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CHAPTER V.

THE TERRITORIES OF AUSTRALIA.

NOTE.—The internal Territories of Australia are the Northern Territory and the Australian Capital Territory. External Territories under the control of Australia are :— Norfolk Island ; Papua (formerly British New Guinea) ; the Territory of New Guinea (under Trusteeship Agreement with the United Nations) ; Nauru (under Trusteeship Agreement with the United Nations) ; The Territory of Heard and McDonald Islands ; the Australian Antarctic Territory ; the Territory of Ashmore and Cartier Islands ; and the Territory of Cocos (Keeling) Islands. Information on all except Ashmore and Cartier Islands is contained in the following pages, and details of the acquisition of all the Territories will be found on pp. 5, 25 and 26 of this issue.

THE NORTHERN TERRITORY.

§ 1. 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.

2. Population.—(i) *Population excluding Full-blood Aborigines.* At the Census of 30th June, 1954 the population of the Northern Territory, excluding full-blood aborigines, was 10,281 males, 6,171 females, 16,452 persons. Corresponding figures at the Census of 30th June, 1947 were 7,378, 3,490 and 10,868 respectively.

The white population of the Northern Territory increased slowly from 670 at the Census of 1881 to 3,767 in 1918. By 1921 it had decreased to 2,459, and in 1933 was only 3,306. At the Census of 1947 it had risen to 9,116 an increase of 176 per cent. on the 1933 figures, while at the Census of 1954 it had risen a further ~~82~~ ⁵⁴ per cent. to 16,452. 14028

Although at one time there were more than 4,000 Chinese in the Territory, at 30th June, 1954 there were only 325, these comprising the major proportion of the 486 full-blood non-European population, excluding Australian aborigines, at that date.

The half-caste population recorded at the Census of 1954 numbered 1,955, of whom 1,659 were half-caste Australian aborigines. Corresponding figures at the 1947 Census were, respectively, 1,364 and 1,247.

(ii) *The Aborigines.* The total number of full-blood aborigines at 30th June, 1954 was estimated at 13,744, of whom approximately 3,224 were in regular employment. By virtue of Aborigines Ordinance No. 2 of 1953, part aborigines are not now deemed to be aborigines within the meaning of the Aborigines Ordinance 1918–1953, except children who were committed to institutions prior to the commencement of the ordinance and those who have requested the Director of Native Affairs to declare them aborigines within the meaning of the ordinance. Aboriginal reserves comprise an area of approximately 66,000 square miles. (See also Chapter XVI.—Population.)

§ 2. 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. For particulars of the administration up to the Northern Territory (Administration) Act 1931, by which it was for the second time placed in the hands of an Administrator, *see* Official Year Book No. 38 and earlier issues.

The Northern Territory (Administration) Act 1947 enabled the Northern Territory to set up a Legislative Council. The Council consists of the Administrator and seven official and six elected members who make ordinances for the Territory, which must be submitted to the Administrator for assent. The Administrator may, or may not, assent to them, or he may reserve them for the Governor-General. The Governor-General may disallow any ordinance assented to by the Administrator within six months from the date of assent, and the operation of ordinances relating to certain land or pecuniary transactions or to aboriginal affairs is dependent on his approval. 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 was granted the right to take part in debates but not to vote, except on a motion for the disallowance of any ordinance of the Northern Territory or on any amendment of any such motion. However, the power of the Federal Parliament to disallow ordinances was repealed by the Northern Territory (Administration) Act 1947 referred to above.

§ 3. 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.

§ 4. 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. Further 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 fresh-water fish and littoral mollusca. Butterflies and

beetles are strongly represented. The white ant is a pest which is capable of serious destruction to wooden buildings unless special preventative measures are taken. Another species of the ant builds anthills which sometimes attain 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 by Ordinance.

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 luxuriantly 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*, *Utricaceae*.

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

§ 5. Production.

1. Agriculture.—Up to the present, agriculture has made little progress in the Territory, although rice, peanuts, tobacco, cotton, grain sorghum, bananas, pineapples, citrus, mangoes, papaws, vegetables and fodder plants can be grown in certain areas. At the present time commercial agricultural production is practically confined to peanuts, which have been an export crop for some time (160 tons were exported in 1952), and vegetables and small-scale fruit production (mainly pineapple and citrus) for local consumption.

In 1946, the Commonwealth Scientific and Industrial Research Organization commenced scientific surveys to define more accurately the potentialities of the Territory. Surveys have been completed of the Katherine-Darwin, Barkly Tableland and Victoria River Regions. The survey of the Katherine-Darwin Region indicated that further investigations into agricultural possibilities were warranted. As a result, the Commonwealth Scientific and Industrial Research Organization established an agricultural research station at Katherine to investigate the possibilities of dry farming in a land system covering an area of about 7,000 square miles in the Katherine-Daly River basin. The research work at this station was sufficiently encouraging in regard to the production of peanuts, grain sorghum, cotton and pastures to warrant investigations into the application of the findings on a commercial scale. To further the investigations the Commonwealth Government approved of the establishment by the Northern Territory Administration in 1952 of an experimental farm at Katherine for the purpose of carrying out trials with these crops to determine the requirements for farming them on a commercial scale. The trials are in progress but it is too early to make any pronouncements.

The survey of the Katherine-Darwin Region also indicated various soil types in other parts of the Region on which agricultural production tests would be worthwhile. In order to carry out these tests economically and quickly the Administration organized in 1952 a mobile unit for the purpose of conducting trials on five soil types with pineapples, peanuts, sorghum, tobacco and other crops.

Prospects for rice growing were indicated by the survey and in 1952 the Administration established rice research stations at Humpty Doo and at a location known as Sixty Mile near the Stuart Highway. A quarantine station was also established at an area known as the Chinese Rice Gardens (near Darwin) to enable oversea varieties of rice to be introduced under controlled conditions. At the rice research stations it has been demonstrated that rice can be grown but that the main problems of rice growing in the Territory are adequate water control and drainage, determination of

cultivation techniques in the soil conditions which obtain in the Territory and the production of a suitable rice variety for the rainfall, temperature and soil conditions of the area.

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 and development of stock routes and other plans for the expansion of the industry are continuing.

Cattle exported during 1954-55 (1953-54 figures in parentheses) numbered 77,452 (126,125)—21,513 (72,058) to Queensland, 43,786 (46,951) to South Australia, 10,370 (7,116) to Western Australia and 1,783 (nil) to the Philippines. Other livestock exports were:—horses, 479 (8); bulls, 5 (nil); pigs, 104 (nil) and camels, 11 (nil). Importations of live stock were:—bulls, 572 (826); other cattle, 9,340 (6,128); stallions, 1 (4); other horses, 611 (451); rams, 11 (41); other sheep, 2,575 (3,496) and pigs, 4 (nil).

The estimated number of livestock in the Territory at the end of the years 1939 and 1950 to 1954 is given in the table hereunder:—

NORTHERN TERRITORY: LIVESTOCK.

31st December—	Horses.	Cattle.	Sheep.	Pigs.	Goats.	Camels.	Donkeys.	Mules.
1939	32,721	922,581	38,587	483	20,335	331	1,443	366
1950	29,366	1,019,149	28,888	1,122	12,329	94	918	603
1951	32,519	1,057,906	30,935	794	10,520	98	1,180	603
1952	34,645	935,602	33,773	799	11,861	100	873	546
1953	36,985	966,033	31,232	1,132	12,502	53	1,475	626
1954	33,035	968,755	28,644	911	11,152	50	661	364

3. **Hides and Skins.**—The number of hides and skins exported from the Northern Territory during 1953-54 was as follows:—buffalo, 5,132; sheep, 748; crocodile, 1,572; and cattle, 6,113. In addition, a considerable number of kangaroo skins were exported, but details are not available.

4. **Mining.**—Alluvial gold digging in the Northern Territory commenced in 1869 and in 1881 the yearly return was valued at £111,945. The value of minerals produced in the Territory in 1953 and 1954 fell slightly from the all-time peak of £1,282,000 in 1952 mainly because of a fall in the value of wolfram. The main mineral was gold, most of which was won at Tennant Creek and the majority from one mine, "Noble's Nob". Five batteries are operated by companies on this field, which is noted for its rich patches of ore. The value of copper production increased, most of the ore being obtained from the "Peko" mine at Tennant Creek. The ore is treated by the Company's own plant at the mine. The Harts Range Mica Field continues to produce the bulk of Australian high grade mica. Tin concentrates were produced at Maranboy, where a Government-owned treatment plant is in operation. Uranium minerals were first discovered at Rum Jungle in September, 1948, and many other deposits were subsequently found. Great interest in uranium mining is now being shown and many Australian and over-sea mining companies are engaged in the search for radio-active minerals. The first full scale uranium treatment plant was opened at Rum Jungle by the Prime Minister on 17th September, 1954, and continuous production of uranium oxide is now being achieved.

The following table shows the value of mineral production for the years 1950 to 1954 compared with 1939:—

NORTHERN TERRITORY : VALUE OF MINERAL PRODUCTION.
(£'000.)

Year.	Gold.	Tin Concen- trates.	Copper Ore.	Mica.	Wolfram.	Total All Minerals. (a)
1939..	163	4	2	16	58	244
1950..	543	15	57	62	26	708
1951..	603	22	44	59	257	987
1952..	681	10	53	92	413	1,282
1953..	820	15	18	102	267	1,221
1954..	839	14	114	123	55	1,145

(a) Excludes uranium.

5. **Pearl and Other Fisheries.**—In 1884, mother-of-pearl-shell was discovered in the harbour of Port Darwin. Since that time the areas fished have extended to the various banks to seaward and coastwise along the Northern Territory coast. Production of shell since the war has varied considerably, year by year, but since 1950 has shown a decided increase:—1950—89,000 lb., value, £22,000; 1951—188,000 lb., value, £51,000; 1952—260,000 lb., value, £59,000; 1953—487,000 lb., value, £125,000; 1954—460,000 lb., value, £119,000.

The 1954 season was fished by eleven vessels compared with ten for 1953. The price of shell still remains high, £700 a ton for good grade shell being the average for 1953.

Darwin continues to provide a firm and ready market for fish, but supplies are somewhat irregular.

§ 6. Land Tenure.

1. **General.**—A description of the system of land tenure in force in the Territory in 1928 is given in Official Year Book No. 22, Chapter V.—Land Tenure and Settlement. It was revised in Official Year Book No. 39, pp. 329–30, and Chapter IV.—Land Tenure and Settlement of this issue contains statistical information on the subject.

Almost half the land in the Northern Territory is reserved, or unoccupied and unreserved, the remainder, apart from a very small proportion alienated, being held under various forms of lease and licence, which are described briefly below and in more detail in Official Year Book No. 39, pp. 329–30.

2. **Pastoral, Agricultural, etc., Leases.**—*Pastoral Leases*—granted for periods not exceeding 50 years.

Pastoral Homestead Leases—granted in perpetuity but available only to persons who intend to reside *bona fide* on the leased land. Firms or companies are incapable of holding this type of lease.

Agricultural Leases—granted in perpetuity, with area for any one lease limited according to type of farm (Cultivation Farms, Class 1, 1,280 acres, Class 2, 2,560 acres; Mixed Farming and Grazing, Class 1, 12,800 acres, Class 2, 38,400 acres).

Leases of Town Lands—except in Darwin, granted in perpetuity (in Darwin granted for periods up to 99 years).

Miscellaneous Leases—granted for any prescribed or approved purpose, for periods not exceeding 21 years.

Grazing Licences—granted to graze stock on Crown lands for periods not exceeding one year.

Occupation Licences—granted for manufacturing, industrial or any prescribed purposes, for periods not exceeding 5 years.

Miscellaneous Licences—granted for periods not exceeding 12 months.

Leases to Aborigines—granted for areas not exceeding 160 acres each for any period of years upon such terms and conditions as thought fit.

The foregoing leases and licences are granted at specified rentals or rentals fixed by the Administrator and subject to re-appraisal, and under various prescribed or specified conditions.

3. *Mining Leases, etc.—Holdings under Miners' Rights*—entitling holder, for a fee of 5s. for 12 months from date of issue, to occupy Crown lands for mining and to carry out works thereon.

Gold-mining Leases—granted for a period of 21 years, renewable for a further 21 years, for areas not exceeding 20 acres each, at an annual rent of 2s. per acre and with payment of a royalty of 3d. in the £1 on the value of gold won.

Mineral Leases—granted in blocks not exceeding 40 acres each, at an annual rent of 1s. per acre, with term and renewal and royalty as for gold-mining leases.

Dredging Claims—granted for gold or minerals claims, the area not exceeding 300 acres each, at an annual rent of 2s. per acre.

Petroleum Prospecting Permits—granted to search for oil over one, two or three areas not exceeding in aggregate 10,000 square miles for a term not exceeding 12 months and a fee of £100. The permittee must enter into a bond for at least £1,000 to comply with the conditions of the permit and the provisions of the Petroleum (Prospecting and Mining) Ordinances 1954 and the regulations thereunder.

Petroleum Licences—confer an exclusive right to carry out the detailed surveys and other operations necessary to test the land for petroleum. A licence is granted to a permittee for a fee of £20 over an area not exceeding 2,500 square miles upon the permittee entering into a bond of at least £5,000 to comply with the provisions of the licence and the Ordinance and Regulations.

Petroleum Leases—granted to a licensee for a period of 21 years, and renewable for a further period of 21 years, in respect of an area not exceeding 500 square miles. The lessee shall pay a royalty of 10 per cent. upon the gross value of all crude oil produced.

Coal Licences—granted to search for coal over an area not exceeding 1,000 square miles for a period of five years, at an annual fee of £10.

