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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 Cocos (Keeling) Islands; and the Territory of Christmas Island. There is also the Territory of Ashmore and Cartier Islands, to which the laws, ordinances and regulations of the Northern Territory, of which it is deemed to form part, apply wherever applicable. 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 pages 5, 23 and 24 of Chapter I.

At the end of this chapter (pp. 164–78) there is a summary of the results of the Population Census of 30th June, 1961, for each of the external Territories of Norfolk Island, Papua, New Guinea, Nauru, Cocos (Keeling) Islands and Christmas Island. Corresponding information for the internal Territories is contained in Chapter IX. Population.

THE NORTHERN TERRITORY

§ 1. Area and Population

1. *Area*.—Upon the extension of New South Wales westward to the 129th east meridian in 1825, the Northern Territory was incorporated in that colony, but in 1863 it 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, 1961, the population of the Territory, excluding full-blood aborigines, was 16,206 males, 10,889 females, 27,095 persons. Corresponding figures at the Census of 30th June, 1954, were 10,288, 6,181 and 16,469 respectively.

The European population of the Territory increased slowly from 670 at the Census of 1881 to 3,767 in 1918. By 1921, it had decreased to 2,458, and in 1933 was still only 3,306. It had risen to 9,116 at the Census of 1947, to 14,031 at the Census of 1954 and to 23,599 at the Census of 1961.

(ii) *The Aborigines*. For particulars relating to the aboriginal population, see Chapter IX. Population. All aborigines, by virtue of the *Nationality and Citizenship Act 1948–1960*, are Australian citizens. The *Welfare Ordinance 1953–1960* recognizes this, and provides that only those deemed to be in need of special care and assistance may be declared wards under the control of the Director of Welfare. Declaration as a ward is subject to the right of individual appeal. This is the same basic idea that is expressed in social legislation applying to those members of the white community who are not able to look after themselves or who have to be protected (e.g., neglected children). Reserves for wards comprise an area of 94,680 square miles.

§ 2. Legislation and Administration

On 1st January, 1911, the Territory was transferred from South Australia to the Commonwealth. The terms were outlined in Official Year Book No. 15, page 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 1910-1959* provides for the constitution of a Legislative Council consisting of the Administrator as President, six official members, three nominated non-official members and eight elected members. The Council makes 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 matters, including Crown lands and 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 has the right to take part in debates, but may vote only on matters that relate solely to the Northern Territory.

§ 3. Physiography

The Territory is within the torrid zone, with the exception of a strip about 180 miles wide which lies south of the Tropic of Capricorn.

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 laterite 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 only practicable deep-water port, however, is Darwin.

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 for 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, page 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 termite is a pest which is capable of serious damage to wooden buildings unless special preventive measures are taken. A species of the ant builds anthills which sometimes attain great dimensions. Mosquitoes and sandflies are very troublesome, particularly in the wet season. Some types of native fauna are protected. Buffalo formerly existed in large herds, but their number has been reduced by indiscriminate shooting. Buffalo shooting is, however, 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. In the coastal regions, tropical vegetation grows luxuriantly to the water's edge. In the north, cypress pine, bloodwood and paper-bark timbers are now cut and milled for local building purposes. Cypress pine is 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*.

§ 5. Production

1. **Agriculture.**—Up to the present, agriculture has made little progress in the Territory, although rice, peanuts, tobacco, grain sorghum, bananas, pineapples, citrus fruits, cashew nuts, mangoes, papaws, vegetables, fodder plants and improved pastures can be grown in certain areas. At the present time, commercial agricultural production is practically confined to vegetables and small-scale fruit production (mainly pineapple and citrus) for local consumption. A small industry is being developed in Townsville lucerne seed production.

In 1946, the Commonwealth Scientific and Industrial Research Organization commenced scientific surveys to determine more accurately the potentialities of the Territory. Surveys have been completed of the Katherine-Darwin, Barkly Tableland, Victoria River, and Alice Springs Regions. The survey of the Katherine-Darwin Region indicated that further investigations into agricultural possibilities were warranted. As a result, the C.S.I.R.O. 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 respect of the production of peanuts, grain sorghum, 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. In 1956, the Administration established an experimental farm at Berrimah, near Darwin. Investigations into fruit and vegetable growing and pasture production are being carried out under both dry land and irrigated conditions.

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. Trials on soil types are carried out by agricultural field officers of the Administration in various areas of the Territory considered potentially suitable for agriculture.

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, on the Stuart Highway, 60 miles from Darwin. Since the 1959–60 season, rice research work on the sub-coastal plains has been carried out in the Territory by the C.S.I.R.O. at its Coastal Plains Research Station at Middle Point, near Humpty Doo. The Administration carries out rice investigational work outside the coastal plains at the Upper Adelaide River Agricultural Experiment Station. At the rice research stations, it has been demonstrated that rice can be grown in the Territory, but that the main problems are adequate water control and drainage, determination of cultivation techniques in the soil conditions, and the production of suitable rice varieties. Territory Rice Limited, a firm with Australian and American capital, carried out commercial scale operations near Humpty Doo from the 1954–55 season until the 1959–60 season. Under arrangements with the company, four former employees grew rice crops in the 1960–61 and 1961–62 seasons.

On 25th July, 1959, the Minister for Territories appointed an expert committee to investigate the prospects of promoting agricultural settlement in the Northern Territory on an economic basis and the major factors to be considered in shaping an agricultural policy for the Territory, including the areas best suited to agricultural settlement; the crops most likely to prove economic; the relationship of agriculture to the expansion of the pastoral industry; the availability of land and the distribution and tenure of land; credit and other forms of assistance to primary producers; marketing opportunities; research and agricultural extension work; and water use and conservation. The committee has presented its report, and some of its recommendations have been accepted and implemented, while others are under consideration.

2. **Pastoral Industry.**—The pastoral possibilities of certain parts of the Territory were recognized at an early date, and both cattle and sheep raising have been attempted. For various reasons, sheep-raising has not been very successful, but the cattle industry has progressed steadily and is continuing to expand.

Cattle exported during 1961-62 numbered 134,901—83,866 to Queensland, 34,486 to South Australia, 9,955 to Western Australia and 6,594 to Hong Kong. Other livestock exports included 1,209 horses and 92 buffaloes. Imports of livestock were—bulls, 1,740, other cattle, 9,559; horses, 234; sheep, 4,716; pigs, 716; and poultry, 19,906.

The estimated numbers of livestock in the Territory at 30th June, 1958 to 1962, are given in the following table.

NORTHERN TERRITORY: LIVESTOCK

At 30th June—			Horses	Cattle	Sheep	Pigs	Goats	Mules
1958	..	..	38,668	1,243,588	26,795	3,071	9,938	324
1959	..	..	38,882	1,099,014	18,731	3,802	9,126	200
1960	..	..	38,340	1,110,520	14,960	4,400	9,440	318
1961	..	..	40,054	1,154,656	16,089	2,845	5,958	367
1962	..	..	40,809	1,063,866	13,900	3,400	4,949	195

3. **Hides and Skins.**—The numbers of hides and skins exported from the Territory during 1961-62 were as follows: sheep, 3,952; crocodile, 11,891; cattle, 5,896; and buffalo, 653.

4. **Mining.**—During 1961, the value of output of the mining industry in the Territory, excluding uranium mining, was £2,987,000.

The mining of copper ores and concentrates is the most important in terms of value of output, and accounts for more than two-thirds of the Territory's total recorded production. Prior to 1956, gold minerals, first mined in 1869, accounted for most of the value of output, but from 1956 onwards, gold production has remained relatively constant while copper production has increased considerably. The bulk of the copper and gold is won at Tennant Creek where, in 1958, the government battery was re-opened to encourage gold mining by smaller operators.

Although some overseas contracts held by uranium producers have recently terminated, the Northern Territory continues to produce about one-third of all uranium concentrate produced in Australia. In recent years, this output has come primarily from plants at Rum Jungle and in the South Alligator River area. Prospecting and survey programmes are being continued both by producing companies and by the Commonwealth Bureau of Mineral Resources. An important incidental outcome of this work was the discovery during 1962 of a large deposit of rock phosphate near Castlemaine Hill.

The Harts Range field in Central Australia continues to produce the bulk of Australian high grade mica, but production is declining because of the ready availability of lower priced mica from overseas. Production of wolfram concentrates, important in the past, is now negligible. Increasing interest is being shown in tin mining, and production is expanding.

The following table shows the value of output of the mining industry in the Territory for the years 1957 to 1961. Particulars of the value of output from quarries are not included.

NORTHERN TERRITORY: VALUE OF OUTPUT^(a) OF THE MINING INDUSTRY (EXCLUDING URANIUM) (£'000)

Year			Copper ore and concentrate	Gold (b)	Manganese ore	Mica	Other	Total, all minerals
1957	..	..	1,024	973	20	50	59	2,126
1958	..	..	1,286	895	70	47	16	2,314
1959	..	..	1,455	901	37	45	33	2,471
1960	..	..	2,080	881	41	17	54	3,073
1961	..	..	2,063	895	1	1	27	2,987

(a) Selling value at point of sale of mine products less transport costs from mine to point of sale.

(b) Ore, concentrate, bullion, alluvial gold, etc.

5. **Forestry.**—In August, 1958, the Commonwealth Government approved a six-year programme of forestry improvement and development to preserve existing forest areas and increase possible timber resources. The programme is being carried out by the Forestry and Timber Bureau, and it is intended that it will be handed over to the Administration at the end of the six-year period. Fundamental forestry research work, however, will still be carried on by the Bureau. Experimental work in reforestation is being carried out in small plantation areas. Cypress pine appears the most promising species for large-scale commercial plantings. Local production of log timber, mainly cypress pine, amounted to 902,641 super. feet in 1960–61, but this was insufficient to meet local requirements, and about 2,500,000 super. feet of timber was imported from the States and overseas.

6. **Pearl 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. Figures for production and value of shell for the seasons ended January, 1958 to 1962, are shown in the following table.

NORTHERN TERRITORY: PEARL FISHING(a)

Season ended January—	Boats engaged	Pearl-shell taken	
		Quantity ('000 lb.)	Value (£'000)
1958.. .. .	11	753	135
1959.. .. .	5	314	57
1960.. .. .	5	188	36
1961.. .. .	5	222	45
1962.. .. .	3	147	29

(a) Excludes operations of Queensland and Japanese pearlers operating in Northern Territory waters.

