

This page was added on 03 December 2012 to included the Disclaimer below.
No other amendments were made to this Product

DISCLAIMER

Users are warned that this historic issue of this publication series may contain language or views which, reflecting the authors' attitudes or that of the period in which the item was written, may be considered to be inappropriate or offensive today.

CHAPTER X.

THE TERRITORIES OF AUSTRALIA.

GENERAL.

The Territories under the control of Australia are: The Northern Territory the Australian Capital Territory; Papua (formerly British New Guinea); Norfolk Island; the Territory of New Guinea (under Trusteeship Agreement with the United Nations); Nauru (under Trusteeship Agreement with the United Nations); the Territory of Ashmore and Cartier Islands; and the Australian Antarctic Territory.

Under the Ashmore and Cartier Islands Acceptance Act 1933 the Commonwealth Government accepted these islands from the British Government. They were administered by Western Australia until July, 1938, when the Act was amended to annex them to the Northern Territory.

The Australian Antarctic Territory, estimated area 2,472,000 square miles of a total area of approximately 5,000,000 square miles for the Antarctic Continent, was established by an Order in Council dated 7th February, 1933, which placed under the control of the Commonwealth of Australia that part of the Territory in the Antarctic Seas which comprises all the islands and territories, other than Adélie Land, situated south of the 60th parallel of south latitude and lying between the 160th and 45th meridians of east longitude. The Territory was accepted by the Commonwealth of Australia on 24th August, 1936, when the Antarctic Territory Acceptance Act 1933 came into force by proclamation issued by the Governor-General.

The results of the census of the Territories at 30th June, 1947, may be found in the separate Census bulletins and parts published by this Bureau.

In the Territories of Papua, Norfolk Island and Nauru, Australian currency is used. In the Territory of New Guinea, however, local coins consisting of silver shillings, cupronickel sixpences and threepences, and bronze pennies are used, supplemented by Australian currency.

THE NORTHERN TERRITORY.

§ 1. Post-war Activity.

By June, 1948, the Northern Territory had almost returned to normal following the 1939-45 War. New plans for expansion and development led to considerable activity throughout the Territory. Intensified interest overseas stimulated a general programme of expansion in the pastoral, mining and other industries. A plan for a new town on the existing site of Darwin was approved and building was commenced almost immediately. There was an influx of skilled and unskilled workers into Darwin to engage in work connected with the town plan, and departmental staffs increased. By this time, the population of Darwin exceeded 5,000.

For information regarding the return of civil activity in Darwin, *see* Official Year Book No. 37, p. 326.

§ 2. Area and Population.

1. *Area*.—Upon the extension of New South Wales westward to the 129th meridian in 1825, the Northern Territory was incorporated in that colony, but in 1863 was annexed by Royal Letters Patent to the province of South Australia. With the adjacent islands it was transferred to the Commonwealth on 1st January, 1911. The total area is 523,620 square miles, or 335,116,800 acres—about six times as large as Victoria.

2. *Population*.—(i) *Europeans*. At the census taken in 1881 there were only 670 Europeans in the Territory. The number increased slowly, reaching 3,767 persons in 1918. At the census of 1933 the white population had decreased to 3,306. This number, however, was 34.5 per cent. greater than the figure at the census of 1921. At the census of 1947 it had risen to 9,116, an increase of 176 per cent. on the 1933 figures.

(ii) *Non-Europeans*. The number of full-blood non-Europeans, excluding Australian aboriginals, in the Northern Territory on 30th June, 1947 was 388, of whom 250 were Chinese, the remainder being mainly Filipinos (47), Fijians (23), Japanese (21), and Malays (20). There were at one time over 4,000 Chinese in the Territory.

The half-caste population recorded at the census of 1947 numbered 1,364, of whom 1,247 were half-caste Australian aboriginals. Corresponding figures at the 1933 census were, respectively, 800 and 743.

(iii) *Total Population*. The estimated population at 31st December in each of the years 1939 and 1944 to 1948, revised in accordance with the results of the 1947 census, is given in the following table:—

NORTHERN TERRITORY : POPULATION (EXCLUDING FULL-BLOOD ABORIGINALS).

31st December.			Males.	Females.	Total.
1939	..	..	5,136	2,151	7,287
1944	..	..	7,235	3,242	10,477
1945	..	..	7,252	3,294	10,546
1946	..	..	7,263	3,379	10,642
1947	..	..	7,403	3,588	10,991
1948	..	..	8,065	4,429	12,494

The population at the Census of 30th June, 1947, was 7,378 males and 3,490 females, total 10,868.

(iv) *The Aboriginals*. The total number of full-blood aboriginals at 30th June, 1948, was estimated at 14,000, of whom approximately 3,000 were in regular employment. Part-aboriginals numbered about 2,000. There are fifteen "aboriginal" reserves, comprising an area of approximately 70,000 square miles. (*See also Chapter XIII, "Population".*)

§ 3. Legislation and Administration.

On 1st January, 1911, the Territory was transferred by South Australia to the Commonwealth. The terms are outlined in Official Year Book No. 15, p. 940. By the Northern Australia Act 1926, the Territory was divided into two parts, Central Australia and North Australia, separated by the 20th parallel of south latitude, each administered by a Government Resident. In addition, Advisory Councils and a Development Commission were provided for. The Act of 1926 was repealed by the Northern Territory (Administration) Act 1931. The administration of the Territory was placed in the hands of an Administrator, residing at Darwin, assisted by a Deputy

Administrator, residing at Stuart (Alice Springs). The designation of the latter office was later changed to that of District Officer. The Governor-General was empowered to make ordinances having the force of law in and in relation to the Territory, subject to disallowance by either House of the Commonwealth Parliament (repealed by 1947 amendment).

An amendment to the Northern Territory (Administration) Act, assented to in June, 1947, enabled the Northern Territory to set up a Legislative Council. The Council consists of the Administrator, seven official members (nominees of the Administrator) and six members elected from five districts (two from Darwin district). The normal term of office of the elected members is three years. The Council is able to make ordinances for the Territory, but it must submit each one to the Administrator for assent. The Administrator may, or may not, assent, or he may refer the ordinance to the Governor-General. The Governor-General may also disallow any ordinance assented to by the Administrator within six months from the date of assent. Ordinances that (1) grant or dispose of Crown lands, (2) make leases or grants of land or money, donations or gratuities to the Administrator, or (3) relate to aboriginals or aboriginal labour, must contain a clause suspending their operation until the signification of the Governor-General's pleasure thereon. All ordinances must be laid before Parliament after assent. Money votes may be proposed in the Council only by the Administrator himself, or by his permission or direction.

The Territory elects a member to the House of Representatives, who may take part in debates, but may not vote, except on a motion for the disallowance of any ordinance of the Northern Territory or on any amendment of any such motion.

§ 4. Physiography.

1. **Tropical Nature of the Country.**—The Territory is within the torrid zone, with the exception of a strip $2\frac{1}{2}$ degrees wide which lies south of the Tropic of Capricorn.

2. **Contour and Physical Characteristics.**—The low flat coast-line seldom reaches a height of 100 feet. Sandy beaches and mud flats, thickly fringed with mangroves, prevail. Sandstone, marl and ironstone form the occasional cliffy headlands. The sea frontage of more than 1,000 miles is indented by bays and inlets and intersected by numerous rivers, many of which are navigable for considerable distances from their estuaries.

The principal features of the coast-line are enumerated in Official Year Book No. 1, p. 66; the rivers in No. 2, p. 76; the mountains in No. 3, p. 67; the lakes in No. 4, pp. 77, 78; the islands in No. 5, pp. 71, 72; and the mineral springs in No. 6, p. 65.

Inland, the country generally is destitute of conspicuous landmarks. From the coast there is a general rise southwards to the vicinity of the 17th or 18th parallel of south latitude, where the higher lands form the watershed between the rivers that flow northwards to the sea and those that form the scanty supply of the interior systems. Towards the centre of the continent the land over a wide area is of considerable elevation, and there are several mountain ranges, generally with an east and west trend.

§ 5. Climate, Fauna and Flora.

1. **The Seasons.**—There are two main climatic divisions—the wet season, November to April, and the dry season, May to October, with uniform and regular changes of weather. Nearly the whole of the rainfall occurs in the summer months. Fuller particulars appear in Official Year Book No. 6, p. 1116.

2. **Fauna.**—The ordinary types of native Australian fauna inhabit the Territory. As elsewhere on the continent, the higher *Theria* are rare, but marsupials, birds, crocodiles, fresh-water tortoises, snakes (mostly non-venomous) and frogs abound. There are many varieties of freshwater fish and littoral mollusca. Butterflies and beetles are strongly represented. The white ant is a pest, anthills in the Territory sometimes

attaining great dimensions. Mosquitoes and sandflies are very troublesome, particularly in the wet season. Native fauna are in some cases protected. Buffalo formerly existed in large herds, but their number has been greatly reduced by indiscriminate shooting. Buffalo shooting is now controlled.

3. *Flora*.—The vegetation is North Australian in type, but a number of the forms belong to the Malayan and Oceanic regions. The timber trees are not of great commercial value, but in the coastal regions tropical vegetation grows luxuriously to the water's edge. In the north, cypress pine, bloodwood and paperbark timbers are now cut and milled for local building purposes. These three timbers are resistant to termites. On the wide expanses of plain country in the interior there is little vegetation, the principal orders represented being:—*Euphorbiaceae*, *Compositae*, *Convolvulaceae*, *Rubiaceae*, *Goodeniaceae*, *Leguminosae*, *Utricleae*.

Fuller particulars regarding fauna and flora are given in Official Year Book No. 6, pp. 1116-7.

§ 6. Production.

1. *Agriculture*.—Up to the present agriculture has made little progress in the Territory, although it has been proved that rice, tobacco, coco-nuts, mangoes, bananas, cotton, various fodder plants, and peanuts can be successfully grown. Expense of harvesting is, at present, an obstacle to the economic production of rice, and until labour-saving machinery is procured it cannot be produced with profit. There is a large stretch of first-class coco-nut land on the coast, but hitherto planting has not been attempted on a commercial scale. For the encouragement of primary production a Primary Producers' Board was established in 1931. After the end of the 1939-45 War, returned servicemen and others began to grow with some initial success vegetables, fruit and other crops in the Darwin environs and as far south as Katherine. Vegetables grown were of consistently good quality and found ready local markets. In 1949 a group of Queensland farmers began an experiment in large-scale sorghum growing near Newcastle Waters. It was expected that results would be known by May, 1950, when the first harvest was due.

2. *Pastoral Industry*.—The pastoral possibilities of certain parts of the Northern Territory were recognized at an early date, and in 1866 stock was brought into the Macdonnell Range country from South Australia. Six years later cattle were moved from Queensland to the northern parts of the Territory, and in 1879 Giles reached the Katherine River with 2,000 head of cattle and 12,000 sheep from South Australia. For various reasons sheep-raising did not succeed. The cattle industry, however, progressed steadily.

Cattle exported during 1947-48 numbered 113,181—58,953 to Queensland, 41,225 to South Australia, and 13,003 to Western Australia. Sheep exported totalled 1,478—all to South Australia. Importations of live-stock were:—bulls, 572; other cattle, 2,770; stallions, 4; other horses, 339; rams, 20; other sheep, 2,445.

The estimated number of live stock in the Territory at the end of the years 1939 and 1944 to 1948 is given in the table hereunder:—

NORTHERN TERRITORY: LIVE STOCK.

1st December—	Horses.	Cattle.	Sheep.	Pigs.	Goats.	Camels.	Donkeys.	Mules.
1939 ..	32,721	922,581	38,587	483	20,335	331	1,443	366
1944 ..	31,803	984,370	29,269	146	11,384	284	1,167	426
1945 ..	31,883	960,039	18,561	407	12,810	298	1,275	471
1946 ..	30,019	972,990	28,005	208	11,914	296	1,621	513
1947 ..	32,318	991,429	19,058	680	15,260	193	1,232	632
1948 ..	33,197	1,052,811	25,791	384	14,045	173	1,192	609

3. **Hides and Skins.**—The number of hides and skins exported from the Territory during 1947-48 was as follows :—buffalo, 8,250 ; cattle, 3,905 ; sheep, 2,694 ; crocodile, 1,271 ; horse, 11 ; and goat, 9. In addition, a considerable number of kangaroo skins were exported, but exact figures are not available.

4. **Mining.**—(i) *General.* Alluvial gold-digging in the Northern Territory commenced in 1869, and up to the end of 1880 gold to the value of £79,022 had been produced. In 1881 gold production from alluvial deposits reached its maximum, the value for that year being £111,945. During the following years it fluctuated considerably but as long as the alluvial deposits lasted the output was satisfactory. In the transition period from alluvial to reef mining the industry declined considerably. The production of metals other than gold has suffered on account of the vagaries of prices, and the high cost of transport and of white labour. Owing to the exceptionally high price, the search for gold was stimulated and production increased annually from 1931 to 1940, but decreased thereafter owing to lack of manpower occasioned by the war. Since the end of the war, production has recovered rapidly. The Warramunga Goldfield, of which Tennant Creek is the centre, has been the principal producing goldfield and gives every indication of increasing production for a number of years. The necessity for satisfying Australian requirements of mica of strategic quality led to the regional development of the Harts Range mica fields, where roads and water supplies, hitherto unknown in this part of the Territory, were made and established, and as a result, the mica fields were better exploited in the war years. Development has continued under a scheme of Government assistance. Production of wolfram concentrates also continues. The demand for tantalite for radar work and non-corrosive surgical equipment resulted in a production valued at £1,043 in 1943, when the Commonwealth Government purchased concentrates for forwarding to the United States of America. The use of ochre for camouflage paints caused an increase in production from the Rumbalara deposits. Tin concentrates were produced from the Finniss River area and the Maranboy tinfield.

(ii) *Mineral Production.* The following table shows the value of mineral production, for the years 1944 to 1948 compared with 1939 :—

NORTHERN TERRITORY : MINERAL PRODUCTION.

(£.)

Year.	Gold.	Tin Concentrates.	Ochre.	Copper Ore.	Mica.	Wolfram.	Tantalite.	Total Value all Minerals. (a)
1939 ..	163,414	4,487	607	2,248	15,539	58,183	..	244,478
1944 ..	57,803	2,086	5,090	1,878	26,621	31,583	962	126,025
1945 ..	76,811	5,026	2,078	3,812	44,955	42,937	578	176,197
1946 ..	105,376	3,228	1,983	6,282	27,969	21,696	..	166,543
1947 ..	118,563	4,698	2,564	..	62,547	41,020	45	229,437
1948 ..	163,482	12,055	2,374	7,370	75,816	30,780	889	294,173

(a) Includes bismuth—£2 in 1944 and £9 in 1946 ; and silver-lead ore—£1,407 in 1948.

The value of all minerals produced to the end of 1948 was approximately £6,366,000.

In 1934 the Governments of the Commonwealth and the States of Queensland and Western Australia agreed to co-operate in the conduct of a geological and geophysical survey of certain areas in the northern parts of Australia, including the Northern Territory. More detailed reference to the survey, which was completed in 1940, appears in Official Year Book No. 35, page 744.

5. **Pearl and Other Fisheries.**—In 1884 mother-of-pearl-shell was discovered in the harbour of Port Darwin. Difficulty in working, principally through heavy tides and muddy water, retarded the development of the industry for many years. The production of pearl-shell has declined rapidly since 1937-38. The production for 1939-40 amounted to only 179 tons, valued at £14,350, compared with 804 tons, £67,000, in 1937-38 and

410 tons, £31,500, in 1938-39. In view of the importance of the industry it was included in the terms of reference of the Northern Australia Development Committee. A conference was held in Melbourne in March, 1946, between representatives of the Western Australia pearl-shell industry, the Northern Territory Administration, the Western Australian and Commonwealth Governments, as a pearling sub-committee, which reported and made recommendations to the Northern Australia Development Committee. The sub-committee considered the following matters—labour, boats and equipment, financial assistance, the marketing problem and economic survey, institution of administrative arrangements and biological investigations. The recommendations were placed before the Minister for the Interior by the Northern Australia Development Committee. On the question of labour the Committee recommended that approval be given for the admittance to Australia of indentured men while the possibility of training and employing alternative labour was being investigated, and suggested that the whole position should be reviewed in five years. The depleted condition of the known beds and the depressed market were responsible for fewer Japanese vessels competing with local vessels during 1939-40.

In 1947-48, eleven vessels resumed fishing for pearl-shell. Inexperienced crews and initial difficulty in locating good deposits of shell are given as the reasons for a disappointing return—45 tons to December, 1948. Owing, however, to the high price (up to £600 per ton for first grade shell) offering at that time, the value of the catch is estimated at £22,500. An agreement between master pearlers and oversea buyers, in 1949, fixed the top price for first grade shell at £325 per ton for the next three years. This represents a drop of £150 to £200 per ton on the 1947-48 price.

Darwin continues to provide a firm and ready local market for fish. The lack of suitable refrigerating plants on the fishing-boats is responsible for the deficiency of regular supplies of fish except in limited quantities obtained from traps close to the town.

§ 7. Land Tenure.

1. **General.**—A description of the system of land tenure in force in the Territory in 1928 was given in Chapter V. "Land Tenure and Settlement", Official Year Book No. 22. This description has been brought up-to-date in the following three paragraphs.

2. **Pastoral, Agricultural, etc., Leases.**—(i) *Pastoral Leases.* A pastoral lease may be granted for such term, not exceeding 42 years, as the Administrator determines. The rental for the first period is fixed by the Administrator, and is subject to re-appraisal on such dates as are specified in the lease or as are prescribed. Upon application by a lessee who proposes to develop his lease extensively, the Administrator may grant special terms and conditions to enable the development of the lease, and may grant an extension of the lease for a term not exceeding 30 years.

(ii) *Pastoral Development Leases.* These leases may be granted for periods up to 50 years and may be subject to special conditions in order to secure the development of the land.