Coal Leases—granted for a period of 21 years, renewable for 21 years at an annual rental of 1s. per acre and a royalty fixed by regulation.

Business and Residence Areas—granted at the prescribed fee, authorizing the holder to occupy on a gold or mineral field an area not exceeding one acre for residence and carrying on business (one-quarter of an acre if for residence only).

Garden Areas—granted under prescribed conditions, on a gold or mineral field for growing fruit or other garden produce, the area of each garden not exceeding 5 acres.

There are various conditions regarding working, employment and value of machinery used, which apply to the foregoing leases and licences.

§ 7. Trade, Transport and Communication.

1. *Trade*.—No record is kept of the trade between the States and the Territory. Direct overseas imports amounted to £34,000 in 1938–39. In the post-war years 1945–46 to 1948–49 they averaged about £200,000 a year, but in the three years 1950–51 to 1952–53 the average was about £620,000 a year. In 1953–54 imports totalled £641,757. Direct overseas exports amounted to £13,000 in 1938–39 and are still relatively small—£30,169 in 1953–54.

2. *Shipping*.—Shipping services to Darwin are provided about once per month by a ship of the Australian Shipping Board from the eastern States and a twice monthly service from Western Australia by ships of the Western Australian State Shipping Service. An overseas tanker visits Darwin quarterly with supplies of aircraft fuel and other petroleum products. Other overseas vessels call at irregular intervals. During 1952–53, 39 calls were made by vessels at Darwin, landing approximately 35,000 tons of merchandise and 27,000 tons of petroleum products. In 1953–54 vessels made 43 calls and landed approximately 33,000 tons of merchandise and 42,000 tons of petroleum products. Total tonnages landed pre-war amounted to approximately 29,000 tons per annum.

3. *Air Services*.—Darwin, a first class international airport, is the first port of arrival in Australia for virtually all aircraft from Europe and Asia. Qantas Empire Airways Ltd. (under contract to the Commonwealth Government) operates, through Darwin, a

Sydney-Singapore-London passenger and freight service; a Sydney-Hong Kong-Japan service; and a Sydney-Manila-Japan service. Calls are also made at Darwin on the return flight of the service from Sydney to Johannesburg. The Air France service from Paris to Noumea via Saigon calls at Darwin. British Overseas Airways Corporation operates a London-Singapore-Sydney service, and Australian National Airways, in conjunction with Air-Ceylon, operates a service to London. Both these services also call at Darwin. Regular inland services calling at Darwin are Trans-Australia Airlines (Adelaide-Darwin and Brisbane-Darwin), MacRobertson-Miller Aviation, which runs regular services between Darwin and Perth, and Darwin and Wyndham, and Connellan Airways, which operates services between Alice Springs, Wyndham, Borroloola, Katherine and the Queensland border. Smaller services, mainly on a charter basis, operate from Darwin. From Darwin the Aerial Medical Service operates two aircraft and the North Australian Airways local charter flights. An aero club with head-quarters at the airport also operates.

4. 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 extension to Alice Springs (293 miles) was opened for traffic in 1929. The line from Darwin to Pine Creek, about 146 miles, was extended to Katherine River (200 miles from Darwin) in 1917, and as far as Birdum (316 miles from Darwin) in 1929. Extensions are still under consideration.

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, 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 an agreement with South Australia enacted in 1949.

It was agreed by the Governments of the Commonwealth and South Australia in 1950 that a standard gauge railway from Stirling North to Leigh Creek coalfields (157 miles) should be constructed. This is now under construction and is regarded as the first step in the ultimate provision of a standard gauge railway between Port Augusta and Alice Springs.

5. 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 954 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 continually 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. Both roads have good water bores and communications. There are now 12,274 miles of road in the Territory.

6. Posts, Telegraphs, Telephones and Wireless.—Postal communication is maintained by road and rail transport between Darwin and the capital cities of Australia. In addition, the vessels belonging to the Western Australian State Shipping Service give a regular service between Fremantle and Darwin. Mail is also 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.

The transcontinental telegraph line, covering a length of 2,230 miles, runs in a northerly direction from Adelaide to Darwin, and provides telegraphic communication between Darwin and other parts of the world.

Long-distance telephone communication is established between Darwin and the other capital cities of Australia, and oversea telephone communication through Sydney is also available.

Regional national broadcasting stations are situated at Darwin and Alice Springs. The majority of homesteads on pastoral leases are equipped with pedal wireless sets operated under licence from the Postmaster-General's Department. These stations are in daily communication with Flying Doctor Bases situated at Alice Springs (Northern Territory), Wyndham (Western Australia) and Cloncurry (Queensland), and are used for transmission of radio-telegrams and other communications.

§ 8. Education.

1. **European.**—Schools for European and part-European children in the Northern Territory are conducted for the Commonwealth on an agreed basis of reimbursement by the South Australian Department of Education which is represented in Darwin by an Assistant Supervisor of Education, Northern Territory Schools.

At the beginning of the 1954 school year there were 9 Government schools for European children in the Northern Territory, with 61 teachers and 1,650 pupils, providing instruction according to the South Australian curriculum. Facilities for secondary education exist at schools at Darwin and Alice Springs. The former conducts classes for the Leaving Certificate, but the latter at present normally only provides instruction to Intermediate Certificate level.

Children of primary and pre-Intermediate secondary standard who live more than 10 miles from an established school receive an allowance of £70 per annum plus fare concessions if they board away from home in order to attend school. Six exhibitions are available annually on the results of the Intermediate Certificate, the benefits being £50 per annum, a £5 book allowance per annum and annual return fares if the recipients board away from home in order to attend school.

Approximately 100 children receive correspondence education under the South Australian Correspondence School system. The "School of the Air" supplements normal correspondence instruction for certain children. Some of these live as much as 500 miles distant from Alice Springs, from which point the "School of the Air" is conducted. Five half-hourly sessions are given each week and the unique feature of the "School of the Air" is the "Question and Answer" section which forms a part of every session. Children with access to radio transceivers are able to ask questions of their teacher and all other pupils listen to the answers.

Five pre-school centres have been established in the Territory. Of these, three reach the required standards for subsidy by the Administration. Up to the present this subsidy has been the amount of the salary of a trained pre-school teacher. During the year, however, new policy was approved by which the Administration, in addition to subsidizing the teacher's salary, bears the cost of building pre-school centres in approved circumstances. The first centre to be built under these conditions is now under construction. Two scholarships are offered each year for Territory girls to qualify as pre-school teachers.

2. **Native.**—The social, cultural and educational background of the aboriginals has made necessary the establishment of special schools for them. It is envisaged that this necessity will ultimately pass. These schools are conducted by the Commonwealth Office of Education in its capacity as agent for the Administration. Nine have so far been established. A special syllabus and series of readers have been prepared for use in these schools. Free mid-day meals, milk and school clothes are provided to the pupils. Close touch between the Administration and the Commonwealth Office of Education in connexion with these schools is maintained through the person of the Senior Education Officer (of the Office of Education staff) who is stationed at Darwin. In addition to the 9 Administration schools, 13 schools for aboriginal children are conducted by Missions with the aid of Government subsidies. One school, with similar aid, has been established on a pastoral property and the establishment of others along similar lines is planned.

3. **Theoretical Training of Apprentices.**—The recognition that technical school training is an extension of workshop training has led to the introduction of day-time classes which apprentices attend without loss of pay. Apprentices are directed by the Apprentices Board to undertake correspondence courses conducted by the Technical Correspondence School of the South Australian Education Department and the Sydney Technical School, these courses covering the work prescribed for the various trades in South Australia and New South Wales.

§ 9. Native Welfare.

The Welfare Ordinance, which the Legislative Council passed in June, 1953, established the principle that native people would be committed to the care of the State on the grounds of their need for special care and assistance and not on the grounds of race or colour and it laid on the Director of Welfare a positive responsibility for the advancement of wards in his care. The Employment Ordinance provides for the training of wards and assistance in establishing them in occupations, either on their own account or as employees. The Ordinance envisages apprenticeships for the better-educated wards and training-on-the-job for those wards not yet capable of entering into apprenticeships. It also envisages financial aid to natives or groups of natives who may, under the guidance of the Director, be able to engage on activities (for example in agriculture, cattle raising, hunting or fishing) on their own behalf. The Director of Welfare is responsible for supervising employment for the wards in his care, and protective legislation for those in employment is retained. The legislation does not, of course, apply to any persons who are not wards and it is envisaged that native people who have ceased to be wards will come within the normal industrial customs of the country.

§ 10. Finance.

Details of revenue and expenditure of the Territory for the years 1949-50 to 1953-54 are shown below :—

NORTHERN TERRITORY : REVENUE AND EXPENDITURE. (£.)

Item.	1949-50.	1950-51.	1951-52.	1952-53.	1953-54.
REVENUE.					
Taxation—					
Probate and Stamp Duties ..	7,185	9,307	6,201	5,565	6,292
Motor Registration ..	(a)	(a)	(a)	11,354	25,882
Total ..	(a)	(a)	(a)	16,919	32,174
Business Undertakings—					
Railways—					
North Australia ..	34,880	38,227	48,929	42,160	68,411
Central Australia ..	775,845	815,739	1,241,050	1,290,297	1,552,690
Postmaster-General's Department ..	118,292	135,218	166,533	182,788	205,747
Electricity Supply ..	103,177	119,054	139,572	260,521	259,687
Total ..	1,032,194	1,108,238	1,596,084	1,775,766	2,086,535
Other—					
Rent and Rates ..	77,068	88,307	101,263	115,758	127,852
Miscellaneous ..	86,523	101,939	167,530	177,839	227,110
Total ..	163,591	190,246	268,799	293,597	354,962
Grand Total ..	1,202,970	1,307,791	1,871,084	2,086,282	2,473,671

(a) Not available.

NORTHERN TERRITORY: REVENUE AND EXPENDITURE—*continued.*
(£.)

Item.	1949-50.	1950-51.	1951-52.	1952-53.	1953-54.
EXPENDITURE.					
Public Debt Charges—					
Interest(b)	331,356	347,934	342,912	341,285	345,914
Debt Redemption(c)	112,188	117,794	123,679	129,848	136,332
Other	1,406	470	..	133	..
Total	444,950	466,198	466,591	471,266	482,246
Business Undertakings—					
Railways—					
North Australia	74,090	69,324	90,966	114,477	139,324
Central Australia	727,689	867,206	1,178,320	1,296,618	1,359,181
Postmaster-General's Department	123,239	164,138	181,093	165,095	178,898
Electricity Supply	152,235	202,560	280,064	266,614	268,307
Water Supply	36,023	48,771	56,151	71,104	73,495
Hostels Loss	35,061	45,259	29,185	42,653	25,159
Total	1,148,337	1,397,258	1,815,779	1,956,561	2,044,364
Social Expenditure—					
Aboriginal Affairs	101,064	175,094	286,041	278,492	354,266
Educational Services	31,963	53,718	75,838	95,476	94,578
Public Health, Recreation and Charitable	250,139	326,489	389,158	508,166	547,680
Law, Order and Public Safety	16,540	20,050	31,357	35,063	32,738
Total	399,706	575,351	782,394	917,197	1,029,262
Capital Works and Services—					
Railways—					
North Australia	21,415	20,105	20,209	162,020	229,861
Central Australia	76,654	5,115	133,699	676,298	560,146
Postmaster-General's Department	(a)	4,924	4,144	8,164	18,092
Water Supplies, Roads, Stock Routes, etc.	58,178	106,082	215,366	174,780	142,402
Darwin Lands Acquisition	79,790	112,439	..	56,209	..
Buildings, Works, Sites, etc.	477,198	975,675	974,058	858,459	1,161,384
Plant and Equipment	91,978	167,125	91,651	116,707	137,096
Total	805,213	1,391,465	1,439,127	2,052,637	2,248,981
All Other—					
Territory Administration	486,961	553,947	529,127	683,711	745,977
Developmental Services	56,822	93,304	88,170	117,419	140,541
Municipal, Sanitary and Garbage Services	57,207	67,568	73,565	88,336	81,796
Shipping Subsidy	4,767	4,700	3,800	3,800	3,800
Airmail Service Subsidy	10,400	5,200	5,200	11,000	11,708
Freight Concessions on North Australian and Central Australia Railways	196,339	296,538	512,678	530,450	587,939
Rent, Repairs and Maintenance, n.e.i.	114,191	149,588	125,233	153,608	152,768
Total	926,687	1,170,845	1,337,773	1,588,324	1,724,529
Grand Total	3,724,893	5,001,117	5,841,664	6,985,985	7,529,382

(a) Not available. (b) Includes Railways Interest and Exchange, 1949-50, £287,269; 1950-51, £305,085; 1951-52, £300,992; 1952-53, £299,844; 1953-54, £295,681. (c) Includes Railways Debt Redemption, 1949-50, £88,170; 1950-51, £92,575; 1951-52, £97,199; 1952-53, £102,044; 1953-54, £107,138.

THE AUSTRALIAN CAPITAL TERRITORY.

1. **Introductory.**—Information regarding the selection and establishment of Canberra as the Australian capital city, the physiography of the Territory and its early history will be found in earlier issues of the Official Year Book—*See List of Special Articles*. etc., at the end of this volume under Canberra and Federal Capital City.

On 12th March, 1913 the official ceremony to mark the start 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.

On 9th May, 1927 Parliament House at Canberra was officially opened by His Royal Highness Albert, Duke of York—afterwards 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.)

The development of the Territory administration prior to the taking over of control by the Federal Capital Commission on 1st January, 1925 is described in summarized form in Official Year Book No. 18, 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 this authority 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 the Attorney-General's Department.

An amendment to the Seat of Government Acceptance Act in 1938 provides that the Territory shall be known as the Australian Capital Territory.

