

学位論文の要旨 (論文の内容の要旨)  
Summary of the Dissertation (Summary of Dissertation Contents)

論 文 題 目

Dissertation title: Politics of Local Government in Papua New Guinea

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### Summary

This study is to see how Papua New Guinea's politicians reformed its post-independence political system to accommodate its political culture of Big-men, and what effects are brought to the lives and societies of the people as a result of the reform. This research has found a very unique political system that invokes a new dynamism to the political culture familiar to the local people.

The Pacific Island nation of Papua New Guinea (PNG) is one of the most fragmented and culturally complex country in the world. With a population of just over seven million, there are more than a thousand different cultural groups and over 850 different spoken languages. By steep mountains, sharp valleys and dense tropical forests, its people had been separated with each other as clusters of fragmented groups, clans, tribes and villages prior to colonization. Against this backdrop PNG has created a very unique Provincial Government system which was introduced right after gaining independence from Australia.

Papua New Guinea gained independence in 1975 and established Provincial Government in 1977. The main reason for establishing the provincial government system right after independence was to appease the Bougainvillians who were threatening secession. Bougainville at that time was home to Papua New Guinea's biggest copper mine which makes it the country's biggest revenue source. Bougainvillians were dissatisfied with the governments royalty payments, the damage and pollution the mine brought with it and the lack of proper structural development in the district. Coupled with the fact that Bougainvillians were culturally and geographically more closer to the Solomon Islands, they always felt they were not supposed to be Papua New Guineans. Since the government did not have any measures to contain this demand, they were forced to make a compromise by establishing Provincial Government system much sooner than they had intended.

The powers and functions of the provincial government were embodied in an organic law and not in the Constitution itself.<sup>1</sup> The Organic Law on Provincial Government (OLPG) which was enacted in 1977 was the legal framework of provincial government in PNG until 1995 when it was abolished and replaced by the Organic Law on Provincial and Local Level

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<sup>1</sup> The decentralization process in Papua New Guinea was very much affected by Bougainville's threat of secession. The provincial government system was introduced as a political compromise to appease Bougainvillians.

Government (OLPLLG) 1995. Powers were removed from the Provincial Government and legislative powers of the District Level Government were increased with local MPs in control of the district planning and budget.

Under the new organic law (1995 OLPGLLG) on provincial and local level government more powers were given to the district MPs in the hope of improving service delivery.

However, years down the line and not much can be said about the impacts of the new organic law. Considering the poor state of most of the rural communities in the country the government's aim of bringing more participation to the local level and more local oriented projects to be undertaken has not been realized in most districts. Although there has been so much increase in the grants to the provincial and district governments the outlook for most of the districts in PNG have remained unchanged.

The problem is that the 1995 reform was to address the rivalry between provincial and national politicians and not to enhance service delivery or curtail financial difficulties or corruption as put forward by the architects of the reform. These reasons were cited to justify the reform. The rivalry that emerged between the national and provincial politicians was a byproduct of the first organic law OLGP, which was enacted in 1977 when PNG introduced its provincial government system. The secession threat posed by the Bougainville islanders forced the PNG government to introduce the provincial government system in a haste to keep Bougainville as part of PNG so as to keep the revenue from the Paguna Copper mine.

The rivalry that came about between the National and Provincial politician is because of the Big man Culture PNG. Therefore under the current provincial government system the MPs exert too much influence on district budgetary affairs. The 1995 reform of the organic law placed so much power at the hands of the MPs, the creation of Budget priority committees' has created a platform for MPs to be legally in charge of all the district's finances and affairs. This study also established that the enhancement of service delivery to districts depends entirely upon the MP. Furthermore, this study argues that, the problem with the political process today is that the Big-Man culture is embodied in PNGs political institutions which make it very different from other modern states, hence the very unique provincial government system.

One of the main findings of this study is that under the current structure of the Provincial and local level government the LLG is incapacitated. Any decision on the LLG is taken at the district level and not at the LLG, LLGs by law do not have the power to make any administrative or budgetary decisions.

The role of the District Administrator (DA) in the LLG is crucial because he acts as the CEO of all LLGs. While the actual government is the LLG and not the District arena, the 1995 reform has structured the district in such a way that all the powers of the LLG is vested in the districts, and the DA is the person responsible for making administrative and financial decisions for the LLG. Power is vested at the District which is under the MP and his staff including the DA.

This structure has left the LLGs incapacitated. By having the administrative and financial powers controlled at the district level the LLG representatives have expressed that they feel incapacitated. The ward councilors of Daulo district have expressed that since they hardly get response from proposal they submit to the JDPBPC, they do not have trust in the system. They sometimes try to seek out the MP himself or the MPs relative to get their voices across.

The reason why they sought out the MP directly is because the structure is such that MP is seen as the most powerful figure in the District. This structure has also impacted upon the

voting style in PNG in which people try to vote their own 'Big Man' into the government to be able to access the resources. In that way emphasis is put on personnel relationship with the MP and clan affiliations, so when he gets into power it is easier to connect with them, which consequently creates an avenue for Big-Man culture to thrive. The MP (Big-man) in turn hands out resources to keep his support and followers.

The 1995 Reform deliberately created a gap between the LLG and the Provincial Government at the District level. By creating a vacuum at this level the OLPGLLG (1995) created the space for the MP to function as a Big Man with all the resources of the District at his disposal. The OLPGLLG (1995) allows the MP to function as a single person government, hence the position of the MP impacts so much on the faith of the district.

備考 論文の要旨はA 4判用紙を使用し，4,000字以内とする。ただし，英文の場合は1,500語以内とする。

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