

TERRITORIAL REGULATION OF THE DUTCH COLONIAL GOVERNMENT IN NEDERLANDS NIEUW GUINEA 1898-1962

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ABSTRACT

This study discussed about the regulation of the Dutch colonial administration for its expansion in Nederlands Nieuw Guinea (NNG) between 1898 and 1962. The arrangement covered the expansion area, uniting and abolition of the government. This process began with the exploration activities, construction of infrastructure facilities and transportation/communication and recruitment of government officials. Construction of transportation and communication made local economy was increase. Government officials who stationed in the region must meet the specific requirements such as familiar with the area and experienced in their duties as well as having a high spirit of devotion. Territorial structuring was based on consideration of geographic/transportation access, culture, economic and political values of such area. Government policy on regional growth aims to shorten the span of colonial government control over territory and population of NNG and government's services that closer to the territory's population.

Key words: Territorial regulation, expansion, NNG

ABSTRAK

Penelitian ini mengkaji tentang peraturan pemerintahan kolonial Belanda atas segala bentuk ekspansi di Nederlands Nieuw Guinea (NNG) pada tahun 1898 dan 1962. Peraturan ini meliputi perluasan wilayah, menyatukan dan penghapusan pemerintah. Proses ini dimulai dengan kegiatan eksplorasi, pembangunan fasilitas infrastruktur dan transportasi / komunikasi dan perekrutan pejabat pemerintah. Pembangunan transportasi dan komunikasi membuat perekonomian lokal meningkat. Pejabat pemerintah yang ditempatkan di wilayah tersebut harus memenuhi persyaratan tertentu seperti akrab dengan daerah dan berpengalaman dalam tugas-tugas mereka serta memiliki semangat pengabdian tinggi. Penataan wilayah didasarkan pada pertimbangan geografis / akses transportasi, budaya, ekonomi dan nilai-nilai politik daerah tersebut. Kebijakan pemerintah mengenai pertumbuhan regional bertujuan untuk memperpendek rentang kendali pemerintah kolonial atas wilayah dan penduduk NNG dan jasa pemerintah yang lebih dekat dengan penduduk wilayah itu.

Kata kunci: peraturan teritorial, perluasan wilayah, NNG

INTRODUCTION

Before the late 19th century, Dutch colonial government was tended to establish her power in New Guinea. Dutch felt to exert influence over the region through the Sultan of Tidore, because the area was not considered productive as beneficial for the Netherlands (Sinaga, 2005: 3). Colonial relationship with the region's population was done

through her officials' visit to put the Dutch flag and the sign in the region (Stibbe, 1919: 34). However, in the 19th century Western countries competed to acquire their colonies in New Guinea, so that the Netherlands needed to increase her attention to the region. Therefore, in 1898 the Netherlands established their authority in New Guinea (*Besluit van den Gouverneur-Generaal van Nederlandsch-Indie*, No. 19, 5 Februari 1898). Dutch

territory in New Guinea was called as *Nederlands Nieuw Guinea* (NNG).

Dutch colonial rule in NNG lasted from 1898 until 1962. From the initial establishment until the end of her rule in NNG, the colonial government implemented her policies to support the successful expansion of administrative regions in NNG through the structure of colonial territorial administration. The expansion of the Dutch administrative regulation was successful because it was supported by government territorial management policy that takes into account political, economic (natural resources), cultural factors (social character), and access to transportation (Sinaga, 2010: 90). Therefore, this paper presented the process and the basic structure of the Dutch colonial administration in the *Nederlands Nieuw Guinea*.

PROCESS OF TERRITORIAL MANAGEMENT

Enforcement of Dutch colonial rule in NNG began with exploration activities and area facilities and transport infrastructure/communication improvement from Ternate to NNG and vice versa. In reforming this condition, the Dutch colonial government intended to set the cruise line *Pakketvaart Koninklijke Maatschappij* (KPM) to and from NNG, alternately through south and north route (ANRI, Resident of Ternate's letter to Dutch East India's Governor General, No. 2086/2, 28 Oktober 1897, *Bundel Algemeene Secretarie*).