7. **Secondary Industries.**—The secondary industries that have so far been established in the Territory have been largely the service industries normally associated with a developing area, for example, home building, electrical repairs, printing, motor and marine engineering, plumbing, welding, joinery, sheet metal work, and blue metal crushing. Major industrial investments by private interests in recent years include two breweries and a factory for the manufacture of milk, ice cream, and aerated waters. The total number of factories (i.e., establishments in which four or more persons are employed or where power—other than manual—is used in any manufacturing process) in 1960–61 was 122; the average number of employees, 953; the value of production (value added), £1,753,000; and the value of output, £3,149,000.

§ 6. Land Tenure

Almost half the land in the Territory is reserved or unoccupied and unreserved, the remainder, apart from a very small proportion alienated, being held under various forms of lease or licence, which are described in Official Year Book No. 48, pages 111–12, and in more detail in Official Year Book No. 39, pages 329–30. Chapter IV. Land Tenure and Settlement of this issue contains up-to-date statistical information concerning areas occupied under various forms of tenure.

§ 7. Trade, Transport and Communication

1. **Trade.**—No record is kept of the trade between the States and the Territory. The following table shows the values of the total direct oversea trade into and from the Northern Territory during the years 1957–58 to 1961–62.

NORTHERN TERRITORY: OVERSEA TRADE

(£)

Year						Imports	Exports
1957-58	..	..	..	..	..	1,088,697	655,617
1958-59	..	..	..	..	..	1,058,998	360,682
1959-60	..	..	..	..	..	1,484,791	551,199
1960-61	..	..	..	..	..	1,206,246	435,069
1961-62	..	..	..	..	..	2,084,216	611,722

2. **Shipping.**—Shipping services to Darwin are provided from the eastern States at intervals of about four weeks by ships of the Australian National Line, and from Western Australia by three to four ships a month of the Western Australian State Shipping Service. Oversea tankers visit Darwin approximately ten times annually with supplies of aircraft fuel and other petroleum products. Other oversea vessels call at irregular intervals. During 1961-62, approximately 180,000 tons of merchandise were landed at Darwin. A vessel operated from Thursday Island serves settlements on the Gulf of Carpentaria, and some mission-owned boats carry cargo from Darwin to mission stations and government settlements along the coast.

3. **Air Services.**—At 30th June, 1962, there were 15 government aerodromes and 104 licensed aerodromes in the Territory. The oversea passenger services using the Darwin international airport are Qantas (Sydney to Tokyo through Hong Kong); Qantas/B.O.A.C. (Sydney to London); Transports Aériens Intercontinentaux (Paris to Noumea and Au k-land); Air-India International (Sydney to London); and Cathay Pacific Airways Ltd. (Sydney to Tokyo). Qantas also conducts a freight service from Sydney to London. Regular inland services to Darwin, with, in some cases, intermediate stops at Territory centres, are operated by Trans-Australia Airlines (from Adelaide, Melbourne, Sydney and Brisbane), and MacRobertson-Miller Airways Ltd. (from Perth and Wyndham). A service from Melbourne to Alice Springs through Broken Hill is operated by Ansett-A.N.A. MacRobertson-Miller Airways Ltd., and Connellan Airways Ltd. operate a network of air services throughout the Territory, the latter company's base being at Alice Springs. The Royal Flying Doctor Service also operates aircraft, while charter services can be secured at Darwin and Alice Springs.

4. **Railways.**—The Commonwealth Railways Commissioner operates the Central Australia Railway from Port Augusta in South Australia to Alice Springs over a distance of more than 750 miles, of which about 200 are in the Northern Territory. The line from Port Augusta to Maree, a distance of 217 miles, has been converted to standard gauge. Proposals are now being examined to convert the remaining 3 ft. 6 in. line to standard gauge, firstly to Oodnadatta and later through to Alice Springs. The Commissioner also operates the North Australia Railway between Darwin and Birdum on a 3 ft. 6 in. gauge over a distance of 317 miles. The two inland terminals, Alice Springs and Birdum, are about 630 miles apart and are connected by road transport along the Stuart Highway. Larrimah, on the highway and 6 miles north of Birdum, is the point of trans-shipment for passengers and goods and is, at present, the effective terminal. A road-rail freight service operates between Adelaide and Darwin via Alice Springs.

5. **Roads.**—The Stuart Highway, 954 miles long, connects Alice Springs with Darwin and runs via Larrimah and Tennant Creek. The Barkly Highway, 403 miles long, connects Mount Isa (Queensland) with Tennant Creek and joins the Stuart Highway some 16 miles north of Tennant Creek. These highways are used for carrying various freights including cattle, particularly to and from the railheads at Alice Springs, Larrimah and Mount Isa. The routes are used also for overland tourists and travellers from the southern States to Darwin. With the further development of the pastoral and mining industries in the Territory, road trains are now being used on both highways for the export of cattle and ore. Both roads have good water bores and communications. There are now approximately 13,000 miles of road in the Territory of which 1,380 miles are sealed.

A comprehensive plan of beef cattle roads, estimated to cost £4,570,000, has been approved for construction over the next four years. Approximately 900 miles of new roads are involved, and the transport of cattle by road is expected to increase and result in an increased output of beef.

6. Posts, Telegraphs, Telephones and Wireless.—Postal communication is maintained by road, rail and air transport between Darwin and the capital cities of Australia. In addition, vessels belonging to the Western Australian State Shipping Service provide a regular service between Fremantle and Darwin. 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 overland telegraph line, covering a length of 2,230 miles, runs from Adelaide to Darwin, and links Darwin in telegraphic communication with other parts of the world.

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

Regional national broadcasting stations are situated at Darwin, Alice Springs, Tennant Creek and Katherine, and there is a commercial station at Darwin. 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), Broken Hill (New South Wales) 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 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 30th June, 1961, there were 19 government schools in the Territory with 3,592 pupils, and three private schools with 838 pupils, providing instruction according to the South Australian curriculum. High schools with classes up to the Leaving Certificate level have been established at both Alice Springs and Darwin.

All children who live more than 10 miles from an established school receive an allowance of up to £140 (£80 plus £60 on a graduated scale according to family income) per annum plus fare concessions if they board away from home in order to attend school. Twelve exhibitions on the results of the Intermediate Certificate and twelve Leaving Honours scholarships on the results of the Leaving Certificate are available annually. Benefits are £50 and £100 respectively (plus up to £100 on a graduated scale according to family income) and return fares once a year.

Approximately 148 children receive correspondence education under the South Australian Correspondence School system. The radio session "School of the Air" supplements normal correspondence instruction for certain children in isolated areas.

Sixteen pre-school centres have been established in the Territory, three of which are on Government settlements, the staff of all except one being officers of the Northern Territory Administration. A number of scholarships are offered each year for Territory girls to qualify as pre-school teachers.

2. Special Aboriginal Schools.—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. As from the beginning of the 1956 school year, control of these schools passed from the Commonwealth Office of Education to the Welfare Branch of the Administration. Sixteen schools 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 supplied to the pupils. In addition to the fourteen Administration schools, sixteen schools for aboriginal children are conducted by missions

with the aid of Government subsidies. Also, five schools aided by Government subsidies have been established on pastoral properties, and the establishment of others along similar lines is planned. Three pre-school centres are operated by the Administration for aboriginal children.

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 College, these courses covering the work prescribed for the various trades in South Australia and New South Wales.

§ 9. Aboriginal Welfare

The *Welfare Ordinance*, which came into operation on 13th May, 1957, established the principle that a person would be committed to the care of the State only on the grounds of his 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 Wards' 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, among other forms of training, 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 wards or groups of wards who, under the guidance of the Director, may be able to engage in 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 aboriginals 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 1957–58 to 1961–62 are shown below. The information given covers the transactions of the Commonwealth Consolidated Revenue Fund relating to the Northern Territory and the transactions of the North Australia Railway.

NORTHERN TERRITORY: REVENUE AND EXPENDITURE (£)

Item	1957–58	1958–59	1959–60	1960–61	1961–62
REVENUE					
Taxation—					
Probate and stamp duties ..	22,861	31,661	31,840	49,249	56,418
Motor registration ..	47,476	52,610	60,429	70,602	75,360
<i>Total</i> ..	70,337	84,271	92,269	119,851	131,778
Business undertakings—					
North Australia Railway ..	182,324	202,573	271,782	148,868	155,185
Electricity supply ..	418,482	448,536	532,915	573,875	687,252
<i>Total</i> ..	600,806	651,109	804,697	722,743	842,437
Other—					
Health ..	73,000	72,500	105,000	119,829	135,528
Rent and rates ..	278,342	341,894	394,651	418,299	502,560
Miscellaneous ..	348,161	349,761	406,535	627,913	543,208
<i>Total</i> ..	699,503	764,155	906,186	1,166,041	1,181,296
Grand Total ..	1,370,646	1,499,535	1,803,152	2,008,635	2,155,511

NORTHERN TERRITORY: REVENUE AND EXPENDITURE—*continued*

(£)

Item	1957-58	1958-59	1959-60	1960-61	1961-62
EXPENDITURE					
Business undertakings—					
North Australia Railway ..	220,615	168,764	202,014	169,942	183,629
Electricity supply ..	288,633	335,769	363,378	351,020	401,215
Water supply ..	95,429	106,105	101,783	115,861	167,930
Hostels loss ..	29,468	38,000	42,738	18,000	14,000
<i>Total</i> ..	<i>634,145</i>	<i>648,638</i>	<i>709,913</i>	<i>654,823</i>	<i>766,774</i>
Social expenditure—					
Aboriginal affairs ..	684,308	719,695	979,984	965,227	1,011,983
Educational services ..	208,162	243,327	278,096	352,993	437,201
Public health, recreation and charitable ..	868,953	927,343	962,423	1,169,515	1,322,833
Law, order and public safety ..	92,914	103,984	118,831	123,735	129,860
<i>Total</i> ..	<i>1,854,337</i>	<i>1,994,349</i>	<i>2,339,334</i>	<i>2,611,470</i>	<i>2,901,877</i>
Capital works and services—					
North Australia Railway ..	85,595	44,712	22,533	44,639	12,973
Water supplies, roads, stock routes, etc. ..	377,218	500,395	386,583	509,516	751,580
Buildings, works, sites, etc. ..	2,416,750	2,638,159	2,705,798	2,967,054	4,015,773
Plant and equipment ..	322,665	212,164	322,440	348,552	1,013,264
Loans for housing ..	105,000	166,000	379,298	617,953	575,798
Loans for encouragement of primary production ..	53,589	71,244	10,038	23,315	23,863
Other ..	25,000	89,820	69,730	65,000	..
<i>Total</i> ..	<i>3,385,817</i>	<i>3,722,494</i>	<i>3,896,420</i>	<i>4,576,029</i>	<i>6,393,251</i>
All other—					
Territory administration ..	1,522,533	1,760,085	2,152,480	2,440,306	2,840,989
Developmental services ..	169,366	183,984	221,600	219,997	243,610
Municipal, sanitary and garbage services ..	209,969	190,260	223,632	206,710	228,900
Shipping subsidy ..	2,000	2,000	2,333	2,563	4,250
Railway freight subsidy ..	29,197	30,850	35,615	33,149	36,013
Airmail service subsidy ..	21,880	24,424	22,500	22,845	33,311
Rent, repairs and maintenance, n.e.i. ..	249,266	276,169	(a)837,021	(a)942,535	(a)885,408
<i>Total</i> ..	<i>2,204,211</i>	<i>2,467,772</i>	<i>3,495,181</i>	<i>3,868,105</i>	<i>4,272,481</i>
<i>Grand Total</i> ..	<i>8,078,510</i>	<i>8,833,253</i>	<i>10,440,848</i>	<i>11,710,427</i>	<i>14,334,383</i>

(a) Includes expenditure on Stuart and Barkly Highways: 1959-60, £499,900; 1960-61, £515,892; 1961-62, £499,997.