(iii) *Agricultural Leases.* Agricultural lands are classified, and the maximum area which may be included in any one lease is as follows:—Division A, Cultivation Farms, Class 1, 1,280 acres, Class 2, 2,560 acres: Division B, Mixed Farming and Grazing, Class 1, 12,800 acres, Class 2, 38,400 acres. Agricultural leases are granted in perpetuity, and the rent for the first period is fixed by the Administrator, and is re-appraised every 21 years. The lessee must—(a) in the case of lands for mixed farming and grazing, stock the land to the extent prescribed by the regulations and keep it so stocked; (b) establish a home within 2 years and reside on the leased land for 6 months in each year in the case of land for cultivation, and for 4 months in each year in the case of land for mixed farming and grazing; (c) cultivate the land to the extent notified by the Administrator; and (d) fence the land as prescribed.

(iv) *Leases of Town Lands.* Except in Darwin, leases of town lands are granted in perpetuity, the rental being fixed every 14 years. Such leases must, in the first instance, be offered for sale by public auction, and if not so sold, may be allotted by the Administrator to any applicant, at the rental fixed by the Administrator. The lessee must erect, within such time as is notified, buildings to the value specified in the conditions of sale. Leases in the town of Darwin are granted for periods up to 99 years under the Darwin Town Area Leases Ordinance 1947. Short-term leases of up to 5 years' duration are also granted in the Darwin area under the Darwin Short-term Leases Ordinance 1946.

(v) *Miscellaneous Leases.* The Administrator may grant a lease of any portion of Crown lands, or of any dedicated or reserved lands, for any prescribed or approved purpose. Such leases are for a term not exceeding 21 years, and may be offered for sale by public auction, or granted to an applicant at an annual rental fixed by the Administrator.

(vi) *Leases of Garden Lands.* Leases of garden lands may be granted over areas within 10 miles of a town, provided the Administrator has declared the area as garden lands.

(vii) *Grazing Licences.* Licences may be granted to graze stock on Crown lands for such period, not exceeding one year, as is prescribed, and at the rent and on the conditions specified.

(viii) *Occupation Licences.* Licences may be granted for any period not exceeding 5 years, and on specified rentals and conditions, for the purpose of drying or curing fish, or for any manufacturing or industrial purpose, or for any prescribed purpose.

(ix) *Miscellaneous Licences.* The Administrator may grant licences for miscellaneous purposes for a period not exceeding 12 months on prescribed terms and conditions.

(x) *Leases to Aborigines.* The Governor-General may grant to any aboriginal native, or to the descendant of any aboriginal native, a lease of Crown lands not exceeding 160 acres for any term of years upon such terms and conditions as he thinks fit.

3. *Mining Leases, etc.*—(i) *General.* Mining generally is governed by the Mining Ordinance 1939–1947, and special Ordinances have been promulgated by the Commonwealth respecting mining for mineral oil and coal, encouragement of mining, inspection and regulation of mining and inspection of machinery.

(ii) *Holdings under Miners' Rights.* The fee for a miner's right is 5s. for 12 months from the date of issue, and a holder thereof is entitled to occupy Crown lands for mining purposes, to construct races, to divert water, to reside on his holding, etc.

(iii) *Gold-mining Leases.* The area of a gold-mining lease must not exceed 20 acres, and the term is 21 years, renewable for a further 21 years. The rent is 2s. per acre per annum. A royalty of 3d. in the £ on the gross value of all gold and minerals won must be paid, and leases must be worked constantly by not less than 2 men for the first 12 months and thereafter by not less than 1 man for every 5 acres with a minimum of 2 men, unless exemption is obtained.

(iv) *Mineral Leases.* Mineral leases may be granted in blocks not exceeding 40 acres each. A mineral lease is issued for the same term as a gold-mining lease, with similar right of renewal. The rent is 1s. per acre per annum, and the royalty on minerals is the same as in the case of a gold-mining lease, except that payment was suspended as a war-time measure, and such temporary suspension still obtains.

(v) *Dredging Claims.* These claims may be granted for dredging for gold or minerals at a rental of 2s. per acre per annum. The maximum area of each claim must not exceed 300 acres, and 6 months after registration the holder must employ continuously on the claim not less than 3 men and fully manned machinery valued at not less than £1,000.

(vi) *Mineral Oil and Coal Licences.* A licence to search for mineral oil or coal, or for both, may be granted over an area not exceeding 1,000 square miles for a period of 5 years on payment of an annual fee of £10. At least 4 white men must be employed for not less than 6 months in each year. A holder of a mineral oil licence who discovers payable mineral oil on the land held under his licence has a preferential right to a mineral oil lease of 160 acres, together with a reward area of 640 acres thereon. A discoverer of coal in payable quantities has a preferential right to an area of 640 acres as a coal lease.

(vii) *Mineral Oil and Coal Leases.* Leases may be granted for a period of 21 years, renewable for a further 21 years, for mining for mineral oil or coal, the maximum areas being (a) for mineral oil, 160 acres; and (b) for coal, 640 acres. In the case of mineral oil and coal, the annual rent is 1s. per acre, and a royalty of 5 per cent. on the gross value of all crude oil obtained is payable; the lessee must also work the land to the satisfaction of the Minister. In the case of coal, the royalty and conditions are fixed by regulation.

(viii) *Business and Residence Areas.* A business area may be granted at the prescribed fee and authorizes the holder to occupy on a gold-field or mineral field, for the purpose of residence and carrying on his business, an area not exceeding 1 acre, provided that when the area is for residence only it shall not exceed one-quarter of an acre.

(ix) *Garden Areas.* The warden may grant market garden areas upon any gold-field or mineral field for the purpose of growing fruit or other garden produce. The conditions as to rent, etc., are as prescribed, but the area of each garden area must not exceed 5 acres.

4. *Areas Occupied, Reserved, etc.*—Areas occupied, reserved and unoccupied at 30th June, 1948, totalled 335,116,800 acres, 455,321 of which were alienated and 157,595,520 leased or held under licence (pastoral, 115,144,320; other tenures 42,451,200). Reserves amounted to 45,451,833 acres, and 131,614,126 acres were unoccupied and unreserved. Land revenues collected for the year amounted to £35,929.

§ 8. Commerce, Shipping and Air Services*.

1. *Trade.*—No record is kept of the trade between the States and the Territory. The value in Australian currency of the direct overseas imports and exports for 1901 and for the years 1938-39, 1940-41, 1941-42 and 1945-46 to 1947-48 is given hereunder:—

NORTHERN TERRITORY: OVERSEA IMPORTS AND EXPORTS.

(£.).

Items.	1901.	1938-39.	1940-41.	1941-42. (a)	1945-46.	1946-47.	1947-48.
Imports ..	37,539	36,831	106,079	175,211	196,714	89,204	277,779
Exports ..	29,191	12,729	24,865	13,341	221,406	17,098	73,239

(a) July to April.

2. *Shipping.*—The Territory is dependent for its shipping facilities chiefly on the services of vessels trading between the Eastern States and Singapore. In addition to pearlers and other small craft, larger vessels make occasional visits, while a periodic service between Fremantle and Darwin is carried out by vessels belonging to or under charter to the Western Australian State Shipping Service. The following figures show

* Owing to the war the port of Darwin was closed as a Customs station from April, 1942—when Customs officers were withdrawn—till July, 1945, and for this period no details of trade and of shipping movements are available for the port, which remained purely military in character and under the control of the Defence authorities.

the number and net tonnages of oversea and interstate vessels which entered at and cleared from the port of Darwin during the years 1938-39, 1940-41, 1941-42 and 1945-46 to 1947-48 :—

NORTHERN TERRITORY : SHIPPING.

Year.	Entered.		Cleared.	
	No. of Vessels.	Net Tonnage.	No. of Vessels.	Net Tonnage.
1938-39	161	181,961	172	179,422
1940-41	93	213,710	89	209,963
1941-42 (a)	81	207,970	82	206,378
1945-46	9	31,164	8	25,347
1946-47	23	50,890	23	48,136
1947-48	28	54,067	29	55,854

(a) July to April.

3. **Air Services.**—Darwin is the first port of arrival in Australia for virtually all planes from Europe and Asia. Qantas Empire Airways Ltd. (under contract to the Commonwealth Government) operates, through Darwin, a Sydney-Singapore-London passenger service four times a week; a freight service to London once monthly; a passenger-freight service to Hong Kong once monthly; and a regular courier service to Japan. British Overseas Airways Corporation operates a London-Singapore-Sydney service four times weekly, and Australian National Airways, in conjunction with Air-Ceylon, operates a service to London once monthly. Both these services call at Darwin. Regular inland services calling at Darwin are Trans-Australia Airlines (Adelaide-Darwin and Brisbane-Darwin), and MacRobertson-Miller Aviation, which runs a regular service between Darwin and Perth. Now established as a first-class international airport, Darwin is also visited by aircraft from many other overseas airlines, besides privately-owned machines. For further information see Chapter V.—Transport and Communication, H. Aviation.

§ 9. Internal Communication.

1. **Railways.**—Under the agreement made between the Commonwealth and the State of South Australia for the transfer of the Northern Territory, which was ratified by the Northern Territory Acceptance Act 1910, the Commonwealth was to construct the Northern Territory portion of the transcontinental railway line (connecting Adelaide and Darwin via Port Augusta).

The northern line from Adelaide terminates at Alice Springs, about 192 miles north of the southern boundary of the Territory. The Commonwealth Government acquired on 1st January, 1911, the property in the line from Port Augusta to Oodnadatta (478 miles), and on 1st January, 1926, the control thereof was transferred to the Commonwealth Railways Commissioner. The line from Darwin to Katherine River, about 200 miles, has been extended as far as Birdum, 316 miles from Darwin.

The Clapp plan for the standardization of Australian railways recommended, *inter alia*, the construction of a standard gauge (4 ft. 8½ in.) strategic and developmental railway between Dajarra (Queensland) and Birdum, and the conversion to standard gauge of the Birdum-Darwin line (see Chapter V.—“Transport and Communication,” B. Railways, § 1 General), but not the conversion of the Port Augusta-Alice Springs line nor the construction of a 4 ft. 8½ in. line between Alice Springs and Birdum. Provision for both of the last two projects, however, was included in the Railway Standardization Agreement Act 1946, involving the Commonwealth and the States of New South Wales, Victoria and South Australia. The Birdum-Dajarra project is dependent on the completion of the Queensland section of the general plan.

2. Roads.—During the war roads were built connecting Alice Springs with Darwin, and Mount Isa (Queensland) with Tennant Creek. The first of these roads, known as the North-South Road or Stuart Highway, is 950 miles long, and runs via Larrimah and Tennant Creek. The Mount Isa-Tennant Creek Road (Barkly Highway) is 403 miles long. Both were used extensively during the war, the Stuart Highway, in particular, experiencing very heavy and continuous traffic. Since the war, the Stuart Highway has been used continuously as a means of transporting foodstuffs and other supplies to Darwin and northern centres, and is now the main route for overland tourists and travellers from the southern States to Darwin. The introduction of road trains for the rapid transport of fat cattle and other stock to State markets has further proved the value of both the Barkly and Stuart Highways as national assets. Both roads have good water bores and communications. As part of the post-war plan to increase beef production in the Territory a new network of roads is to be constructed and survey work has already commenced (1949).

3. Posts.—Postal communication is maintained by a regular service of vessels between the Territory and the Eastern States. In addition, the vessels belonging to the Western Australian State Shipping Service give a periodic service between Fremantle and Darwin. Mail is carried between the capital cities of Australia and Darwin by the airway companies operating in each State. Inland, the northern part of the Territory receives its mail via Darwin or by means of the aerial services, and the southern districts are served via Adelaide.

4. Telegraphs.—The transcontinental telegraph line, covering a length of 2,230 miles, was completed on 22nd August, 1872, at a cost of nearly £500,000. The line runs in a northerly direction from Adelaide to Darwin, whence telegraphic communication is provided with Asia and Europe, via Banjoewangie (Java), Singapore and Madras. Between Darwin and Banjoewangie the submarine cable is duplicated.

Long-distance telephone communication between Darwin and the other capital cities of Australia was established after the outbreak of war in the Pacific.

High-power wireless stations have been constructed by the Commonwealth Government at Wave Hill in the Territory, and at Camooweal, just over the eastern boundary, in Queensland.

§ 10. Educational Facilities.

Education in the Northern Territory has been under the control and direction of the South Australian Education Department since January, 1945. An officer of the Department is on loan to the Northern Territory Administration as a full-time staff officer on the Education Branch. This officer, designated Assistant Supervisor of Education, Northern Territory, works in close co-operation with the Administrator.

The number of teachers in the Northern Territory in 1948 was 24—all officers of the South Australian Education Department.

When the war ended, the only schools functioning in the Northern Territory were Tennant Creek, with 30 pupils, and Alice Springs, with 120. Katherine and Pine Creek re-opened in August, 1945, and the school at Darwin re-opened in May, 1946.

Enrolments at the end of 1948 were :—Alice Springs Higher Primary School, 288 primary, 36 secondary ; Alice Springs Convent School (Roman Catholic), 100, 6 ; Darwin Higher Primary School, 440, 44 ; Darwin Convent School (Roman Catholic), 147, 20 ; Tennant Creek Public School, 62 primary ; Katherine Public School, 42 primary ; and Pine Creek Public School, 30 primary. In addition, 92 children were enrolled in correspondence classes conducted through the South Australian Education Department for Northern Territory children who are too isolated to attend established schools. Including correspondence pupils, the Northern Territory had a total school enrolment of 1,307 children at December, 1948.

About 40 per cent. of Darwin and Alice Springs school children are in the lower grades (1 and 2), and on the present rising birth-rate it is estimated that by 1954 Alice Springs will have a school population of approximately 600 and Darwin 800. Plans have been prepared for new schools at Darwin and Alice Springs. It is proposed to build a "comprehensive" school at Alice Springs to take children at the infant, primary and secondary stages. A site of 11 acres has been set aside and a further 20 acres has been reserved for agricultural education. Secondary education was established at Alice Springs in 1945, with facilities for instruction in general and commercial courses to the intermediate standard of the University of Adelaide. The secondary block in the proposed new school will have practical rooms including woodwork, sheet metalwork, domestic arts, science laboratories, millinery, dressmaking, library and commercial.

Alice Springs is now regarded as the educational centre for the greater part of the Northern Territory. At the end of 1948 there were 93 boarders attending the Alice Springs Higher Primary School and a further 50 boarders at the Convent School. These came from remote areas of the Northern Territory and from places as far away as Wyndham and Derby (W.A.), Mount Isa (Q.), Oodnadatta (S.A.) and Darwin. Boarding students at Alice Springs are accommodated at hostels provided by Methodist, Church of England and Roman Catholic Church organizations. A boarding allowance (£30 primary and £40 secondary) for each child is paid by the Commonwealth Government to assist parents to keep their children at school. In addition, six exhibitions are offered annually on the results of the Intermediate examination. These exhibitions carry a subsistence allowance of £50 a year, £5 for books and return fares between home and school once a year, and are tenable at any approved secondary school in Australia.

Plans have been completed for a new primary school at Darwin, built on tropical lands. The new school will be erected on an 8.8 acre site in the town proper. This site has been specially allocated in the Darwin town plan. It is estimated that Darwin will have 100 secondary students by 1954 and consideration is being given to building a separate technical high school in the town. A site has been set aside in the town plan for this purpose. Because of the scattered nature of Darwin, transport is provided for school children, and more than 400 children are conveyed to school every day in special buses. At Alice Springs, 100 go to school each day in buses provided.

Approximately 30 per cent. of all children attending school in the Northern Territory are part-aboriginal. Relationships with other children are normal and their scholastic progress compares favourably with that of white children. A special school for full-blood aboriginal children was begun at Bagot, near Darwin, in February, 1949. Attendance at the school averages 10 to 25.

§ 11. Finance.

Revenue and expenditure for the Territory for the years 1938-39 and 1943-44 to 1947-48 are shown below :—

NORTHERN TERRITORY : REVENUE AND EXPENDITURE. (a)

(£.)

Particulars.	1938-39.	1943-44.	1944-45.	1945-46.	1946-47.	1947-48.
REVENUE.						
Taxation—						
Land and Income Tax	4,889	(b) 23	(b) 3	(b) 2	..	..
Probate and Stamp Duties	1,486	869	2,316	4,578	3,834	3,314
Medical Benefits Tax						
(Arrears) .. ..	..	111	10	17	..	..
Rent and Rates	27,994	50,121	46,224	33,707	56,282	56,382
Electricity Supply	(d)	39,304	15,727	50,664	50,236	65,660
Railways—						
North Australia	50,471	822,582	819,884	174,371	58,140	37,549
Central Australia	137,521	1,736,783	1,045,423	710,648	395,377	383,630
Postmaster-General's Department	36,009	275,352	214,102	113,874	85,334	90,266
Miscellaneous	21,352	20,041	20,685	27,633	38,296	68,485
Total	279,722	2,945,186	2,164,374	1,115,494	687,499	704,686
EXPENDITURE.						
Territory Administration	209,017	128,358	139,178	174,507	280,100	377,928
Developmental Services	69,314	9,435	19,615	20,199	26,624	32,382
Postmaster-General's Department	25,423	46,740	45,658	53,931	75,581	95,472
Other Departments	4,994	5,739	7,256	25,151	135,578	144,960
Electricity Supply	4,970	60,155	46,260	28,333	73,125	85,428
Municipal Expenditure—						
Darwin and Alice Springs	(c)	951	1,600	7,223	26,053	27,680
Loss on Hostels in Northern Territory .. ..	..	..	..	..	..	9,897
Airmail Service Subsidy .. ..	..	2,650	3,463	4,500	4,500	4,595
Unemployment Relief	5,890	795	738	1,595	1,823	1,828
Shipping Subsidy	10,940	1,000	800	300	1,000	4,100
Rent, Repairs, Maintenance	16,973	25,138	9,288	37,097	203,109	104,236
Capital Works and Services	243,980	72,853	84,392	70,189	557,719	407,155
Interest	66,757	49,590	48,130	47,555	46,953	46,361
Sinking Fund	14,044	17,923	18,819	19,760	20,748	21,785
Railways—						
Working Expenses	269,560	1,507,249	1,301,494	803,940	491,474	541,006
Interest	274,537	250,791	244,470	232,051	230,096	210,512
Sinking Fund	51,966	66,061	69,320	72,583	76,177	79,978
Capital Works and Services	29,204	19,643	35,198	25,011	41,296	126,582
Total	1,297,569	2,265,071	2,075,719	1,623,925	2,291,956	2,321,885

(a) This table covers the transactions of the Commonwealth Consolidated Revenue Fund in relation to Northern Territory administration and the revenue and expenditure of Commonwealth business undertakings in the Northern Territory. Collections of general Commonwealth taxes (e.g. Income Taxes, Customs and Excise Duties, Sales Tax, etc.), previously included, and other revenue and expenditure in the Territory of a general nature (e.g., Pensions, etc.), are excluded. (b) Arrears. (c) Included with Territory Administration. (d) Included with Miscellaneous.