The north routes of KPM were: (1) Departure trip: Ternate, Gane, Patani, Salawati, Sorong, Dorei, Room, Umar Bay, Ansus (Yapen), Taronta (Walckenaar Bay), Homboldt Bay (bordered with The Germany New Guinea); (2) Rerturning trip: Tanah Merah Bay, Jamma, Awek (Yapen north-

coast), Saba (in Biak), Korido, Dorei, Sankoren (Amberbaken, in west moonsoon in place of Koor, called at in Amsterdam dan Middelburg islands), Saonek (Waigeo), Patani and Ternate.

The south routes of KPM were: (1) Departure trip: Ternate, Bacan, Misool, Sekar, Skroe, Karas (Rijcklof van Goens Bay), Gisser, Banda, Teluk Kaimana, Utanata (Wakara), Selerika (bordered with British New Guinea); (2) Returning trip: Hermuis island, Kayu Merah Bay, Triton Bay, Namatote, Banda, Gisser, Skroe, Sekar, Bacan dan Ternate.

The route improving was intended to increase a transportation and communication access to the places as governmental posts in NNG, so that public officials could visit and control their territory and increase the local trade. The trade progress in NNG was hoped to increase government's revenue that get from some tax on agrarian products and export-import custom on the commodity from and to this area and motivate local population to participate in the activity. Their participation was hoped to increase their incomes, so that they could pay a tax that charged by the government. The colonial government hoped to get some benefits from commercial tax for filling the mother country's treasury or at least to cover all territorial administrative spending in this area. This proved that the Dutch colonial government has a rational reason to manage her administration in NNG.

The territorial exploration that taken by the government was aimed to establish the colonial governments posts and boundaries. The colonial government installed a controller in the Doreh Gulf, a place where many missionaries were visited by the priests (ANRI, Agenda No. 2435/97, on governmental structure in Nieuw Guinea, *Bundel Algemeene Secretarie*.). The proposal was based on the premise that the govern-

ment more easily established relationships with residents who have received the priests' influence who worked in the area. Beside it, the Gulf Doreh was selected because the place was profitable with her deep and calms making it suitable for the port for great ships. Also here it was found a vast and fertile land that produces the trade commodity (ANRI, Resident of Ternate's letter to Director of Government Affair, No. 2111/2, 15 November 1897, *Bundel Algemeene Secretarie*).

The selection of the Doreh Gulf as a base for government was not independent of geographical location and economic value as well as transportation access to the region. The selection of Fak-Fak as a controller's position is because it has got the influence of the traders who came from the Moluccas and Sulawesi. The meeting local residents with foreign traders caused a Malay language among locals that making it easier for government officials to communicate with them. In addition, the selection of the controller's position was based on the availability of adequate port which gives access to the mail transport. Site selection was also related to the controller's position as head of the port on duty to oversee the foreign traders' actions and to prevent the hunting of paradise birds and to allow the controller to quote the trade tax (ANRI, *Besluit van Gouverneur-Generaal van Nederalndsch-Indie*, No. 22, 16 Mei 1898, See also *Staatsblad van Nederlandsch-Indie*, No. 165, 1898; ANRI, Preliminary rapport of *Eerste Kamer Sub*, No. 36a, *Bundel Algemeene Secretarie*; ANRI, Director of Government Affair's letter to Dutch East India's Governor General, No. 4115, 8 September 1897, *Bundel Algemeene Secretarie*).

Export custom collection was intended to increase the state treasury and as compensation for the cost of imple-

menting the rule in the region (ANRI, Director of Government Affair's letter to Dutch East India's Governor General, No. 4115, 8 September 1897, *Bundel Algemeene Secretarie*). This means the placement of representatives of the colonial government in the region NNG that tasked to oversee the security of the region and to improve the colonial government's economy.

In securing security and order in NNG, the colonial government made a police corps here. She recruited some officials that familiar with this area and has an experience in their task. To motivate them for being replaced to NNG, government offered them a promotion and a better income than before (ANRI, Director of Government Affair's letter to Resident of Ternate, No. 90, 8 Januari 1898, *Bundel Algemeene Secretarie*). Meanwhile, to make an easier task in NNG, the colonial regime provided a steamboat that familiar with this area and has an experience for her task (ANRI, Marine Commander's letter to Director of Government Affair, No. 506, 17 Januari 1898, *Bundel Algemeene Secretarie*).