2. **Progress of Work.**—(i) *General.* Further progress in providing housing and allied community facilities has been shown in the works programme in the Australian Capital Territory for the financial year 1953–54 and engineering services were kept abreast of developmental requirements. Planning was begun for the increase in population which will result from transferring other Departments to Canberra as the various sections of the new Administrative Building are completed.

There has been extensive building construction with the establishment of the Australian National University at Canberra and facilities for the expansion of Defence Services at Duntroon, Fairbairn and Harman.

During 1953–54, the total expenditure on capital and maintenance works in the works programme amounted to £4,626,985.

The average combined labour force of the Department of Works and contractors working for the Department during 1953–54 totalled 2,271 men.

(ii) *Works Programme.* (a) *Housing.* During 1953–54, 489 dwelling units were completed (424 built by contract and 65 by day labour), including 93 brick, 42 brick veneer, 54 timber, 75 monocrete and 225 prefabricated (209 Riley Nevsum and 16 Econo Steel). Of the total units built, 101 and 84, respectively, were built in the suburbs of Narrabundah and O'Connor, 247 in the longer established but recently extended suburbs of Ainslie (86), Deakin (62) and Yarralumla (99), 24 in the suburb of Reid and 22 in Griffith. Four hundred and sixty were built for the Department of the Interior, 9 for War Services Homes, 16 for the Australian National University and 4 for the Department of the Army. At 30th June, 1954 there were 313 houses under construction.

(b) *Other Building.* Major projects completed during the year 1953–54 included an infants school at Turner; the erection of a 50-bed ward at the Canberra Community Hospital; and the erection of four plant laboratories for the Commonwealth Scientific and Industrial Research Organization at Black Mountain.

Projects for the Australian National University comprised the completion of University House, the Studies and Laboratories Block and a workshop for the John Curtin School of Medical Research.

Further progress was made on the permanent Administrative Building at Parkes and about one half had been completed at 30th June, 1954. Work has been concentrated on "A" block, which, when completed will be occupied, while the remainder of the building is being completed.

Work is well advanced on the Griffith infants' school but at Mt. Stromlo work on a dome for a 74-inch telescope has been temporarily suspended. The erection of a 20 chamber Hoffman brick kiln at Westridge, an Olympic Swimming Pool at Parkes and extensions to Staff quarters at the Canberra Community Hospital was commenced.

At the Royal Military College, Duntroon, erection of a new Cadets barracks and an engineering laboratory are both nearing completion.

Further progress was made on the central administrative block of the C.S.I.R.O. at Black Mountain and the erection of a new plant repair shop and depot at Molonglo was commenced.

Telephone exchanges at Barton and Braddon and alterations and additions to the ground floor at the Canberra Post Office, East Block, were almost completed.

(c) *Engineering Works and Services.* During 1953-54 12 miles of sub-divisional roads were constructed to serve newly built areas, bringing the length of city roads at 30th June, 1954 to 208 miles, comprising 3 miles of concrete, 104 miles of bitumen paved and 101 miles of gravel. At the same date the length of city footpaths was 116 miles. During 1953-54 about 9 miles of city roads were sealed and road maintenance works included the resealing of 5 miles of city roads and 3 miles of country main roads. Major projects were the construction of an access road from Harman Naval Station to the new transmitting station at "Bonshaw", sub-divisional roads in Ainslie, Narrabundah, O'Connor and the C.S.I.R.O. areas, and roads constructed at the Australian National University, Canberra. The Cotter road and other main roads were improved.

During 1953-54, 44,454 feet of water mains were laid to reticulate water services to new buildings. At 30th June, 1954, 6,538 houses were connected to the water supply system. The consumption for 1953-54 was 1,807 million gallons with an average daily consumption of about 168 gallons per head.

New works undertaken during the year were the 24" Cotter section main and a 24" main from Lower Red Hill to London Circuit. Progress of work is well advanced. Other major works included completion of a two million gallon water storage tank at Red Hill and the extension of the Cotter pump house which is now ready for the installation of new pumps.

During the same period 35,129 feet of sewer mains were laid to connect newly built houses to the sewerage system and 6,286 houses and buildings had been connected to the sewerage system by 30th June, 1954.

3. *Forestry.*—A considerable amount of reafforestation work has been undertaken and plantations (mainly *Pinus radiata*) have been established at Uriarra, Mount Stromlo, Pierce's Creek, Green Hills and Kowen. Experimental plots have been established in the Brindabella mountains and soil conservation areas at various locations throughout the Territory.

The total area of softwood plantations at 30th June, 1954 was 16,500 acres, of which 14,500 acres were *Pinus radiata*, the balance consisting of other softwood species, chiefly *Pinus ponderosa* and *Pinus laricio*.

Forestry operations were begun on Mount Stromlo in 1915. Plantings up to 1925 were chiefly on decorative lines, but since then a much wider programme has been undertaken. Sawmill timber is now being obtained from the logs resulting from thinning operations and clear felling of mature plantations. The yearly output of pine timber has increased from 30,000 super. feet in 1930-31 to approximately 10 million super. feet at the present time, the total amount cut to date being about 91 million super. feet. The present output consists of approximately 50 per cent. saw log timber, producing building material, and 50 per cent. case-making materials.

In 1926 a comprehensive review was undertaken of the Territory's potentialities for forest development. A system of forest management was instituted in the existing forest area, and a considerable amount of survey and assessment work has been completed, resulting in the extension of operations, including fire protection, to 100,000 acres of

hardwood forests in the Cotter catchment area. Hardwood produced during 1953-54 amounted to 2,240,000 super. feet log measure all of which was used in building operations in Canberra. The total amount of hardwood cut from A.C.T. forests to date is about 29,500,000 super. feet.

4. *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 and Chapter IV.—Land Tenure and Settlement, of this issue contains statistical information on the subject.

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 1936-1951, 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, and one lease under the Church of England Lands Ordinance 1926 has been granted for church purposes.

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 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.

Under the City Area Leases Ordinance 1936-1951 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.

(ii) *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 Territory. 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 about 13,000 acres in the Jervis Bay area.

5. *Transport and Communication.*—Canberra is connected with the railway system of New South Wales at Queanbeyan by a line 4½ 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 suburb of Kingston. A daily passenger service operates between Canberra and Sydney and Canberra and Melbourne.

Two airlines provide several services daily each way on the Sydney-Canberra-Melbourne route.

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

There are three radio broadcasting stations in the Australian Capital Territory, 2CY and 2CN of the national broadcasting system and 2CA, a commercial station.

6. *Population.*—From 1911 until 1921 the population of the Australian Capital Territory remained at about 2,000 persons. In 1922 it commenced to rise, and by 1927 was nearing 6,000. The following year, with the transfer of departments from Melbourne, it passed 8,000. Since then the general trend has been upward.

The census return of population on 30th June, 1938, was 11,562 persons in the Australian Capital Territory including 272 in the Jervis Bay area. 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. A census was taken of the city area on 14th–16th September, 1951, the population then being 23,617 persons. At that time the estimated population of the Australian Capital Territory was 25,400 persons. The population of the Territory at the Census of 30th June, 1954 was 30,315 persons, 28,277 being in the Canberra city area and 517 in the Jervis Bay area.

7. **Production.**—During 1952–53 the production of the more important items of the agricultural and pastoral industry was—Wheat, 7,764 bushels; wool, 2,245,000 lb.; whole milk, 688,000 gallons; butter, 5 tons; meat (bone-in weight, fresh), 2,826 tons. The numbers of livestock depastured at 31st March, 1954 were—Horses, 831; cattle, 9,394; sheep, 251,700; and pigs, 276.

8. **Education.**—The Commonwealth Department of the Interior is primarily responsible for the education of children in the Australian Capital Territory. The New South Wales Education Department, however, provides teachers and the curriculum for schools in the Territory and is reimbursed annually for expenses incurred.

There are two public secondary schools in Canberra providing courses to the Leaving Certificate standard, Canberra High School, Acton, and Telopea Park High School, Barton. Entrance to the Canberra High School is on a competitive basis.

Ten schools provide courses for children in Infants and Primary classes, including two in the Jervis Bay area and three in rural districts. A school for mentally handicapped children was opened early in 1955.

There are six private schools in Canberra. Of these, St. Edmund's Christian Brothers College, St. Christopher's Convent, Canberra Grammar School (Boys) and Canberra Church of England Girls' Grammar School provide courses leading to the Leaving Certificate Examination.

The Australian Capital Territory Education Ordinance provides for the compulsory attendance at school of children between the ages of six and fifteen years.

Eleven pre-school centres, an occasional care centre and a mobile unit which visits outlying areas provide pre-school facilities for approximately 1,000 children between the ages of three and five years.

The Canberra Technical College, which follows the curricula set by the New South Wales Technical Education Department, provides trades courses for apprentices, vocational (non-trades) courses including accountancy, women's handicrafts, and sheep and wool courses, hobbies courses including ceramics, dressmaking, art, woodwork and motor maintenance and courses for Commonwealth authorities including workshop practice for Royal Military College cadets, motor maintenance for Australian Forestry School cadets and shorthand and typing courses for the Public Service Board. In addition the Technical College undertakes the trade testing of migrants seeking to enter skilled trades.

Education at university level is provided by the Canberra University College, details of which will be found in Chapter XII.—Education.

An area of about 250 acres has been set aside at Acton, for the Australian National University. Provision has been made for the University to establish such research schools as may be thought 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 § 8 of Chapter XII.—Education.

9. Finance.—Details of revenue and expenditure for the years 1949-50 to 1953-54 are given in the following table :—

AUSTRALIAN CAPITAL TERRITORY : REVENUE AND EXPENDITURE.

(£.)

Item.	1949-50.	1950-51.	1951-52.	1952-53.	1953-54.
REVENUE.					
Taxation—					
Motor Registration	22,451	30,267	37,723	41,973	47,998
Liquor	10,127	12,978	15,689	21,034	22,756
Rates	12,948	15,717	18,271	22,312	30,306
Other	932	1,042	765	1,196	935
Total	46,458	60,004	72,448	86,515	101,995
Business Undertakings—					
Railways	12,595	14,995	10,246	24,493	14,557
Electricity Supply	146,136	192,739	230,363	328,108	471,410
Water Supply and Sewerage ..	10,695	18,534	24,086	22,002	25,390
Abattoirs	14,842	16,953	22,337	28,706	27,115
Total	184,268	243,221	287,032	403,309	538,472
Rent—					
Housing	243,706	290,664	334,020	409,915	502,096
Land	49,714	53,215	77,832	91,038	110,080
Miscellaneous	10,008	20,775	11,246	13,299	16,196
Total	303,428	364,654	423,098	514,252	628,372
Interest	5,480	5,302	11,798	17,335	22,300
Fees for Services and Fines ..	9,135	13,568	18,456	21,325	21,559
Mortgages—Principal	4,118	114,434	267,399	128,037	155,596
Other	111,819	44,532	73,644	61,619	94,628
Grand Total	664,706	845,715	1,153,875	1,232,392	1,562,922
EXPENDITURE.					
Public Debt Charges—					
Interest	192,860	183,629	173,836	172,579	183,086
Debt Redemption	74,052	77,720	81,530	85,605	89,884
Other	433	3,045	..	42	..
Total	267,345	264,394	255,366	258,226	272,970
Business Undertakings(a)—					
Railways	18,689	26,260	37,058	45,802	42,721
Electricity Supply	174,963	330,113	329,707	436,271	504,559
Water Supply and Sewerage ..	41,881	54,307	59,040	69,279	83,047
Abattoirs	11,225	14,065	17,736	20,310	20,379
Brickworks Loss	(b)	(b)	(b)	25,000	30,000
Transport Services(c)	26,285	46,000	63,000	60,000	60,000
Firewood Supplies Loss	1,000	1,000	1,000	1,000	1,000
Hostels(d)	70,273	92,483	64,688	26,513	33,542
Total	344,316	564,228	572,229	684,175	775,248

NOTE.—For notes see end of table, page 127.

AUSTRALIAN CAPITAL TERRITORY: REVENUE AND EXPENDITURE

—continued.

(£.)

Item.	1949-50.	1950-51.	1951-52.	1952-53.	1953-54.
EXPENDITURE—continued.					
Social Expenditure(a)—					
Education—					
Primary and Secondary ..	94,453	127,718	158,298	183,356	239,525
Technical College ..	20,266	26,479	28,005	39,191	38,490
University ..	23,500	40,800	48,100	60,300	64,882
Science, Art, Research, etc.	3,646	4,453	4,444	5,459	5,727
Nursery Schools and Pre-School Centres ..	6,044	8,886	12,690	18,724	18,749
Public Health and Recreation	23,557	45,068	62,218	75,369	88,820
Charitable—					
Hospital—General ..	70,222	96,421	135,487	144,733	135,328
Relief of Aged, Indigent, etc.	1,492	1,021	2,933	2,739	3,227
Other ..	8,062	6,914	8,459	11,250	14,801
Law, Order and Public Safety—					
Justice ..	9,884	11,953	14,297	17,399	22,467
Police ..	35,955	45,140	63,995	74,492	86,413
Public Safety ..	7,282	11,170	16,264	18,499	20,559
Total ..	304,363	426,023	555,190	651,511	738,988
Capital Works and Services(e)—					
Business Undertakings—					
Railways ..	645	200	7,620	3,166	2,562
Electricity Supply ..	134,796	230,507	223,297	272,038	138,162
Water Supply and Sewerage	175,854	298,228	362,735	364,006	408,365
Abattoirs ..	973	4,477	8,558	9,856	4,992
Transport Services ..	24,955	94,740	46,844	41,956	18,996
Hostels(f) ..	374,390	7,231	1,918	420	..
Brickworks ..	..	..	..	7,738	1,154
Total ..	711,613	635,383	650,972	699,180	574,231
Social Expenditure—					
Primary and Secondary Education ..	..	34	3,003	5,499	535
Technical College ..	3,655	..	..	..	..
University ..	7,750	..	..	..	..
Public Health and Recreation	9,367	12,476	3,631	17,884	23,741
Hospital—General ..	9,252	36,426	37,361	66,285	64,674
Police ..	..	839	146	3,238	2,485
Public Safety ..	13,155	173	2,214	5,528	3,664
Total ..	43,179	49,948	46,355	98,434	95,099
Other—					
Roads and Bridges ..	81,062	120,506	110,616	264,307	208,391
Parks and Gardens, etc. ..	35,358	30,776	24,695	26,540	23,927
Lands and Surveys ..	14,750	251	72	2,509	1,367
Forestry ..	30,396	35,121	80,370	33,050	45,871
Housing ..	1,200,272	1,934,352	2,287,179	1,578,790	1,168,499
Public Works, n.e.i. ..	309,524	907,038	658,897	546,790	527,008
Total Capital Works and Services ..	2,426,154	3,713,375	3,859,156	3,249,600	2,644,393

NOTE.—See next page for notes.