AUSTRALIAN CAPITAL TERRITORY.

1. **Introductory.**—In Official Year Books Nos. 4 and 5 information was given in Section XXXI. in regard to the events leading to the selection of the Australian Capital Territory and the necessary legislation and the progress of operations in connexion with the establishment of the capital city. The physiography of the Territory was dealt with extensively and topographical and contour maps accompanied the letterpress, as well as reproductions of the award-winning designs for the laying out of the city. On 12th March, 1913 the official ceremony to mark the initiation of operations in connexion with the establishment of the Seat of Government was carried out. At this ceremony the selection of "Canberra" as the name of the capital city was announced. The Seat of Government Acceptance Act 1909–1938 provides that the Territory shall be known as the Australian Capital Territory. (A special article contributed by Dr. F. Watson, entitled "Canberra Past and Present", appears on p. 454 of Official Year Book No. 24).

2. **Transfer of Parliament.**—On 9th May, 1927 Parliament House at Canberra was officially opened by His Royal Highness Albert, Duke of York, our present Monarch His Majesty King George VI., the occasion being the 26th anniversary of the opening of the first Parliament of the Commonwealth at Melbourne by His Royal Highness George, Duke of Cornwall and York—afterwards His Majesty King George V.—on 9th May, 1901. (For particulars of the opening ceremony *see* Official Year Book No. 21, p. 604.)

3. **Administration.**—In Official Year Book No. 18 a summary is given of the development of the administration prior to the taking over of the control of the Territory by the Federal Capital Commission, and in Official Year Book No. 22 a summary is given of the administrative activities of the Federal Capital Commission.

The administration of the Territory by the Federal Capital Commission was continued until 30th April, 1930, when the Seat of Government (Administration) Act 1924–1929 was repealed, and the powers and functions of the Commission reverted to the Government.

Since April, 1932 the general control of the Territory has been exercised by the Minister for the Interior, certain specific services, however, being undertaken by the Department of Health, the Department of Works and Housing, and the Attorney-General's Department.

4. **Progress of Work.**—The general progress of the work of construction up to the time the Territory was taken over by the Commission is outlined in Official Year Book No. 18. Later progress under the Commission is described in Official Year Book No. 22.

Since the reversion of the powers and functions of the Commission to the Government in 1930, there has been great development of works in the Territory, despite the halts in activity caused by the general reduction in Governmental expenditure during the depression years, and the necessity for restricting labour and materials to purely defence purposes during the war years. A summary of the work carried out to 30th June, 1946 is given in Official Year Book No. 37.

During the years 1946–47 and 1947–48, a marked increase in housing construction in the Australian Capital Territory was evident; seventy-five houses of a steel-framed partially-prefabricated type, designed for simple and speedy erection, were completed at Narrabundah in this period. These houses were the forerunners of several hundred of a similar design, built specially to accommodate workmen engaged on the Australian Capital Territory building construction programme. Dwellings under construction at 30th June, 1948, apart from the normal brick and timber types, included 114 steel and timber-framed demountables at Narrabundah, 48 brick flats at Griffith and 20 brick veneer War Service Homes at Griffith and Narrabundah, and the first of the "corner-shops", consisting of a shop with attached residence, at Ainslie and Narrabundah.

Contracts were let for the erection of 100 concrete-type houses. These were the first of a group of 300, at Turner and O'Connor, but construction had not begun at the close of the year.

In the years following the war, building operations in Canberra were accelerated in order to provide housing and office accommodation to meet the growing needs. It was realized that a large labour force would be required and accommodation to house such labour would necessarily have to be provided. The first step taken in overcoming this problem was the commencement of a number of workmen's hostels, these hostels to be timber-framed buildings with individual rooms, modern toilet accommodation, cafeteria-style dining rooms and recreation and canteen facilities. The old R.A.A.F. Technical

School at Eastlake was converted and extended to provide the first of these hostels, capable of housing 555 men, followed by Riverside Hostel at Barton, where accommodation was provided for 320 men. At 30th June, 1948, construction had also begun on hostels at Capital Hill and Ainslie, with additions scheduled for Riverside Hostel, a further three hostels planned at Reid, Turner and Capital Hill, and workmen's camps designed for siting at the Cotter River and Fairbairn Aerodrome.

A point of interest was the arrival in Canberra in December, 1946, of the first batch of tradesmen from Great Britain, these men being housed in Riverside Hostel on arrival. To ensure the availability of employees for continuous brick production at the Canberra Brickworks, hostel accommodation was provided at the Brickworks, together with an amenities block, etc.

In order to meet the demand for hostel accommodation for public servants, work was commenced on two permanent brick hostels at Turner and Barton. These hostels, of a high standard comparable with first-class hotels, will be centrally heated throughout and will provide accommodation for approximately 400 persons. In this regard, further accommodation was also provided by the erection of a timber-framed hostel at Parkes, housing 172 guests, with work in hand on additions thereto to bring the full capacity up to 240 guests.

To relieve the congestion of Departments already located in Canberra, work was begun on the construction of four timber-framed two-story office buildings at Barton, one of which was completed during 1947-48. The work on the Administrative Building at Parkes, a large and modern office unit, designed to accommodate 2,500-3,000 public servants, was also commenced in 1947-48. This building will be a reinforced concrete frame structure, equipped with all modern facilities, such as kitchen, cafeteria, recreation and rest rooms. At 30th June, 1948, work was well in hand on the excavations for the basement and sub-basement on this project. Additions and extensions to existing office buildings in Canberra included timber-framed buildings for the Parks and Gardens Section, Department of the Interior, at Acton, offices for the Department of Works and Housing staff at Acton, and the construction of additional office space at No. 2 Secretariat. Extensive additions to Parliament House, consequent upon the increase in numbers of members, were planned during this period. Other buildings erected included a Mothercraft and Baby Welfare Centre and pre-school play centres.

In the Causeway-Kingston industrial area, a Government-controlled hardwood sawmill, with an annual output of 1,300,000 super. feet of sawn timber, was erected. Plans were in hand for the duplication of this mill, with a resulting increased output double the present one. Preliminary plans were prepared for proposed development in workshop and industrial areas, with work planned to commence in 1948-49.

At Acton, construction was begun on temporary accommodation for the Australian National University, with plans well in hand for the permanent buildings which are to be sited in the immediate vicinity.

The major engineering and electrical works undertaken comprised the provision of essential services to houses and buildings being erected in new areas in various suburbs; extensions to high and low tension electricity supply mains; construction of roads and footpaths; replacement of two timber bridges by concrete structures; improvements to existing sports fields and the construction of new grounds; the provision of services such as water supply, sewerage and stormwater drainage; runway construction and obstruction lighting improvements at Fairbairn Aerodrome; and the extension of electricity supply lines to rural areas. To ensure an adequate water supply to the growing township of Queanbeyan, the 6in. supply pipe line from Canberra was replaced with a 9in. diameter line.

New roads, opening up the forestry area adjoining the City, were completed. These roads will ensure a constant supply of timber to the hardwood sawmill.

Mechanical engineering services included the installation of modern kitchen equipment in the various hostels erected during the two years, and the construction of timber-drying kilns, etc., at the Government-operated sawmill.

5. Forestry.—A considerable amount of reafforestation work has been undertaken and plantations have been established at Uriarra, Mount Stromlo, Pierce's Creek, Green Hills and Kowen. Experimental plots have also been established in the Brindabella mountains.

The total area of plantations to 30th June, 1948, was 15,000 acres. Forestry operations were begun on Mount Stromlo in 1915, and up to 1925 approximately 700 acres had been planted with pine and other trees. The plantings up to this time were chiefly on aesthetic lines, but since the initiation of a wider programme, arrangements have been made for pruning and thinning, and sawmill timber is now being obtained from the logs resulting from thinning operations. The yearly output of sawmill logs from thinnings is gradually improving and has increased from 30,000 super. feet in 1930–31 to 10,000,000 super. feet in 1947–48.

In 1926 a comprehensive review was undertaken of the Territory's potentialities in regard to forest development. A system of forestry management was instituted in the existing forest areas, and a considerable amount of survey and assessment work has been completed. *Pinus radiata* has been most extensively planted, and also, as a result of experimental work, pinus areas of better quality pines on a longer rotation, such as *Pinus ponderosa* and *laricio*, have been planted during recent years, but *Pinus radiata* remains the principal species.

6. Lands.—(i) *General*. Reference has been made in previous issues of the Official Year Book to the general conditions of land tenure in the Australian Capital Territory and to the area of alienated and leased land.

As considerable portions of the Territory lands are not required in connexion with the establishment of the city, large areas have been leased under special improvement conditions in regard to the extermination of noxious weeds and the destruction of rabbits and other pests. The lands are classified into three grades of agricultural and three grades of grazing land. Leases may be granted for grazing, fruitgrowing, horticulture, agriculture, residential, business, or other purposes for a period not exceeding 25 years. The annual rental is 4 per cent. of the assessed value of the land, including improvements which are the property of the Crown, plus the amount of rates payable. No person may hold under lease land of a greater value than £10,000, exclusive of the value of buildings and fences thereon. About 293,306 acres comprising 471 leases and 12 grazing licences were held under lease and licence at 30th June, 1948, for periods varying from quarterly tenure to 25 years.

Under the Seat of Government (Administration) Act 1910, Crown lands in the Territory may not be sold or disposed of for any estate in freehold except in pursuance of some contract entered into before the commencement of that Act. Leases of land in the City Area are granted under the City Area Leases Ordinance 1936–1947, and leases of other lands under the Leases Ordinance 1918–1937. Land is also leased for various purposes in the City Area under the Church Lands Leases Ordinance 1924–1932, and the Leases (Special Purposes) Ordinance 1925–1943.

(ii) *City Leases*. The Government may grant leases in the city area of any Crown land for business or residential purposes. Such leases may be issued for a period not exceeding 99 years at a rental equal to 5 per cent. of the unimproved value of the land, which value is subject to re-appraisal at the expiration of 20 years, and thereafter every 20 years. A suitable building must be commenced within 6 months and completed within 12 months unless an extension of time is allowed.

Auction sales of city leaseholds are described in Official Year Book No. 22, p. 599.

Six leases under the Church Lands Leases Ordinance 1924–1932, which require the lessees to submit a definite building programme within a specified period, and one lease under the Church of England Lands Ordinance 1926 have been granted for church purposes. A further eight leases under the Leases (Special Purposes) Ordinance 1925–1943, one lease under the City Area Leases Ordinance 1936–1947, and two leases under the Leases Ordinance 1918–1937 have been granted for church and scholastic purposes.

The total number of leases granted under the City Area Leases Ordinance, excluding surrendered leases, at the end of the financial year 1947–48 was 791 representing a capital value of £295,072. During the year 80 new leases were granted. The number of business and residential blocks surrendered to or determined by the Commonwealth to the end of the year was 354.

Under the terms of the City Area Leases Ordinance 1936–1947 each block is leased for a period of 99 years at a rental of £5 per cent. per annum of the unimproved capital value as assessed by the Commonwealth or bid at auction. At present such rentals are subject to a 20 per cent. rebate.

(iii) *In the Jervis Bay Territory.* The Commonwealth acquired from the State of New South Wales sovereign rights over the area comprising about 28 square miles of land and water at Jervis Bay for possible use as a port in connexion with the Australian Capital. The Royal Australian Naval College was established in this area on a site known as Captain's Point, but was removed in 1930 to Flinders Naval Base, Victoria. Leases have been granted over an area of 11,788 acres in the Jervis Bay Territory.

7. *Railways, etc.*—Canberra is connected with the railway system of New South Wales at Queanbeyan by a line $4\frac{1}{2}$ miles long. This line was opened for goods traffic on 25th May, 1914, and for passenger traffic on 15th October, 1923. The railway terminus is situated in the area known as Kingston.

A direct passenger service is in operation connecting Canberra with Sydney and Melbourne, and trains leave both cities for Canberra daily.

There are two companies operating air services each several times daily on the Melbourne-Canberra-Sydney route.

Regular motor-coach services link Canberra with New South Wales, Victoria and South Australia.

8. *Population.*—The census return of population on 30th June, 1938, was 11,290 in the Australian Capital Territory and 272 in the Jervis Bay Territory, or a total of 11,562 persons. The population at the Census of 30th June, 1947, was 16,905 persons—15,156 in the city area, 1,389 in the rural districts and 360 in the Jervis Bay area. The estimated population at 30th June, 1949, was 19,333.

9. *Production.*—During 1947-48 the production of the more important items of the agricultural and pastoral industry was—Wheat, 99,945 bushels; wool, 1,767,000 lb.; butter, 5 tons; meat (bone-in weight, fresh), 1,506 tons. The numbers of live stock depastured at 31st March, 1948, were—Horses, 973; cattle, 8,748; sheep, 215,227; and pigs, 566.

10. *Educational Facilities.*—Arrangements exist with the New South Wales Education Department for the administration of education up to and including the secondary stage in the Territory, the expenditure involved being refunded annually to the State. There are seven schools in the Australian Capital Territory and two in the Jervis Bay Territory. The largest school is situated at Telopea Park, Barton, with accommodation for 800 scholars. Secondary education is provided at the Canberra High School, Acton, and the Telopea Park Central School has a secondary department. The High School has accommodation for 550 scholars, and its curriculum provides a standard of education comparable in range of subjects with that provided at the Government High Schools in New South Wales. The School also provides for commercial and junior technical classes, and there is an Evening Youth College attached, with commercial, matriculation and other classes.

The Canberra Technical College at Kingston is provided with modern equipment for supplementary courses for apprentices, journeymen desirous of improving their trade qualifications, and for others who desire to take any special courses. Provision is also made for the training of ex-service personnel under the Commonwealth Reconstruction Scheme.

The Canberra Nursery School, Acton, established in 1944, provides for the training of children between the ages of 3 and 5 years.

Pre-school centres at Reid, Duntroon and Griffith-Forrest provide modified nursery school facilities for children between the ages of 3 and 5 years from those suburbs. Additional centres of this type are to be established in other areas.

There are at present four private schools in the Territory. The Canberra Grammar School, the Canberra Church of England Girls' Grammar School, and St. Christopher's Convent School provide for sub-primary, primary and secondary education, and St. Patrick's School provides sub-primary and primary education.

Reference to the establishment of the Canberra University College will be found in Chapter VI. "Education".

An area of approximately 250 acres has been set aside at Acton—at the foot of Black Mountain—within easy distance of the City, for an Australian National University. Provision is made for the establishment of such research schools as may be deemed desirable, including a School of Medical Research, and Research Schools of Physical Sciences, Social Sciences and Pacific Studies. Further reference to this University appears in § 6 pages 244-5 of Chapter VI. "Education".

11. Finance.—(i) *Financial Year 1947-48.* Receipts and expenditure for the financial year 1947-48 are given in the following table :—

AUSTRALIAN CAPITAL TERRITORY : RECEIPTS AND EXPENDITURE, 1947-48.
(£.)

Receipts.		Expenditure.				
Items.	Amount.	Items.	Works, etc.	Repairs and Main-tenance.	Other.	Total.
Rent and rates ..	257,946	Architectural services ..	749,299	50,209	..	799,508
Electricity ..	112,668	Engineering services ..	183,389	106,347	..	349,736
Water Charges ..	15,399	Forestry ..	22,794	..	24,079	46,873
Motor Registration ..	16,615	Parks and Gardens ..	..	84,201	..	84,201
Interest ..	7,142	Housing loans ..	-8,644	..	..	-8,644
Miscellaneous ..	62,632	Sundry Works and Services ..	18,853	..	..	18,853
		Buildings and Engineering Services for Health Department ..	13,151	558	..	13,709
Total ..	472,402	Plant and Equipment—				
		Interior Services ..	11,158	..	..	11,158
Trust Funds—		Works ..	22,979	..	..	22,979
Hotels ..	119,530	Transport ..	63,050	..	..	63,050
Transport ..	312,640	Education ..	..	..	99,138	99,138
Canberra Officers' Homes, Melbourne ..	5,332	Hospital ..	..	2,318	38,750	41,068
Works and Housing Suspense Account ..	68,020	Administrative ..	..	..	175,776	175,776
Interior Services Trust Account ..	105,136	Interest and Sinking Fund ..	..	..	282,021	282,021
Allied Works—Plant and Materials Account ..	317,863	Other Services ..	..	..	121,784	121,784
Cemetery ..	2,368	Total ..	1,076,029	303,633	741,548	2,121,210
Housing ..	40,465	Trust Funds—				
Total ..	971,354	Hotels ..	..	..	115,458	115,458
		Transport ..	..	..	323,132	323,132
		Canberra Officers' Homes, Melbourne ..	..	..	63	63
		Works and Housing Suspense Account ..	..	..	74,809	74,809
		Interior Services Trust Account ..	..	..	82,571	82,571
		Allied Works—Plant and Materials Account ..	..	..	413,741	413,741
		Cemetery ..	..	..	1,765	1,765
		Housing ..	..	..	43,451	43,451
		Total ..	..	..	1,054,990	1,054,990
Aggregate Receipts ..	1,443,756	Aggregate Expenditure ..	1,076,029	303,633	1,796,538	3,176,200

The aggregate receipts for 1946-47 were £1,393,248 and expenditure was £2,774,444. Details will be found on p. 41 of *Finance Bulletin* No. 38, 1946-47.

(ii) *From 1901-2 to 30th June, 1948.*—The total receipts and expenditure from 1901-2 to 30th June, 1948, were as follows :—

AUSTRALIAN CAPITAL TERRITORY : RECEIPTS AND EXPENDITURE TO 30th JUNE, 1948.