Government recruited an experience and well controller in her task and has a high service motivation for overcoming some difficulties in her assignment (*Laporan Sementara Majelis Tinggi Sub Bagian No. 36 a*, *Bundel Algemeene Secretarie*). The colonial government not only demanded a high service from her subordinate officials, but provided a social attention for her subordinates' welfare through variety of benefits beyond their basic salary (ANRI, *Staatsblas van Nederlandsch-Indie*, No. 142, 166 dan 187, 1898).

The colonial government offered a salary in accordance with the expensiveness level of living cost in NNG (ANRI, Surat Gubernur Jnederal Hindia Belanda kepada Menteri Koloni, No. 11,

26 September 1897, *Bundel Algemene Secretarie*). The welfare increasing of public officials is meant to make them easier to do their task and have a comfort feeling in their new assignment. It was proven that colonial government managed her task effectively and efficiently. Her next task was to set the controllers' territory (ANRI, Surat Direktur Pemerintahan kepada Gubernur Jenderal Hindia Belanda, No. 90, 9 Januari 1898, *Bundel Algemeene Secretarie*). The setting was aimed to determine some area as their responsibility.

TERRITORIAL REGULATION IN 1898-1945

Before colonial establishment in NNG, Papuas lived in an isolated, competitive, and autonomy clan and stamgroup. They still made some common practices as interclan war, slavery, head decapitation, and revenge. Such condition hindered the Dutch government in establishing her power in NNG. Therefore, as *Staten Generaal* agreed the conquest in 1898 by Dutch colonial regime, the territory was divided into two *afdeeling*, namely *Afdeeling North Nieuw Guinea* and *Afdeeling West and South Nieuw Guinea*. Both *afdeeling* were placed under Residency of Ternate (ANRI, *Besluit van den Gouverneur-Generaal van Nederlandsch-Indie*, No. 19, 5 Februari 1898; ANRI, *Staatsblad van Nederlandsch-Indie*, No. 142, 1898). The establishment of both *afdeeling* was a beginning of territorial regulation by colonial government in NNG. The regulation was aimed to shorten a distance in public control and to increase a quality of colonial power domination in NNG.

Although the Dutch colonial power has been established in NNG, it was

difficult to enforce order and security in the region, especially on the border between the Dutch and the British dominions in New Guinea. Tugeri stam (Marind-Anim) in the Merauke area often did headhunting and piracy in the cost of the British territory in the eastern part of New Guinea. To subdue Tugeri, colonial government established a postal administration in South New Guinea on June 18, 1901. *Afdeeling South and West New Guinea* was divided into two parts, namely *Afdeeling South New Guinea* and *Afdeeling West New Guinea* (ANRI, *Besluit van Gouverneur-Generaal van Nederlandsch-Indie*, No. 25, 18 Juni 1901, *Bundel Algemeene Secretarie*). The establishment of both *afdeeling* was aimed to subdue Tugeri that often disturbing to the British territory and to shorten a control distance toward people and area, and to increase colonial control quality on her subject. Thus, the expansion was based on political consideration.

The next colonial expansion was made in 1909, as Resident Gerrits made a governmental reorganization with the assignment of Gezaghebber J.A.W. Coenen in Humboldt Bay. Coenen was assigned in this area on July 21, 1909. In doing his task, Coenen was under control of assistant resident of *Afdeeling North Nieuw Guinea* (ANRI, *Besluit van Gouverneur Generaal van Nederlandsch-Indie*, No. 2, 15 Januari 1910). The establishment of administrative post in Humboldt Bay was related with a political value of this area, namely directly have a border with Germany's area in New Guinea. Thus, the territorial expansion in Hulbold Bay was based on political reason.

The Increasing of governance status in NNG was executed after the World War I. World War I led to the eliminating of German rule over the eastern part of New Guinea. That event

changed their views and encouraged the colonial government to further assert his authority in that area by creating NNG as an autonomous region. Around 1919, Governor General J. van Limburg Stirum strived to make NNG as the traffic area joining the world trade center and NNG for releasing from isolation (Tip, 1926: 229).