THE AUSTRALIAN CAPITAL TERRITORY

§ 1. Canberra: Fifty Years of Development*

1. *Canberra, the National Capital.*—Canberra, the National Capital, has made great progress in the fifty years since its foundation stone was laid on Capital Hill.

When the foundation stone was laid on 12th March, 1913, the site of the ceremony looked out over an empty plain.

Today, from the same point, broad avenues radiate to form two sides of a Parliamentary Triangle within which the buildings necessary to Canberra's identity and function as a National Capital have arisen. Multi-storey blocks of commercial buildings thrust into the skyline; institutional buildings are set in park-like surroundings, and residential suburbs spread across the plain and climb the slopes of the surrounding hills.

Canberra, at the beginning of 1963, had a population of nearly 70,000 people. It had become, in fifty years, the largest of Australia's inland cities. It had also, apart from physical growth, developed in character.

Today, Canberra as the National Capital has characteristics unique in Australia. The characteristics surprise visitors whose ideas about cities are based on the great commercial metropolis of Sydney or Melbourne. Canberra is the seat of Federal Government and an administrative centre rather than a commercial or industrial centre. Thus the most important part, which may be equated to the core of business houses in a conventional city, is the Parliament House and its supporting administrative buildings, established in landscaped surroundings. This park-like atmosphere emphasizes the difference in atmosphere between Canberra and other cities.

The concept of a national capital has been developed in many countries, and Canberra has been an example used by many emerging nations in the post-war period. National capitals are the visible symbols of national spirit and, in more practical terms, are the seats of government and centres of administrative and diplomatic activity. The newer national capitals are coming to be examples in urban development—vehicles for experiment from which other municipalities in each nation can learn.

2. *Early History.*—The building of the national capital is a duty imposed on Parliament by the Constitution. Commonwealth Parliament, after considering a number of possible sites, determined in 1908 that the seat of government of the Commonwealth should be in the district of Yass-Canberra and that it should contain an area of not less than 900 square miles and have access to the sea.

The Canberra district was first seen by white men less than 100 years before it was chosen as site for the Australian National Capital.

In 1820, Governor Macquarie instructed Charles Throsby, a former naval surgeon interested in exploration, to search for the Murrumbidgee River, which had been reported by aborigines. Throsby sent Wild, an experienced bushman, with a party of explorers which included his nephew, Charles Throsby Smith and James Vaughan, to search for the Murrumbidgee. On this journey, the party camped on the plain on which Canberra now stands, and reported favourably on the district on their return. In subsequent years, the country was opened up as grazing and farming land.

Following the choice of the Yass-Canberra district in 1908 as the future site of the national capital, the district Surveyor, Mr. Charles R. Scrivener, was directed to examine the area and recommend a suitable territory for the purposes of the Seat of Government. Scrivener nominated 1,015 square miles in the water sheds of the Cotter, Queanbeyan and Molonglo Rivers and a further 2,300 acres at Jervis Bay. A request for the surrender of the land was made to the New South Wales Government, and, after negotiation, an area of approximately 900 square miles between the Queanbeyan-Cooma Railway, and the mountain ranges forming the western boundary of the water shed of the Cotter River plus Jervis Bay was selected. The final step in the adoption of the actual site was taken by the passing of the *Seat of Government Acceptance Act* in 1909. The schedule of this Act contained an agreement between the Commonwealth and the State of New South Wales regarding the transfer to the Commonwealth of this area.

Control of the Territory was assumed by the Commonwealth on 1st January, 1911, when the *Seat of Government (Administration) Act* came into force.

* The following article was specially prepared for this issue of the Year Book by the National Capital Development Commission, Canberra.

For many years subsequently, the site of Canberra, remote from the main Australian centres of commerce, removed from the sea, relatively isolated by mediocre transport facilities, remote from supplies of many basic materials and commodities, was subject to strong criticism. However, the tremendous post-1945 improvements in transportation facilities and the developing economic viability of Canberra have reduced these factors. Today Canberra is regarded as well placed between the major centres of Australian population and industry.

3. Control of Land.—With the transfer of the Territory from New South Wales on 1st January, 1911, all Crown land passed to the Commonwealth without cost, but privately owned land which the Commonwealth required had to be purchased from the owners. Much of the freehold land has been so acquired by the Commonwealth for the city site and for catchment areas. The remaining freehold land is principally in the southern portion of the Territory.

It was also provided that Commonwealth Crown land in the Territory, which includes that resumed from previous owners, should forever remain the property of the nation.

The decision to vest ownership of all land in the Crown was a very significant social experiment. The intention, since maintained, was that the Crown would continue to own the land, but would lease it for specified periods and under given conditions for residential, commercial, industrial and other purposes. The method of leasing is defined in the *Leases Ordinance 1918–1958*, the *Leases (Special Purposes) Ordinance 1925–1943* and the *City Area Leases Ordinance 1936–1959*. These lay down the method of disposal of the leases and indicate the conditions which will apply, the principal of which is the payment annually of a land rent based on a percentage of the unimproved capital value. The administration of the leasehold system represents a public investment, return from which in more recent years has been augmented by premiums paid at auctions for the right to the leases.

A principle rigidly followed since first establishment of the city has been that no land within the city area is offered for lease until all services—water, sewerage, power and roads—are provided.

4. Canberra from 1911 to 1945.—(i) *The City Plan.* In 1911, the site was a treeless and sparsely settled plain; improvements were few and had no bearing on the shape of the future city. The district population was 1,714 persons living on an area of grazing land, ringed by hills. The Molonglo River traversed the substantial plain, which was subject to recurring floods.

In April, 1911, an international competition for the design of the new city was launched. From 137 designs received, the first prize was awarded to Walter Burley Griffin, a Chicago architect.

Fundamental principles of the Griffin plan were:—

- (a) The geometric pattern of the design;
- (b) The treatment of the flood plain, useless for building purposes, to form a lake to be the unifying feature of the northern and southern parts of Canberra;
- (c) The formation of a grand visual axis from the top of Mount Ainslie to Capital Hill; and
- (d) The separation of national and municipal functions; this was proposed by the locating of all buildings associated with national affairs in an integrated group on the southern side of the lake and locating buildings associated with civic matters in a commanding position on the north side.

Residential suburbs were to be grouped on both sides of the river. Shopping facilities were to be provided in them only for local retail requirements, as the main commercial development was designed around the Civic Centre. The base point of the plan was Capital Hill from which main avenues were to radiate.

In time, Griffin made some changes in the original plan, but although this process of modification continues as the town planner grapples with problems that could not be foreseen in Griffin's day, the basic Griffin plan has been closely followed in the development of Canberra.

(ii) *The Naming of the National Capital.* On 12th March, 1913, an official ceremony marked the formality of establishing the Seat of Government. The Foundation Stone was laid on Capital Hill jointly by the Governor-General, Lord Denman, the Prime Minister, Rt. Hon. Andrew Fisher, and the Minister for Home Affairs, the Hon. King O'Malley.

At this ceremony, *Canberra* was announced as the name for the Capital City by Lady Denman.

(iii) *Early Progress.* In 1913, Griffin came to Australia to collaborate in the implementation of his design and was subsequently appointed by the Commonwealth Government to the position of Federal Capital Director of Design and Construction. In 1920, he resigned to set up in private architectural practice in Sydney.

Before the 1914 War, conditions brought activities almost to a halt, a power house was erected and a railway branch line from Queanbeyan was completed. The engine which pulled the first train into Canberra in 1914 is now on permanent display in the City. Brick works were established, the Cotter Dam to store water for the City was started, and the Royal Military College was established at Duntroon.

Between 1921 and 1923, work on engineering services proceeded and main and subsidiary roads were formed. Residential buildings were started and sites were allocated for hotels and guest houses. The Canberra to Queanbeyan railway was opened for passenger traffic in 1923.

The Commonwealth Parliament had met in the Exhibition Buildings in Melbourne since Federation, and it was during this post-war period that the temporary Parliament House and offices for government departments were begun in Canberra. The first assembly of the Commonwealth Parliament in its new buildings in Canberra was opened by His Royal Highness The Duke of York (afterwards His Majesty King George VI) in 1927.

(iv) *The Federal Capital Commission.* In July, 1924, the *Seat of Government (Administration) Act* was passed providing for a Commission of three to assume responsibility for Canberra's development. Although the Commission was invested with very wide powers in regard to actual constructional and developmental work, the Government made it clearly understood that the development must be along the lines of the Griffin Plan.

One of the advantages of the Federal Capital Commission was its relative freedom in regard to finance, and considerable progress was made with the transfer of Departments to Canberra for whose staff office accommodation and houses had to be provided. The following departments were involved in these transfers:—Prime Minister's, Treasury, Attorney-General's, Department of Home Affairs and Territories, Department of Trade and Customs, Department of Markets and Migration, and Secretariats for the Departments of Defence, Health and Postmaster-General's.

The pace of construction quickened between 1926 and 1928, and nearly 5,000 people were moved to Canberra. The Federal Capital Commission was directly responsible for local administration, but moves to give the citizens of the Territory a voice in local government resulted, in 1928, in the provision for the election of one of the members of the Federal Capital Commission by the residents of the Territory.

(v) *The Depression and the 1939–45 War.* With the onset of the economic depression there was mounting criticism, and in 1930 the Federal Capital Commission was abolished, and Canberra reverted to the departmental system of administration.

As the depression worsened, developmental work in the city was brought almost to a standstill, the only major construction during the period being the Federal Highway from Canberra to Goulburn.