Receipts.	£	Expenditure.	£
Commonwealth Treasury—		Lands ..	917,324
Parliamentary Appropriations—		Engineering works ..	5,974,925
Revenue ..	11,471,575	Architectural works ..	5,512,054
Loan ..	5,755,004	Other capital expenditure, sundry debtors, etc. ..	1,625,912
			14,030,215
		Seat of Government Establishment Account, being maintenance and administration less revenue; expenditure of a capital nature for which assets no longer exist; profit and loss accounts of trading activities, etc. ..	(a) 3,196,364
Total Receipts ..	17,226,579	Net Expenditure ..	17,226,579

(a) Excludes interest £4,965,625 net.

The foregoing table was prepared by the Department of the Interior and excludes part cost of national buildings (Parliament House, the secretariats, etc.), federal highways within the Territory, the Queanbeyan-Canberra Railway, the housing loan etc., and loans for housing—£2,175,537.

NORFOLK ISLAND.

1. **Area, Location, etc.**—Norfolk Island, discovered by Captain Cook in 1774, is situated in latitude $29^{\circ} 3' 45''$ South, longitude $167^{\circ} 56' 29''$ East. Its total area is 8,528 acres, the island being about 5 miles long and 3 miles wide. From Sydney it is distant 930 miles, and from Auckland, 630 miles. The length of the coast line is 20 miles, and its form that of an irregular ellipse. Except for a portion on the south side, inaccessible cliffs rise from the water's edge. The climate is equable, the temperature ranging between 49° and 85° F. with a mean of 68° F. The average annual rainfall is 52 inches. It has been said that the salubrious climate, coupled with the beauty of its landscapes and seascapes, should render Norfolk Island "the Madeira of the Pacific". Before the war the island was visited annually by a number of tourists. With the inauguration of direct air services from Australia and New Zealand, this traffic is again rapidly increasing.

2. **Settlement.**—The first colonization, in 1788, was by Lieutenant King, who in H.M.S. *Supply* established a small penal station as a branch settlement of that at Port Jackson. The settlement was abandoned in 1813, and for 13 years thereafter its chief use was as a whaling station and place of call for British warships.

From 1826 to 1855 it was again made a penal station. In 1844 it was annexed to Van Diemen's Land (Tasmania).

The descendants of the *Bounty* mutineers, having become too numerous to subsist on Pitcairn Island, were removed thence to Norfolk Island in 1856. The new community numbering 94 males and 100 females were the descendants of British sailors and Tahitian women. The last of those transferred died at Norfolk Island on 1st March, 1943.

3. **Administration.**—In 1856 the island was created a distinct and separate settlement under the jurisdiction of New South Wales. In 1896 it was made a dependency under the Governor of that Colony, and finally by the passage of the Norfolk Island Act 1913 it was accepted by the Federal Parliament as a territory of Australia. From July, 1914 until 1st January, 1929, Norfolk Island was administered by the Department of Home and Territories, and then, until 25th June, 1941, by the Territories Branch of the Prime Minister's Department, but is now administered by the Department of External Territories through an Administrator. An amending measure, the Norfolk Island Act 1935, provided for the establishment of an Advisory Council of eight elected members to advise the Administrator.

4. **Population.**—The population as disclosed by the Census of 30th June, 1947, was 938, consisting of 505 males and 433 females. During 1947-48, 17 births, 12 deaths, and 6 marriages were recorded. The average age of the persons who died was 68 years. Arrivals to the island exceeded departures by 4, the respective figures being arrivals 607, departures, 603. The population at 30th June, 1948, was 947 (497 males and 450 females).

5. **Live Stock.**—The latest returns of live-stock show that at 30th September, 1946, there were on the island 1,464 cattle, 527 horses, 327 sheep and 25 pigs. In addition there were 5,369 head of poultry.

6. **Production, Trade, etc.**—The soil throughout is good and is specially suitable for the cultivation of bananas, citrus and other fruits. The Hawkesbury Wonder bean seed is one of the staple crops of the island. Since the promulgation of the Ordinance regulating the export of seed the area planted with bean seed has increased. Of the 1947-48 crop, 2,242 bushels were exported, the average price realized being approximately £3 per bushel.

Apart from the bean, agriculture generally has been depressed. A modern pulping factory was erected on the island during 1938, but whilst 82 tons of passion fruit pulp were produced during 1939-40, the quantity of pulp produced during 1947-48 amounted only to about 5½ tons. The pulping of cherry guavas for jelly has also been experimented with and investigations carried out with a view to cultivating flax and ramie.

The citrus trees in full bearing on the island are capable of producing over 3,000 cases of fruit, but owing to a lack of marketing facilities, production has been retarded. Lemon and orange juice, have, however, sold readily, the combined value of these two items of export during 1946-47 amounting to £460. There were no exports during 1947-48 as barrels were not available. Lemon seed exported during the year 1947-48 was valued at £206.

Large numbers of whales pass the island throughout the season. However, whaling had not been conducted for a number of years until 1948, when the industry was revived by the formation of a whaling company. The preserved fish industry which was established some years ago has met with a number of setbacks but several consignments of frozen fish valued at £220 were exported to Australia during 1947-48.

On 30th June, 1948, the total area of land held under freehold and Crown leasehold amounted to 6,330 acres, consisting of 4,140 acres freehold and 2,190 leasehold.

Imports and exports for the six years 1938-39 and 1943-44 to 1947-48 are shown hereunder; the values are expressed in Australian currency:—

NORFOLK ISLAND : IMPORTS AND EXPORTS.

(£.)

Country.	1938-39.	1943-44.	1944-45.	1945-46.	1946-47.	1947-48.
IMPORTS.						
From—						
Australia	27,427	23,412	28,128	29,938	50,195	69,902
New Zealand .. ..	..	..	133	2,273	22,368	5,303
Pacific Islands ..	163	62	..	191	1,476	375
Total	27,590	23,474	28,261	32,402	74,039	75,580
EXPORTS.						
To—						
Australia	16,110	4,006	6,133	8,886	12,695	14,370
New Zealand	623	..	6	..	361	2,816
Pacific Islands ..	237	41	438	138	461	407
Total	16,970	4,047	6,577	9,024	13,517	17,593

Duties of Customs are levied on the following goods imported into Norfolk Island for home consumption :—

IMPORT DUTIES SCHEDULE.

Article.	Unit.	Rate of Duty.	Article.	Unit.	Rate of Duty.
		<i>s. d.</i>			<i>s. d.</i>
Spirits	pr. gal.	30 0	Chicory	lb.	0 3
Ale, beer, porter and cider	gal.	2 6	Petroleum, etc. ..	gal.	0 3
Wine, still—			Kerosene, etc. ..	"	0 3
Australian ..	"	5 0	Residual oil, etc. ..	"	0 3
Other	"	10 0	Oil, n.e.i.	"	0 3
Wine, sparkling—			Lubricating oils ..	"	0 3
Australian ..	"	15 0	Sugar	cwt.	3 0
Other	"	25 0	Molasses, etc. ..	"	2 0
Tobacco, manufactured			Biscuits	lb.	0 1
or unmanufactured—			Candles	"	0 1
Australian leaf ..	lb.	2 0	Confectionery ..	"	0 3
Other leaf	"	4 0	Dried fruits—		
Cigars and cigarettes ..	"	6 0	Australian	"	0 1
Tea	"	0 3	Other	"	0 3
Coffee	"	0 3	Jams, jellies and pre- serves	"	0 1

No duties are chargeable on goods imported into Australia from Norfolk Island if the goods are (a) the produce or manufacture of Norfolk Island; (b) shipped direct to Australia; and (c) not goods which if manufactured or produced in Australia would be subject to excise duty.

7. **Communication.**—The "all-red" cable from Great Britain via Vancouver, Fanning Island and Fiji bifurcates at Norfolk Island, one line connecting with New Zealand, the other with Brisbane.

A shipping service to the Territory is maintained at approximately three-monthly intervals by vessels of Burns Philp & Co. Ltd., Sydney. The journey from Sydney to Norfolk Island occupies about four days.

The construction of an aerodrome on the island was completed during 1943. A fortnightly passenger and air freight service between Sydney and Norfolk Island is maintained by Qantas Empire Airways Ltd., and regular air services are also in operation from New Zealand and Fiji.

Until 10th June, 1947, the post office at Norfolk Island was part of the Commonwealth postal system, but as from that date Norfolk Island was established as a separate postal administration with its own issue of stamps.

8. **Social Condition.**—Education is free and compulsory up to the age of fifteen years. The school conforms to the Australian standard of public education, ranging from kindergarten to the intermediate certificate, with a two years' super-primary course of instruction in cultural subjects and in woodwork, needlework, leatherwork, basketry and hat-making. The headmaster and assistant teachers are lent by the New South Wales Education Department, but they are paid by the Norfolk Island Administration. The number of scholars enrolled at 30th June, 1948 was 128.

The Court of Norfolk Island presided over by a Chief Magistrate is a court of record with dual jurisdiction. Sitting in its Limited Jurisdiction the Court has power to hear and determine actions of claims not exceeding £30 and to punish summarily all crimes and offences involving a pecuniary penalty or a sentence of imprisonment not exceeding six months. In its Full Jurisdiction the Court can hear and determine all actions, punish all crimes and offences, grant probate and letters of administration, hear and determine appeals from any conviction of the Court sitting in its Limited Jurisdiction, and has authority in all other matters. An appeal lies to the High Court of Australia from any judgment, order, decree or sentence of the Court sitting in its Full Jurisdiction.

9. **Finances.**—The whole of the Territorial revenue together with an annual grant from the Commonwealth Government in aid of the administrative expenses is paid to the credit of the Norfolk Island Trust Fund Account, and all administrative and developmental expenses are paid from that account. The operations for 1947-48 were as follows :—

NORFOLK ISLAND TRUST FUND ACCOUNT, 1947-48.

(£.)

Items.	Receipts.	Items.	Expenditure.
Balance brought forward ..	24,301	Salaries	9,601
Commonwealth grant ..	4,000	Purchase of liquor ..	9,572
Commonwealth grant for land resumptions	503	Repairs and maintenance, etc.	2,556
Customs duties	6,639	Aerodrome compensation ..	939
Sale of liquor	10,616	Post Office	30,496
Post Office	68,607	Miscellaneous	13,260
Miscellaneous	5,275	Balance	54,217
Total	120,641	Total	120,641

PAPUA AND NEW GUINEA.

Administration.

Following the outbreak of the Pacific War civil administration in Papua and New Guinea was suspended on 11th February, 1942, and military control commenced. The Territory of New Guinea came under Japanese occupation in 1942, but the greater part had already been recaptured by Australian and Allied Forces when the Japanese surrendered in August, 1945. During the period of military control matters relating to the former civil administration were dealt with by the Department of External Territories, Canberra. The Minister for External Territories was empowered by National Security Regulations to exercise the powers and functions of the Administrator, officers, and authorities of the territories, and jurisdiction of the Supreme Courts of Papua and New Guinea was vested in the Supreme Court of the Australian Capital Territory.

Pursuant to the provisions of the Papua-New Guinea Provisional Administration Act 1945, a single Provisional Administration Service was formed to take over from the military authorities in the Territories of Papua and New Guinea. Colonel J. K. Murray was appointed Administrator of the combined Territories on 11th October, 1945, and the transfer from military to civil control in Papua and the portion of the Territory of New Guinea south of the Markham River was effected on 30th October, 1945. Jurisdiction of the Supreme Courts of Papua and New Guinea was then vested in the Supreme Court of the Territory of Papua-New Guinea. As circumstances permitted, civil control was extended to other areas until the whole of the Territory of New Guinea came under control of the Provisional Administration of Papua-New Guinea on 24th June, 1946.

The Papua-New Guinea Provisional Administration Act 1945-1946 was repealed by the Papua and New Guinea Act 1949 which came into force on 1st July, 1949. The latter Act approved the placing of the Territory of New Guinea under the International Trusteeship system and provides for an Administrative Union, one Administrator, one Supreme Court and one Public Service.

Provision is made for an Executive Council of not less than nine officers of the Territory, who shall be appointed by the Governor-General, and a Legislative Council consisting of twenty-nine members, namely :—(a) the Administrator ; (b) sixteen officers of the Territory (who shall be known as official members) ; (c) three non-official members possessing such qualifications as are provided by Ordinance and elected, as provided by Ordinance, by electors of the Territory ; (d) three non-official members representing the interests of the Christian missions in the Territory ; (e) three non-official native members ; and (f) three other non-official members.

The Legislative Council shall commence to perform its powers and functions under the Act as soon as practicable after 1st July, 1950. The date will be fixed by Proclamation.

Subject to the Act, provision may be made by Ordinance for the establishment of Advisory Councils for Native Matters and Native Village Councils.

The Act also makes provision for the continuance of the existing laws of the Territory of Papua and the Territory of New Guinea.

PAPUA.

§ 1. General Description.

1. **Early Administration.**—Particulars of the early administration of Papua are given in Official Year Book No. 19, p. 576.

2. **Administration by Commonwealth of Australia.**—The Territory was placed under the authority of the Commonwealth on 1st September, 1906, by proclamation issued in pursuance of Letters Patent of 18th March, 1902, and was accepted by the Commonwealth by the Papua Act 1905, which came into force by virtue of the aforesaid proclamation. The transfer was made under the authority of Section 122 of the Constitution. The Territory is now under the control of the Commonwealth, but not included within it, and is divided into nine magisterial divisions, viz.:—Central Highlands, Western, Delta, Gulf, Central, East Central, Eastern, Northern and South-Eastern.

3. **Area, etc.**—Papua lies wholly within the tropics. The northernmost point touches 5° S. latitude; its southernmost portion, comprising Sudest and Rossel Islands, lies between 11° S. and 12° S. latitude. It is separated from Australia by Torres Strait. The length of Papua from east to west is upwards of 920 miles; towards either end the breadth from north to south is about 200 miles, but about the centre it is considerably narrower. The Territory comprises also the islands of the Trobriand, Woodlark, D'Entrecasteaux and Louisiade groups. The length of coast-line is estimated at 3,664 miles—1,728 on the mainland, and 1,936 on the islands. The total area is about 90,540 square miles, of which 87,786 are on the mainland, and 2,754 on the islands. A reference to the physical characteristics of the Territory appears in previous issues of the Official Year Book (*see* No. 18, p. 633).

§ 2. Population.

1. **Non-indigenous Population.**—(i) *General.* The number of the non-indigenous population enumerated at the Census of 30th June, 1947, was 3,239 of whom 2,057 were males and 1,182 females. There were 2,736 full-bloods, of whom 2,542 were Europeans and 194 non-Europeans; half-castes with one of the parents a European numbered 503.

The table following shows the non-indigenous population enumerated at the last three censuses and as estimated at 30th June, 1948:—

PAPUA : NON-INDIGENOUS POPULATION.

Race.	4th April, 1921.	30th June, 1933.	30th June, 1947.	30th June, 1948.
Full-blood—				
European	1,343	1,148	2,542	2,641
Non-European—				
Filipino	91	88	21	
Malay	63	158	24	
Polynesian	372	488	96	
Other	51	52	53	
Total	577	786	194	(b)
Half-caste (a)	158	227	503	
Not Stated .. .. .	..	12	..	
Grand Total.. .. .	2,078	2,173	3,239	

(a) Persons who have European blood to the extent of one-half.

(b) Not available.

An Immigration Restriction Ordinance prohibits the immigration of persons who fail to pass the dictation test, or who are of bad character, or likely to become a charge upon the public. Exemptions may, however, be granted by the Administrator to persons of special skill required for employment as overseers or foremen.

(ii) *European Population.* The European population of Papua at the Census of 30th June, 1947, was 2,542, made up of 1,700 males and 842 females. The numbers recorded in earlier years were:—1937, 1,323; 1938, 1,488; 1939, 1,608; 1940, 1,822; and 1941, 3,070. At 30th June, 1948, the European population was estimated at 2,641.

(iii) *Non-European Population.* The non-European section of the non-indigenous population at 30th June, 1947 was 697 of whom 194 were full-bloods and 503 were half-castes with one of the parents a European.

2. *Native Population.* It is not possible to give exact data regarding the number of natives, because a large area of the interior has not as yet been under complete Government control. The official estimate is 300,000. Such censuses of the native population as have been taken during recent years point to a slight increase.

§ 3. Native Labour, Taxation, Health, etc.

1. *Native Labour.*—The existing laws relating to native labour are uniform in Papua and New Guinea, and are contained in the Native Labour Ordinance 1946 of the Territory of Papua-New Guinea and in the regulations made thereunder. Employers may recruit personally or by associations of employers or by salaried persons in the regular employment of those employers or associations. The administration determines the numbers that may leave a village for employment. Service on the part of the native is voluntary and he must be justly treated, properly housed and fed and given adequate medical attention when necessary. Natives under 16 years may not be employed and a minimum monthly wage (15s.) and working week (44 hours) are prescribed. Employment under contract is limited to a maximum of 12 months and re-engagement is not permitted until the native has been returned to his village for a period of three months. Employers must repatriate native labourers on termination of their contracts. Provision also exists for compensation for injury or death arising out of employment.

The number of natives engaged under contract of service on 30th June, 1949 was 4,916. In addition, it is estimated that there were 8,355 non-indentured employees.

2. *Native Taxes.*—Under the Native Taxes Ordinance 1917-1936, a tax not exceeding £1 per annum may be imposed on natives, except native constables, mission teachers and mission students, natives unfit for work, and those who have four living children. The proceeds of the tax must be expended on native education, or devoted to purposes directly benefiting the natives, but no taxes have been collected since 1941.

3. *Health.*—At 30th June, 1948, there were three European hospitals (one privately controlled), twenty-one native hospitals (one private and four mission), sixty-nine aid-posts (fifty-one mission), thirty welfare clinics (twenty-nine mission) and two leprosaria functioning in the Territory. Hospitals are also conducted by the various plantation companies. The mission societies employ a number of doctors and trained nurses. European medical assistants are employed by the Government. A training school has been established for the purpose of training natives in first-aid, elementary physics, chemistry, anatomy, physiology and pathology in preparation for their employment as native medical assistants. Native students also attend the Native Medical Practitioners' School at Fiji. The chief complaints treated are malaria, yaws, ulcers, lung affections, hookworm, venereal and skin diseases.

§ 4. Land Tenure.