Dutch Government Motivation to release NNG from her isolation was to make the area more viable in the eyes of British Government as a neighbor of the Netherlands in New Guinea. Beside it, the colonial government needed a strong control to be able to act decisively against killer of bird hunters and traders in NNG. Yearly before the expiration of bird hunting period in NNG, it come news about the loss a number of Ternate who was a bird hunter, probably killed by the Papuans in the interior. The colonial government suspected that the actions of the bird hunter that spawns itself periodic group of killers. However, as a government with legal authority, the Netherlands should be able to guarantee the protection of body and soul of bird hunters and traders in NNG (Tip, 1926: 300). Therefore, in 1919 the Colonial Government planned to establish the residency of New Guinea 9 ANRI, *Staatsblad van Nederlandsch-Indie*, No. 457, 1919).

The planning for Residency of New Guinea was realized by colonial government in 1920. Dutch Governor General set a third *afdeeling* status in NNG as residency of New Guinea on March 17, 1920 (ANRI, *Besluit Gouverneur-Generaal van Nederlandsch-Indie*, No.5, 18 Maret 1920). Thus, Dutch policy make NNG as a residency was related to it step to increase her influence as a colonial power.

The new status was abolished in 1923 with a reason for cost saving (*bezuiniging*) in governmental imple-

mentation (Surat Residen Ambon kepada Gubernur Jenderal Hindia Belanda, No. 3809/1, 27 Juni 1923, *Bundel Algemeene Secretarie*. See also: Surat Direktur Pemerintahan kepada Gubernur Jenderal Hindia Belanda, No. 12210.Btg, 17 Desember 1923, *Bundel Algemeene Secretarie*). Residency of New Guinea was abolished because of her ineffective and inefficiency status for Dutch colonial government (Tip, 1926: 305-6). It proved that the administrative status determining was also based on economic values of the area.

Governor General set the abolishing and her uniting into the Residency of Ambon (ANRI, *Staatsblad van Nederlandsch-Indie*, No. 413, 1923). This action was made on 1 April 1924 (ANRI, *Besluit van den Gouverneur-Generaal van Nederlandsch-Indie*, No. 21, 25 Januari 1924. See also ANRI, *Staatsblad van Nederlandsch-Indie*, No. 29, 1924).

In 1925, the Ambon residency changed into the Government of Molucas, which covered two residencies, namely Ambon and Ternate. NNG was divided into 7 *onderafdeelingen*. Six *onderafdeelingen* (Manokwari, Sorong, Schouten-eilanden, Jappengroep, Hollandia and West-Nieuw Guinea) combined into the Residency of Ternate. Meanwhile, *Onderafdeeling* South Nieuw Guinea was united into the Residency of Ambon (ANRI, *Staatsblad van Nederlandsch-Indie*, No.640, 1925). The status degradation of three *afdeelingen* in NNG to be *onderafdeeling* was caused by the deterioration of local treasury. Since 1922, South New Guinea was closed for hunting paradise bird, with a result the deterioration of local income (Baal, 1939: 347). It proved that the determination of status was based on economic reason of this area.

The next government territorial regulation, which based on economic value and cultural aspect, was made in

1934, 1936, 1937 and 1940. In 1934, Government of Mollucas' status was lowered as Residency of Mollucas. This residency covered *Afdeeling* Ambon, Tual, Ternate and North and West New Guinea. *Onderafdeeling* South New Guinea and *Onderafdeeling* Boven Digul were placed under *Afdeeling* Tual. *Afdeeling* West Nieuw Guinea and *Afdeeling* North Nieuw Guinea was combined into one *afdeeling*, *Afdeeling* North and West Nieuw Guinea that controlled 5 *onderafdeeling*, namely Manokwari, Sorong, Serui, Hollandia and Fak-Fak (*Staatsblad van Nederlandsch-Indie*, No. 620, 1934).