AUSTRALIAN CAPITAL TERRITORY: REVENUE AND EXPENDITURE

—continued.

(£.)

Item.	1949-50.	1950-51.	1951-52.	1952-53.	1953-54.
EXPENDITURE—continued.					
All Other—					
Roads and Bridges ..	73,999	126,027	184,824	243,480	208,733
Parks and Gardens, etc. ..	140,969	161,971	189,546	204,905	220,008
Lands and Surveys ..	19,718	33,602	43,584	43,910	53,125
Agriculture and Pasture ..	24,589	23,570	26,162	19,291	18,386
Forestry ..	35,695	50,898	12,000	10,000	7,000
Housing ..	53,266	80,307	94,038	102,220	101,254
Legislative and General Administration ..	242,816	147,218	175,458	183,442	211,726
Public Works, n.e.i. ..	30,100	68,421	27,112	28,093	25,828
Miscellaneous ..	2,011	4,750 (g)	60,641 (g)	79,380 (g)	64,036
Total ..	623,163	696,764	813,365	914,721	910,096
Grand Total ..	3,965,341	5,664,784	6,055,306	5,758,233	5,341,695

(a) Other than Capital Works and Services. (b) Details not available. (c) Payment to Australian Capital Territory Transport Trust Account (loss on omnibus service). (d) Includes loss on operations 1949-50, £62,620; 1950-51, £75,559; 1951-52, £54,900; 1952-53, £12,700; and 1953-54, £24,000. (e) Excludes repairs and maintenance. (f) Expenditure on plant and equipment by Department of Interior only. (g) Includes restoration of bushfire damage, 1951-52, £54,441; 1952-53, £72,783; and 1953-54, £53,701.

The following table, which was prepared by the Department of the Interior, shows the total receipts and expenditure of the Australian Capital Territory from 1901-2 to 30th June, 1954 :—

AUSTRALIAN CAPITAL TERRITORY: RECEIPTS AND EXPENDITURE TO 30th JUNE, 1954.

Receipts.	£	Expenditure.	£
Commonwealth Treasury—		Lands ..	929,802
Parliamentary Appropriations—		Engineering works ..	11,228,300
Revenue ..	36,260,107	Architectural works ..	19,679,993
Loan ..	5,703,199	Other capital expenditure, sundry debtors, etc. ..	2,249,954
		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) 7,884,256
Total Receipts ..	41,963,305	Net Expenditure ..	41,963,305

(a) Excludes interest £5,799,001 net.

The foregoing figures exclude 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.

NORFOLK ISLAND.

1. **Area, Location, etc.**—Norfolk Island, discovered by Captain Cook in 1774, is situated in latitude $29^{\circ} 3' 30''$ South, longitude $167^{\circ} 57' 5''$ 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, 660 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 and the landing place at Cascade on the northern side, almost 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 53 inches. It has been said that the healthy climate together with the beauty of its landscapes and seascapes, should make Norfolk Island "the Madeira of the Pacific". The island, both pre-war and post-war, has been popular as a tourist resort. Pre-war the only means of transport to the island was by ship. However, with the inauguration of direct air services from Australia and New Zealand the majority of tourists now take advantage of these services. The tourist traffic is rapidly increasing.

2. **Settlement and Population.**—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 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 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. The population of the island as disclosed by the Census of 30th June, 1954 was 942, consisting of 478 males and 464 females.

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 Minister for Territories through an Administrator. An amending measure, the Norfolk Island Act 1935, provided for the establishment of an Advisory Council of eight elected members which may advise the Administrator on matters affecting Norfolk Island.

4. **Economic Activity.**—The major economic activities of the island are primary production, the tourist trade and employment in Government instrumentalities.

(i) *Primary Industries.* The soil on the island is particularly fertile, the climate equable, and the rainfall fairly evenly distributed except for a pronounced dry period in November. This enables a wide range of temperate and semi-tropical products to be cultivated. However, the island's comparative isolation and trading difficulties with New Zealand have hampered production in the past. A recent relaxation of some restrictions enables out-of-season fruit and vegetables up to a limit of 3,000 lb. per week to be sent by air freight to Auckland.

Pre-war the principal primary product was passion fruit pulp. However, the introduction of disease together with the high cost of trellising and land reclamation has led to the curtailment of this industry. The production of bean seed has now become the main export industry. The island's isolation from many plant diseases found on the mainland, plus the fairly reliable dry period (which is conducive to the setting and maturing of seed), together with improved prices, induced a rapid expansion of production. In 1952-53, 3,374 bushels were exported and prices ranged from £5 to £5 10s. per bushel. These conditions also favour the production of other types of seed. Lord Howe Island Palm, Wild Lemon and Norfolk Island Pine seeds are the most important.

Island conditions are also conducive to good pasture growth but for a number of reasons meat production is insufficient to satisfy the demands of both the tourists and the local inhabitants. However, as a joint product to pastoral pursuits quantities of hides and wool are exported.

Fish and (in certain months) whales abound off the island. In the past a number of ventures have been formed to exploit these resources. They have been short-lived owing, for the most part, to the lack of a sheltered harbour.

(ii) *Tourists.* The unique history and unusual beauty of the island had always attracted a number of tourists in pre-war days. The building of the airstrip during the war has made the island far more accessible and a considerable tourist industry has developed, particularly with visitors from New Zealand. The industry is at present limited only by the accommodation available. Approximately 120 can now be catered for and accommodation is being continually expanded.

(iii) *Government Instrumentalities.* A large proportion of the population is employed by Commonwealth Government instrumentalities which are :—Department of Civil Aviation, Norfolk Island Administration, Department of Works, Overseas Telecommunications Commission and Department of the Interior (Meteorological Branch). The bulk of the finance for the operation of these instrumentalities is supplied by the Commonwealth Government and this greatly increases the income of the island.

5. *Trade, Transport and Communication.*—Imports to Norfolk Island in 1938–39 amounted to £27,590, mainly from Australia. Since the 1939–45 War they have risen from £32,402 in 1945–46 to £216,353 in 1953–54, the major proportion (£177,933 or 82 per cent.) still coming from Australia, while New Zealand supplied 18 per cent. in the latter year. Exports were valued at £16,970 in 1938–39, and have risen from £9,024 in 1945–46 to £45,852 in 1953–54. Australia again is the principal country concerned (£35,133), with New Zealand's proportion of the trade showing a steady increase from negligible amounts pre-war and early post-war to one-quarter or one-third of the total exports in recent years.

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.

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

The construction of the 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. There is also a weekly air service from New Zealand.

There are approximately 50 miles of usable road on Norfolk Island. As a substantial section of the population possesses private motor cars and taxi-cab services are available, transport is almost exclusively by motor vehicle.

The cable from Great Britain via Vancouver, Fanning Island, Fiji bifurcates at Norfolk Island, one line connecting with New Zealand, the other with Brisbane. 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.

6. *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, 1954 was 144. Dental examination and free dental service are provided for school children.

The Court of Norfolk Island 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 when constituted by a Judge or the Chief Magistrate.

7. *Finance*.—The revenue of the Territory, together with an annual grant from the Commonwealth Government in aid of administrative expenses, is paid to the credit of the Norfolk Island Trust Fund, and advances for administrative and developmental expenses are drawn from the account. The principal sources of revenue in 1953–54 were:—Sale of liquor, £24,709; Commonwealth subsidy, £58,000; customs duties, £6,994. The total revenue was £139,236. Major items of expenditure in 1953–54 were:—administrative, £20,995; miscellaneous services, £15,777; repairs and maintenance, £26,613; business undertakings, £22,842. Total expenditure amounted to £104,379. In 1938–39 revenue amounted to £11,784 and expenditure to £13,565.

PAPUA AND NEW GUINEA.

§ 1. 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. Information relating to the transfer back from military to civil control under the Papua-New Guinea Provisional Administration Act 1945–1946 may be found in Official Year Book No. 39 and earlier issues.

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 was inaugurated on 26th November, 1951 by His Excellency Sir John Northcott, while Administrator of Australia.

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.

§ 2. Finance.

The following table shows particulars of the financial operations of the Papua and New Guinea Administration since its inception in July, 1949, together with those of the combined Territories in 1938–39. Further information on each Territory will be found on pages 140 and 147.

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

Particulars.	1938-39.	1949-50.	1950-51.	1951-52.	1952-53.	1953-54.
REVENUE.						
Taxation—						
Customs Duties	257,460	915,036	970,880	1,475,117	1,455,054	1,931,551
Stamp Duties	7,061	8,211	13,267	10,742	7,217	36,266
Licences	15,185	17,574	20,140	39,104	49,435	57,432
Other Taxes	45,831	..	..	..	..	..
Commonwealth Grants	42,500	4,184,454	4,354,564	5,285,559	4,657,022	5,421,951
Post Office	40,548	52,707	69,967	94,946	158,013	126,861
Lands	24,429	25,738	29,034	48,172	63,218	71,268
Forestry	(a)	34,849	33,436	105,676	94,362	144,879
Agriculture	11,381	31,758	61,496	75,659	66,445	58,112
Mining—						
Royalty on Gold	107,975	58,636	67,845	79,684	109,246	71,486
Other	18,682	12,248	11,237	9,084	9,697	9,037
Harbour Dues, Wharfage, etc.	16,930	128,819	144,708	111,566	87,002	52,818
Fees, Fines and Forfeitures, n.e.l.	11,122	29,799	44,397	50,587	54,571	57,867
Electric Light and Power Supply	6,004	30,837	48,455	65,573	91,401	111,695
Other Revenue	36,969	54,328	351,387	224,957	182,773	239,832
Total	642,167	5,584,974	6,220,813	7,676,426	7,091,356	8,391,379
EXPENDITURE.						
Post Office	8,875	151,733	183,769	246,520	255,186	275,457
Social Expenditure—						
Education	12,904	395,903	393,032	438,322	409,388	469,758
Public Health Services, Hospitals, etc.	113,571	908,495	1,172,958	1,351,508	1,176,800	1,231,851
Law, Order and Public Safety	92,797	315,343	487,295	553,010	502,746	531,495
Grants to Missions for Education and Medical Services	14,238	46,021	153,532	117,516	153,200	130,043
District Services and Native Affairs	128,398	788,174	820,394	932,773	705,020	716,415
Wages due to Natives under Pre-war Contracts .. .. .	..	95	..	..	..	..
Compensation to Natives for War Injuries and War Damage .. .. .	..	272,567	116,421	286,653	280,505	106,504
New Works, Buildings, etc.	(b) 69,146	919,933	1,413,234	1,755,970	1,592,600	2,258,150
Other Public Works and Services	57,422	745,199	315,520	605,820	593,773	800,702
Electric Light and Power	2,837	116,802	153,460	243,811	282,102	310,137
Legislative, General Administration and Other Expenditure	179,514	887,955	1,176,797	1,164,344	1,170,770	1,414,403
Total	679,702	5,548,420	6,386,412	7,606,257	7,122,180	8,335,095

(a) Included with Lands.

(b) Trust Territory of New Guinea only.

§ 3. Agriculture and Animal Industry.

1. Soils.—Although a large proportion of Papua and New Guinea is covered by skeletal soils unsuitable for agriculture, there are extensive areas in all parts where fertile soils occur, suitable for growing a wide range of crops. Most of the agriculture of the Territory up to the present has been on soils of the coastal plains, which, apart from the swamp soils, consist mainly of alluvium and podsolized alluvium. So far, these have been mostly under coconut plantations, although other crops such as rubber and cocoa have also been grown. The swamp soils, of which there are extensive areas in the Delta plains and other parts of the Gulf of Papua, and in smaller areas, are found intermittently around the coasts and along the lower reaches of the rivers, and are in general quite unsuited to any form of agricultural development.

Volcanic soils probably offer the greatest prospects for development. They are found mostly on the Central Plateau and southern foothills of the main island, but there are also areas in New Britain (particularly in the Gazelle and Willaumez Peninsulas),

Bougainville and New Ireland, as well as in numbers of smaller islands. Other rich soils are the alluvials of the river valleys. The largest single area of this type is in the trough occupied by the Ramu and Markham Rivers.