1. *Method of Obtaining Land.*—The broad principles upon which the land laws of Papua are based are (a) no land can be alienated in fee simple; (b) the rental of the land leased is assessed on the unimproved value of the land, and is subject to re-appraisal at fixed periods. The terms upon which land may be leased are very liberal. Leaseholds of the best class of agricultural land may be obtained for 99 years. No rent is payable during the first ten years of the lease on areas less than 1,000 acres. During the following ten years the rent is charged at the rate of 5 per cent. on the unimproved value of the land. The unimproved value of the land is appraised every

twenty years and the rent determined accordingly. If on any appraisal the rent is raised by more than one-third the lessee may disclaim the lease and shall be entitled to receive compensation for his improvements. The unimproved value of agricultural land has been fixed at 5s. per acre. Rent is immediately payable on areas exceeding 1,000 acres, and survey fees on areas exceeding 100 acres.

2. **Crown Lands.**—Private sales of native-owned land in the Territory have now ceased. The Government buys from the natives, and then leases to planters, who are forbidden to have direct dealings in land with Papuans. The total area of Papua is a little less than 58,000,000 acres, and of this, 1,791,117 acres have been alienated. Of the latter area, 282,814 acres are held under leasehold tenure, and 24,285 acres in fee simple (freehold) by non-native inhabitants, the Administration holding the balance (approximately 1,483,648 acres), which includes land that has been declared waste and vacant. These figures are approximate only, owing to the loss during the war of some survey records which it has not been possible to reconstruct.

§ 5. Production.

1. **General.**—The products of the Territory are obtained from its agricultural, timber, fishing, mining and manufacturing industries. Gold is the principal mineral mined, and rubber and copra are the most important amongst plantation products. Portions of the Territory appear well suited for cotton cultivation, and there is a possibility of obtaining petroleum in marketable quantities.

2. **Agriculture.**—(i) *Soil and Rainfall.* Rich soils at varying elevations and heavy and evenly distributed rainfall favour the cultivation of a variety of tropical products including sugar-cane, coco-nuts, sago palm, bread fruit, dyewoods, spices, ginger, nutmegs, bananas and other fruits. There are large areas of rich alluvial and volcanic soils along the coast, and fertile land is found at elevations up to 6,000 feet. Heavy rainfalls occur, except over a belt of country which runs back from the coast at Port Moresby to the hills and which has its dry season from May to November. This "dry" area is admirably suited for the production of tobacco, fibres, cotton, etc.

(ii) *Plantations.* Agricultural settlement has been mostly in the Central and Eastern Divisions, with coco-nuts and rubber as the principal crops. The Native Plantations Ordinance provides for the establishment of plantations in which half of the proceeds is paid to the natives entitled thereto, and the remaining half paid into the Native Education Fund. The basis of a contract to stabilize the copra industry of Papua and New Guinea on a long term agreement with the United Kingdom has been reached. The contract will be for a period of nine years and the price for 1949 £stg. 48 per ton f.o.b. Territory ports. The price for each subsequent year will not be more than 10 per cent. higher or lower than the preceding year and will be negotiated before the end of the preceding year.

(iii) *Government Plantations.* There are five Government plantations, the Orangerie Bay and Kikori coco-nut plantations and the Gobaregere, Cupola and Kokoda rubber plantations.

3. **Forestry.**—The principal softwood timber is known as "ilimo," while among satisfactory timbers of the lowlands are "nara," "medobi," and "melila." There are large numbers of woods, varying from the softest to the hardest, including beautiful cabinet woods, but research is necessary to determine their usefulness. The development of a coniferous belt at the higher altitudes offers great possibilities. It is believed that teak and sandalwood are well suited for cultivation.

4. **Live Stock.**—At 31st December, 1940, the live stock in the Territory consisted of 587 horses, 5,994 head of cattle, 87 mules, 1,244 goats, 665 pigs, 30 sheep and 6,320 fowls. The introduction of rabbits, foxes, hares and monkeys is prohibited. Post-war live-stock statistics are not available, but at 30th June, 1948, it was estimated that there were 312 horses, 2,100 head of cattle, 45 mules, 1,200 goats, 560 pigs and 4,500 fowls in the Territory. These figures exclude native-owned live stock.

5. **Fisheries.**—Pearl-shell fishing is one of the industries of Papua. The species of tortoise which supplies the commercial tortoise-shell is also a native of Papua. *Bêche-de-mer* and *trochus* are found along the shores and reefs and form valuable articles of export.

6. **Mining.**—(i) *Variety of Minerals.* Minerals have been found over a wide range of country. Those discovered so far are gold, copper, tin, lead, zinc, cinnabar, iron, osmiridium, gypsum, manganese, sulphur, graphite, chromite, lignite, platinum and petroleum.

The existence of petroleum has been traced at scattered intervals over a large area. Three companies hold permits under the provisions of the Petroleum (Prospecting and Mining) Ordinance 1938–1939 and oil prospecting has been carried on in the Western, Delta, Gulf and Central Divisions.

Of precious stones, only the topaz and beryl have been obtained. Large beds of apparently good coal also exist.

(ii) *Gold.* Gold was discovered in 1888 and the search gradually spread over every division, finds being reported wherever the explorers went. The estimated quantity in fine ounces and the value of the gold yield for the years 1938–39 to 1940–41, 1946–47 and 1947–48 are given below :

PAPUA : GOLD YIELD.(a)

1938–39.		1939–40.		1940–41.(b)		1946–47.		1947–48.	
Quantity.	Value.	Quantity.	Value.	Quantity.	Value.	Quantity.	Value.	Quantity.	Value.
Fine oz.	£	Fine oz.	£	Fine oz.	£	Fine oz.	£	Fine oz.	£
35,808	325,116	30,422	316,203	10,348	110,501	446	4,077	283	2,299

(a) Valued at average price realized for fine gold in Australia. 1941.

(b) Nine months ended March,

The total value of gold won to 31st December, 1948 was £3,275,626.

(iii) *Other Minerals.* Some good samples of galena (sulphide of lead) have been obtained, while cinnabar (sulphide of mercury), graphite (or plumbago), zinc-blende, native sulphur, and other minerals are known to exist. In 1924 a deposit of lignite was discovered on Smoky Creek, a tributary of the Era River. Copper matte to the value of £5,999 was exported during 1940–41. The principal value of this item is its gold content.

7. **Water Power.**—Most of the rivers in Papua carry a large volume of water from a great height over a relatively short distance, thereby offering opportunities for the installation of hydro-electric power plants. It is estimated that there is at least 10,000,000 h.p. available for this purpose.

§ 6. Trade and Shipping.

1. **Customs Tariff.**—In the Schedule to the Customs Tariff of Papua 136 items are mentioned, of which approximately one-third is on the free list and consists of a number of foodstuffs and certain manufactures for use in the development of the Territory or its industries. Where duties are imposed they are generally on a 10 per cent. ad valorem basis, with the exception of ale, spirits, beverages and tobacco on which high revenue rates are imposed. Preference is given to Australian wines. On 16th July, 1931, a prime duty of 4 per cent. ad valorem was imposed on all goods, whether dutiable or not, in addition to the ordinary customs dues; the rate was subsequently reduced to 2½ per cent. and the duty ceased to operate on 1st July, 1937. From 12th July, 1940, the duty has been re-imposed, but certain specified articles have been exempted. The value of imports into Papua during 1947–48 was £2,393,497 and the duty collected, £145,189. In 1947–48, £30,412 was received in export duties.

Provision is made in the Australian Customs Tariff (Papua and New Guinea Preference) 1936 for the free entry into Australia of certain goods produced and imported

direct from Papua (see Chapter XII. "Trade"), and a proclamation of 25th September, 1935 exempted from primage duty goods produced or manufactured in the Territory.

2. **Imports and Exports.**—Tables of imports and exports during the years 1938-39 to 1940-41, 1946-47 and 1947-48 are given below. The values of exports are expressed in Australian currency but it is not possible to determine accurately the currency of the £ in the table of imports.

PAPUA : IMPORTS AND EXPORTS.

(£.)

Particulars.	1938-39.	1939-40.	1940-41.	1946-47.	1947-48.
IMPORTS.					
Ale, spirits and beverages ..	14,818	19,544	24,922	34,669	42,792
Tobacco and manufactures ..	27,466	31,669	31,874	63,457	73,645
Agricultural products and groceries	136,551	156,560	160,345	396,900	569,794
Textiles, felts, furs, attire, etc. ..	37,712	55,388	46,883	88,472	151,894
Metals and machinery ..	76,068	306,937	80,294	179,148	431,005
Oils, paints and varnishes ..	33,331	44,141	37,437	71,751	352,299
Earthenware, cement, glass, etc. ..	5,585	7,069	7,939	14,549	22,506
Drugs and chemicals ..	12,828	17,630	16,904	19,322	25,729
Wood, wicker and cane ..	13,076	8,400	9,039	18,003	17,769
Jewellery and fancy goods ..	7,756	8,075	7,443	55,640	36,525
Leather and rubber ..	8,076	11,154	8,996	12,704	20,022
Paper and stationery ..	8,521	8,218	8,237	15,600	25,691
Miscellaneous ..	94,273	79,128	53,516	497,554	623,826
Government stores ..	36,747	72,499	45,323		
Total ..	514,808	826,412	539,152	1,467,769	2,393,497
EXPORTS.					
Bêche-de-mer ..	2,506	1,024	1,202	..	..
Coco-nut, desiccated ..	48,140	58,015	59,523	..	..
Coffee beans ..	6,911	5,289	5,754	1,288	275
Copra ..	57,999	45,568	59,062	136,764	316,739
Gold ..	152,103	139,621	133,341	4,077	2,299
Pearls ..	15	..	6,000	..	2,000
Rubber ..	114,949	152,487	172,099	156,232	152,042
Trochus shell ..	9,200	9,312	1,680	9,527	8,783
Other ..	98,335	99,356	54,114	39,126	341,753
Total ..	490,158	510,672	492,775	347,014	823,891

Pre-war, the trade of the Territory reached its maximum in 1939-40, exceeding by £180,414 the previous highest figure which was established in 1925-26 when imports were valued at £470,774 and exports at £685,896. Prices for both copra and rubber were high about 1925-26 and the copper-mines were producing freely. Since the war, the increase in value of imports has been due to a greater volume of goods and an increase in the prices of practically all commodities. The increase in exports has been due mainly to copra, the exports of which exceeded those for the previous year by approximately 3,280 tons in quantity and £180,000 in value, and to surplus war stores exported by purchasers.

3. **Direction of Trade.**—Particulars of the countries of origin of the imports into Papua and of destination of the goods shipped therefrom are shown below for the years 1938-39, 1940-41 and 1947-48.

PAPUA : DIRECTION OF TRADE.
(£.)

Country.	Imports.			Exports.		
	1938-39.	1940-41.	1947-48.	1938-39.	1940-41.	1947-48.
Australia	239,105	298,848	1,620,864	409,408	453,504	680,968
United Kingdom ..	56,699	51,732	160,201	25,840	16,764	190
Other British Countries	45,313	49,454	2,275	17,630	8,453	120,663
Europe	23,966	5,414	..	11,024	..	204
Japan	14,858	24,821	..	7,582	7,718	..
Asia, excluding Japan	38,960	15,414	11,995	2,425	1,279	..
Netherlands Indies ..	21,288	29,278	29,033	11,519	4,744	19,935
U.S. of America ..	73,446	64,137	473,041	576	313	1,931
America, Other ..	1,173	54	95,488	..	..	..
Morocco .. ..	..	..	..	4,154	..	..
Total	514,808	539,152	2,393,497	490,158	492,775	823,891

4. *Shipping.*—The following table shows the number and tonnage of oversea vessels entered and cleared at ports during the years 1937-38 to 1940-41 and 1947-48 :—

PAPUA : OVERSEA SHIPPING.

Year.	Vessels.	Tonnage.
1937-38	243	482,981
1938-39	215	461,199
1939-40	227	489,970
1940-41	217	489,469
1947-48	178	253,621

NOTE.—The figures above exclude ships of war and Government vessels.

§ 7. Finance.

The revenue and expenditure of Papua for the years 1937-38 to 1940-41 and 1947-48 were as follows :—

PAPUA : REVENUE AND EXPENDITURE.
(£.)

Particulars.	1937-38.	1938-39.	1939-40.	1940-41.	1947-48.
Revenue—					
Customs	58,539	54,606	64,874	77,359	221,661
Commonwealth Grant ..	42,500	42,500	42,500	42,500	757,449
Lands	6,709	6,013	7,112	7,700	11,117
Fees, fines, etc. ..	7,065	9,501	9,554	10,050	9,605
Other	67,995	53,203	53,878	51,909	81,797
Total	182,808	165,823	177,918	189,518	1,081,629
Expenditure—					
Medical	20,884	22,075	20,785	24,718	102,316
Ordinary Votes	122,536	116,275	127,455	132,633	366,408
Public Works	35,828	25,458	26,966	29,886	320,352
Native Affairs	3,854	2,522	2,726	1,763	241,047
Total	183,102	166,330	177,932	189,000	1,030,123

The table above and that on page 385 give separate particulars of the respective territories. Following the institution of the new provisional administration particulars of finance relate to both territories. In order to provide a comparison with 1947-48, combined particulars are also shown below for the years 1939-40, 1940-41, 1945-46 and 1946-47. The figures include the transactions of the following accounts :—Trust Territory of New Guinea—Consolidated Revenue Account; Papua—Public Revenue Account.

Native Tax Account, Native Education Fund and Native Benefits Fund. Figures for 1945-46 relate to Civil Administration only. The last three funds are not included in the table above.

TERRITORIES OF PAPUA AND NEW GUINEA : REVENUE AND EXPENDITURE.
(£.)

Particulars.	1939-40.	1940-41.	1945-46.	1946-47.	1947-48.
Revenue—					
Taxation—					
Customs Duties	259,688	225,749	48,775	303,995	530,170
Stamp Duties	6,581	4,590	261	11,039	6,048
Native Head Taxes	34,831	38,515	..	..	..
Licences	14,266	11,683	741	6,000	11,353
Other Taxes	5,971	4,664	..	..	..
Commonwealth Grants	(a)69,500	(a)81,000	252,740	2,018,673	1,866,942
Post Office	29,967	25,025	6,618	27,970	41,127
Lands	22,393	24,057	97	5,364	16,894
Forestry	(b)	(b)	10	10,684	43,193
Agriculture	12,649	14,855	4	3,929	37,045
Mining—					
Royalty on Gold	c 143,906	c 119,792	..	9,451	35,581
Other	15,164	13,533	540	1,669	14,218
Harbour Dues, Wharfage, &c. ..	18,209	14,596	1,758	11,773	110,109
Fees, Fines and Forfeitures, n.e.i. ..	11,345	11,570	1,958	10,861	17,972
Electric Light and Power Supply, Papua	7,191	8,201	..	1,303	10,768
Other Revenue	35,347	30,546	4,660	59,968	39,412
Total	687,008	628,376	318,162	2,482,679	2,780,832
Expenditure—					
Public Debt Charges—					
Interest (c)	684	647	..	..	..
Provision for Redemption of Debt (c)	7,451	972	..	..	..
Post Office	(d)17,723	(d)15,883	10,986	46,687	78,867
Social Expenditure—					
Education	13,348	12,141	3,090	36,695	103,008
Public Health Services, Hospitals, etc.	107,199	106,267	32,905	174,794	303,699
Law, Order and Public Safety	93,336	87,475	23,562	112,672	164,440
Native Welfare, n.e.i.	10,422	9,694	(e)	(e)	(e)
Grants to Missions for Education and Medical Services	5,001	5,440	8,476	16,227	22,366
District Services and Native Affairs	130,022	107,870	87,063	435,723	583,068
Wages due to Natives under Pre-war Contracts .. ..	..	..	3,340	77,105	13,970
Compensation to Natives for war injuries and war damage .. ..	..	..	10,322	189,580	289,032
New Works, Buildings, etc.	(c) 63,257	(c) 48,509	21,672	87,219	242,974
Other Public Works and Services	49,692	43,510	37,976	260,800	414,478
Electric Light and Power, Papua	5,370	9,107	450	6,732	52,235
Legislative, General Administration and Other Expenditure	186,929	185,450	60,582	f 859,137	418,914
Total	690,434	632,965	300,424	2,303,371	2,687,051

(a) Includes payments, by Commonwealth to Trust Territory of New Guinea, of collections under Gold Tax Act 1939 on gold produced in New Guinea—1939-40, £27,000 and 1940-41, £38,500. (b) Not available separately. Included with Lands. (c) Trust Territory of New Guinea only. (d) Excludes salaries in Trust Territory of New Guinea. These are included under General Administration. (e) Now Included under other headings. (f) Includes purchases from Commonwealth Disposals Commission, £659,541.

§ 8. Progress of Papua.

The following table indicates the progress made from 1st September, 1906, when the Territory was placed under Australian control, to 30th June, 1948 :—

PAPUA : STATISTICAL SUMMARY.

Items.	Year ended 30th June—			
	1907.	1939.	1941.	1948.
White population .. No.	690	1,608	3,070	2,641
Native labourers employed .. "	2,000	19,733	20,065	20,069
Territorial revenue .. £	21,813	123,323	147,015	1,081,629
" expenditure .. £	45,335	166,330	189,000	1,030,123
Value of imports .. £	87,776	514,808	539,152	2,393,497
" exports .. £	63,756	490,158	492,775	823,891
Area of plantations .. acres	1,467	59,224	63,609	68,300
Meteorological stations established No.	3	21	21	..
Gold yield.. .. fine oz.	12,439	35,808	(a) 10,348	283

(a) Nine months ended March, 1941.

TRUST TERRITORY OF NEW GUINEA.

§ 1. General Description.

The land area of the Territory of New Guinea is about 93,000 square miles and the area including the sea within the lines drawn through its extreme outer points is more than 1,000,000 square miles. As the coast of the Territory has not been completely surveyed, the areas of the various islands are known only approximately.

The approximate areas of the principal islands together with the small islands adjacent thereto are as follows :—

AREA OF TERRITORY OF NEW GUINEA.

(Sq. Miles.)

Particulars.	Approximate Area.
North-East New Guinea (also called "The Mainland") ..	69,700
Bismarck Archipelago—	
New Britain	14,600
New Ireland	3,340
Lavongai	460
Admiralty Islands	800
Solomon Islands—	
Bougainville	3,880
Buka	220
Total	93,000

Information regarding physiography and climate will be found in Official Year Book No. 22, p. 613, and in the *Official Handbook of the Territory*.