Based on this regulation, NNG was divided into one *afdeeling*, namely *Afdeeling* North and West Nieuw Guinea. In 1934 *Onderafdeeling* Boven Digul and *Onderafdeeling* South Nieuw Guinea was placed under *Afdeeling* Tual. The very little *Afdeeling* Tual was a factor for reason to place both *onderafdeeling* under *Afdeeling* Tual. Beside it, the good contact has been made between Sacred Heart Order that has a work area in both *Onderafdeeling*, and Vicariat Apostolic in Tual, and assistant resident of Tual had a good relation with Vicariat Apostolic in Tual. According Resident of Mollucas, B.J. Haga, the territorial regulation was the best because of a good relation between government and missionaries (Haga, [n.d.]: 41).

Dutch government thought a strategic role of missionaries in serving South New Guinea's people outwardly and inwardly. Therefore, the government tried to increase a good relation with the missionaries that have a work in this area. It meant that the territorial regulation in NNG was based on cultural aspect (majority of people was Catholics) and have a good relation between both in this area.

In 1936, Dutch colonial govern-

ment changed again a territorial regulation in Residency of Mollucas. NNG was divided into two *afdeeling*, namely *Afdeeling* North New Guinea that covered 5 *onderafdeelings* namely Manokwari, Sorong, Middle Vogelkop, Serui and Hollandia; *Afdeeling* West and South New Guinea with 5 *onderafdeelings*, namely Fak-Fak, Inanwatan, Mimika, Boven Digul and South Nieuw Guinea (*ANRI, Staatsblad van Nederlandsch-Indie*, No. 566, 1936). Based on this decision, there were three new-formed *onderafdeelings* in NNG, namely Middle Vogelkop, Inanwatan and Mimika. This three *onderafdeelings* was a prove that Dutch colonial government made a territorial expansion in NNG.

In 1937, Dutch colonial regime made a territorial regulation for Residency of Mollucas. *Onderafdeeling* Boven Digul and *Onderafdeeling* South New Guinea Selatan were placed again under *Afdeeling* Tual. *Afdeeling* West New Guinea was separated South New Guinea. *Afdeeling* West New Guinea covered 4 *onderafdeelings* namely, Fak-Fak, Middle Vogelkop, Inanwatan and Mimika. *Afdeeling* North New Guinea controlled 4 *onderafdeelings*, namely Manokwari, Sorong, Serui and Hollandia (*ANRI, Staatsblad van Nederlandsch-Indie*, No. 557, 1937).

Based the new decision, NNG was divided into two *afdeelings* that covered 8 *onderafdeelings*. Another two *onderafdeelings* in South Nieuw Guinea were placed under an *afdeeling* outside NNG, Tual. The three new-formed *onderafdeelings* were placed under assistant resident of *Afdeeling* West Nieuw Guinea's control. The returning status of *Afdeeling* New Guinea was related with the particulier oil exploration activities, *Nederlandsche Nieuw Guinea Petroleum Maatschappij* (NNGPM) in Babo. NNGPM began her activities in NNG on 23 April 1935 (Haar, 1940: 143-4). The

Dutch colonial policy on the returning status of *Afdeeling* West Nieuw Guinea was related with the area's economic value. It meant that the territorial expansion in West New Guinea was based on economic potential of this area.

On 15 November 1939, in Teminabuan, government officials of NNG with resident of Mollucas determined the area borders for each *afdeeling* and *onderafdeeling* as a part of NNG. They agreed that the determination of borders in NNG was based on common borders (Haar, 1940: 128). The condition for borders determination in NNG was based on common ties territorially and administratively. The borders were determined to ease the implementation of government's program.

The last territorial regulation of Dutch colonial government before Japanese invasion was made in 1940, based on Governor of Greater East's decision. In this decision, it was set that NNG was made as a part of Residency of Mollucas. NNG was divided into three administrative units, namely North New Guinea, West New Guinea, and South New Guinea.

North Nieuw Guinea covered five *onderafdeelingen*, namely Manokwari, Sorong, Serui, Sarmi, and Hollandia. West Nieuw Guinea covered three *onderafdeelingen*, namely Fak-Fak, Inanwatan and Mimika. South Nieuw Guinea covered two *onderafdeelingen*, namely Boven Digul and South Nieuw Guinea. Both *onderafdeelingen* were placed under assistant resident in Tual (ANRI, *Bijblad op het Staatsblad van Nederlandsch-Indie*, No. 14377, 1940). Thus, NNG was divided into 2 *afdeelingen* and 10 *onderafdeelingen*.