As the economic situation improved again, approval was given for the building of the Australian War Memorial and a building for the National Library, the recommencement of the Administration Building (on which work had started in 1927), the construction of the Patents Office, and the commencement of a new hospital. The growth in the city's population, though less than expected, necessitated the building of more roads, schools and public utilities. Several defence service areas were established around Canberra, such as the Naval Wireless Stations at Harman and Belconnen, destined to play a dramatic part in the later war in the Pacific, and the Royal Australian Air Force Station in the Majura Valley.

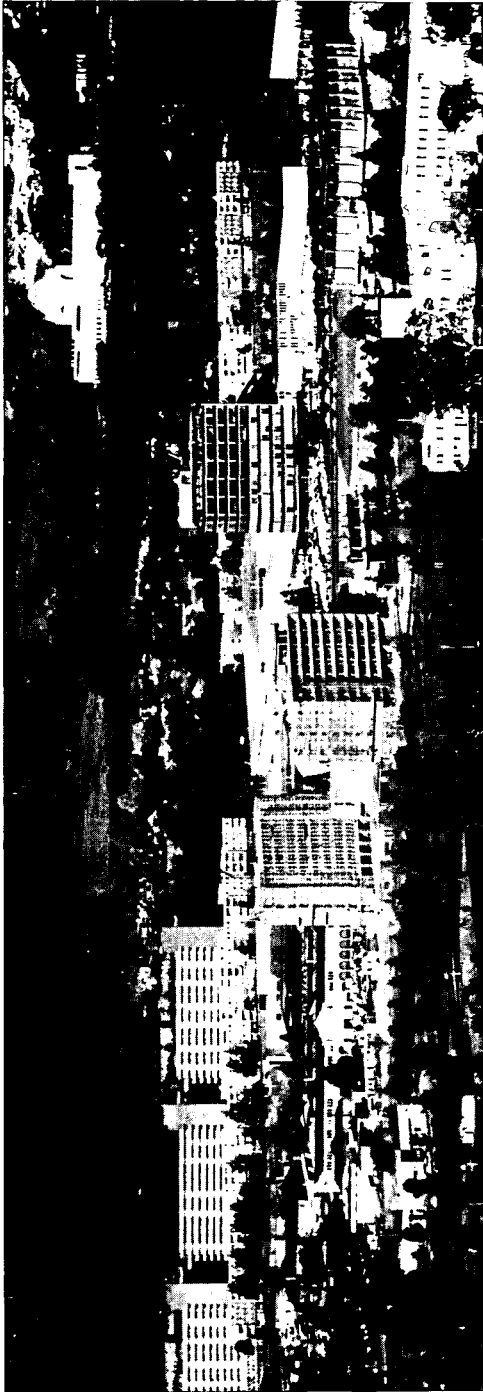
By an amendment of the *Seat of Government (Acceptance) Act* in 1938, the Territory was named the Australian Capital Territory. In 1939, resources were diverted again to military purposes. House construction was restricted and transfers of Government Departments postponed.

Thus, the establishment of the National Capital was not spectacular in its first 34 years between 1911 and 1945. Indeed, it is surprising that a firm base for future progress was established during that time in the face of opposition or indifference in some quarters, two World Wars and a substantial economic depression of long duration.



Artist's impression of Lake Burley Griffin, Canberra, looking from Mt. Ainslie to the apex of the Parliamentary Triangle. The original painting was by Lawrence Daws.

Photograph by courtesy of Australian News and Information Bureau.



Civic Centre, Canberra, seen from Black Mountain. The Australian War Memorial is in the background, to the right.

Photograph by courtesy of Australian News and Information Bureau.

An enduring achievement of these years was the establishment, on a vast scale, of landscaped and planted areas which furnished a mature background for the post-1945 developments.

(vi) *Diplomatic Representation.* Diplomatic activity was strengthened during the 1939-45 War. The United Kingdom (in 1936) and Canada (in 1939) were the only two overseas countries represented in Australia in the pre-war period. The first foreign diplomatic representative, the United States Minister, came to Australia in 1940. Japan sent a Minister in 1941, but his mission was terminated on the outbreak of war with Japan. (Diplomatic relations were resumed in 1953, with the appointment of an Ambassador.) During the War, missions were established by China in 1941, the Netherlands in 1942, New Zealand and the U.S.S.R. in 1943, and India and France in 1945. At the beginning of 1963, 32 overseas countries were represented in Canberra.

5. Canberra, 1946 to 1962.—(i) *General.* After the 1939-45 War, Canberra's development quickened, with the emphasis on suburban growth. Canberra's rapid increase in population aggravated the problem, and the lack of balance in development was expressed in the shortage of community halls, schools, suburban shops and other facilities.

It was now recognized that permanent buildings should be constructed when and where possible. Accordingly, the construction of the permanent Administration Block, started and stopped in 1927, was considered, in 1947, by the Public Works Committee, and subsequently work was resumed on a modified and improved plan.

In 1948, a scheme of transfer to Canberra of Commonwealth Departments, spread over a number of years, was formulated and approved by the Government. Shortages of labour and materials and the urgent need for house and hostel accommodation could operate against rapid expansion in the next few years, but the major probable cause of delay in implementing the scheme of transfers would be the absence of a single authority. A balanced authoritative policy to provide office accommodation, housing and amenities on an increasing scale was essential.

(ii) *Senate Select Committee.* In 1954, a Select Committee of the Senate was appointed to inquire into and report upon the development of Canberra. A principal recommendation in its September, 1955, report was that the divided departmental control should be replaced by a single authority, constituted by a Commissioner who would have wide powers in the planning and development of the National Capital. Subsequently, by Act of September, 1957, the National Capital Development Commission was established. The work of administering the city remained with the Department of the Interior, and routine maintenance remained with the Department of Works as agent of the Department of the Interior.

In the period between the legal and the effective establishment of the Development Commission, a very significant report offering observations on the future development of Canberra was made by Sir William Holford, the eminent English architect and town planner, at the request of the Commonwealth Government. Holford's interest in, and association with, the development of Canberra were to continue strongly in the future operations of the Commission.

(iii) *The National Capital Development Commission.* The National Capital Development Commission was appointed on 1st March, 1958, and is responsible for the planning, development and construction of the City. The Commission has under its control funds appropriated annually by Parliament. In detailed planning and construction, it uses both private and government agents, principally the Commonwealth Department of Works. It maintains liaison with, and seeks technical advice of the highest order from, Commonwealth and State governmental agencies; it also engages specialist consultants within Australia and overseas. When a construction project is completed, it is handed over by the Commission to the Department which required it, generally the Department of the Interior as the administrative authority.

The Act which established a Development Commission also provided for a National Capital Planning Committee to advise the Commission as to the planning, development and construction of the City of Canberra. The Committee includes the Development Commissioner as Chairman, two architects, two engineers, two town planners and two other persons with special knowledge and experience in artistic or cultural matters. In practice, the Committee has met about eight times each year to review all the major issues in planning and development under reference from the Commission.

Through its land use authority, the Commission co-ordinates the building programmes of private enterprise and government.

In terms of planning and development, one of the most significant and active responsibilities of the Commission is the close control over the design and siting of all buildings and associated structures. The harmony of design, colour, and materials within the context of the surrounding buildings is carefully studied and assessed, and all approvals to the erection of buildings for particular purposes take into account their acceptability in terms of traffic generation, noise, smoke or other nuisance, and the effect on the general amenity of the particular area.

Between 1923 and 1958, when the National Capital Development Commission was appointed, the plan of Canberra remained virtually unchanged, except for variations affecting the Lakes Scheme and some minor alterations in the design of residential streets. Meanwhile, however, the local scene had changed considerably, and many technical developments had occurred which greatly influenced the theory and practice of town planning. Thus, a first task of the Commission was to review the adequacy of the Statutory Plan, to decide whether it could provide the satisfactory basis for future development, and what changes, if any, were necessary to bring it into line with present-day needs.

By 1959, some 46 years after the commemoration stone was laid, the population had reached 44,000, and about one-third of the gazetted areas on the Statutory Plan had been developed and the outlines of the Central Area were firmly established on the ground. As noted above, the specific achievement in the development of the city area in the earlier years of Canberra was the transformation of a treeless valley into an effective urban landscape; the vigour and enthusiasm shown in the early planting programmes are responsible in a very large degree for the city's present attraction. By 1959, over two million trees had been planted in Canberra.

The new Commission early endorsed the view that Canberra must have features to distinguish it from other cities, and that these features could emerge from the existence in the heart of Canberra of a large park-like landscape, bounded on the three sides by King's Avenue, Commonwealth Avenue and Constitution Avenue, identified as the Central Area, in which should be situated the major buildings housing the several arms of Government. It was considered that on the design of this landscape, the vistas it afforded, and the relationship of groups of buildings, the success of Canberra as a city of world standing would depend. Also recognized was the need to extend and develop important buildings and employment opportunities. The further consideration, fundamental in planning the city, was the recognition that Canberra was essentially a garden city helping to establish an expansive tradition in urban living.

The Commission in 1959 formulated comprehensive proposals for the development of the city over the next five years. The proposals covered the identification of new residential areas, the commercial and industrial locations, and ideas in connexion with the planning of the Central Area. Since then, planning has expanded to cope with a probable ultimate growth to 500,000 persons, and takes account of a possibility far in excess of that number.

It was also recommended to the Government that the Canberra lake, an essential feature of the original concept, should proceed. These proposals were approved by the Government. As well as being a simple and decorative feature in itself, the lake was also a fundamental requirement for the integrated growth of the approved city, as the recurring flooding of the Molonglo flood plain made it unsuitable for building sites.

The Lake Scheme is estimated to cost some £2.5 million spread over a period of five years, and it is expected that the major lake construction works will be completed by the end of 1963. Full development of the landscape around the lake margins is, however, expected to take much longer. When completed, the lake will be some 22 miles in circumference, almost 7 miles long, and have 1,748 acres of surface area. The depth will range from 7 feet to about 54 feet at the dam wall. One thousand acres of parkland will surround the lake and will be retained for public use. Sites will be provided for such activities as yachting, sculling and rowing. Traffic will cross the lake by the King's Avenue and Commonwealth Avenue Bridges. Each is in the form of twin bridges having dual one-way carriageways; the King's Avenue Bridge has four traffic lanes and the Commonwealth Avenue Bridge will have six.

Fittingly, the lake has been called after the man whose plan was responsible for its creation—Walter Burley Griffin.

(iv) *The Joint Parliamentary Committee on the Australian Capital Territory.* In February, 1959, the Commonwealth Parliament, recognizing the merit of maintaining some close association with all the issues of development, established a Joint Committee consisting of nine Senators and members representing both Houses to study such matters concerning the

Australian Capital Territory as the Minister from time to time might refer to it. Since inception, the Committee has been active, particularly in the continuing study of the Statutory Plan of Canberra and of the tourist industry.