§ 2. Government.

1. **The Military Occupation (1914-18 War).**—On 17th September, 1914, the Acting Governor of German New Guinea signed terms of capitulation with the officer commanding a Naval and Military Expedition sent from Australia, and thereafter the Territory was under military administration until the establishment of Civil Government on 9th May, 1921.

2. **1939-45 War.**—For the events following the outbreak of the Pacific War and the formation of the Papua-New Guinea Provisional Administration in 1945, see p. 364 *ante*.

3. **Mandate (1920).**—In 1919 it was decided by the Principal Allied and Associated Powers that the Territory of New Guinea, which Germany gave up as one of the terms of peace, should be entrusted under Mandate from the League of Nations to the Government of the Commonwealth. The issuing of the Mandate was, however, delayed, and it was not until 17th December, 1920 that its terms were settled, and the Mandate itself did not reach Australia until April, 1921.

The terms of the Mandate are given in Official Year Book No. 33 (see p. 264).

4. **Trusteeship (1946).**—The Commonwealth Government undertook to place the Territory of New Guinea under the Trusteeship System established under the Charter of the United Nations. The Trusteeship Agreement for the Territory, under which the Government of Australia is the sole administering authority, was approved by the General Assembly of the United Nations Organization on 13th December, 1946. The terms of the Agreement are as follows :—

Preamble : The Territory of New Guinea has been administered in accordance with Article 22 of the Covenant of the League of Nations and in pursuance of a Mandate conferred upon His Britannic Majesty and exercised on his behalf by the Government of the Commonwealth of Australia.

The Charter of the United Nations, signed at San Francisco on 26th June, 1945, provides by Article 75 for the establishment of an international trusteeship system for the administration and supervision of such territories as may be placed thereunder by subsequent individual agreements.

The Government of Australia now undertakes to place the Territory of New Guinea under the trusteeship system, on the terms set forth in the present Trusteeship Agreement.

Therefore, the General Assembly of the United Nations, acting in pursuance of Article 85 of the Charter, approves the following terms of trusteeship for the Territory of New Guinea in substitution for the terms of the Mandate under which the Territory has been administered :—

Article 1. The Territory to which this trusteeship agreement applies (hereinafter called the Territory) consists of that portion of the island of New Guinea and the groups of islands administered therewith under the Mandate dated 17th December, 1920, conferred upon His Britannic Majesty and exercised by the Government of Australia.

Article 2. The Government of Australia (hereinafter called the Administering Authority) is hereby designated as the sole authority which will exercise the administration of the Territory.

Article 3. The Administering Authority undertakes to administer the Territory in accordance with the provisions of the Charter and in such a manner as to achieve in the Territory the basic objectives of the international trusteeship system, which are set forth in Article 76 of the Charter.

Article 4. The Administering Authority will be responsible for the peace, order, good government and defence of the Territory and for this purpose will have the same powers of legislation, administration and jurisdiction in and over the Territory as if it were an integral part of Australia, and will be entitled to apply to the Territory, subject to such modifications as its deems desirable, such laws of the Commonwealth of Australia as it deems appropriate to the needs and conditions of the Territory.

Article 5. It is agreed that the Administering Authority, in the exercise of its powers under Article 4, will be at liberty to bring the Territory into a customs, fiscal or administrative union or federation with other dependent territories under its jurisdiction or control, and to establish common services between the Territory and any or all of these territories, if (in its opinion) it would be in the interests of the Territory and not inconsistent with the basic objectives of the trusteeship system to do so.

Article 6. The Administering Authority further undertakes to apply in the Territory the provisions of such international agreements and such recommendations of the specialized agencies referred to in Article 57 of the Charter as are, in the opinion of the Administering Authority, suited to the needs and conditions of the Territory and conducive to the achievement of the basic objectives of the trusteeship system.

Article 7. The Administering Authority may take all measures in the Territory which it considers desirable to provide for the defence of the Territory and for the maintenance of international peace and security.

Article 8. The Administering Authority undertakes that in the discharge of its obligations under Article 3 of this agreement—

1. It will co-operate with the Trusteeship Council in the discharge of all the Council's functions under Articles 87 and 88 of the Charter.
2. It will, in accordance with its established policy—
 - (a) take into consideration the customs and usages of the inhabitants of New Guinea and respect the rights and safeguard the interests both present and future of the indigenous inhabitants of the Territory and, in particular, ensure that no rights over native land in favour of any person not an indigenous inhabitant of New Guinea may be created or transferred except with the consent of the competent public authority ;
 - (b) promote, as may be appropriate to the circumstances of the Territory, the educational and cultural advancement of the inhabitants ;
 - (c) assure to the inhabitants of the Territory, as may be appropriate to the particular circumstances of the Territory and its peoples, a progressively increasing share in the administrative and other services of the Territory ;
 - (d) guarantee to the inhabitants of the Territory, subject only to the requirements of public order, freedom of speech, of the press, of assembly, of petition, freedom of conscience and worship and freedom of religious teaching.

5. *Administration.*—For particulars of the administration of the Territory of New Guinea prior to the setting-up of the Papua and New Guinea Administration see Official Year Book No. 36 and earlier issues.

For administrative purposes the Territory is divided into the following districts :—New Britain, comprising New Britain and adjacent islands ; Morobe, Madang, Central Highlands, and Sepik on the mainland ; New Ireland, comprising New Ireland, Lavongai and adjacent islands ; Manus, comprising the Admiralty Group ; and Kieta, the former German portion of the Solomon Islands. Each district is under a District Officer, assisted by a small staff.

§ 3. Population.

1. *Non-indigenous Population.*—(i) *General.* The number of the non-indigenous population enumerated at the Census of 30th June, 1947, was 6,200, of whom 4,369 were males and 1,831 were females. There were 5,627 full-bloods, of whom 3,412 were Europeans and 2,215 non-Europeans. Half-castes with one of the parents a European numbered 573.

At the 30th June, 1948 the non-indigenous population was estimated at 7,026.

The following table shows the non-indigenous population enumerated at the last three censuses and as estimated at 30th June, 1948:—

TERRITORY OF NEW GUINEA : NON-INDIGENOUS POPULATION.

Race.	4th April, 1921.	30th June, 1933.	30th June, 1947.	30th June, 1948.
Full-blood— European	1,288	3,191	3,412	(b)
Non-European— Chinese	1,424	1,449	1,769	
Other	392	381	446	
Total	1,816	1,830	2,215	
Half-caste (a)	69	195	573	
Grand Total	3,173	5,216	6,200	7,026

(a) Persons who have European blood to the extent of one-half.

(b) Not available.

(ii) *European Population.* The number of the European population for various years since 1885 is shown in the following table. At 30th June, 1947, the European population was 3,412, of whom 2,604 were males and 808 females.

TERRITORY OF NEW GUINEA : EUROPEAN POPULATION.

Year.	Number.	Year.	Number.
1885	64	1939	4,608
1933	3,191	1940	4,399
1937	4,286	1941	4,101
1938	4,445	1947	3,412

(iii) *Asiatic Population.* Malays seem to have been the first Asiatics brought by the Germans to German New Guinea; 37 of them were recorded on the mainland in 1885. About 1889 the New Guinea Company began to bring Chinese, Malays and Javanese in growing numbers from Singapore and Java to work on the plantations; in the year 1892 there were about 1,800 Asiatics on the mainland. By 1898 the number had decreased to 300 or 400, but it had risen to 1,830 at the time of the 1933 Census and at 30th June, 1941, numbered 2,228, of whom 2,199 were Chinese and 29 Japanese. The Japanese at the 1933 Census numbered 73. The Chinese provide the skilled artisans of the Territory, and many of them are small traders. At the census of 30th June, 1947, non-Europeans numbered 2,215, of whom Chinese (1,769) and Filipinos (276) constituted the major proportion. At the same date half-castes with one of the parents a European numbered 573.

2. *Native Population.*—As a large portion of the Territory is not under Government influence it is not possible to obtain reliable figures in regard to the number of the natives.

The following table shows those enumerated as at 30th June, 1941 :

TERRITORY OF NEW GUINEA : NATIVE POPULATION AT 30th JUNE, 1941.
(Including Indentured Labourers.)

District.	Children.			Adults.			Total.		
	Males.	Females	Persons.	Males.	Females	Persons.	Males.	Females	Persons.
Kieta ..	11,307	9,912	21,219	15,618	15,218	30,836	26,925	25,130	52,055
Madang ..	37,406	30,897	68,303	58,786	54,901	113,687	96,192	85,798	181,990
Manus ..	3,259	2,749	6,008	4,235	3,891	8,126	7,494	6,640	14,134
Morobe ..	29,334	26,348	55,682	42,541	39,076	81,617	71,875	65,424	137,299
New Britain ..	21,737	19,349	41,086	34,563	25,938	60,501	56,300	45,287	101,587
New Ireland ..	7,619	6,422	14,041	15,791	11,723	27,514	23,410	18,145	41,555
Sepik ..	32,223	27,772	59,995	44,049	45,060	89,109	76,272	72,832	149,104
Total ..	142,885	123,449	266,334	215,583	195,807	411,390	358,468	319,256	668,284

(a) Includes 6,560 Mission scholars, constabulary, etc., not distributed.

The number of natives indentured as labourers on 30th June, 1949, was 10,677. In addition, there were 19,575 non-indentured employees.

§ 4. The Natives.

1. **General.**—The natives are divided into two main groups—Melanesian and Papuan—the former, with a few exceptions, constituting the population of the Bismarck Archipelago, the Solomon Islands, and the coastal districts of the New Guinea mainland, the latter inhabiting the interior of the mainland. Odd tribes of Negritos exist in the mountains of New Guinea. There is a strain of Papuan, and, possibly, of Polynesian blood in the Admiralty Islanders, while the Western Islanders and the inhabitants of the small islands east and south-east of New Ireland are Micronesians. (See Official Year Book No. 16, p. 670, and *Official Handbook of the Territory*. Pt. V.)

2. **Land Tenure.**—Native customs in regard to the ownership and use of land may be briefly outlined as follows. The ownership and use of the land are generally individual, although, in some rare cases, particularly in North Bougainville, the communal system exists. In districts where a great many coco-nut palms are growing on native lands it is often found that the land is the property of a chief or of one of the old men of the tribe, and that the coco-nut palms growing thereon are divided into small groves, and are the property of several members of the tribe. Customs with regard to the use of unoccupied forest lands vary. Right of inheritance to land is almost invariably through the maternal branch. (See Official Year Book No. 17, p. 634, and *Official Handbook of the Territory*.)

3. **Research Work.**—During the German occupation of the Territory a certain amount of research work was carried out, partly by scientific expeditions, and partly by missionaries and by a local resident. For many years an anthropologist was engaged consolidating the work already done, and extending it throughout the Territory. The results of his work appear in special reports.

4. **Education.**—Provision for the education of natives is made in the Ordinance of 1922-1938 under which the Administrator is authorized to establish schools, grant money therefor, prescribe instruction, and arrange for the training of teachers and other matters. Natives are liable to pay education tax, but none has been collected since 1922-23. The European teachers have been recruited from Education Departments in Australia. During the year ended 30th June, 1948, 26 schools were maintained by the Administration for native children, two for part-native and Malay children, and five each for European and Chinese children. In addition, the Missions conducted different

grades of schools having a total enrolment of 60,000 native students. To assist the Missions in their educational work, the Administration provides professional advice and certain items of equipment and text-books. In addition to this assistance, the sum of £21,750 was distributed amongst the Missions as grants-in-aid during the year ended 30th June, 1948. As well as those above, there are five schools for Europeans at Rabaul, Wau, Bulolo, Lae and Madang.

5. **Health of Natives.**—In a report dealing with the health of the natives in New Britain submitted before the 1914-18 War, it was stated that "the natives in the districts examined are not degenerate; but they are sick". The same qualification undoubtedly applies to the native population throughout the Territory.

The diseases taking the greatest toll of native life directly or through lowering vitality are—Malaria, respiratory diseases, dysentery, frambœsia, yaws, tropical ulcer, hookworm, filariasis and beri-beri.

The Health Department of the Administration consists of (i) a staff of medical officers, medical assistants and orderlies; (ii) native hospitals at Government stations and sub-stations (its staff also supervises hospitals on plantations); (iii) a laboratory; (iv) a training system for natives as medical orderlies; (v) a scheme of distribution of medical necessities; and (vi) leprosaria. It also undertakes the general oversight of sanitary conditions.

6. **Missions.**—Several mission societies have operated in the Territory. The Society of the Sacred Heart of Jesus worked in the Bismarck Archipelago, the Society of the Holy Ghost, the Franciscan Order and the Society of the Divine Word along the coast of North-East New Guinea from Sek to the Dutch border, and the Marists in Buka and Bougainville. These are Roman Catholic Missions. The Protestant Missions are the Australian Methodist Mission in New Britain and New Ireland, the New Zealand Methodist Mission in Bougainville, the Liebenzell Mission in the Admiralty Group, the Lutheran Mission (supported and staffed by the Lutheran Churches in Australia and America) which worked along the coast of North-East New Guinea from Sek to the Papuan border, the Melanesian Mission (Anglican) in New Britain, the Seventh Day Adventist Mission in Bougainville, New Britain and the mainland of New Guinea, and the East and West Indies Bible Mission in the Central Highlands. All these societies include teaching with their missionary work.

§ 5. Land Tenure.

1. **Acquisition of Land.**—A short account of the modes of acquiring land appears in Official Year Book No. 19, p. 590, but considerations of space preclude its repetition.

2. **Land Policy of the Present Administration.**—The Land Ordinance 1922-1941 provides for sale as well as leasing of land belonging to the Administration. The divergence from the policy usually adopted by the British in the Pacific (including Papua), which provides for leasehold only, was made with a view to disposal by sale of the freehold properties taken over from Germans, which until 1927 were controlled by the Expropriation Board. The general land policy is based on the leasehold principle. All grants or leases contain a reservation to the Administration of all minerals, including mineral oil. Leases are for a term of 99 years except where a shorter period is provided. Lands, except in towns, are classified by a Land Board into land suitable for agriculture (Class A) and land not so suitable (Class B), and the unimproved value of the land is assessed. In the case of agricultural leases for more than 30 years the rent is 5 per cent. of the unimproved value, with power to remit during the first ten years, and subject to reappraisal every 20 years. Pastoral leases of lands of Class B may be granted for terms not exceeding 30 years, at a rental of $2\frac{1}{2}$ per cent. of the unimproved value, subject to reappraisal every 10 years. Agricultural leases are subject to improvement conditions and pastoral leases to stocking conditions. Leases of town allotments may be granted for terms not exceeding 99 years, at a rent to be fixed at such percentage of the unimproved value as is prescribed.

The following table shows the leases in force on 30th June, 1948 :—

TERRITORY OF NEW GUINEA : LEASES IN FORCE, 30th JUNE, 1948.

Tenure.	No. of Leases.	Area, Acres.
Agricultural leases	444	141,445
Pastoral leases	3	9,496
Residence and business leases	320	334
Special leases	56	707
Mission leases	443	1,552
Leases granted to Chinese in towns	213	58
Long period leases from German regime	115	5,189
Total	1,594	158,781

3. **Alienation and Occupation of Land.**—The area of the Territory is estimated at 59,520,000 acres, of which, at 30th June, 1948, 1.52 per cent. was alienated. The following table shows the distribution :—

TERRITORY OF NEW GUINEA : LAND TENURE, 30TH JUNE, 1948.

Particulars.	Acres.
Alienated—	
Held by Private Non-indigenous Inhabitants—	
Freehold	519,400
Leasehold	158,780
Held by the Administration	202,042
Native Reserves(a)	26,611
Total	906,833
Held by Natives	58,613,167
Total Area of Territory	59,520,000

(a) Vested in the Director of District Services and Native Affairs as Trustee for Natives.

4. **Registration of Titles.**—Under German law there was a system of registration of titles in a "Ground Book," but registration did not confer an indefeasible title. The German system has been replaced by one modelled on the Torrens plan, embodied in an Ordinance entitled the Lands Registration Ordinance 1924-1939.

§ 6. Production.

1. **General.**—The natives have been described as a people of peasant proprietors, practising a crude form of agriculture. Their gardens and groves furnish but a small amount of produce for oversea trade, and the exports of the Territory grew only as European plantations were made, and natives were employed to work them.

Scientific methods of cultivation have been adopted, and production has been greatly increased thereby.

2. **Agriculture.**—(i) *General.* There is provision in the Native Administrative Ordinance 1921-1938 of New Guinea for compelling native inhabitants to plant food crops for their own benefit, under certain circumstances. This type of compulsion has been mainly eliminated since 1942. The Ordinance was used in New Guinea, pre-war, when the villages were obviously short of food crops. Coco-nut plantings were mainly involved, as this constituted both a food and an economic crop.

Since the 1939-45 War, the activities of the Department of Agriculture, Stock and Fisheries have been concerned with the maintaining and improving of those establishments which were not destroyed during the war, viz. :—the Highlands Agricultural Experiment Station at Aiyura on the headwaters of the Ramu River where, at 5,500 feet to 6,000 feet altitude, observations are being made on the culture of tea, quinine, arabica coffee, soya bean, pyrethrum, native and introduced food, fodder, and cover crops and on the care of live-stock; and the Lowlands Agricultural Experiment Station at Keravat, near Rabaul, which suffered great damage under enemy occupation but where valuable material is being rehabilitated and propagated for future development, including special hybrids and selections of cocoa, coco-nut, robusta coffee, oil palm, manila hemp, native food crops, rice and other grains, and a large assortment of specimen plants of economic species.

The policy in the expanding programme of new work has been to develop close contact with the native peoples in order to help them in post-war rehabilitation and to determine the wisest lines of future development in each area. The Department also assists non-native settlers in an advisory capacity.

The principal agricultural products of the Territory are copra, cacao and coffee. With regard to copra plantations no accurate acreage figures are available owing to widespread war damage.