TERRITORIAL REGULATION IN 1946-1962

After World War II, the NNG's

administrative status was changed to be a residency. On 15 July 1946, this area was stated as a residency separated from the Residency of Mollucas. To implement the decision, Jan P.K. van Eechoud was installed as a first resident in NNG after the war (Koentjaraningrat & Bachtar, 1963: 80). The changing was related with Indonesia's Proclamation for Independence. Since that time, NNG's position can be debated by Dutch, regardless of Residency of Mollucas and being as a separate political unit. This condition was made deliberately by Dutch to retain her interest and control in NNG. Dutch had a great interest to make NNG as a shelter for Indos that could not return to Holland and for Dutch civilians that left Indonesia, and to continue a zending and missionary activities in the island (Bone, 1958: 22).

In 1949 the residency status changed into Government of NNG, centered in Hollandia. This change was made in the same time with Indonesian recognition of sovereignty by Dutch on 27 December 1949 in Den Haag. With this action, van Eechoud in Hollandia stated that since 27 December 1949 all people in NNG was stated as Government of NNG's people and the task was implemented in the name of Dutch Queen. NNG was one part of Nederland Kingdom. To follow van Eechoud's statement, in early 1950 Dutch government strengthened her position in NNG with the installment of S.L.J. van Waardenburg as a governor there (Derx, 1987: 206).

Since NNG's status as a government, Dutch government expanded actively her influence through the administrative posts forming in the areas that included in category of *exploratie-ressort*. The first post was opened in Middle Mountain on April 1952. this opening is aimed to push ahead a area and people development. (Shoorl, 2001: 61). To ex-

pand her influence in Middle New Guinea, on 10 December 1956 an administrative pos was opened in Baliem (Schoorl, 2001: 65). The opening was aimed to avoid the risk of negative publicity international from American zend-ing institution on the blood-shed war of primitive stams in the area that she has an evangelical work. As a government with dignity, Dutch could not let the condition (Schoorl, 2001: 70-1). Thus, the territorial expansion in New Guinea was based on a political reason for shoring up the colonial authority in this area.

On 10 Mei 1952, Governor van Waardenburg made a change in administrative division into four *afdeelingen* with 20 *onderafdeelingen*. They were *Afdeeling* North Nieuw Guinea (capital in Hollandia) covered six *onderafdeelingen* namely Hollandia, Nimboran, Sarmi, Waropen, Yapen, Biak; *Afdeeling* South Neuw Guinea (capital in Merauke) covered 4 *onderafdeelingen* namely Merauke, Boven Digul, Mapi, Mimika; *Afdeeling* Middle Nieuw Guinea (has not yet capital) covered *Onderafdeeling* Wisselmeren; *Afdeeling* West Neuw Guinea (capital in Sorong) covered 9 *onderafdeelingen* namely Sorong, Makbon, Raja Ampat, Manokwari, Ransiki, Wandamen, Ayamaru, Bintuni and Fak-Fak (Koentjaraningrat & Bachtiar, 1963: 86). Thus, colonial government implemented an administrative unit's addition with one *afdeeling* and 10 *onderafdeelingen*. It meant that colonial government implemented a policy of territorial expansion in NNG.

On 1 April 1953, Governor S.L.J. Waardenburg was replaced by Governor J.van Baal. Governor van Baal made a change in the territorial division in NNG on 31 October 1953. *Afdeeling* North Nieuw Guinea was divided into two *afdeelingen*, namely *Afdeeling* North Neuw Guinea and *Afdeeling* Geelvinkbaai. Thus, total all *afdeeling* in NNG is