2. **Climate.**—The climate, particularly the rainfall, over so wide an area as Papua and New Guinea, with its numerous islands and varying elevations, naturally presents many variations. Generally speaking, the climate is moist and tropical, except at high altitudes. There are only small differences in both daily and seasonal extremes. The Territory has no winter and summer, and thus no great variation in day-length over the year. The two seasons which are experienced are generally described as the "south-east" and the "north-west", corresponding with the periods of the year when the south-east trade winds and the north-west monsoons direct the main Territory air-flow. The south-east season prevails approximately from May to October, the trade winds attaining maximum velocities during July and August. The north-west monsoon operates over a considerably shorter period, between the end of December and about March. During the periods between these seasons, November and early December, and about March to April, there are two short spells of calm weather.

Rainfall varies considerably from an average annual rainfall of 245 in. at Gasmata in New Britain and 231 in. at Kikori in Papua, to about 88 in. at Wewak in New Guinea and 40 in. at Port Moresby.

Although the Territory has no summer and winter, it has a wide temperature range, due to altitude differences, varying from an absolute highest temperature of about 100° F. along the coast, to freezing point on its highest peak, Mt. Wilhelm (15,400 ft.).

Humidity in the Territory is very high throughout the year. Some coastal stations register an average relative humidity of more than 90 per cent. Humidities below 60 per cent. are rare at coastal stations, average figures varying from 80 per cent. at 9 a.m. to 65 per cent. at noon and 75 per cent. at 3 p.m. Humidity in mid-mountain forests appears to be higher than in the lowlands, while in the mossy forests there are periods when the whole belt is saturated.

3. **Suitable Crops.**—The crops which can be grown in Papua and New Guinea include copra, rubber, tea, coffee, cocoa, jute, kenaf, manila hemp, sisal, rice, pepper, tobacco, peanuts, kapok, cassava, ginger, cinchona, nutmeg, vanilla, tropical fruits and vegetables, sago and tung oil.

The agricultural commodities which, because of their marketing prospects and suitability for production in the Territory, are considered to have the best possibility for development are copra, rubber, cocoa, coffee, tea, fibres and peanuts for export; and rice, fresh meat, dairy products, fresh vegetables and fresh fruit (e.g. bananas, papaws, citrus and pineapples) for local consumption.

4. **Plantation Agriculture.**—The principal plantation crops cultivated are coconuts, rubber, cocoa and coffee.

Coconuts. Territory coconut plantations suffered severely from damage and neglect during the 1939-45 War, but rehabilitation has been rapid and about 500 plantations together with native coconut stands produced 83,368 tons of copra for export in 1953-54, valued at £5,915,490. The area (excluding native stands) planted with coconut palms in March, 1954 was 234,935 acres. In addition, 188 tons of desiccated coconut, valued at £28,960, 10,215 tons of coconut oil valued at £1,397,999 and 4,840 tons of coconut meal valued at £102,048 were exported in 1953-54. A copra crushing mill was established at Rabaul in 1952.

A contract with the United Kingdom commenced on 1st March, 1949, for a period of nine years, for the sale of Territory copra in excess of Territory and Australian requirements. The price of copra sold for the first contract year, 1949, was £60 per ton f.o.b. Territory ports, and the contract provides that the price for each subsequent year is to be not more than 10 per cent. higher or lower than that for the preceding year and is to be negotiated before the end of the preceding year. Early in 1952 the termination date of the contract was varied to 31st December, 1957 and prices are now negotiated on the basis of calendar years. The price for the calendar year 1955 is £81 5s. per ton f.o.b. Territory ports for fair merchantable sun-dried copra with small price differentials for the other grades.

Rubber. Rubber exports have more than doubled since before the Japanese invasion, increasing from an average of 1,352 tons per year during the three years 1937-38 to 1939-40 to 3,145 tons in 1953-54, valued at £612,788. A total area of 27,071 acres had been planted with rubber trees up to March, 1954.

Cocoa. Exports of cocoa beans increased from 207 tons in 1949-50 to 727 tons in 1953-54, valued at £249,588. The area (excluding native stands) planted with cocoa trees in March, 1954 was 19,395 acres.

Coffee. Exports of coffee beans increased from 21 tons in 1949-50 to 37 tons in 1953-54, valued at £60,211. The area (excluding native stands) planted with coffee trees in March, 1954 was 806 acres.

5. *Native Agriculture.*—Most of the native inhabitants of Papua and New Guinea are agriculturists producing fruit and vegetables for their own consumption. The crops grown vary according to environment and altitude, and include yams, taro and sweet potatoes, coconuts, bananas, papaws, maize, sugar-cane, cassava, beans, peanuts, rice, cucurbits and tobacco. Sago is the staple food in the extensive semi-inundated areas which occur along the lower valleys of the major rivers. In these areas it is usually cut largely from naturally occurring stands. In other parts of the country small areas of sago are grown along stream banks and in swampy patches and are regarded as a reserve in times of poor harvest. In recent years the natives have taken up the production of introduced crops such as peanuts, rice, cucurbits and maize for their own consumption and cocoa and coffee for export. In coconut areas large quantities of copra are produced. In 1953-54 native copra production was estimated at about 20,000 tons.

In many localities the natives follow a farming system known as "Bush Fallowing Rotation". The inhabitants of each village have, at any one time, a number of distinct and separate cleared garden areas in the land surrounding the village. The garden clearings may be located some miles from the village and are not usually contiguous. Each garden area may be made up of a number of distinct plots owned by individual natives or families. Communal ownership of gardens is rare. The number of garden clearings (and their area) attached to each village depends on the size of the village and the fertility of the land.

The method of cultivation followed is for the jungle trees to be felled and undergrowth cleared with axes and knives, the larger trees being usually left standing. The timber and foliage is allowed to dry out and then burnt. In some localities there is a little cultivation before the crops are planted, and root vegetables are placed in holes dug with a stick. In other places, however, there is careful preparation of the soil. Some weeding is done while the crops are growing. After harvesting, a second crop is rarely planted immediately in that garden area, but a new area of land is selected, cleared, burnt and planted. The natives return to the first area to harvest fruit from trees, such as papaw and banana, that may have been planted in the garden, but these are soon submerged in the new growth which quickly appears. The plot is allowed to lie fallow for a number of years, the period varying from 7 to 10 years or even longer, depending upon the local population pressure. During this time high secondary jungle has probably grown. Ultimately the natives return to the original plot, and clear, burn and plant again. The cycle continues year by year throughout the agricultural land belonging to the village. The foregoing is a broad generalization of the method followed. However, there are many variations.

The business of growing food is done by both the men and women. The division of work is usually clearly defined within the village itself but this division is not necessarily the same in all areas. Generally it is found that felling the forests is always done by the men, and carrying the harvested food home to the village is nearly always done by the women. However, other work such as cultivating, planting and weeding may be done by either men or women according to the customs of the particular village or area.

The advancement of native agriculture for improved land use in village gardens for food production for local consumption, as well as for economic production of crops for sale, takes a high priority in Government policy.

6. *Animal Industry.*—At 31st March, 1954 the livestock in the Territory consisted of 7,522 cattle, 1,879 sheep, 3,483 goats, 4,841 pigs, besides horses, mules and poultry. These figures exclude native-owned livestock. The introduction of rabbits, foxes, hares and monkeys is prohibited.

A number of British breeds of cattle are represented in Territory herds. For dairying Jersey and Australian Illawarra Shorthorns are most popular, while Black Poll, Polled and Horned Shorthorns are represented for meat production. Under good management these breeds have done well in the Territory.

Most of the sheep now in the Territory are Romney Marsh breed located at Nondugl in the highlands of New Guinea. This breed has been tried in various parts of the Territory. It produces a good carcass, and in drier parts a useful sheep. There are also some Asiatic sheep, and crossed with Romney Marsh they produce good carcasses and are hardy. Current investigations on sheep raising include tests and observations to determine the most suitable breeds and areas for grazing for both mutton and wool.

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 six magisterial districts, namely, Southern Highlands, Western, Gulf, Central, Milne Bay and Northern.

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.*—At the Census of 30th June, 1954 the non-indigenous population of Papua was 3,867 males, 2,446 females, 6,313 persons. Corresponding figures at the Census of 30th June, 1947 were, respectively, 2,057, 1,182 and 3,239.

The European population of Papua increased slowly, and with some reversals in trend, from less than 700 in 1906, the year in which the Territory came under Commonwealth control, to 1,343 at the Census of 1921. At the 1933 Census, it numbered only 1,148, but amounted to 5,295 at the 1954 Census (3,372 males and 1,923 females).

The non-European section of the non-indigenous population at 30th June, 1954 was 1,018, of whom 34 were full-bloods and 984 were half-castes with one of the parents a European. Comparable figures as at the 1947 and 1933 Censuses, respectively, were:—full-bloods—194 and 786; half-castes—503 and 227.

2. *Native Population.*—It is not possible to give exact data regarding the number of natives, because part of the interior is not as yet under complete Government control. However, the enumerated and estimated population of the Territory of Papua at 30th June, 1954 numbered 488,396 persons. This comprised 286,196 enumerated persons (151,464 males and 134,732 females) and 202,200 estimated. The total number was distributed through districts as follows:—Southern Highlands, 169,916; Western, 47,988; Gulf (including the former Delta district), 60,771; Central, 81,972; Milne Bay, 82,298; Northern, 45,451.

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

1. **Native Labour.**—The laws relating to the employment of natives are uniform in Papua and New Guinea, and may be found in the Native Labour Ordinance 1950–53. These provide for the engagement of natives under a permit. Permits are issued by a District Officer, and authorize the holder to engage natives for employment on his own behalf, or on behalf of a registered employer who has authorized him to act on his behalf. Under this Ordinance a native may be issued with a Native Assistant's Permit, which authorizes him to solicit natives to work for his employer, or for other employers who have authorized him to act on their behalf.

Natives are employed under written agreements which have been sanctioned and attested by a District Officer. The period of the agreement must not exceed two years, but one further agreement, for a period not exceeding one year, may be drawn up, if both parties desire it. The period, in both cases, begins on the day on which the agreement is sanctioned and attested. Both parties may, by mutual consent, and with the approval of a District Officer, cancel an agreement. On the termination of an agreement, employers are required to repatriate workers to their own villages.

Natives under the age of sixteen years may not be employed. Employers must provide native employees with housing, medical attention, food and clothing free of charge. A minimum monthly wage of fifteen shillings and a working week of 44 hours are prescribed by Ordinance. Provision is also made for compensation in the case of injury or death.

2. **Native Taxes.**—No direct taxes have been levied on natives since the war. Native Village Councils (which are formed voluntarily by the natives) are, however, empowered to levy rates on villagers for the purpose of providing for local services carried out by the Councils.

3. **Health.**—The Department of Health has the general oversight of all medical and dental services. It maintains a large number of hospitals, which are staffed by fully-trained European medical personnel and trained native assistants, for both European and native patients. The Department has adequate facilities for research in tropical medicine.

At 30th June, 1954 there were in the Territory three European hospitals (one privately controlled); 31 native hospitals (one private and 14 mission); one mental hospital; 221 village aid posts (72 mission); 112 welfare clinics (45 mission); and three Hansen's colonies. The Missions employ their own doctors and nurses in their medical establishments. 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. Natives are also attending the Central Medical School at Suva, Fiji, to be trained as Native Medical Practitioners. The chief complaints treated in hospital are malaria, yaws, tropical ulcers, respiratory infections, hookworm, venereal and skin diseases.

§ 4. Land Tenure.

The basic principle of the land laws of Papua is that all land not specifically alienated by due process from the natives is native land. At 30th June, 1954, of the total estimated area of Papua, approximately 58,000,000 acres, only 1,838,827 acres had been alienated. The distribution of land in Papua at 30th June, 1954, according to tenure, was as follows:—alienated: held by private non-indigenous inhabitants—freehold, 24,284 acres, leasehold, 278,652 acres; held by administration, 1,499,268 acres; native reserves, 60,907 acres; total alienated, 1,863,111 acres.

Although, as the figures above show, a small amount of freehold land exists in Papua, no further estates in fee-simple or other estate in freehold can be granted under the provisions of the Land Ordinance 1911–1952 of Papua. Leases of various kinds may be granted by the Administration. The principal types of lease available are agricultural leases, pastoral leases, leases of town allotments, business leases and

residence leases of other than town allotments, and various forms of special leases and licences over land. Leasehold terms are liberal and, in general, leases may be granted for periods of up to 99 years. Rent is based on the unimproved value of the land. For agricultural leases the rental rate per annum is 5 per cent. of the unimproved value and for pastoral leases the rate is $2\frac{1}{2}$ per cent. Concessions regarding freedom from, or reduced, rents apply during the early developmental periods of agricultural and pastoral leases. All leases are subject to improvement conditions which may be varied or relaxed under certain circumstances. The following classes of leases were in force in Papua at 30th June, 1954 :—Agricultural, 630—246,673 acres; pastoral, 26—29,695 acres; residence, 149—198 acres; special, 164—848 acres; mission, 323—839 acres; business, 100—192 acres; town allotment, 495—207 acres; total, 1,887—278,652 acres.

Leases of Crown land may be obtained from the Administration. Dealings in privately-owned land are a matter for private treaty. Native-owned land, however, cannot be acquired or leased from the native owners by private individuals. If a lease of land which is native-owned is desired, application must be made to the Administration. If the native owners are willing to sell the land, and the Administrator is satisfied that the land over which the lease is applied for is not required or likely to be required by the native owners, and if otherwise satisfied that the lease should be granted, the Administration itself purchases the land and grants an appropriate form of lease to the applicant.

The registration of titles, interests and dealings in alienated land is provided for under the Real Property Ordinance 1913-1951 modelled on the Torrens system of land registration. A start has been made on the recording of native land ownership under the Native Land Registration Ordinance 1952.

§ 5. Production.

