLE IN AID OF THE CIVIL POWER ON BOUGAINVILLE STOP

5. EVEN ASSUMING VERY EARLY CONCLUSION OF INJUNCTION HEARING EARLIEST DATE FOR MOVEMENT OF POLICE REINFORCEMENTS ON SCALE REQUIRED IS MONDAY 25TH AUGUST STOP I REALISE DIFFICULTY FOR C.R.A. THIS INVOLVES BUT MUST ASK THAT THIS FURTHER TIME BE GRANTED STOP THE INTERVENING TIME WILL BE USED FOR DISCUSSIONS BY LALOR WITH ROROVANAS STOP

6. RABAU

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THE SITUATION IN THE TOLAI VILLAGERS OF THE GAZELLE PENINSULA IS VERY TENSE STOP THE OSTENSIBLE CAUSE IS THE ACTIVE OPPOSITION OF A SMALL LEADER GROUP TO THE PROCLAMATION OF AN ENLARGED COUNCIL AREA IN FEBRUARY 1969 STOP THIS INVOLVED A TAX OBLIGATION ON SEVERAL VILLAGES NOT PREVIOUSLY IN THE COUNCIL AND ON EUROPEANS AND CHINESE IN THE AREA (BUT NOT THE TOWN OF RABAU) STOP THE LEADER GROUP PUBLICLY DIRECT THEIR OPPOSITION TO THE MULTI-RACIAL ASPECTS OF THE PROCLAMATION STOP BUT THE SITUATION IS COMPLEX AND THERE ARE FRUSTRATIONS DUE TO THE SHORTAGE OF LAND, THE DOMINANCE OF THE OLDER GENERATION, A HISTORY OF INDIFFERENT TREATMENT BY EUROPEANS, A STRONG TOLAI NATIONALISM WHICH FEARS BEING A MINORITY IN AN INDEPENDENT COUNTRY STOP ALL THESE COULD WELL DRIV THE LEADERS TO COURT VIOLENCE STOP THE TARGETS WILL BE THE PRESENT COUNCIL LEADERSHIP AND THE ADMINISTRATION AND THE RADIO STATION STOP THERE HAS SO FAR BEEN NO SUGGESTION OF VIOLENCE AGAINST EUROPEANS AS SUCH STOP IT IS ESTIMATED THAT THE LEADER GROUP COULD MUSTER SOME FOUR TO FIVE THOUSAND MEN FOR A LARGE MEETING STOP A MAEETING HAS BEEN ARRANGED IN RABAU FOR SUNDAY 24TH AUGUST STOP SUNDAY MEETINGS HAVE BEEN HELD IN OUTLYING VILLAGES IN THE PAST FEW MONTHS STOP BUT THE NEXT MEETING COULD ATTEMPT A TAKEOVER OF THE COUNCIL BUILDINGS AND EVEN AN ATTACK ON ADMIN RADIO STOP

7. A POLICE FORCE OF SOME 200 MEN IS AVAILABLE IN RABAU WHICH IT IS BELIEVED CAN HANDLE THE KIND OF SITUATION WHICH COULD DEVELOP STOP THIS IS LIKELY TO TAKE THE FORM OF A RIOT RATHER THAN AN ARMED ATTACK WHICH COULD BE ANTICIPATED IN KIETA STOP

8. HERE TOO THE SITUATION COULD DETERIORATE STOP THE COMMANDER OF PAPUA-NEW GUINEA COMMAND HAS AGREED TO RECOMMEND TO ARMY HEADQUARTERS AN AMENDMENT TO HIS PATROL PROGRAMME WHICH WOULD INVOLVE PLACING A COMPANY ON EXERCISE IN THE WIDE BAY AREA STOP THIS COMPANY WOULD BE AVAILABLE FOR USE IN RABAU IN THE EVENT THAT A REQUEST WERE MADE TO THE GOVERNMENT AND THE GOVERNMENT AGREED STOP

9. ANCILLARY TO THESE POSSIBLE REQUESTS, IT IS ESSENTIAL THAT ADEQUATE TRANSPORT BE AVAILABLE TO MOVE BOTH ARMY AND POLICE REINFORCEMENTS STOP PRESENT RELIANCE ON CIVIL CHARTERS MAKES POLICE MOVEMENT DEPENDENT ON THE NEEDS OF CIVILIAN CUSTOMERS STOP THERE IS NO SECURITY, AND THIS CAN LEAD TO UNNECESSARY ALARM OUT OF ALL PROPORTION TO THE EMERGENCIES (WHICH ARE LOCALISED) STOP I THEREFORE REQUEST THAT THE RAAF BE AUTHORISED TO POSITION A HERCULES TRANSPORT IN THE TERRITORY AS FROM FRIDAY, 22ND AUGUST, WITH A DETAILED MOVEMENT REQUEST TO FOLLOW BY THAT DATE STOP

10. I INTEND TO VISIT KIETA TOMORROW MYSELF, AND THEN RABAU ON 21ST AUGUST, RETURNING TO MORESBY BY MIDDAY ON THAT DAY STOP I WILL THEN REPORT PERSONALLY MY CONFIRMED ASSESSMENT STOP

11. AS I HAVE SAID, THE EMERGENCY SITUATIONS ARE LOCALISED STOP IN BOUGAINVILLE, OUTSIDE KIETA, THERE IS MUCH PRO-CRA AND PRO-ADMINISTRATION FEELING STOP THE SAME APPLIES IN NEW BRITAIN OUTSIDE THE GAZELLE STOP IN MORESBY I AM CONFIDENT OF GOOD SUPPORT FROM THE HOUSE OF ASSEMBLY TO MEASURES TAKEN TO ENSURE LAW AND ORDER STOP THERE MAY WELL BE STUDENT DEMONSTRATIONS, BUT I BELIEVE THESE CAN BE CONTAINED WITH EXISTING POLICE STRENGTH STOP A MEETING THIS AFTERNOON WITH MINISTERIAL MEMBERS AND ASSISTANT MINISTERIAL MEMBERS SHOWED VERY STRONG SUPPORT FOR ADMINISTRATION ACTION IN BOUGAINVILLE AND FOR MAINTENANCE OF LAW AND ORDER STOP THEY WANT MOTION MOVED TO MAKE DEPORTATION OF TROUBLE MAKERS EASIER THAN IT IS NOW

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