five, namely *Afdeeling* North Neuw Guinea covered three *onderafdeelingen*, namely Hollandia, Nimboran and Sarmi; *Afdeeling* Geelvinkbaai covered 3 *onderafdeelingen* namely Biak, Yapen and Waropen; *Afdeeling* South Neuw Guinea Selatan covered 4 *onderafdeelingen* namely Merauke, Boven Digul, Mappi and Mimika; *Afdeeling* Middle Neuw Guinea covered one *onderafdeeling*, Wisselmeren; *Afdeeling* West Neuw Guinea covered 9 *onderafdeelingen* namely Sorong, Makbon, Raja Ampat, Manokwari, Ransiki, Wandamen, Ayamaru, Bintuni and Fak-Fak (*Ministerie*, 1953: 8-9). Thus, in 1953, NNG administratively was divided into 5 *afdeelingen* covered 20 *onderafdeelingen*. The addition was proven that colonial government implemented a policy of territorial expansion in NNG with aim to expand a colonial influence on the people there.

In 1954, van Baal made a change in administrative unit of NNG. Resident of Geelvinkbay had a responsible to control administrative implementation in western area of Middle Mountain. But the most important of his action was a return of Mimika from Residency of South New Guinea to Residency of Fak-Fak and capital replacing of West New Guinea Residency from Sorong to Manokwari, and also the combining of administrative units Bintuni and Ayamaru into West New Guinea Residency (Koentjaraningrat & Bachtiar, 1963: 87). This change was a colonial government's step to manage administrative area in NNG.

Since 1 Mei 1958, P.J. Platteel was placed as governor of NNG. This man retained a good relation with Australian government that controlled eastern New Guinea. In October 1958, Dutch colonial officials and Australian officials had a conference on an agreement for cooperation in forming of "Unity of Melanesia", covering all areas Neuw Guinea, Bis-

marck, and Salomon Islands as a federation. But the action was not followed

In 1961 NNG administratively was divided into six *afdeelingen*, namely *Afdeeling* Hollandia with capital Hollandia covering four *onderafdeelingen* namely Hollandia, Nimboran, Sarmi, Keerom, and an exploration area, Oost-Bergland; *Afdeeling* Geelvinkbaai with capital Biak, covering two *onderafdeelingen*, namely Schouteneilanden and Yapen/Waropen; *Afdeeling* Centraal-Nieuw-Guinea, without capital that covering two *onderafdeelingen*, namely Paniai and Tigi, and two exploration areas namely Midden-Bergland and West Bergland.

Afdeeling South Nieuw Guinea with Merauke as capital, covering five *onderafdeelingen*, namely Merauke, Mapi, Boven Digul, Asmat and Muyu; *Afdeeling* Fak-Fak with capital Fak-Fak covering three *onderafdeelingen* namely Fak-Fak, Kaimana and Mimika; *Afdeeling* West Nieuw Guinea with capital Manokwari, covering six *onderafdeelingen* namely Sorong, Raja Ampat, Manokwari, Ransiki, Teminabuan and Bintuni.

Each *afdeeling* covered some *onderafdeelingen* and each *onderafdeelingen* were consisted of some districts and many kampongs under district. In 1961 total *onderafdeelingen* in NNG was 22 and 3 areas as explorative areas (Schoorl, 2001: xxix-xxx). The *afdeeling* addition in NNG was a prove that to the end in NNG, Dutch implemented a territorial expansion here.

Dutch policy on territorial expansion in NNG was aimed to expand her influence on the local people and area. Colonial territorial expansion in period 1950-1962 was a prove of Dutch attention increasing on NNG's people and area. The attention increasing was related with her interest to push her prestige as a lost-colonial nation. Thus the territorial expansion of NNG from 1946 to

1962 was based on political reason generally.

CONCLUSION

The successful Dutch colonial expansion in NNG was related with her policy in managing territory (expansion, combining, and abolishing), based on economic, political, cultural, geographical factors and transportation access. The basic reason in implementing territorial regulation in NNG from 1898 to 1945 was economic value of the area. Meanwhile in period 1945-1962, the basic reason in determining such territorial regulation (expansion) was a political one. The rapid territorial expansion in NNG was a colonial's effort to increase its prestige as a lost-colony power in Indonesia, strengthened Dutch influence on Papua people, showed to international forum that Dutch had a good motive to promote NNG's local people and avoided the exposure of stam war news. The policies prove that Dutch developed NNG's territory and its population for getting a global and local sympathy.

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