(v) *Major Works.* (a) *Building Operations.* Among the major building operations put in hand in the period 1958 to 1962, the following are worthy of special mention.

The Russell Office Group, intended to accommodate the Defence and Armed Service Departments. The first four office buildings and an Electronic Data Processing building have been completed and three more buildings are under construction.

Australian Capital Territory Court House.

Canberra Technical College, particularly the Schools of Commerce, Engineering and Building.

Civic Offices and City Square. Associated with this project was the pool, fountain and the statue of Ethos, executed by an Australian sculptor Mr. Tom Bass.

Tariff Board Headquarters.

Australian National Mint. Following the decision of the Government to establish the Australian National Mint in the National Capital, site works commenced in 1962 in the Yarralumla Creek Valley and building construction will be undertaken during 1963. This will be the first major Government building to be constructed in this new district.

Civic Auditorium.

Secretariat Building in the Parliamentary Triangle.

Bureau of Mineral Resources Building on the lake shore opposite Parliament House.

Housing. Between 1958-59 and 1961-62, 3,219 houses and 1,223 flats were constructed, using government funds (during the same period 1,559 houses and 52 flats were constructed by private enterprise).

Education. High schools have been constructed at Lyneham, Narrabundah and Dickson, and primary and infants' schools completed at Downer, Red Hill and Campbell.

National Library of Australia. Planning is well advanced for the construction, on the lake shore adjacent to Parliament House, of a major building to house the National Library of Australia.

There has been a notable growth in the Australian National University as a centre of learning and research. This is dealt with separately in Chapter XV of this Year Book under the section on Universities.

(b) *Engineering Works.* The growth of population by 50,000 persons in the City area between 1945 and 1963 and an expected growth to 100,000 persons by 1969 has meant heavy expenditure on roads, water supply and sewerage systems to meet the demand for new residential areas. New suburbs of Dickson, Hackett and Watson are being developed, and a new district in the Yarralumla Creek Valley planned to cater for an ultimate district population of 60,000 persons. The first residences in this district will be occupied during 1963.

Augmentation of the original water storage constructed on the Cotter River in 1915 has been necessary. In 1951, extensions to the Cotter Dam wall were completed to increase the storage capacity from 375 million gallons to 950 million gallons, and a second storage, Bendora Dam, of almost 2,500 million gallons capacity, on the higher reaches of the Cotter River, was completed in 1961. A third storage dam site is currently being investigated.

(vi) *Transportation.* Canberra is a highly motorized community and advantage has been taken of the unique situation existing in the young and rapidly growing city to plan for future traffic movement to avoid the problems which beset older cities.

The assembly of traffic data such as volume counts, parking surveys, and accident studies has been a continuing process, and during 1961-62 an extensive origin-destination traffic survey was undertaken. This has provided basic material for a major transportation study, undertaken by overseas consultants, to assess the requirements of the city developed in stages to a population of 250,000 people. As a result, a system of arterial, distributor and subsidiary roads is designed to meet growing traffic requirements.

As in other aspects of Canberra development, landscaping is integrated with major traffic ways. One of the more recent examples of this is the Parkes Way, a dual carriage roadway which defines the third side of the triangular Central Area, and which will skirt the northern side of Lake Burley Griffin.

Public transport within the city area is provided by a fleet of modern omnibuses operated by the Department of the Interior. Regular rail, road and air services connect the city with the cities of Melbourne and Sydney.

(vii) *Neighbourhood Planning.* The Commission seeks, in its land use planning, to make Canberra a good city in which to live. It attempts to set a model for effective, efficient neighbourhood planning based on three principles—convenience, safety and pleasantness.

Neighbourhoods, each planned to be bounded and traversed by parklands, are normally designed to accommodate 4,000 to 5,000 persons in an area of about 400 acres. Community facilities are to be located at the centre of the neighbourhood, offering convenience of access to everybody living in the area. Provision is made for denominational schools, churches, special purpose halls, clubs, sports ovals and neighbourhood recreation reserves.

The designs seek to achieve pleasant aspects for residential sites. Roads will run with the contours in undulating sites. The preservation of views, provision for water drainage, and protection from prevailing winds, are sought, and the topography is studied to meet the convenience of pedestrians. The intention is to give a sense of compactness and unity to the neighbourhood.

Each neighbourhood will be serviced by one or two distributor roads which will lead traffic to the arterial roads connecting to the main business areas. Road patterns in the neighbourhoods will discourage indiscriminate through traffic but offer convenience to the driver, while inhibiting speed, in moving to the major traffic ways.

Pleasantness is sought through attention to open areas. The feeling of spaciousness is influenced by road widths varying from 20 feet to 34 feet, by verges varying between 15 feet and 18 feet, and a building line set back about 25 feet from the property line. Residential block sizes vary in size between eight and ten thousand square feet.

The Commission has recently endorsed an experiment in design, based on the Radburn system, for one of the new neighbourhoods in the Yarralumla Creek Valley. This will further emphasize convenience, safety and pleasantness. The feature of the Radburn system is that all the houses face pedestrian parkways with road access to the backs of houses instead of to the front.

(viii) *Private Enterprise Development.* Since 1959, there has been increasing participation by the private enterprise sector in the development of the City. The increasing investment of private funds in retail, housing and other commercial development was exemplified by the completion of seven commercial office blocks, one £2 million retail shopping block and another large retail group in the business centre of the city, and one luxury hotel and four substantial motels in other parts of the city. Private house completions rose steadily from 176 in 1957–58 to 703 in 1961–62.

6. *Canberra Today.*—(i) *Canberra as a Centre of Research.* The philosophy behind Canberra today is that it should develop as something wider than merely the Seat of Government and the centre of administrative activity. The establishment of the Australian National University and its very substantial growth since 1953 have fostered the growth of Canberra as a centre of learning and post-graduate study, and are providing an atmosphere in which important political, social and philosophical concepts can be examined. The University has engaged in research work of international importance in such fields as physics, chemistry, medicine, astronomy, international relations, etc.

The Commonwealth Scientific and Industrial Research Organization has also established very substantial research facilities in Canberra through the years, and this has given an opportunity to flavour and characterize the City, strengthening its growing claims as a centre of Australian research. Other groups, including the Bureau of Mineral Resources and the National Health Standard Laboratories, are contributing to this development.

(ii) *Education System.* Following the transfer of the territory to the Commonwealth, the New South Wales Education Department agreed to a request to continue the task of educating children in the Australian Capital Territory under an arrangement by which the Commonwealth reimbursed the New South Wales Education Department for the costs incurred. This covers staffing, inspection, curricula and examinations. The Department of the Interior has the responsibility for school buildings and equipment.

School enrolments today total 16,000 or 24 per cent. of the population. Approximately one-third of the pupils attend non-government schools. With the rapid migration of families to Canberra, secondary school enrolments are increasing faster than the population growth.

(iii) *Cultural Growth.* In its formative years, when the minimum facilities for commercial entertainment were available, Canberra was thrown heavily on its own resources. The tradition of neighbourhood entertainment then developed has been carried on, and today finds expression in several active repertory groups and artists groups, an amateur orchestra, a philharmonic society and a choral society, and in the wide range of associations pursuing intellectual activities such as chess and the study of languages.

For many years, the Albert Hall seating approximately 750 persons has been the only concert hall available to Canberra. Its drawbacks of a flat auditorium floor and inadequate stage facilities have inhibited its usefulness at a time when there has been generally in Australia a tremendous resurgence in the theatre and music. Since 1958, provision of well equipped assembly halls at several of the major high schools has materially helped the arts accommodation problem, and it is expected that the difficulty will be solved for some years to come by provision of the Civic Centre Auditorium which will accommodate about 1,200 in a fully professional atmosphere.

Canberra people have developed a special tradition in community activity, and there are very strong groups representing such organizations as the Y.M.C.A., Y.W.C.A., Scouts and Guides.

The existence of the Australian National University and such groups as the C.S.I.R.O. has led to the encouragement of public lectures, addresses, and presentation of illustrated materials not experienced on a relative scale elsewhere in Australia. In general, these meetings are open to the public, and they increase the depth and range of entertainment available.

On the lighter side, Canberra's population of 70,000 enjoys three motion picture theatres, two swimming pools, two bowling alleys, two squash courts, three golf courses, and widely distributed cricket and football fields, tennis courts, and basketball courts. There are facilities for horse riding and excellent opportunities for day-long trips into the surrounding rugged country.

Increasingly, Canberra is becoming known as a convention centre. It has a wide range of motels and hotels with standards ranging up to the luxurious, and with its variety of possible meeting halls and study areas together with its many points of interest affords excellent opportunities for conferences.

As the National Capital, and because of its unique characteristics, Canberra has developed as a substantial tourist attraction. It has been estimated that up to 500,000 people visit Canberra annually, and there is reason to suppose that as the national features become more defined the tourist trade will grow into a very substantial basic industry. The seasons offer brilliant colour contrasts, aided by the extensive use of exotic deciduous trees, the adjacent mountains offer picturesque scenery, and the river systems give excellent swimming and good fishing. With the completion of Lake Burley Griffin and development of its facilities for aquatic entertainment, Canberra could well become one of the most important tourist centres in Australia.

(iv) *Government Office Establishments.* By the beginning of 1963, 25 Commonwealth Departments were either fully established or represented in Canberra and employing 10,600 people.

In addition, Statutory Authorities such as the Tariff Board, the Australian National University, the National Capital Development Commission and sections of the C.S.I.R.O. were operating in the National Capital.

(v) *Australian Capital Territory Advisory Council.* The Advisory Council, established under the *Advisory Council Ordinance* 1936-1957, originally consisted of nominated members (one from Health Department, two from Department of the Interior and one from Works Department) and five members elected by citizens of the Australian Capital Territory. The members elected their own Chairman and were expected to meet at least once a month. The Council could advise the Minister for the Interior in relation to any matter affecting the Territory, including the making of new Ordinances, and the repeal or amendment of existing Ordinances; the Minister could refer to the Council any matter on which he desired the advice of the Council. The Council had power to request the attendance of any Commonwealth public servant to assist it. The functions of the Council are purely advisory.

In February, 1959, the Council recommended an increase in the number of elected members to eight and of nominated members to five, the additional nominated member to be from the National Capital Development Commission. However, it was decided that while the Commission would be represented by an Associate Commissioner at meetings when attendance was appropriate, it was not necessary to appoint a representative of the Commission to the Council.