1. *General*.—The products of the Territory are obtained from its agricultural, forest, mining and fishing industries. A factory for the extraction of cutch from mangrove bark has been established at Kikori in the Gulf District. Native subsistence agriculture, fishing and hunting produce most of the food requirements of the native population. The main native agricultural products are taro, yams, sweet potatoes, bananas and papaw. Non-indigenous enterprise produces most of the commodities exported. Natives however, do produce copra for export and native enterprise in other fields of agricultural production for export purposes is being encouraged. The principal agricultural products of Papua for the export trade are copra and rubber. All of the timber milled during 1953-54 was absorbed by local building requirements. The main products of fisheries exported from Papua are trochus and green snail shell. Gold and manganese, zinc-lead and copper ores have been mined in commercial quantities.

Agricultural and pastoral conditions in Papua and New Guinea have been dealt with, for the sake of convenience, as a whole, and reference should be made to pp. 131-134 for information on the soils, climate, crops, methods of cultivation, etc., throughout both Territories. The following paragraphs relate to forestry, mining and water-power resources in Papua.

2. *Forestry*.—(i) *General*. A general description of the forest policy which applies in Papua as well as in the Trust Territory of New Guinea is given under the heading "Timber" on page 143.

(ii) *Timbers*. Mixed species tropical rain forest covers most of Papua, although north-east of Port Moresby there is an area of monsoonal savannah country. Because of the mixed nature of the timbers in any one area, their utilization on an economical basis is somewhat difficult. Kwila, the most important hardwood found in millable quantities in Papua and New Guinea occurs in important stands east of Port Moresby. Mangroves occur in large areas fringing the Gulf of Papua and are cut for the preparation of cutch from the bark.

(iii) *Survey Work.* Forestry field work is being carried out in Papua with a view to assessing the forest resources available and to survey areas that will be thrown open for cutting.

(iv) *Permits.* At 30th June, 1954 thirteen permits were current. The total area of forest involved was 66,136 acres. Cutting on private land brought the total number of mills to 22, and the total cut of timber for the year to 2 million super. feet. No timber was exported.

3. *Mining.*—(i) *Variety of Minerals.* A large number of minerals have been found in Papua including platinum, gold, silver, copper, tin, lead, zinc, cinnabar, iron, osmiridium, manganese, sulphur, chromite, gypsum and lignite, but mostly not in deposits of economic importance.

Gold was discovered in 1888 and has been found in many parts of Papua. Before the 1939–45 War gold was an important item in the Territory's production and in 1938–39 (valued at more than £150,000) was the major export, but since the war gold production has dwindled to insignificance. The average annual estimated quantity of gold yielded for the five years ended 1952–53 was less than 300 fine oz. compared with almost 28,000 fine oz., the average for the last three pre-war years. During 1953–54 the production of gold realized £4,785, bringing the total value of gold won up to 30th June, 1954 to £3,299,836.

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

Manganese ore valued at £1,181 was exported from Papua during the year ended 30th June, 1954. Large quantities of copper ore were mined and exported, up to 1940. Good samples of galena (sulphide of lead) have been obtained, but other minerals are not found in commercial quantities.

(ii) *Oil Search.* Since oil search began in Papua in 1911 over £11 million has been spent. The existence of petroleum has been traced at scattered intervals over a large area. At 30th June, 1954 two companies held petroleum prospecting permits under the provisions of the Petroleum (Prospecting and Mining) Ordinance 1951–1954. Oil prospecting was mainly confined to the Gulf and Western Divisions.

4. *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 million horse-power available for this purpose.

§ 6. Trade, Transport and Communication.

1. *Customs Tariff.*—The present customs tariff has been in operation since 1st July, 1950. It provides high revenue rates on ale, spirits, wines, timepieces, cigarette papers, fancy goods, jewellery and certain apparel and piece-goods made of silk. Of 75 items now mentioned in the import schedule, 59 are on the free list and two are partially free. The tariff allows duty-free treatment of necessities, but increases rates on non-necessities. The purpose of the revision was to relieve both general industrial costs and the basic costs of living with a view to encouraging further development of the Territory. There is a by-law provision under the Customs Tariff to enable duty-free admission to be granted for plant and machinery to be used mainly for developmental purposes. Under this provision most agricultural machinery would be admitted duty free. The rate of duty on items not specified in the schedule is 10 per cent. *ad valorem*. No preferential rates are specified in the schedule. A surcharge equal to 10 per cent. of duty payable was imposed as from 17th January, 1952. Export duties are imposed on copra, cocoa, rubber, mother-of-pearl, trochus and burgos shell, and gold.

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 VIII.—Trade), and a proclamation of 25th September 1935 exempted from primage duty goods produced or manufactured in the Territory

2. Imports and Exports.—(i) *Total Values.* The table below summarizes and compares the values of imports and exports for the pre-war year 1938–39 and the post-war years 1951–52 to 1953–54.

TERRITORY OF PAPUA : IMPORTS AND EXPORTS.

(£.)

Particulars.	1938–39.	1951–52.	1952–53.	1953–54.
Imports	514,808	5,858,223	4,895,869	5,722,166
Exports—				
Domestic Exports	410,666	2,376,165	1,985,535	1,616,786
Non-Domestic Exports	79,492	412,992	337,370	304,376
Total Exports	490,158	2,789,157	2,322,905	1,921,162

(ii) *Imports.* The following table summarizes the sources of imports. In the post-war years Australia has supplied a far greater proportion of the imports than was the case pre-war and this proportion has continued to increase in each successive post-war year. The increase in total imports in 1953–54 was due partly to increased purchasing power arising from the higher Commonwealth Government grant and partly to the progressive relaxation of import restrictions imposed to conserve foreign exchange.

TERRITORY OF PAPUA : COUNTRY OF ORIGIN OF IMPORTS.

(£.)

Country of Origin.	1938–39.	1951–52.	1952–53.	1953–54.
Australia	239,105	3,897,992	3,691,696	4,167,341
Canada	(a)	11,097	22,102	4,305
China .. .. .	..	15,483	6,861	11,670
Hong Kong .. .. .	..	74,265	55,426	132,236
India .. .. .	..	58,579	36,038	36,199
United Kingdom	56,699	765,760	276,570	420,071
United States of America	73,446	370,401	332,307	422,658
Other Countries	145,558	664,646	474,869	527,686
Total Imports	514,808	5,858,223	4,895,869	5,722,166

(a) Not available, included in " Other countries ".

(iii) *Exports.* (a) *Countries of Destination.* The countries of destination of Papuan exports are shown below. The reduction in the value in 1953–54 of total exports and exports to Australia in particular arose from the continued decline in the price of rubber from the peak level it attained in 1951–52, and the cessation of production of desiccated coconut. Australia imports practically the whole of the Territory's production of these crops.

TERRITORY OF PAPUA : COUNTRY OF DESTINATION, OF EXPORTS.

(£.)

Country of Destination.	1938-39.	1951-52.	1952-53.	1953-54.
Australia	409,408	2,582,567	1,917,493	1,690,060
United Kingdom	25,840	188,430	342,014	154,483
Other Countries	54,910	18,160	63,398	76,619
Total Exports	490,158	2,789,157	2,322,905	1,921,162

(b) *Principal Commodities.* The following table provides details of the value of the principal domestic exports for the same years. The reduction in value of total domestic exports was caused by the decline in returns from rubber and "other coconut products". The considerable decrease in value of the latter was due to the cessation of production of *desiccated coconut*.

TERRITORY OF PAPUA : PRINCIPAL DOMESTIC EXPORTS.

(£.)

Commodity.	1938-39.	1951-52.	1952-53.	1953-54.
Rubber	114,949	1,244,259	736,073	612,788
Copra	57,999	958,109	848,177	883,814
Other Coconut Products	48,140	127,610	328,134	27,617
Cocoa Beans .. .. .	..	588	3,111	3,638
Kenaf Fibre .. .. .	..	4,865	5,740	1,308
Gold	152,103	2,185	2,051	4,785
Shell (Marine)	9,600	19,281	41,220	38,803
Hides and Skins (Crocodile)	105	11,273	13,823	23,038
Other	27,770	7,995	7,206	20,995
Total Domestic Exports	410,666	2,376,165	1,985,535	1,616,786

3. *Shipping.*—In 1952-53, 125 British and 6 vessels of other nationalities called at Territory ports and discharged 57,303 tons of cargo and loaded 22,537 tons. Corresponding figures for 1953-54 were 150, 1, 62,035 and 27,111 respectively.

Regular passenger and freight services operate between Australia and the Territory of Papua. Vessels trading between Australia and the East also call at Territory ports. Coastal and inter-island shipping services are maintained by vessels operating from the two principal ports of Port Moresby and Samarai.

4. *Other Forms of Transport and Communication.*—Air services link Papua with Australia, New Guinea and the British Solomon Islands. There were 81 aerodromes and seaplane alighting areas in Papua at 30th June, 1954, and of these 23 were the responsibility of the Department of Civil Aviation, 25 were operated and maintained by the Administration, and 29 owned and maintained by Missions, plantations and mining interests. Much of the internal traffic and freight is carried on a charter basis. Regular air services operate from Port Moresby to Daru and Lake Kutubu in the West, Samarai and Esa Ala in the East, to Lae, Wau, Madang and Wewak in New Guinea, and to Rabaul, Manus and Bougainville.

There are nearly 955 miles of road in Papua, about 454 miles being suitable for medium and heavy traffic, and the greater proportion located in the Central and Northern Districts, which are north-east of Port Moresby.

Telephone services operate in the main centres. The radio station at Port Moresby for both transmission and reception is jointly shared by the Overseas Telecommunications Service and the Administration. The former provides a service between Papua, Australia and the Territory of New Guinea, while the latter operates radio telephone and radio telegraph services to outstations from Port Moresby and Samarai.

A medium-wave broadcasting station, 9PA Port Moresby, operates under the control of the Australian Broadcasting Commission.

§ 7. Finance.

The principal source of revenue for the Territory of Papua is the annual grant received from the Commonwealth Government, which in 1953–54 amounted to £2,318,905. Customs duties, £723,080 in 1953–54, are next in importance. The total revenue during 1953–54 was £3,296,593 compared with £2,777,271 in 1952–53 and £165,823 in 1938–39. Of a total expenditure of £3,240,309 in 1953–54, £1,543,739 was spent on public works, £455,932 on medical services, £217,738 on native affairs and £1,022,900 on ordinary votes. Expenditure amounted to £2,808,095 in 1953–54 and to £166,330 in 1938–39.

For particulars of the finances of the combined Territory administration, *see* p. 130.

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 one million 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:—North-East New Guinea (also called “The Mainland”), 69,700 sq. miles; Bismarck Archipelago—New Britain, 14,600 sq. miles, New Ireland, 3,340 sq. miles, Lavongai, 460 sq. miles, Admiralty Islands, 800 sq. miles, total Bismarck Archipelago, 19,200 sq. miles; Solomon Islands—Bougainville, 3,880 sq. miles, Buka, 220 sq. miles, total Solomon Islands, 4,100 sq. miles; grand total, 93,000 sq. miles.

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. **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.)

3. **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. 130 of this chapter and earlier issues of the Official Year Book.

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 shown in Official Year Book No. 39, pp. 355-7.

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 nine districts:—New Britain, comprising New Britain and adjacent islands; Morobe, Madang, Eastern Highlands, Western Highlands, and Sepik on the mainland; New Ireland, comprising New Ireland, Lavongai and adjacent islands; Manus, comprising the Admiralty Group; and Bougainville in the Solomon Islands. Each district is under a District Commissioner, assisted by a small staff.

§ 3. Population.

1. **Non-indigenous Population.**—At the Census of 30th June, 1954 the non-indigenous population of the Territory of New Guinea was 7,201 males, 4,241 females, 11,442 persons. Corresponding figures at the Census of 30th June, 1947 were, respectively, 4,369, 1,831 and 6,200.

The European population of the Territory increased from 64 in 1885 to 3,191 at the Census of 1933, and it reached its pre-war peak of 4,608 in 1939. At the 1954 Census the European population numbered 8,020 (5,185 males and 2,835 females).

Malays seem to have been the first Asians 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 Asians 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, mostly Chinese. At the Census of 30th June, 1954 non-Europeans numbered 2,404, of whom Chinese (2,192) constituted the major proportion, whilst half-castes with one of the parents a European numbered 1,018.

The total non-indigenous population at the Censuses of 1921, 1933, 1947 and 1954 was, respectively, 3,773, 5,216, 6,200 and 11,442 persons.

2. **Native Population.**—The enumerated and estimated native population of the Territory of New Guinea as at 30th June, 1954 numbered 1,195,307 persons, comprising enumerated, 1,010,593 (538,113 males and 472,480 females), and estimated, 175,826. The total population was distributed throughout the several districts as follows:—Eastern Highlands, 300,234 persons; Western Highlands, 182,264; Sepik, 220,308; Madang, 116,611; Morobe, 189,410; New Britain, 87,892; New Ireland, 34,584; Bougainville, 48,990; Manus, 15,014.

§ 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. Some 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 coconut 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 coconut 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.**—Research work among the native peoples of New Guinea was initiated under the German Administration and this work has been continued on a wider scale.

4. **Education.**—Education in the Territory is provided by the Administration and various mission organizations. Schools for natives have also been established by Native Village Councils. The Education Ordinance 1952 enables the Administrator to establish an education advisory board, district education committees, European and native schools and to grant financial aid for educational purposes. European teachers are recruited from Australia, and native teachers are trained in the Territory by the Administration and the Missions. During the year ended 30th June, 1954, 79 schools were maintained by the Administration for 4,495 children, of whom 468 were Europeans, 329 Asians, 36 of mixed race and 3,662 natives. The total number of pupils in the various grades of mission schools was 88,492, of whom there were 18 Europeans, 364 Asians and 172 of mixed race. To assist the educational work of the Missions the Administration provides expert advice, educational equipment and text-books. In addition, the sum of £56,597 was distributed among the Missions as grants-in-aid during the year ended 30th June, 1954.