About 25 per cent. of the coco-nut bearing areas were destroyed during the war and the remainder is gradually being restored to production. The present production rate of copra is about 25,000 tons per annum, compared with the peak pre-war figure of about 76,400 tons in 1936-37. Very little replanting of coco-nuts has yet been undertaken, and no new areas have been planted. Cacao plantings suffered war-time losses to the extent of about 60 per cent. The present production rate is approximately 150 tons per annum, compared with the pre-war potential of about 1,000 tons, although this figure was never actually reached. Considerable activity is at present taking place in regard to cacao planting, the tendency being for planters to plant this crop wherever suitable land and labour are available.

With regard to robusta coffee, some 80 per cent. of pre-war plantings have been lost largely through the impact of war. Planters are not being encouraged to develop this crop. Very little loss was suffered by the limited pre-war plantings of arabica coffee but these are not of any great importance. Development of this crop is limited largely by the relative inaccessibility of suitable areas to cheap transport.

Rice, normally imported from Saigon and the East, is now obtained from Australia, but supplies are much lighter than formerly, and more highly priced. It is an objective of the Administration to develop adequate local production of this important staple.

(ii) *Plantations.* During 1934-35 the Administration disposed of the several plantations maintained by it with the exception of the demonstration plantation at Keravat. The principal crops grown on plantations are shown in the table hereunder for the year ended 30th June, 1940. The figures are not complete, but they give an indication of the progress of agriculture in the Territory to that date. Details are not available for later years.

TERRITORY OF NEW GUINEA : PLANTATIONS, 1939-40.

(Excluding Native Reserves.)

Crop.	Area Planted.(a)	Area Bearing.	Yield.
	Acres.	Acres.	Tons.
Coco-nuts	261,676	210,954	(b)71,583
Cocoa	5,827	2,301	570
Coffee	2,792	1,935	56
Rubber	2,481	1,591	95
Kapok	556	321	15
Native Food (c)	3,289	1,453	2,099
Other	912	106	..
Total	277,533	218,661	..

(a) Includes inter-planted crops.

(b) Copra; desiccated coco-nut, 696 tons, also produced.

(c) Native food of all kinds is mostly grown between young coco-nut palms not yet in bearing.

The area of plantations for various years from 1885 to 1940 is shown hereunder:—

TERRITORY OF NEW GUINEA : PLANTATIONS.

(Excluding Native Reserves.)

(Acres.)

Year ended June—	Total Area.	Area Planted.	Area under Coco-nuts (including Area not in Bearing).
1885	148	(a)	(a)
1895	2,152	(a)	(a)
1911	58,837	(a)	51,510
1914	84,488	(a)	76,847
1924	411,275	(a)	172,373
1932	460,942	216,730	211,882
1937	487,375	244,066	234,189
1938	496,118	262,547	239,976
1939	504,000	264,877	253,235
1940	525,965	277,533	261,676

(a) Not available.

3. **Live Stock.**—Little natural pasture is at present accessible in the Territory of New Guinea, though investigations have proved that good cattle country exists in the vicinity of the lower Sepik River, the nearest point of access being Marienberg, 38 miles from the river mouth. The swampy country through which the Sepik passes is not itself suitable for cattle. Apart from pasture lands which have been discovered in the Sepik area, in the Markham Valley, there is excellent cattle country from Lae to Wau, and further inland to Ramu and Purari. In the gold-fields area, also, large valleys of open country exist, probably suitable for grazing and stock-raising. An experiment is at present being conducted by the E. J. Hallstrom Trust in the breeding of Romney Marsh sheep at Nondugl in the Central Highlands District of the Territory of New Guinea.

Soils are variable and often the terrain is broken; however, the loose, coral-derived soils and those from pumice and volcanic sands are gently undulating. The foothill soil is heavier, being generally a mixture of volcanic and sedimentary types. The hinterland soils are often heavy and lateritic. Generally, there is more good land on the island groups than on the mainland, except in certain valleys such as the Markham and Sepik.

District Agricultural Stations are being established in various parts of the Territory. In the selection of sites for these, special consideration has been given to areas which suffered most under enemy occupation. Each of these Stations is in the charge of a District Agricultural Officer whose functions are largely those of extension. As a first step towards improving live stock breeds and animal husbandry methods, a piggery has been established at each Station and stocked with imported Berkshires.

Pig numbers in many parts of the country were almost entirely annihilated during the Japanese occupation. As the pig is one of the chief sources of meat to most natives, a serious unbalancing of the native diet has been brought about in such areas. Pigs are also of considerable importance to the native people in social prestige, wealth and as a medium of exchange. With a view to increasing the number and the quality of pigs at present available, small studs of pure breeds are being formed at Lae, Madang, Wewak, Aitape, Rabaul and Sohana. From these studs, pigs of a superior type will be made available to natives, especially good type boars. It is hoped in this way gradually to improve the standard of native pigs.

A Quarantine Ordinance is in operation in the Territory and this is largely under the control of the Department of Public Health, in co-operation with the Department of Agriculture, Stock and Fisheries.

All stock introduced is carefully inspected in Australia prior to shipment, and on arrival is again inspected and treated for internal and external parasites. The stock is not allowed to land if parasites not already existent in the Territory are present on inspection.

4. **Timber.**—An investigation of the timber resources was made by the Commonwealth Inspector-General of Forests, and a report in connexion therewith was published in 1926. According to this report, while offering no prospects of immediate gain to large sawmilling interests, the Territory possesses forest potentialities of a high order. Surveys of the timber resources of the Morobe District indicate that there are

approximately 500 million super. feet of timber in the pine forests of the Bulolo Valley. This is supporting sawmills cutting for local use. It is proposed to harvest this forest over a period of years and progressively re-forest the area. Sawmills controlled by the Administration are established at Lae and Keravat, and are supplying local requirements. The log export trade has not yet recovered, but in 1948 shipments of some 400,000 super. feet of timber in the log were made.

The Forestry Ordinance 1936-1937 provides for the issue of permits and licences to cut timber, but at present the policy is to call tenders for timber areas as they can be made available. Timber growing on native lands cannot be acquired by private purchasers directly from the natives, but must be obtained through the Administration. A royalty is payable on all forest produce taken under a permit or licence. Some 26 permits, which were in force when the war intervened, have been extended to cover the five-year period of suspension, and cover approximately 200,000 acres.

5. Fisheries.—The wealth of the waters of the Territory has been little exploited. Fish are caught at many places along the coast to supply the small local demand of the natives and of the few resident Europeans. Pearl-shell is exported in fair quantities, while bêche-de-mer, trochus-shell and tortoise-shell also figure amongst the exports. The value of marine products exported in 1947-48 was £21,092 compared with £9,255 in 1940-41. A survey of the Territorial waters of the Territory is at present in progress with a view to ascertaining and developing the fisheries resources and the shell industries. The Commonwealth Scientific and Industrial Research Organization is co-operating in this survey.

6. Mining.—Except for gold there has been little mining in New Guinea. Gold has been discovered on the Waria, the Ramu, the Francisco, and the Markham Rivers, and in tributaries of the Sepik River. Rich gold was discovered in the Morobe District in 1926: the field is situated about 90 miles (40 by air) inland from Lae, the nearest coastal port. Communication is established with the coast by a regular aeroplane service and by road transport. Osmiridium is reported to have been found on the upper tributaries of the Ramu, and platinum on the Kabenau River. Copper has been discovered in the form of chalcopyrite and malachite in the Baining District. Iron occurs as magnesite and hæmatite in the Baining District, apparently in large quantities. Sulphur occurs in several localities in the volcanic regions of the Territory. Brown coal has been found on the mainland in the vicinity of Astrolabe Bay, and in the southern portion of New Ireland.

Mining is regulated by the Mining Ordinance 1928-1940. Copies of the Ordinance and Regulations made thereunder may be obtained from the Secretary, Department of External Territories, Canberra.

The following table shows the production of gold during the years 1937-38 to 1940-41 and 1947-48:—

TERRITORY OF NEW GUINEA : GOLD PRODUCTION.

Year.					Quantity.	Value.(a)
					Fine oz.	£
1937-38	..	..	..	..	223,929	1,935,954
1938-39	..	..	..	..	237,705	2,153,018
1939-40	..	..	..	..	278,922	2,917,526
1940-41	..	..	..	..	263,097	2,808,835
1947-48	..	..	..	..	126,092	851,570

(a) Valued at average price realized for fine gold in Australia.

Since the high market price of gold has been maintained, the search for profitable areas in various parts of the Territory has not diminished and systematic testing by drilling and other means has been undertaken on alluvial areas previously considered unworthy of attention. Although there were no new discoveries of alluvial or reef gold during 1948, work proceeded steadily on the known gold-bearing areas.

A search for petroleum has been actively conducted on the mainland. The Petroleum Ordinance 1936 has been superseded by the Petroleum (Prospecting and Mining) Ordinance 1938-1947, which has facilitated the carrying out of geological surveys and prospecting activities generally. On 30th June, 1948, two permits to search for petroleum were in force.

§ 7. Trade.

1. **Customs Tariff.**—With the exception of high revenue rates on ale, spirits, beverages and tobacco and a duty of 3d. per gallon on petrol, kerosene and lubricating oil, the tariff of the Territory of New Guinea is generally on a 10 per cent. ad valorem basis. Only 72 items are mentioned in the import schedule, of which approximately 60 are on the free list consisting of articles for use by the Administrator, the Trade Commissioners and the Missions, and medical supplies, live stock, meat, fish, fresh fruit, vegetables and certain essential manufactures for use in the Territory. The rate of duty for the remaining items as well as for all other goods not mentioned in the schedule is 10 per cent. ad valorem. No preferential tariff rates are provided in the schedule.

Export duties are levied on copra, trepang, shell, feathers and sulphur. When the price, or the assessed value of copra is less than £5 15s. per ton no tariff is imposed, but when the price exceeds this figure but is not more than £11 per ton 2s. 6d. per ton is charged; thereafter the charge increases on a sliding scale to 11s. 6d. per ton as the price rises to £18, with an additional 2s. per ton for every further increase of £1 in the price of copra. Imports in 1947-48 amounted to £3,105,098 on which £335,276 was received in import duties, while £60,491 was paid in export duties and royalties.

Provision is made in the Australian Customs Tariff (Papua and New Guinea Preference) 1936 for the free entry into Australia of certain goods produced and imported direct from the Territory of New Guinea (*see* Chapter XII. "Trade"), and a proclamation of 25th September, 1935, exempted from primage duty goods produced or manufactured in the Territory.

2. **Imports and Exports.**—Values of the principal items of imports and exports for the years 1937-38 to 1940-41 and 1947-48 are shown below. The values of exports are expressed in Australian currency, but it is not possible to determine accurately the currency of the £ in the table of imports.

TERRITORY OF NEW GUINEA : IMPORTS AND EXPORTS.

(£.)

Particulars.	1937-38.	1938-39.	1939-40.	1940-41.	1947-48.
IMPORTS.					
Foodstuffs of animal origin ..	157,391	152,023	165,637	127,464	441,391
Foodstuffs of vegetable origin ..	190,657	158,895	164,751	145,070	489,168
Spirituous and alcoholic liquors ..	52,385	54,969	50,161	46,753	72,186
Tobacco and preparations thereof ..	58,155	63,122	61,160	51,931	170,545
Live animals ..	1,843	1,328	664	508	16,511
Animal substances ..	961	1,124	1,587	179	..
Vegetable substances and fibres ..	4,191	3,307	3,640	2,386	3,997
Apparel, textiles and manufactured fibres ..	182,590	138,077	130,360	93,164	429,837
Oils, fats and waxes ..	72,080	65,901	97,370	72,153	256,196
Paints and varnishes ..	11,044	10,934	9,932	7,818	23,643
Stones and minerals ..	16,030	8,164	4,314	5,439	1,424
Metals, manufactures and machinery ..	635,991	470,781	387,125	252,750	683,334
Rubber and leather and manufactures thereof ..	15,663	16,365	21,668	16,739	35,325
Wood and wicker ..	33,565	29,195	20,617	9,105	43,054
Earthenware, cement, glass, etc. ..	14,251	13,215	13,549	8,383	25,751
Paper and stationery ..	24,026	22,829	24,169	19,122	69,613
Jewellery and fancy goods ..	21,328	14,133	10,231	10,045	49,284
Optical and scientific instruments ..	21,377	22,318	14,750	17,140	28,825
Drugs, chemicals and fertilizers ..	46,878	46,163	45,101	45,539	66,830
Miscellaneous ..	50,561	47,992	41,311	30,441	198,184
Specie ..	31,500	..	..	..	..
Total ..	1,642,467	1,340,835	1,268,097	962,129	3,105,098

TERRITORY OF NEW GUINEA : IMPORTS AND EXPORTS—continued.
(£.)

Particulars.	1937-38.	1938-39.	1939-40.	1940-41.	1947-48.
EXPORTS.					
Copra	847,734	727,949	504,627	266,970	625,662
Cocoa	4,475	6,580	11,340	11,680	16,976
Ivory nuts	162	..	7	..	..
Trepang	2,250	2,025	1,680	1,870	..
Shell (trochus, etc.)	12,478	10,560	10,227	7,383	21,092
Tortoise-shell	91	89	49	2	..
Gold	2,028,980	2,129,263	3,021,731	2,797,226	851,570
Desiccated coco-nut	73,423	69,960	89,050	93,850	..
Rubber	242	4,050	13,328	19,027	..
Miscellaneous	25,334	23,419	29,081	55,976	411,775
Total	2,995,169	2,973,895	3,681,120	3,253,984	1,927,075

Included in "Miscellaneous" in the table above are surplus war stores exported by purchasers.

3. *Direction of Trade.*—Particulars of the countries of origin of the imports into the Territory of New Guinea and of destination of the goods shipped therefrom during the years 1939-40, 1940-41 and 1947-48 are given in the following table.

TERRITORY OF NEW GUINEA : DIRECTION OF TRADE.
(£.)

Country.	Imports.			Exports.		
	1939-40.	1940-41.	1947-48.	1939-40.	1940-41.	1947-48.
Australia ..	583,291	489,369	2,109,157	3,283,246	3,039,767	1,910,007
United Kingdom ..	119,042	79,136	149,217	220,200	47,599	..
Other British ..	55,306	63,745	52,403	..	29,976	3,366
China ..	87,412	43,317	129,177	11,115	1,870	..
Japan ..	34,921	28,063	..	7,266	28,822	..
France ..	2,523	1,275	..	12,291	..	..
Germany ..	17,430	4,595	..	2,669	..	..
U.S.A. ..	247,189	167,437	398,163	62,529	21,131	13,702
Other ..	120,983	85,192	266,981	81,804	84,819	..
Total ..	1,268,097	962,129	3,105,098	3,681,120	3,253,984	1,927,075

The bulk of the imports into the Territory of foodstuffs, beer, coal, paints, boats, launches and soap comes from Australia, which also supplies large quantities of machinery and metal manufactures, drugs, explosives, tobacco, cigarettes, apparel, boots, leather manufactures, timber, stationery and polishes.

§ 8. Shipping and Communication.

1. **General.**—Prior to the Japanese invasion a subsidized mail service between New Guinea and Australia was maintained by Burns, Philp and Co. Ltd., which also operated a two-monthly non-subsidized service between Australia, New Guinea, Hong Kong and Saigon. The Dutch Royal Packet Navigation Company's vessel called at Rabaul every five weeks *en route* from Singapore to Australia. Shipping within the Territory is regulated by the Shipping Ordinances 1936 and the Coastal Shipping, Ports and Harbours Regulations.

2. **Oversea Tonnage in 1947-48.**—The number and net tonnage of oversea vessels which entered and cleared the Territory during 1947-48 are shown hereunder.

TERRITORY OF NEW GUINEA : SHIPPING, 1947-48.

Nationality.	Vessels Entered.		Vessels Cleared.		Total.	
	Number.	Net Tonnage.	Number.	Net Tonnage.	Number.	Net Tonnage.
American	2	3,888	2	3,888	4	7,776
British	50	128,371	42	126,032	92	254,403
Total	52	132,259	44	129,920	96	262,179

3. **Shipping, Ports and Inland Waterways.**—Shipping services on a regular basis ply between Australia and the Territory, providing passenger and cargo accommodation. A number of cargo vessels has been chartered at various times to supplement the regular service. Vessels of the Eastern and Australian Shipping Line on the Australia-Hong Kong service make calls at Rabaul with imports from Hong Kong. The Australian Government is responsible for the coastal and inter-island shipping service and it provides the vessels for the purpose.

Main ports of call for oversea vessels are established at Lae and Madang (mainland), Rabaul (New Britain), Kavieng (New Ireland), Lorengau (Manus) and Kieta (Bougainville). Ports proclaimed under the Coastal Shipping Ports and Harbour Regulations for the service of local vessels are, in addition to the main ports above-mentioned, Salamaua, Finschhafen, Wewak, Aitape and Wanimo (mainland), Gasmata and Talasea (New Britain), Namatanai (New Ireland) and Buka Passage (Bougainville).

There are no prepared inland waterways. The natural river system is not generally suitable for vessels except those of small tonnage. There is a fair measure of traffic on the Sepik River.

4. **Land Communication.**—Means of communication on land are scanty. There are no railways. Roads lead from Rabaul to places within 30 or 40 miles, and there is a road 200 miles long in New Ireland and also a road from Lae to Wau in the Morobe District. Elsewhere there are few roads outside plantations and the District Officers' stations.

5. **Air Transport and Civil Airfields.**—The discovery of gold in New Guinea resulted in great aviation activity in the vicinity of the gold-fields. On account of the mountainous country and dense undergrowth between the coast and the gold-fields the task of transporting food and stores to the fields and of bringing the gold to the seaboard by land was an irksome and costly process. The fields are situated about 90 miles (40 by air) inland from Lae, and aircraft cover the distance in less than an hour.

Qantas Empire Airways Ltd. operates a regular service from Australia to Lae and Rabaul. Commercial aircraft operators located at Lae maintain passenger and freight-carrying services to Wau, Bulolo, Mount Hagen, Kainantu, Goroka, Finschhafen, Madang, Wewak, Aitape, Maprik and Angoram. Charters are undertaken to other parts of the Territory as occasion arises.

Further reference to New Guinea air activities is contained in Chapter V. "Transport and Communication" (*see p. 204*).

§ 9. Revenue and Expenditure.

Details of the revenue collected from various sources and the expenditure during each of the years 1937-38 to 1940-41 and 1947-48 are given hereunder :—

TERRITORY OF NEW GUINEA : REVENUE AND EXPENDITURE.