7. **Conclusion.**—Vast changes have taken place in the face of Canberra in the last fifty years, indicative of the planning that has gone into the development of this city and caused such changes in the skyline.

These convey some idea of what progress has been made towards implementing the directive issued by the then Minister to the district surveyor in his search for a site for a capital in 1908, namely that he must bear in mind "the Federal Capital should be a beautiful city occupying a commanding position, with extensive views and embracing distinctive features which will lend themselves to the evolution of a design worthy of the object, not only for the present but for all time".

It was primarily to participate in the celebrations to mark the 50th Anniversary of the naming of Canberra that Her Majesty Queen Elizabeth II and His Royal Highness the Duke of Edinburgh made their visit to Australia in February and March, 1963.

§ 2. Population, Works and Services

1. **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.

Little growth was made thereafter until the later 'thirties, and at the outbreak of the 1939–45 War the population had reached just under 13,000 persons. During the war, growth was again slow, and at the Census of 30th June, 1947, the population was 16,905 persons. Subsequently, the population showed steady increases and at the Census of 30th June, 1954, it was 30,315 persons. With further transfers of departments from Melbourne, the population reached 58,828 persons (including 527 in Jervis Bay) at the Census of 30th June, 1961. At 30th September, 1962, the population of the Territory was 67,308, made up of 64,929 in Canberra City and 2,379 in the rural districts (including 526 at Jervis Bay).

2. **Progress of Works.**—(i) *National Capital Development Commission* (see also § 1. Canberra, Fifty Years of Development, p. 127). *The National Capital Development Commission Act 1957–1960* provides for a Commission to undertake and carry out the planning, development and construction of the City of Canberra as the National Capital of the Commonwealth. The year 1961–62 was the fourth year of the Commission's operations. Construction work was carried out by means of agency arrangements with the Department of Works and private consultants.

Details of the expenditure by the Commission during each of the four years of its operations are as follows.

NATIONAL CAPITAL DEVELOPMENT COMMISSION: EXPENDITURE (£'000)

Item	1958–59	1959–60	1960–61	1961–62
Housing and flats	5,836	4,617	3,527	3,248
Education	635	1,036	1,501	1,103
Commonwealth Administration	528	738	1,391	1,119
Other Architectural Projects	216	677	466	458
Engineering Services	1,952	3,050	3,312	4,088
Minor Works	170	197	255	265
Fees and Charges	645	731	635	730
Total	9,982	11,046	10,987	11,011

(ii) *Department of Works.* Apart from the work it carries out for the National Capital Development Commission, the Department of Works acts as design and supervision agent for other Commonwealth departments and instrumentalities. Total expenditure during 1961–62 on all operations amounted to £4,122,927, compared with £3,077,699 in 1960–61. Major items in 1961–62 were:—Building Works—Housing, £11,451, Other Building, £2,325,767; Engineering Works, £111,297; Repairs and Maintenance—Building, £722,122, Engineering, £817,705; Purchase of Plant, £134,585.

3. **Transport and Communication.**—Canberra is connected with the railway system of New South Wales at Queanbeyan by a line $4\frac{1}{2}$ miles long. This line was opened for goods traffic on 25th May, 1914, and for passenger traffic on 15th October, 1923. Direct or linking services operate 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 Territory, 2CY and 2CN of the national broadcasting system, and 2CA, a commercial station, and two television stations, ABC Channel 3 of the national broadcasting system, and CTC Channel 7, a commercial station.

4. **Education, Health and Justice.**—The *Australian Capital Territory Education Ordinance* provides for the compulsory attendance at school of children between the ages of six and fifteen years. The Commonwealth Department of the Interior is primarily responsible for the education of children in the Australian Capital Territory. By agreement, however, the New South Wales Department of Education arranges the teaching programme in accordance with its own curriculum and provides the teaching staff. It is reimbursed for expenses incurred.

At 31st December, 1962, there were three public secondary schools in Canberra providing courses to the Leaving Certificate standard—Canberra High School, Telopea Park High School, and Lyneham High School, and two which will annually extend their courses, reaching the Leaving Certificate standard by 1964 and 1965 respectively—Narrabundah High School and Dickson High School. Seventeen schools provided courses for children in infants and primary classes, including two in the Jervis Bay area and three in rural districts. There were also a school for mentally handicapped children; a therapy clinic for children suffering from speech defects; a clinic for educational guidance; and a class for deaf children.

At the same date, there were fourteen private schools in Canberra. Of these, St. Edmund's Christian Brothers' College, the Catholic Girls' High School, the Canberra Grammar School (Boys), and the Canberra Church of England Girls' Grammar School provide courses leading to the Leaving Certificate Examination. A fifth private secondary school, Daramalan College, will annually extend its courses to reach Leaving Certificate standard in 1966.

Twenty-two pre-school centres, including an occasional care centre and a mobile unit which visits outlying areas, provide pre-school facilities for approximately 1,800 children between the ages of three and five years.

The Canberra Technical College, which follows the curriculum 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. In addition, the Technical College undertakes the trade testing of migrants seeking to enter skilled trades.

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. Provision for undergraduate studies and some post-graduate study is made by the School of General Studies.

Further reference to education in the Australian Capital Territory appears in Chapter XVIII—Education, Cultural Activities and Research.

The Canberra Community Hospital serves the population of Canberra and surrounding districts. At 30th June, 1961, it had 258 beds, an honorary medical staff of 78, 5 salaried medical staff, and a nursing staff of 258. Extensions are being made to the hospital to enable it to cope better with the needs of Canberra's growing population. For further information see Chapter XVII. Public Health.

The Australian Capital Territory has a Supreme Court and a Court of Petty Sessions. There is an Australian Capital Territory Police Force, which at the end of 1960–61 numbered 89, including two policewomen.

§ 3. Production

1. **Lands.**—Reference has been made in previous issues of the Official Year Book to the general conditions of land tenure in the 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. (See also § 1. Canberra, Fifty Years of Development, p. 123.)

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 the Act. Leases of land in the city area are granted under the *City Area Leases Ordinance* 1936–1961, and leases of other lands under the *Leases Ordinance* 1918–1958. 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, while 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 immediately required in connexion with the establishment of the city, large areas have been leased for agricultural or grazing purposes.

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 is situated in this area. Some 5,000 acres of land in the area, mostly of little value agriculturally, are used for grazing purposes. The natural forest is being utilized for the production of hardwood building material and the area treated is being reforested with softwoods on an experimental basis.

2. **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, 1962, was 25,594 acres, of which 23,404 acres were *Pinus radiata*, the balance consisting of other softwood species, chiefly *Pinus ponderosa* and *Pinus nigra*, and 273 acres of experimental planting at Jervis Bay, mainly *Pinus radiata* and *Pinus eliottii*.

Forestry operations in the Territory 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, mainly from thinning operations. The yearly output of pine logs has increased from 2,500 cubic feet in 1930–31 to about one million cubic feet at the present time, the total amount cut to date being about 15.4 million cubic feet. The present output consists of approximately 50 per cent. logs yielding building material, and 50 per cent. case-making material.

In 1926, a comprehensive review was undertaken of the Territory's potentialities for forest development. The existing forest area has been placed under management 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 log production during 1962 was 154,000 cubic feet, all of which was used in building operations in Canberra. The total amount of hardwood cut from Australian Capital Territory forests to date is about 3,854,000 cubic feet and completes exploitation in the area.

3. **Production.**—During 1961–62, the production of the more important items of the agricultural and pastoral industry was—Wheat, 32,000 bushels; wool, 2,645,000 lb.; whole milk, 1,136,000 gallons; meat (carcass weight, fresh), 3,390 tons. The numbers of livestock depastured at 31st March, 1962, were—Horses, 699; cattle, 14,169; sheep, 286,214; and pigs, 184.

As in the Northern Territory, the secondary industries established in the Australian Capital Territory are largely the service industries associated with the growth of the Territory. For the year 1960–61, factories (i.e. establishments in which four or more persons are employed or where power—other than manual—is used in any manufacturing process) numbered 123; the average number of employees was 2,093; the value of production (value added) was £3,550,000; and the value of output, £6,116,000.

§ 4. Finance

Details of revenue and expenditure for the years 1957-58 to 1961-62 as recorded in the Commonwealth Consolidated Revenue Fund are given in the following table. Public debt charges allocated to Australian Capital Territory operations, formerly included in the table on expenditure, have now been excluded, as this allocation is no longer made. Consequent on the merging of the Canberra University College with the Australian National University, expenditure figures relative to the former institution included for years prior to 1961-62 have been excluded, since expenditure on the latter institution is not regarded as territorial expenditure.

AUSTRALIAN CAPITAL TERRITORY: REVENUE AND EXPENDITURE

(£)

Item	1957-58	1958-59	1959-60	1960-61	1961-62
REVENUE					
Taxation—					
Motor registration	101,695	121,567	143,884	161,421	185,297
Liquor	30,985	39,783	47,534	52,048	55,707
Rates	103,605	100,554	173,540	176,912	204,122
Other	1,938	3,082	2,091	2,316	2,542
<i>Total</i>	<i>238,223</i>	<i>264,986</i>	<i>367,049</i>	<i>392,697</i>	<i>447,668</i>
Business undertakings(a)—					
Railways	18,532	46,287	25,115	41,763	58,973
Abattoirs	35,654	44,662	33,498	34,884	39,225
<i>Total</i>	<i>54,186</i>	<i>90,949</i>	<i>58,613</i>	<i>76,647</i>	<i>98,198</i>
Rent—					
Housing	691,455	822,743	1,052,792	1,185,673	1,584,078
Land	223,917	159,553	214,920	259,986	278,079
Miscellaneous	11,313	11,384	17,146	25,217	33,326
<i>Total</i>	<i>926,685</i>	<i>993,680</i>	<i>1,284,858</i>	<i>1,470,876</i>	<i>1,895,483</i>
Fees for services, fines	80,781	95,923	136,615	245,012	286,894
Sale of houses—mortgages and cash sales	324,337	314,795	309,586	424,225	687,292
Other(b)	105,509	233,087	634,854	1,144,236	638,197
<i>Grand Total</i>	<i>1,729,721</i>	<i>1,993,420</i>	<i>2,791,575</i>	<i>3,753,693</i>	<i>4,053,732</i>
EXPENDITURE					
Business undertakings(a)(c)—					
Railways	49,750	49,897	52,448	58,500	60,544
Water supply and sewerage	222,415	231,860	254,884	328,109	372,233
Abattoirs	30,829	33,170	32,010	35,698	35,629
Transport services(d)	72,000	62,000	62,000	60,000	62,000
Hostels(e)	37,337	32,254	..	..	..
Other .. ..	..	586	..	10,359	..
<i>Total</i>	<i>412,331</i>	<i>409,767</i>	<i>401,342</i>	<i>492,666</i>	<i>530,406</i>

NOTE.—For notes see end of table, page 136.