5. **Health of Natives.**—The main diseases affecting the natives are malaria, yaws, respiratory diseases, dysentery, tropical ulcers, hookworm and filariasis. The Department of Health is engaged in combating these diseases with a staff of fully-trained medical officers, medical assistants and orderlies in native hospitals at Administration stations and sub-stations. Its staff also supervises hospitals on plantations. It has adequate facilities for research in tropical medicine, and a training scheme for natives as medical orderlies. The Department also provides the Missions with much of their medical stores and supplies, and maintains two Hansenide colonies for the treatment of natives suffering from Hansen's Disease. The Department also undertakes the general oversight of sanitary conditions in the Territory.

6. **Missions.**—A number of mission societies operate in the Territory.

The Society of the Sacred Heart of Jesus works 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 Sepik to the Dutch border and in the Central Highlands, and the Marists in Buka and Bougainville. These are Roman Catholic Missions. The Protestant Missions are the Methodist Overseas Mission in New Britain and New Ireland, the New Zealand Methodist Mission in Bougainville, the Lutheran Mission (supported and staffed by the Lutheran Churches in Australia and America) which works in Morobe, Madang, the Eastern and Western Highlands, New Britain and Manus, the New Guinea Anglican Mission in New Britain, the Seventh Day Adventist Mission in Bougainville, New Britain and the mainland of New Guinea, the East and West Indies Bible Mission and the Baptist Mission in the Central Highlands. The South Seas Evangelical Mission (Undenominational) and the Assemblies of God Mission are also working in the Sepik area. All these societies include teaching with their missionary work.

§ 5. Land Tenure.

The principles governing the acquisition and ownership of land and types of tenure available in New Guinea are in general similar to those which obtain in Papua. In New Guinea, although under the Land Ordinance 1922-1951 grants of freehold estates may be made, as a matter of policy freehold estates are no longer granted by the Administration, all grants now being restricted to leaseholds. However, in New Guinea the amount of freehold land of earlier origin held by private non-indigenous owners amounts to more than half a million acres. Freehold titles to this land, which includes a good deal of plantation land, may be transferred by purchase subject only to the general provision in New Guinea that dealings in land are subject to the approval of the Administrator.

The area of the Territory of New Guinea is estimated at 59,520,000 acres, of which, at 30th June, 1954, 1.80 per cent. was alienated. The following was the distribution according to tenure at 30th June, 1954 :—alienated : held by private non-indigenous inhabitants—freehold, 519,297 acres, leasehold, 228,480 acres ; held by administration, 324,496 acres ; native reserves, 26,926 acres ; total alienated, 1,093,199 acres.

Leases in force at 30th June, 1954 were as follows :—Agricultural, 643—186,624 acres ; dairying, 6—1,300 acres ; pastoral, 9—24,606 acres ; residential and business, 915—1,013 acres ; special, 107—2,297 acres ; mission, 558—2,035 acres ; leases granted to Chinese in towns, 302—90 acres ; long period leases from German régime, 104—4,515 acres ; total, 2,644—222,480 acres.

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 1924-1951*. The land registers were lost during the 1939-45 War, and provision for restoration of the lost titles is made in the *New Guinea Land Titles Restoration Ordinance 1951-53*. A start has been made on the recording of native land interests under the *Native Land Registration Ordinance 1952*.

§ 6. Production.

1. *General*.—The products of the Territory are obtained from its agricultural, mining, fishing and forestry industries. A copra crushing mill at Toboi, near Rabaul, is producing coconut oil at the rate of about 10,000 tons a year. A company (Commonwealth-New Guinea Timbers Ltd.), in which the Commonwealth Government has a controlling interest, has erected a modern factory at Bulolo for the manufacture of plywood and veneer. Production commenced in February, 1954. Native subsistence agriculture, fishing and hunting produce most of the food requirements of the native population. The main native agricultural products are taro, yams, sweet potatoes, coconuts, bananas and papaw. Non-indigenous enterprise produces most of the commodities exported. Natives, however, produce copra for export and in recent years the natives have taken up the production of introduced crops such as peanuts, rice, cucurbits and maize for their own consumption and cocoa and coffee for export. The principal agricultural products of New Guinea for the export trade are copra and cocoa. Most of the timber milled during 1953-54 was absorbed by local building requirements, exports of sawn timber amounting to approximately 10 per cent. of production. The main products of fisheries exported from New Guinea are trochus and green snail shell. Gold is the principal mineral mined.

For information on the agricultural and pastoral industries, which for the sake of convenience is related to the Territory of Papua and New Guinea as a whole, see pp. 130-133. The following paragraphs relate to the timber, fishing and mining industries in the Territory of New Guinea.

2. *Timber*.—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 and export, and fitches are also being exported to Australia for the manufacture of battery separator veneer. Commonwealth-New Guinea Timbers Ltd. are now cutting the pine forests for plywood production and the area will be progressively reforested as it is cut. Two sawmills controlled by the Administration established at Yalu and Keravat are supplying local requirements. Exports of sawn timber amounted to nearly 1,400,000 super. feet during 1953-54 and the log export totalled 775,149 super. feet.

The Forestry Ordinance 1936-1951 provides for the issue of permits and licences to cut timber. Present policy calls for the orderly development of the timber industry on sound forestry principles ; the grant of emergency timber permits to provide timber for Territory requirements ; the disposal by public tender of timber areas designated by forest officials of the Territory ; and the development of the pine stand in the Bulolo Valley by Commonwealth-New Guinea Timbers Ltd. Timber growing on native lands cannot be acquired by private purchasers direct from the natives but must be obtained through the Administration. A prescribed royalty is payable on all forest produce taken under permit or licence. The forest area being exploited in 1953-54 was approximately 271,172 acres.

3. **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. Trochus shell to the value of £131,011 and green snail shell to the value of £39,310 were exported during 1953–54.

4. **Mining.**—The production of gold and associated silver is the most important mining activity 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 deposits were 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 regular air service and by road transport. Silver is usually found associated with the gold in these deposits. 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 magnetite and haematite 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. Except for gold and silver, however, production of minerals has not proved economical.

The granting of rights, leases and claims for mining purposes are provided for in the Mining Ordinance 1928–1947 and Regulations thereunder.

The production of gold in New Guinea during the last three pre-war years averaged about 228,000 fine oz. a year, at an average value of £2,000,000. In 1940–41 it amounted to 263,113 fine oz., valued at £2,808,835. Although the market price of gold has been fixed at a much higher level than in 1938–39, mining costs have risen to a much greater extent and, as a consequence production since the war has been on a much smaller scale, averaging 91,000 fine oz., at a value of £1,200,000 a year over the five years ended 1951–52. Production in 1953–54 amounted to 90,856 fine oz., valued at £1,409,480, and in 1952–53 to 138,694 fine oz., valued at £2,147,766.

The Petroleum Ordinance 1936 has been superseded by the Petroleum (Prospecting and Mining) Ordinance 1951–54, which has facilitated the carrying out of geological surveys and prospecting activities generally. A search for petroleum is being conducted by one company which has a permit in the Sepik River area.

§ 7. Trade, Transport and Communication.

1. **Customs Tariff.**—The present customs tariff has been in operation since 1st July, 1950. It provides high revenue rates on ale, spirits, wines, timepieces, cigarette papers, fancy goods, jewellery and certain apparel and piece goods made of silk. Of 75 items now mentioned in the import schedule, 59 are on the free list and two are partially free. The tariff allows duty-free treatment of necessities, but increases rates on non-necessities. The purpose of the revision was to relieve both general industrial costs and the basic costs of living with a view to encouraging further development of the Territory. There is a by-law provision under the Customs Tariff to enable duty-free admission to be granted for plant and machinery to be used mainly for developmental purposes. Under this provision, most agricultural machinery would be admitted duty free. The rate of duty on items not specified in the schedule is 10 per cent. ad valorem. No preferential rates are specified in the schedule. A surcharge equal to 10 per cent. of duty payable was imposed as from 17th January, 1952.

Export duties are imposed on cocoa, copra, trepang, tortoise shell, mother-of-pearl and trochus shell, cassowary, crown pigeon and heron feathers, rubber, sulphur and sulphur-bearing substances.

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

2. **Imports and Exports.**—(i) *Total Values.* The table below summarizes and compares the values of imports and exports for the pre-war year 1938–39 and the post-war years 1951–52 to 1953–54.

TERRITORY OF NEW GUINEA : IMPORTS AND EXPORTS.

(£.)

Particulars.	1938-39.	1951-52.	1952-53.	1953-54.
Imports	1,340,835	8,154,102	7,175,612	9,444,628
Exports—				
Domestic Exports	2,960,753	5,823,418	7,515,646	8,681,788
Non-Domestic Exports	13,142	694,463	975,750	510,322
Total Exports	2,973,895	6,517,881	8,491,396	9,192,110

(ii) *Imports.* The following table summarizes the sources of imports. In the post-war years Australia has supplied a far greater proportion of the imports than she did pre-war and this proportion has continued to increase in each successive post-war year. The increase in total imports in 1953-54 was due partly to increased purchasing power arising from the higher Commonwealth Government grant and partly to the progressive relaxation of import restrictions imposed to conserve foreign exchange.

TERRITORY OF NEW GUINEA : COUNTRY OF ORIGIN OF IMPORTS.

(£.)

Country of Origin.	1938-39.	1951-52.	1952-53.	1953-54.
Australia	563,594	4,920,231	4,756,600	6,319,501
Canada	6,333	75,240	27,721	15,931
China	69,831	19,184	2,614	693
Hong Kong	(a)	367,910	238,272	418,468
India	20,235	144,455	222,355	151,667
United Kingdom	154,501	592,885	386,314	579,443
United States of America	265,591	565,513	687,965	991,191
Other Countries	260,750	1,468,684	853,771	967,734
Total Imports	1,340,835	8,154,102	7,175,612	9,444,628

(a) Not available; included under "Other countries".

(iii) *Exports.* (a) *Countries of Destination.* The countries of destination of New Guinea exports are shown below. The growth in total exports has been outstanding. The decline in exports to Australia in 1953-54 was caused by decreased production of gold. The major source of increased export earnings, however, arose from increased quantities of coconut products at higher prices to the United Kingdom.

TERRITORY OF NEW GUINEA : COUNTRY OF DESTINATION OF EXPORTS.

(£.)

Country of Destination.	1938-39.	1951-52.	1952-53.	1953-54.
Australia	2,313,127	3,746,451	4,344,448	3,493,369
United Kingdom	337,605	2,503,723	3,864,907	4,754,945
Other Countries	310,021	267,707	282,041	943,796
Total Exports	2,960,753	6,517,881	8,491,396	9,192,110

(b) *Principal Commodities.* The following table provides details of the value of the principal domestic exports for the same years. The increase in value of total domestic exports arose mainly from increased exports of copra and other coconut products which more than offset a decline in the returns from gold.

TERRITORY OF NEW GUINEA : PRINCIPAL DOMESTIC EXPORTS.

(£.)

Item.	1938-39.	1951-52.	1952-53.	1953-54.
Copra	727,949	3,589,383	4,425,057	5,031,676
Other Coconut Products	72,274	136,562	523,369	1,503,882
Cocoa Beans	6,580	147,503	171,876	245,950
Coffee Beans	843	10,348	30,332	58,367
Peanuts	105	868	20,853	28,809
Gold	2,129,263	1,707,401	2,147,766	1,409,480
Silver .. .. .	..	20,523	23,399	18,402
Shell (Marine)	10,649	77,303	87,894	170,321
Timber	6,911	127,621	75,833	181,139
Other	6,179	5,906	9,267	33,762
Total Domestic Exports ..	2,960,753	5,823,418	7,515,646	8,681,788

3. *Shipping.*—Regular passenger and freight services operate between Australia and the Territory of New Guinea. Vessels trading between Australia and the East also call at Territory ports. Coastal and inter-island shipping services are maintained by vessels operating from the principal ports of the Territory. Shipping within the Territory is regulated by the Shipping Ordinances 1951 and the Coastal Shipping, Ports and Harbours Regulations.

Main ports of call for overseas vessels are established at Lae, Madang and Wewak (mainland), Rabaul (New Britain), Kavieng (New Ireland), Lorengau (Manus), and Kieta (Bougainville). Ports proclaimed under the Coastal Shipping, Ports and Harbours Regulations for the service of local vessels are, in addition to the main ports above-mentioned, Salamaua, 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.

In 1952-53, 173 British vessels and 37 vessels of other nationalities called at Territory ports and discharged 96,437 tons of cargo and loaded 91,574 tons. Corresponding figures for 1953-54 were 180, 53, 106,489 and 111,589 respectively.

4. *Other Forms of Transport and 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 90 miles long from Lae to Wau in the Morobe District. The total mileage of road in the Territory of New Guinea at 30th June, 1954 was 2,904, of which 815 were suitable for heavy traffic.

The discovery of gold in New Guinea resulted in great aviation activity in the vicinity of the goldfields. On account of the mountainous country and dense undergrowth between the coast and the goldfields the task of transporting food and stores to the fields and of bringing the gold to the seaboard by land was a slow and costly process. The goldfields are situated about 90 miles (40 by air) inland from Lae and air transport played an important part in the development of the area.

Air services link the Territory with Papua, Australia, Netherlands New Guinea and the British Solomon Islands. There are 94 aerodromes and seaplane alighting areas in New Guinea, and of these 27 are controlled by the Department of Civil Aviation, 31 by the Administration, 35 by private interests and one by the Royal Australian Air Force.