(£.)

Particulars.	1937-38.	1938-39.	1939-40.	1940-41.	1947-48.
REVENUE.					
Taxation—					
Customs	247,062	214,629	207,261	158,221	418,618
Licences	13,087	13,796	12,667	10,408	8,148
Native Head Tax	20,481	21,417	20,025	21,786	..
Stamp duties	6,182	6,467	5,978	3,906	1,312
Postal	47,240	27,163	20,340	15,583	21,349
Lands	16,179	18,416	15,281	16,357	5,778
Mining—					
Royalty on gold	97,464	107,975	143,906	119,792	35,581
Other	19,479	16,403	40,298	50,995	13,321
Fees and fines	19,285	17,947	16,155	13,615	8,367
Sales of stores, etc.	2,472	2,170	2,428	2,011	27,002
Forestry .. .. .	..	..	..	..	42,803
Grant by Commonwealth Government .. .. .	..	..	..	..	1,109,494
Miscellaneous	17,467	14,453	12,351	11,076	7,430
Total	506,398	460,836	496,690	423,750	1,699,203
EXPENDITURE.					
Treasury and Audit	52,570	54,736	60,628	45,530	113,794
Agriculture	17,722	19,424	20,337	19,475	47,782
Public Justice	32,809	34,245	34,530	31,606	81,456
Public Health	80,377	89,784	85,207	80,162	223,749
Public Works	30,954	34,802	28,097	22,730	274,599
District Services and Native Affairs	115,648	125,876	127,296	106,107	584,775
New Works	70,011	69,146	63,257	48,509	114,736
Native Welfare	7,185	6,453	6,621	6,078	(b)
Forestry .. .. .	..	..	..	..	33,972
Other	101,337	68,114	74,641	71,595	182,066
Total	508,613	502,580	500,614	431,792	1,656,929

(a) Includes £40,011, expenditure due to the volcanic eruption.

(b) Included elsewhere.

For information for 1945-46 and 1946-47 see Papua, § 7, p. 371.

TRUST TERRITORY OF NAURU.

1. General.—Nauru is an oval-shaped atoll about 12 miles in circumference, having an area of about 5,263 acres, of which approximately two-thirds is phosphate-bearing. It is situated in longitude 167° E., and is 26 miles south of the Equator. Portion of the island between the sandy beach and the coral cliffs is fertile, and it is there that the Nauruans reside. With the exception of a small fringe around an inland lagoon, the plateau which contains the phosphate deposits possesses few food plants and is uninhabited, but portion of the area has been planted with fruit trees. The system

of land tenure is governed by an old custom, and, with the exception of small allotments held by the Government, the British Phosphate Commissioners and the Missions, the whole of the island is owned by individual natives. The average shade temperature ranges between 72° and 95° F., and the average humidity between 70 and 80 per cent. The average rainfall is 85 inches, but droughts occasionally occur, and in 1916 and 1917 only 40 inches were received for the two years. Similarly in 1938 only 20.94 inches were recorded.

2. *History.*—The island, discovered by Captain Fearn in 1798, was annexed by Germany in 1888, and prior to 1914 was part of the protectorate of German New Guinea.

In November, 1914, Nauru was occupied by a detachment from the Australian Naval and Military Expedition at Rabaul, and it was included in the cession of colonies made by Germany in 1919 to the Allied and Associated Powers, whose representatives agreed that a mandate for its administration should be conferred upon His Britannic Majesty. The mandate was confirmed by the Council of the League of Nations on 17th December, 1920. On 2nd July, 1919, the British, Australian and New Zealand Governments agreed that the administration (which, since 1915, had been in charge of an official appointed by the British Colonial Office) should be vested in an Administrator who took up duty in June, 1921. The agreement between the three Governments was approved by the Commonwealth Parliament in the Nauru Island Agreement Act 1919, and is shown in the Schedule to that Act. A supplementary agreement concerning Nauru was drafted in May, 1923, and ratified by the Commonwealth Parliament by the Nauru Island Agreement Act 1932.

On 25th August, 1942, nine months after the outbreak of the war in the Pacific, communications with Nauru ceased, and the island was occupied by Japanese forces. It was re-occupied by a joint Australian Naval and Military Force on 14th September, 1945, and civil administration was re-established on 1st November, 1945.

3. *Trusteeship Agreement.*—On 1st November, 1947 the General Assembly of the United Nations approved a Trusteeship Agreement for the Territory of Nauru submitted by the Governments of Australia, New Zealand and the United Kingdom in substitution for the terms of the mandate under which the Territory had been administered. This Agreement designates the Governments of Australia, New Zealand and the United Kingdom as the Joint Administering Authority, with the Government of Australia continuing, on behalf of the Administering Authority, to exercise full powers of legislation, administration and jurisdiction in and over the Territory. The terms of the Agreement are as follows:—

Preamble: In pursuance of a Mandate conferred upon His Britannic Majesty, the Territory of Nauru has been administered in accordance with Article 22 of the Covenant of the League of Nations by the Government of Australia on the joint behalf of the Governments of Australia, New Zealand and the United Kingdom of Great Britain and Northern Ireland.

The Charter of the United Nations, signed at San Francisco on 26th June, 1945, provides by Article 75 for the establishment of an international trusteeship system for the administration and supervision of such territories as may be placed thereunder by subsequent individual agreements.

His Majesty desires to place the Territory of Nauru under the trusteeship system and the Governments of Australia, New Zealand and the United Kingdom undertake to administer it on the terms set forth in the present Trusteeship Agreement.

Therefore, the General Assembly of the United Nations, acting in pursuance of Article 85 of the Charter, approves the following terms of the trusteeship for the Territory of Nauru in substitution for the terms of the Mandate under which the Territory has been administered:—

Article 1. The Territory to which the Trusteeship Agreement applies (hereinafter called the Territory) consists of the island of Nauru (Pleasant Island) situated approximately 167° longitude East and approximately 0° 25' latitude South, being the Territory administered under the Mandate above referred to.

Article 2. The Governments of Australia, New Zealand and the United Kingdom (hereinafter called the Administering Authority) are hereby designated as the joint authority which will exercise the administration of the Territory.

Article 3. The Administering Authority undertakes to administer the Territory in accordance with the provisions of the Charter and in such a manner as to achieve in the Territory the basic objectives of the international trusteeship system, which are set forth in Article 76 of the Charter.

Article 4. The Administering Authority will be responsible for the peace, order, good government and defence of the Territory, and for this purpose, in pursuance of an agreement made by the Governments of Australia, New Zealand and the United Kingdom, the Government of Australia will on behalf of the Administering Authority and except and until otherwise agreed by the Governments of Australia, New Zealand and the United Kingdom continue to exercise full powers of legislation, administration and jurisdiction in and over the Territory.

Article 5. The Administering Authority undertakes that in the discharge of its obligations under Article 3 of this agreement—

1. It will co-operate with the Trusteeship Council in the discharge of all the Council's functions under Articles 87 and 88 of the Charter;
2. It will, in accordance with its established policy—
 - (a) take into consideration the customs and usages of the inhabitants of Nauru and respect the rights and safeguard the interests both present and future of the indigenous inhabitants of the Territory; and in particular ensure that no rights over native land in favour of any person not an indigenous inhabitant of Nauru may be created or transferred except with the consent of the competent public authority;
 - (b) promote, as may be appropriate to the circumstances of the Territory, the economic, social, educational and cultural advancement of the inhabitants;
 - (c) assure to the inhabitants of the Territory, as may be appropriate to the particular circumstances of the Territory and its peoples, a progressively increasing share in the administrative and other services of the Territory and take all appropriate measures with a view to the political advancement of the inhabitants in accordance with Article 76 (b) of the Charter;
 - (d) guarantee to the inhabitants of the Territory, subject only to the requirements of the public order, freedom of speech, of the press, of assembly and of petition, freedom of conscience and worship and freedom of religious teaching.

Article 6. The Administering Authority further undertakes to apply in the Territory the provisions of such international agreements and such recommendations of the specialized agencies referred to in Article 57 of the Charter as are, in the opinion of the Administering Authority, suited to the needs and conditions of the Territory and conducive to the achievement of the basic objectives of the trusteeship system.

Article 7. In order to discharge its duties under Article 84 of the Charter and Article 4 of the present agreement, the Administering Authority may take all measures in the Territory which it considers desirable to provide for the defence of the Territory and for the maintenance of international peace and security.

4. **Administration.**—The administration of the island is vested in the Administrator, who is obliged to conform to instructions issued by the Government which appointed him, and all ordinances made by him are subject to confirmation or disallowance by the Governor-General of Australia acting on the advice of the Federal Executive Council. All administration expenses are met from local revenue and

phosphate royalties. Native industries such as canoe-building, fishing, mat-making, etc., are encouraged by the provision of prizes at annual competitions. An agency of the Commonwealth Savings Bank has been established. There is a co-operative store managed to a large extent by the natives. The store books, however, are audited by Government officers. Natives are not allowed to carry or be in possession of firearms, and the use by them of intoxicating liquors and deleterious drugs is prohibited.

5. **Population.**—The population figures on 1st April, 1939, 31st December, 1940, 1941 and 1946 and 30th June, 1947 and 1948, are given hereunder. Details are not available for the years 1942 to 1945, the period of Japanese occupation :—

NAURU : POPULATION.

Race.	1st April, 1939.	31st Dec., 1940.	31st Dec., 1941.	31st Dec., 1946.	30th June, 1947.	30th June, 1948.
Europeans	171	192	68	159	192	247
Chinese	1,512	1,350	584	787	1,163	1,370
Nauruans (a)	1,765	1,761	1,827	1,369	1,379	1,448
Other	44	49	193	33	31	97
Total	3,492	3,352	2,672	2,348	2,765	3,162

(a) The natives of Nauru are Micronesians.

During the year ended 30th June, 1948, there were 105 births, compared with 58 during the year ended 30th June, 1947. In 1947-48 there were 30 marriages (two between Europeans) and 35 deaths.

6. **Health.**—Cases of the usual diseases known in the Pacific occur. Venereal disease is rare, but elephantiasis is occasionally met with. An area has been set apart for the segregation of lepers, and the latest methods of treatment are applied. The total number of persons receiving treatment at 30th June, 1948, was 85 of whom 10 were in segregation at the Leper Hospital. Two hospitals are maintained on the island, one by the Administration for Nauruans, and one by the British Phosphate Commission for its employees. In common with other natives, the Nauruans are very susceptible to tuberculosis and influenza, and in 1921 an influenza epidemic caused the deaths of 230 islanders. Dysentery, both amœbic and bacillary, is endemic. A regular anti-mosquito campaign is conducted. Steps have been taken by the authorities to improve the water supply and to provide efficient sanitation generally. Every Nauruan is required to undergo a medical examination once a month. Baby clinics have been established to give help and advice to Nauruan mothers in regard to infant nurture.

7. **Education.**—Formerly the education of Nauruan and other native children was undertaken by the Missions subsidized by the Administration, but on 1st October, 1923, the Administration assumed responsibility for education. There are 5 primary schools for native, and one for European, children. A total of 389 native, 33 European and 2 Chinese children were enrolled at 30th June, 1948. The European school is in charge of a teacher on loan from the Victorian Education Department, who also supervises education matters generally.

The curriculum is similar to that of corresponding schools in Australia, and the teaching is, as far as possible, wholly in English. Education is compulsory between the ages of six and sixteen for Nauruan and other native children.

8. **Judiciary.**—The judicial power is vested in the Administrator in a Central Court and a District Court. The right of appeal is provided.

9. **Religion.**—The London Missionary Society (Protestant) and the Sacred Heart of Jesus Mission (Roman Catholic) operate in Nauru.

10. **Phosphate Deposits.**—(i) *General.* From 1906 to 1919 the deposits were worked by the Pacific Phosphate Company, which also worked the deposits on Ocean Island

(about 165 miles east of Nauru and part of the Gilbert and Ellice Islands Colony administered by the Colonial Office). The quantity remaining on Nauru has been estimated at about 70,000,000 tons, and the exports average 85 per cent. to 88 per cent. of tricalcium phosphate.

The interests of the Pacific Phosphate Company in the two islands (though not in other islands in the Pacific in which it had workings) were bought by the British, Australian and New Zealand Governments in 1919 for £3,500,000, the purchase money being contributed in the proportions of 42, 42, and 16 per cent. respectively. The Agreement of 2nd July, 1919, provides for the working of the deposits by the British Phosphate Commission of three members, one appointed by each Government; and the three countries are entitled to receive the output in the same proportions of 42, 42, and 16 per cent.

(ii) *Royalty on Phosphate.* Under a revised agreement between the British Phosphate Commissioners and the Nauruan landowners, an increased royalty of 1s. 1d. per ton of phosphate exported has been payable from 1st July, 1947, as follows:—

- (a) 6d. per ton to be paid to the Nauruan landowner concerned;
- (b) 3d. per ton to the Administrator for the benefit of the Nauruan people;
- (c) 2d. per ton to the Administrator to be held in trust for the Nauruan landowner concerned and invested at compound interest for a period of 20 years. The capital will then remain invested and the interest thereon will be paid to the landowner.
- (d) 2d. per ton to the Administrator to be held in trust for the Nauruan community and invested until the year 2000 at compound interest.

From 1st July, 1947 the lump sums payable to landowners from whom phosphate-bearing lands are leased were also increased to £45 per acre, with a minimum payment of £7 10s. for areas less than an acre.

(iii) *Nauru and Ocean Island Phosphate Industry.* The following table gives particulars regarding exports of phosphate during the years 1938-39 and 1940-41 to 1947-48:—

NAURU AND OCEAN ISLAND : EXPORTS OF PHOSPHATE.

Year.	Total.	To Australia.	To New Zealand.
	Tons.	Per cent.	Per cent.
1938-39	1,228,590	67.06	23.63
1940-41	626,149	50.14	38.76
1941-42	144,454	53.79	46.21
1942-46 (a) .. ..	.. ..	.. ..	.. ..
1946-47	213,875	87.07	12.93
1947-48	468,839	72.77	27.23

(a) Period of, and immediately following, Japanese occupation.

(iv) *Accounts of Commission.* A statement of Nauru and Ocean Island activities for the years 1938-39 and 1940-41 to 1947-48 is given hereunder:—

NAURU AND OCEAN ISLAND : SALES OF PHOSPHATE.

(£.)

Heading.	1938-39.	1940-41.	1941-42.	1942 to 1946.(a)	1946-47.	1947-48.
Receipts from sales, etc. ..	909,027	749,354	387,464	..	551,537	1,040,086
F.o.b. cost, including interest on capital, sinking fund, etc.	906,133	745,233	327,607	..	508,224	1,037,914

(a) Period of, and immediately following, Japanese occupation.

During the period of the Japanese occupation from August, 1942 to September, 1945, while waiting to resume activities at Nauru and Ocean Island, the Commission was engaged in meeting the phosphate requirements of Australia and New Zealand from

other available sources. Reconstruction of equipment destroyed during the Japanese occupation has progressed steadily at both islands and should be completed by the target date of June, 1950.

The amount due by the British Phosphate Commission to the partner Governments for purchase-money and other capital sums was £3,666,457 on 30th June, 1921, and at 30th June, 1942, this had been reduced to £3,024,373. The partner Governments agreed to a suspension of interest and sinking fund payments from 1st July, 1942, while operations at Nauru and Ocean Island were curtailed. Modified payments were resumed in 1946-47, pending a review of the position in 1950, when it is anticipated that reconstruction will be completed. The redemption fund now totals £507,127.

(v) *Employees.* Apart from a limited number of Europeans and a few Pacific Islanders, the employees are Chinese engaged under a two years' contract. Increasing numbers of Nauruans are being employed, mainly in trade capacities.

(vi) *Christmas Island Phosphates.* It may not be inappropriate to refer here to the phosphate deposits on Christmas Island in which the Australian Government is interested. The concession to work phosphate at Christmas Island, situated in the Indian Ocean near Java, has been held since 1897 by the Christmas Island Phosphate Company Limited, a private company incorporated in England.

The Australian and New Zealand Governments, jointly, have acquired the Company's interests and assets at Christmas Island as at 31st December, 1948.

The undertaking will be controlled by an authority to be appointed by the Australian and New Zealand Governments, and the phosphate will be distributed by the British Phosphate Commissioners, in conjunction with supplies obtained from Nauru and Ocean Island, to meet the agricultural requirements of Australia and New Zealand.

11. *Trade.*—The Customs Tariff of Nauru provides for the free admission of all goods other than cigars, cigarettes, tobacco, spirits, wines, beer, cider, and perry, and cylinder blocks for motor cycle engines. Articles imported by the Administration for its own use and spirits for scientific purposes are exempt.

The Tariff rates apply to all countries alike. Information regarding imports and exports for the years 1939 to 1947-48 is shown in the following table.

NAURU : IMPORTS AND EXPORTS.

Heading.		1939.	1940.	1941.	1.1.42 to 30.6.47 (a)	1947-48.
Imports ..	£	170,624	192,749	106,978	543,916	621,764
Exports—						
Phosphate ..	tons	932,100	808,400	99,150	96,473	263,507
	£	605,974	541,168	69,375	192,946	527,014

(a) Includes period of Japanese occupation.

Of the total imports Australia supplied £466,636 or 75 per cent. during 1947-48; the balance came mainly from the United Kingdom, New Zealand, the United States, China and Canada in that order.

In 1947-48 179,257 tons of phosphate were exported to Australia, and 84,250 tons to New Zealand.

12. *Revenue and Expenditure.*—The revenue and expenditure of the Administration during the years 1939 to 1947-48 were as follows :—

NAURU : REVENUE AND EXPENDITURE.

(£.)

Heading.		1939.	1940.	1941.	1.1.42 to 30.6.47 (a)	1947-48.
Revenue ..	..	33,084	27,104	12,023	28,033	23,745
Expenditure ..	..	29,391	26,223	23,951	107,543	96,347

(a) Includes period of Japanese occupation.

Of the revenue for the year ended 30th June, 1948, royalty on phosphate amounted to £7,077, post office and radio receipts, £4,792, import duties, £1,706 and licences and internal revenue, £2,082. At 30th June, 1948, the accumulated funds of the Administration amounted to £4,175.