AUSTRALIAN CAPITAL TERRITORY: REVENUE AND EXPENDITURE

—continued

(£)

Item	1957-58	1958-59	1959-60	1960-61	1961-62
EXPENDITURE—continued					
Social expenditure(c)—					
Education—					
Primary and secondary	441,321	519,732	601,130	805,795	936,106
Technical college	52,809	56,115	68,719	75,687	84,545
University scholarships	6,900	7,600	11,000	10,723	13,756
Art, community activities, etc. . .	6,263	7,906	8,445	23,419	16,632
Nursery schools and pre-school centres	29,067	30,175	32,861	38,196	49,483
Public health and recreation	113,492	127,124	132,261	160,926	187,426
Charitable—					
Hospital—general	298,669	356,819	396,250	408,800	457,400
Relief of aged, indigent, etc.	4,166	4,687	5,102	12,485	13,672
Other	28,899	64,749	38,674	51,805	51,271
Law, order and public safety—					
Justice	34,675	38,570	45,942	53,428	67,404
Police	142,462	137,894	168,952	197,275	215,921
Public safety	34,376	63,834	68,523	79,880	92,395
Total	1,193,099	1,415,205	1,577,859	1,918,419	2,186,011
Capital works and services(f)—					
National Capital Development Commission(g)		10,000,000	11,000,000	10,950,000	11,000,000
Railways		2,958	2,645	10,500	940
Electricity		347,153	494,788	629,251	461,729
Transport services		61,818	67,406	79,500	243,717
Health buildings		91,302	52,498	284,881	316,495
Housing		170,000	317,000	350,000	275,000
Loans to co-operative building societies			17,500	500,000	1,000,000
Forestry		70,000	70,000	70,000	84,000
Civil aviation		98,573	36,004	34,735	24,132
Public works, n.e.i.		357,880	392,182	293,476	430,512
Total	8,421,686	11,199,684	12,450,023	13,202,337	13,836,525
All other—					
Roads and bridges	295,810	321,342	329,955	378,255	378,942
Parks and gardens, etc.	307,779	319,108	350,396	459,721	522,076
General land services	83,369	83,673	176,471	180,474	210,153
Housing	237,110	274,470	(h)	(h)	(h)
Civil aviation	33,439	48,644	53,505	57,434	71,819
Legislative and general administration	316,739	469,683	705,588	647,513	648,475
Public works, n.e.i.	42,572	68,352	409,589	571,903	517,638
Miscellaneous	45,847	46,494	50,862	58,541	87,025
Total	1,362,665	1,631,766	2,076,366	2,353,841	2,436,128
Grand Total	11,389,781	14,656,422	16,505,590	17,967,263	18,989,070

(a) Excludes electricity transactions in Australian Capital Territory Electricity Supply Trust Account. Revenue excludes particulars of water supply and sewerage, which are not available separately and are included in Rates and Other. (b) Includes premiums on sale of leases, 1960-61, £1,037,160, 1961-62, £511,970. (c) Other than Capital Works and Services. (d) Payment to Australian Capital Territory Transport Trust Account (loss on omnibus service). (e) Includes loss on operations, 1957-58, £30,000. Since 1958-59, Commonwealth-owned hostels in the A.C.T. have been operated by Commonwealth Hostels Ltd. (f) Excludes repairs and maintenance. (g) For details see para. 2 (i), p. 132. (h) Not available.

NORFOLK ISLAND

1. **General.**—Norfolk Island, discovered by Captain Cook in 1774, is situated in latitude 29° 3' 30" S., longitude 167° 57' 5" E. 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.

Having served as a penal station from 1788 to 1813 and from 1826 to 1855, Norfolk Island in 1856 became the home of the remaining descendants of the *Bounty* mutineers. At the Census of 30th June, 1961, the population was 844, consisting of 421 males and 423 females.

2. **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 Commonwealth Parliament as a territory of Australia. It is controlled by the Minister for Territories through an Administrator. There is a local government body, the Norfolk Island Council, which replaced the former advisory council, retaining its advisory functions, but in addition having a certain autonomy in local government matters on the island.

3. **Economic Activity.**—The major economic activities of the island are primary production, whaling, the tourist trade and 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 hamper production, although a relaxation of some restrictions enabled a limited quantity of out-of-season fruit and vegetables to be sent by air freight to Auckland.

Apart from whaling, bean seed is the main export industry. The island's isolation from many plant diseases, plus the fairly reliable dry period, has ensured satisfactory production. Export figures for the five years to 1960–61 were 2,680, 1,713, 3,922, 2,568, and 1,342 bushels. However, wide fluctuations in prices, as in recent years, react unfavourably against the industry. The conditions on Norfolk Island also favour the production of other types of seed. Island conditions are also conducive to good pasture growth, and as a joint product of pastoral pursuits some 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. A modern whaling station was started on the island in 1955, and production commenced during the second half of 1956. The quota of 150 humpback whales in 1956, 120 in 1957 and in 1958, 150 in 1959, and 170 in 1960 and 1961, was caught and processed at the station. However, owing to a marked scarcity of whales, only four were caught in 1962, and the station has been closed down.

An active forestry programme is being carried out to increase the resources of Norfolk Island pine and to introduce suitable types of eucalypts. Logs suitable for the manufacture of plywood are exported in limited quantities to Australia.

(ii) *Tourists.* The unique history and unusual beauty of the island have always attracted a number of tourists. Before the 1939–45 War, the only means of transport to the island was by ship, but the building of the aerodrome in 1943 made the island far more accessible and a tourist industry has developed which is at present limited only by the accommodation available, there being at present one licensed residential hotel and five guest houses.

(iii) *Government Instrumentalities.* A large proportion of the population is employed by Commonwealth Government instrumentalities, namely:—Department of Civil Aviation, Norfolk Island Administration, 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.

4. *Trade, Transport and Communication.*—Imports to Norfolk Island since the 1939–45 War have risen from £32,402 in 1945–46 to £281,563 in 1960–61. In 1960–61, the major proportion (£234,634 or 83 per cent.) came from Australia, while New Zealand supplied £7,044 or 2 per cent. Exports have risen from £9,024 in 1945–46 to £210,182 in 1960–61. The big increase is due mainly to the commencement of operations by the whaling station in the 1956–57 season. Australia was the principal market, exports thereto amounting to £200,791 in 1960–61, while exports to New Zealand and to Pacific Islands amounted to £7,916.

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

A shipping service to the island is maintained at approximately seven-week intervals, from Sydney via Norfolk Island to the New Hebrides, Solomon Islands and other island groups and thence back to Sydney. Shipping between the island and New Zealand is infrequent.

A fortnightly passenger and air freight service between Sydney and Norfolk Island, maintained by Qantas Empire Airways Ltd., extends to New Zealand under charter to Tasman Empire Airways Ltd.

There are approximately 50 miles of usable road on the 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, and Fiji bifurcates at Norfolk Island, one line connecting with New Zealand, the other with Brisbane.

5. *Education.*—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 teachers are provided by the New South Wales Education Department, but they are paid by the Norfolk Island Administration. The number of scholars enrolled at 30th June, 1961, was 152.

6. *Judiciary.*—The judicial system of the Territory was reconstituted by the *Norfolk Island Act 1957* which was proclaimed in the Territory on 7th April, 1960. There is now a Supreme Court of Norfolk Island and a Court of Petty Sessions, which replaced the Court of Norfolk Island in its full and limited jurisdictions. The Supreme Court is the highest judicial authority in the Territory with original criminal and civil jurisdiction. The jurisdiction of this Court is exercised by a judge sitting in Court to the extent provided by the *Supreme Court Ordinance 1960* or any other Ordinance or by rules of Court, and in all matters of practice and procedure by a judge sitting in Chambers. The jurisdiction of the Court of Petty Sessions is exercised by a Chief Magistrate or any three Magistrates other than the Chief Magistrate. This Court has jurisdiction to hear and determine in a summary manner under the provisions of the *Court of Petty Sessions Ordinance 1960*. There is right of appeal to the Supreme Court from the Court of Petty Sessions, and, in certain circumstances, a right of appeal to the High Court of Australia from judgments of the Supreme Court.

7. *Finance.*—The revenue of the Territory, together with an annual grant from the Commonwealth Government for 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 items of revenue and expenditure for the five years 1957–58 to 1961–62 were as follows.

NORFOLK ISLAND: REVENUE AND EXPENDITURE
(£)

Item	1957-58	1958-59	1959-60	1960-61	1961-62
REVENUE					
Commonwealth subsidy	33,133	31,000	32,000	32,000	32,000
Customs duties	10,439	13,045	12,884	14,474	15,305
Sale of liquor	8,721	8,418	9,021	9,627	11,091
Post office	4,886	7,853	16,620	43,930	38,505
All other	12,058	12,785	11,479	8,806	11,565
Total Revenue	69,237	73,101	82,004	108,837	108,466
EXPENDITURE					
Administrative	23,030	23,091	24,196	23,643	27,758
Miscellaneous services	25,016	29,012	26,915	22,855	27,213
Repairs and maintenance	7,138	10,381	10,406	8,715	9,195
Capital works and services	7,640	19,901	12,748	7,010	21,073
Postal services	3,507	3,055	5,211	14,722	7,449
Other business undertakings .. ..	..	..	..	299	287
Total Expenditure	66,331	85,440	79,476	77,244	92,975

PAPUA AND NEW GUINEA

NOTE.—The information under this heading is applicable to both the Territory of Papua and the Trust Territory of New Guinea. For details of the respective Territories *see* pages 146 (Papua) and 151 (New Guinea) and following pages.

§ 1. Administration

The *Papua-New Guinea Provisional Administration Act 1945-1946*, which provided for the transfer back of control from the military authorities to civil authorities after the 1939-45 War, 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 provided for an Administrative Union of the Territory of Papua and the Territory of New Guinea with one Administrator, one Supreme Court and one Public Service.

Provision was 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:—the Administrator; sixteen officers of the Territory (who shall be known as official members); three non-official members possessing such qualifications as are provided by Ordinance and elected, as provided by Ordinance, by electors of the Territory; three non-official members representing the interests of the Christian missions in the Territory; three non-official native members; and three other non-official members.