Telephone services operate in the main centres. Radio telephone trunk circuits link Port Moresby with Lae, Rabaul and Madang and service is available from subscribers telephones in Port Moresby, Lae and Rabaul, and from the Post Office at Madang. Six zone or group centres for radio telephone communication with outstations have been established at Lae, Madang, Rabaul, Kavieng, Wewak and Lorengau. From these centres radio telegraph services are also available to 111 outstations.

§ 8. Revenue and Expenditure.

The principal sources of revenue for the Territory of New Guinea are the grant by the Commonwealth Government and customs duties. Total revenue in 1953-54 amounted to £5,094,789, towards which the grant contributed £3,103,076 and customs duties, £1,261,589. The major groupings into which the various items of expenditure during 1953-54 may be classed were as follows:—Health, £905,962; district services and native affairs, £695,184; education, £297,492; justice, £301,910; agriculture, etc., £256,670; customs and marine, £93,594; forestry, £151,175; capital works and services, £1,143,576; maintenance, £681,764. Total expenditure in 1952-53 was £4,314,085. In 1938-39 revenue and expenditure each amounted to about £500,000, customs duties and royalty on gold constituting the major items of revenue and district services and native affairs the major items of expenditure.

For information on the finances of the combined Territory administration *see* Papua and New Guinea, § 2, p. 129.

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 latitude 0° 32' south and longitude 166° 55' east. Portion of the island between the sandy beach and the coral cliffs is fertile, and it is there that most of 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 temperature range is from 76° F. at night to 94° F. during the day and the average humidity about 80 per cent. Normally the rainfall is comparatively low for islands of the Pacific, the average for twenty years from 1920 to 1940 being 80.5 inches. However, falls as high as 181.76 inches during 1940 and as low as 12.29 inches during 1950 have been 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 were given in Official Year Book No. 39, pp. 370-1.

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. Until the Government of Australia ceases to exercise full powers of legislation, administration and jurisdiction in and over the Territory on behalf of the Administering Authority in pursuance of Article 4 of the Trusteeship Agreement, all ordinances made by the Administrator 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 Nauruan component of the population of Nauru numbered about 1,100 in 1921, but had grown to more than 1,800 before the Japanese invasion in August, 1942. In 1946 it numbered less than 1,400 but by 30th June, 1954 it had risen again to 1,828. Chinese have for many years formed a considerable part of the population of Nauru; their numbers increased, with some reversals of trend, from about 600 in 1921 to more than 1,500 before the 1939-45 War. After the war they increased from about 800 in 1946 to 1,491 in 1950, but at the Census of 30th June, 1954 numbered only 550. The number of other Pacific islanders in the early 1920's was almost 300, but they subsequently declined to less than 40. In recent years the numbers have increased, and at the 1954 Census there were 623 persons. The European population after 1921 fluctuated, but with a generally upward trend, between one and two hundred persons, and in 1940 numbered 192. In 1948 it numbered 247 and in 1954 it was 262. The total non-indigenous population of Nauru at the Census of 30th June, 1954 was 1,269 males, 376 females, 1,645 persons. The total population was 3,473.

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, 1954 was 46 of whom 9 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 Commissioners for their 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 amoebic 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 at intervals of three months. Baby clinics have been established to give help and advice to Nauruan mothers in regard to infant nurture.

7. **Education.**—The Administration assumed full responsibility for education on 1st October, 1923. Prior to that date the education of native children was undertaken by the Missions, which were subsidized by the Administration. There are nine primary schools and two secondary schools for natives, together with one primary school for Europeans. At 30th June, 1954, 455 natives and 45 Europeans were enrolled in the primary schools, and 106 at the secondary school. A teacher, who is on loan from the Victorian Education Department, is in charge of the European school, but education is controlled by a Director of Education.

The curriculum is based on that used in Australian schools, and the teaching is generally in English. Education is compulsory for native children from six to sixteen years. At 30th June, 1954, 29 Nauruans were attending secondary schools in Australia, nineteen as scholarship holders and the balance sponsored by their families. In addition to these, there were 3 students at the Central Medical School, Suva.

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 million 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 three British Phosphate Commissioners, 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 an agreement between the British Phosphate Commissioners and the Nauruan landowners, an increased royalty of 1s. 6d. per ton of phosphate exported was payable from 1st July, 1953 as follows:—

- (a) 3d. to the Nauru Royalty Trust Fund to be used for the benefit of Nauruans;
- (b) 10d. to the landowner, being an immediate payment of 8d. per ton, and 2d. per ton to be invested on his account;
- (c) 5d. to the Nauruan Community Long Term Investment Fund.

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.* Exports of phosphate from Nauru and Ocean Island in 1939–40 amounted to 1,243,428 tons, of which Australia received 54 per cent. and New Zealand 32 per cent. Following the interruption to production by the war in the Pacific, this figure was not exceeded until 1949–50 when 1,285,998 tons were exported (76 per cent. to Australia, 24 per cent. to New Zealand). Figures for 1953–54 were:—1,381,757 tons exported, 63 per cent. Australia, 32 per cent. New Zealand.

Receipts from sale of phosphate in 1939–40 amounted to £1,041,418, and the f.o.b. cost, including interest on capital sinking fund, etc., amounted to £1,037,208. In 1946–47 sales and costs each amounted to about £500,000, but they have since increased to more than £2,500,000. In 1953–54 receipts from sales, etc., amounted to £2,740,859, and costs, etc., to £2,701,967.

During the period of the Japanese occupation from August, 1942 to September, 1945, while waiting to resume activities at Nauru and Ocean Island, the Commissioners were engaged in meeting the phosphate requirements of Australia and New Zealand from other available sources. A programme of improvements and additions to equipment has been commenced.

The amount due by the British Phosphate Commissioners 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.

The review was carried out in 1950, as a result of which the revised capital indebtedness of the Commissioners to the partner Governments at 30th June, 1950 was determined at £3,881,711. Interest and sinking fund payments were resumed with effect from 1st July, 1950 on the basis of repayment of the revised capital indebtedness in 35 years.

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

(v) *Christmas Island Phosphates.* It may be appropriate 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 was held from 1897 by the Christmas Island Phosphate Company Limited, a private company incorporated in England.

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

The undertaking is controlled by a Board of Commissioners appointed by the Australian and New Zealand Governments. Phosphate is distributed by the British Phosphate Commissioners who have been appointed by the Board as its managing agents.

11. *Transport.*—There is no air service to Nauru. The island has an aerodrome but only two trips were made during the year ended 30th June, 1953.

There is relatively frequent sea communication with the island. During 1953-54, 144 vessels called there. Most of the vessels are run or chartered by the British Phosphate Commissioners for the carriage of phosphate. Many of them also provide for the carriage of passengers and other cargo as required.

12. *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. Imports into Nauru were valued at £192,749 in 1940 and exports (808,400 tons of phosphate) at £541,168. In 1953-54, imports were valued at £615,716 and exports (1,103,726 tons of phosphate) at £1,931,520. Of the total imports in 1953-54, Australia supplied 66 per cent. (valued at £406,560); the balance came mainly from the United Kingdom, New Zealand, Hong Kong and the United States in that order.

In 1953-54, 863,800 tons of phosphate were exported to Australia, and 432,057 tons to New Zealand.

13. *Revenue and Expenditure.*—The revenue of the Administration has risen from £33,084 in 1939 to £237,174 in 1953-54, and expenditure from £29,391 to £226,996.

Of the revenue for the year ended 30th June, 1954, payments by the British Phosphate Commissioners amounted to £221,342, post office and radio receipts, £11,331, and customs duties, £1,946. Main items of expenditure were salaries, £113,302, works and services, £59,254, and miscellaneous services, £37,578.

TERRITORY OF HEARD AND McDONALD ISLANDS.

On 26th December, 1947 by an exchange of notes with the United Kingdom Government, the United Kingdom sovereignty over the Heard and McDonald Islands was transferred to the Commonwealth of Australia. The laws of the Australian Capital Territory were declared to be in force in the Territory of Heard and McDonald Islands by the Heard and McDonald Islands Act passed 18th March, 1953.

At the end of 1947 an Australian scientific post was established on Heard Island and maintained as a scientific base. Following on the establishment of the base at Mawson, on MacRobertson Land in the Australian Antarctic Territory, the Heard Island base is not being continued on a permanent basis. Heard Island lies 2,500 miles south-west of Fremantle in the South Indian Ocean, and is about 27 miles long and 13 miles wide. The McDonald Islands are 26 miles to the west of Heard. They are small, rocky and precipitous.

AUSTRALIAN ANTARCTIC TERRITORY.

On 13th February, 1954 the Australian Antarctic Research Expedition established a base on MacRobertson Land at latitude $67^{\circ} 36' \text{ S.}$ and longitude $62^{\circ} 53' \text{ E.}$ The base has been named Mawson in honour of Sir Douglas Mawson and is the first permanent Australian station to be set up on the Antarctic continent. Meteorological and other scientific research is conducted at Mawson, which is the centre for coastal and inland survey expeditions.

TERRITORY OF COCOS (KEELING) ISLANDS.

1. **General.**—The Cocos (Keeling) Islands, two separate atolls comprising some 27 small coral islands with a total area of about five square miles, are situated in the Indian Ocean in latitude $12^{\circ} 5' \text{ South}$ and longitude $96^{\circ} 53' \text{ East}$. They lie some 1,720 miles north of Perth and 2,290 miles almost due west of Darwin, whilst Johannesburg is some 3,800 miles further distant to the south-west, and Colombo is 1,400 to the north-west of the group.

The main islands of the Territory are West Island (the largest, about 6 miles from north to south) on which is the aerodrome and most of the European community, Home Island, the head-quarters of the Clunies Ross Estate, Direction Island on which is situated the Cable and Wireless Station, the Admiralty Wireless Station and the Department of Civil Aviation's Marine Base, and Horsburgh. North Keeling Island, which forms part of the Territory, lies about 15 miles to the north of the group and has no inhabitants.

Main settlements are on West Island, Home Island and Direction Island. The group of atolls is low-lying, flat and thickly covered by coconut palms, and surrounds a lagoon which has a harbour in the northern part but which is extremely difficult for navigation.

The climate is equable and pleasant, being usually under the influence of the south-east trade winds for about three-quarters of the year. However the winds vary at times and meteorological reports from the Territory are particularly valuable to those engaged in forecasting for the eastern Indian Ocean. The temperature varies between 70° and 80° F. , the rainfall is moderate and there are occasional violent storms. In 1909 the islands were struck by the worst cyclone in their recorded history; about 400,000 coconut palms were uprooted or decapitated and the accompanying tidal wave left only five buildings standing.

2. **History.**—The islands were discovered in 1609 by Captain William Keeling of the East India Company. The islands were uninhabited and remained so until 1826 when the first settlement was established on the main atoll by an Englishman, Alexander Hare, who quitted the islands in about 1831. In the meantime a second settlement

was formed on the main atoll by John Clunies Ross, a Scottish seaman and adventurer, who landed with several boat-loads of Malay seamen. In 1857 the islands were annexed to the Crown and formally declared part of the British Dominions, and in 1878 responsibility for their supervision was transferred from the Colonial Office to the Government of Ceylon, and then, in 1882, to the Government of the Straits Settlement. By indenture in 1886 Queen Victoria granted the land comprised in the islands to John Clunies Ross in perpetuity, and until about 10 years ago the patriarchal rule of the head of the Clunies Ross family was recognized. The head of the family had semi-official status as resident magistrate and representative of the Government. However in 1946 when the islands became a dependency of the Colony of Singapore a Resident Administrator, responsible to the Governor of Singapore, was appointed.

Other items of significance in the islands' history are :—1901—small cable relay station was established at Direction Island ; 1903—Islands were incorporated in the Settlement of Singapore ; 1909—worst cyclone in the history of the islands struck ; 1914—German cruiser *Emden* raided Direction Island but was defeated by H.M.A.S. *Sydney* ; 1944—Islands were under military administration with allied troops stationed there (A military Administrator was appointed during the minority of the Clunies Ross heir who came of age in 1949) ; 1945—a R.A.F. air-strip was constructed on West Island ; 1946—Civil administration was re-established.

3. **Transfer to the Commonwealth of Australia.**—On 23rd November, 1955 the Cocos Islands ceased to form part of the Colony of Singapore and were placed under the authority of the Commonwealth. The transfer was effected by an Order in Council made by Her Majesty Queen Elizabeth the Second under the Imperial Act entitled the Cocos Islands Act 1955, and by the Cocos (Keeling) Islands Act 1955 of the Commonwealth, whereby the islands are declared to be accepted by the Commonwealth as a Territory under the authority of the Commonwealth, to be known as the Territory of Cocos (Keeling) Islands.

4. **Administration.**—Responsibility for the administration of the Territory, in terms of the Cocos (Keeling) Islands Act 1955, rests with the Minister for Territories. An Official Representative was appointed on 23rd November, 1955 to take charge of the local administration of the Territory under delegation from the Minister. The laws of the Colony of Singapore which were in force in the islands immediately before the date of the transfer have, with certain exceptions, been continued in force by the Cocos (Keeling) Islands Act 1955. Those laws may be amended or repealed by Ordinances made under the provisions of that Act which empower the Governor-General to make Ordinances for the peace, order and good government of the Territory.

5. **Population.**—The population of the Territory in December, 1955 was estimated to be 652, comprising 131 Europeans, 460 Cocos islanders and 61 Asians. The Cocos islanders reside on Home Island.

6. **Transport.**—An airport is established on West Island under the control of the Department of Civil Aviation. This is a re-fueling point for aircraft of the overseas air-service between Australia and South Africa operated by Qantas Empire Airways Ltd. at fortnightly intervals, via Darwin.