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

In October, 1960, the Commonwealth Parliament passed amendments to the *Papua and New Guinea Act* to change the composition of the Legislative Council, the new Council consisting of 37 members, namely:—the Administrator; 14 official members (who may be either indigenous or non-indigenous); 12 elected members (six elected by the native people); and 10 nominated members, of whom at least five will be indigenes. Eventually, elected members will be chosen by voters of all races registered on a common roll. The *Papua and New Guinea Act 1960* also replaced the Executive Council with the Administrator's Council, consisting of the Administrator and six other persons, appointed by the Minister for Territories, who shall be members of the Legislative Council.

§ 2. Judiciary

The courts which exercise jurisdiction within the Territory are:—

- (i) The Supreme Court of the Territory of Papua and New Guinea;
- (ii) Courts of Petty Sessions (Papua), District Courts (New Guinea);
- (iii) Courts for Native Matters (Papua), Courts for Native Affairs (New Guinea); and
- (iv) Warden's Courts.

The Supreme Court is the highest judicial authority in the Territory and has unlimited criminal and civil jurisdiction. Courts of Petty Sessions and District Courts have criminal jurisdiction over the less serious offences which are punishable on summary conviction, but have no jurisdiction to try treason crimes, misdemeanours and other indictable offences. They also exercise a limited civil jurisdiction. The jurisdiction of the Courts for Native Matters and Native Affairs covers offences by indigenous inhabitants against the Native Administration Regulations, and civil actions of any kind other than matters relating to the ownership of land or water if all parties are indigenes. The Administrator has power to establish, in respect of each gold field or mineral field, warden's courts with jurisdiction over civil cases respecting mining or mining lands held under the *Mining Ordinance* and offences against the mining laws of the Territory.

In addition, there are the Native Land Commission set up under the *Native Land Registration Ordinance* 1952 and the Commissioner of Titles appointed under the *New Guinea Land Titles Restoration Ordinance* 1951–1955, whose function is to inquire into and determine what land in the Territory is the rightful and hereditary property of persons or communities by customary right; and the persons or communities by whom, and the shares in which, that land is owned.

§ 3. Agriculture and Animal Industry

1. **Soils.**—Although a large part of Papua and New Guinea is covered by skeletal soils unsuitable for agriculture, there are extensive areas in all districts 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 on 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 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, from the end of December to 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 differences in altitude, 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. *Land Tenure.*—There is considerable variation throughout the Territory in the nature of customary ownership of land. In most areas, some rights remain in the landholding group, and individuals within the group have limited rights of use, either for life or for a shorter period. Thus the normal system by which the rights of ownership in land use are acquired is by birth to a landholding group. Transfer of rights between individuals by sale and purchase appears to have been unusual in the past, but this practice is now an established custom in some localities and appears to be increasing. Inheritance may be based on either patrilineal or matrilineal descent, or both. In parts of the Territory, however, there is a tendency for the whole inheritance system to change, particularly in communities where it is based on matrilineal descent. Following a close study of the problems in relation to land holdings by indigenes, the Government has laid down the following broad principles of policy.

The ultimate and long-term objective in Papua and New Guinea is to introduce throughout the Territory a single system of land holding regulated by the central Government by statute, administered by the Department of Lands of the central Government, and providing for secure individual registered titles after the pattern of the Australian system.

Only the central Government (i.e., the Administration working through the Department of Lands and the Registrar of Titles) may issue and register land titles.

Land subject to native custom remains subject to native custom only until it is taken out of custom either by acquisition by the Administration or by a process, to be provided for by Ordinance of the Territory, of conversion of title to an individual registered title.

Upon either acquisition or conversion of title, compensation is to be provided in respect of extinction of rights under native custom.

Land held under native custom may not be acquired outside of native custom by other than the Administration.

For the time being, land may not be acquired by the Administration unless the native owners are willing to sell and in the opinion of the Administration the land is not required by them; and conversion of title from native custom to individual registered title may take place only if the majority of those interested in the land under native custom consent to conversion and the method of conversion.

The services of Native Land Commissioners are to be used, as a first priority, on investigations into claims by the Administration that land is ownerless and may therefore be declared administration land, on investigation into the ownership under native custom of land proposed to be acquired by the Administration, on settlement of disputes about the ownership of land held under native custom, and, when legislative provision has been made, on investigations into the rights held under native custom in land proposed to be converted to individual registered title. The aim is that all the time of the Commissioners should be taken up with this work. To the extent that at any time it is not, the Commissioners should continue investigations into the holding of land under native custom; the results of such investigations are to be recorded for use in connexion with future acquisitions or conversions of title, but are no longer to be registered.

Consideration is being given to the legislation and administrative steps necessary to put this policy into effect.

4. Suitable Crops.—The crops which can be grown in Papua and New Guinea include coconuts, rubber, tea, coffee, cocoa, fibres, rice, pepper, tobacco, peanuts, kapok, cassava, ginger, cinchona, nutmeg, vanilla, tropical fruits and vegetables, sago and tung oil, but of these, the only crops of any commercial importance are coconuts, cocoa, rubber, coffee, peanuts and passion fruit.

5. Plantation Agriculture.—*Coconuts.* Territory coconut plantations suffered severely from damage and neglect during the 1939–45 War. Rehabilitation was rapid, however, and in 1960–61 about 667 plantations, together with native coconut stands, produced 110,412 tons of copra and exported 74,839 tons valued at £4,610,423. In addition, 19,625 tons of coconut oil, valued at £1,969,389, and about 11,506 tons of copra oilcake and meal, valued at £260,474, were exported in 1960–61. A copra crushing mill was established at Rabaul in 1952. Native stands produce about 25 per cent. of the copra exported.

Rubber. Exports of rubber have increased from 1,952 tons, valued at £802,177, in 1950–51 to 4,682 tons, valued at £1,210,722, in 1960–61.

Cocoa. Exports of cocoa beans increased from 317 tons, valued at £92,181, in 1950–51 to 10,015 tons, valued at £1,982,563, in 1960–61. Nearly 50 per cent. of the exports go to Australia. At present, native growers produce about 25 per cent. of the cocoa production in the Territory.

Coffee. Exports of coffee rose from 33 tons, valued at £8,359, in 1950–51, to 3,444 tons, valued at £1,557,306, in 1960–61. Of the 20,300 acres planted to coffee in the Territory, about 60 per cent. is in native-owned groves and the rest grown by Europeans in plantations. The bulk of the Territory coffee production is marketed in Australia.

6. Native Agriculture.—Most of the indigenous inhabitants of Papua and New Guinea are agriculturalists 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 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 indigenes 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. Some small-scale rubber growing is now being undertaken. In coconut areas, large quantities of copra are produced. In 1960–61, native production of copra was 26,900 tons, and that of cocoa and coffee about 2,000 tons and 750 tons respectively. In many localities, the indigenes follow a farming system known as bush fallowing rotation, which has been described in Official Year Book No. 48 and previous issues.

The growing of 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. Other work, however, 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 local food supply and improved land use in village gardens, as well as for economic production of crops for sale, have a high priority in Government policy for the Territory. A five-year (1962–63 to 1966–67) programme for intensification of agricultural work among the indigenous inhabitants of the Territory is being implemented.

7. Animal Industry.—Livestock in the Territory as at 31st March, 1962, included cattle, sheep, goats and pigs, approximate figures for each species being:—cattle, 23,508; sheep, 361; goats, 2,932; and pigs, 5,490. Other livestock includes horses, mules and poultry. These figures represent European-owned livestock only; native-owned livestock consists almost entirely of pigs and poultry.

A number of British breeds of cattle are represented in Territory herds. For dairying, Jersey and Australian Illawarra Shorthorns are most popular; Black Polled, Polled and Horned Shorthorns, and Red Polled cattle are raised for meat production. Under good management these breeds have done well in the Territory. There are a small number of Romney Marsh sheep at Nondugl in the highlands of New Guinea.

8. *Co-operative Societies.*—Co-operatives are under the supervision and guidance of a Registry of Co-operatives within the Department of Native Affairs, and trained staff are stationed in districts throughout the Territory. Societies fall into two main categories: primary and secondary. The primary consist of marketing and consumer retailing bodies dealing directly with individual members. A society which combines both these activities is termed a dual purpose primary. Secondary organization is represented by associations of societies, formed to achieve an amalgamation of purchasing power in retail consumer store operation and marketing volume in relation to agricultural production, and to concentrate capital to facilitate the purchase of large assets such as shipping, land transport, agricultural machinery, etc.

For the year ended 31st March, 1962, primary societies numbered 242, with a membership of 77,965, a total capital of £576,551, and a turnover of £1,113,877. Secondary organizations (year ended 31st March, 1961) numbered 13, with 196 member societies, a total capital of £262,747, and a turnover of £530,744.

§ 4. Native Labour

Most of the indigenous inhabitants are farmers who are living mainly a subsistence existence and are comparatively free of economic or other pressures forcing them into wage employment.

Labour policy is designed to serve the general aim of the advancement of the people of the Territory and the development of its resources, particularly by controlling the nature and rate of social change.

As from 6th October, 1960, previous native labour legislation was superseded by the *Native Employment Ordinance 1958–1961*, which covers the great majority of native workers. The Ordinance divides the native labour force into three categories: agreement workers, casual workers and advanced workers.

Agreement workers are those who enter into an agreement with an employer to work for a specified period. The maximum agreement period for workers unaccompanied by their dependants is two years, but other workers may work for periods up to four years.

Casual workers are those workers who are employed without an agreement, and their employment may be terminated at their own or the employer's desire at any time. Casual workers can only be employed within their own home sub-district except where the place of employment is within 25 miles of their home, or unless they are holders of an Advanced Workers' Certificate, or are employed on a casual basis by their former employer under an agreement while awaiting transport to their homes after or within one month after the termination of their agreement, or unless the Administration may otherwise direct.

Workers who have a skill which should enable them to secure remunerative employment and whose education and social advancement enables them to look after themselves and their families properly in a cash economy may be classed as *Advanced Workers* and be issued with an Advanced Workers' Certificate. Advanced workers may be employed anywhere in the Territory and be paid a cash wage which includes cash in lieu of rations, clothing and other articles as prescribed under the Ordinance.

The Ordinance prescribes a minimum cash wage of 390s. a year, equivalent to 30s. a lunar month. In the case of an employee who has more than one year's service with an employer, the prescribed minimum wage is 455s. a year. For workers engaged in heavy labour the wage is increased by 130s. a year. In addition to the cash wage, an employer is required to provide the worker, free of charge, with rations, clothing and other articles such as blankets, eating utensils and toilet gear. Rations take into account the dietary needs of

the worker, and clothing and blanket issues vary according to location. In addition, the employer is required to provide accommodation and to arrange for the movement of the agreement worker from and to his home village at the beginning and at the end of the contract, without cost to the worker.

The Ordinance requires the employer to provide, free of charge, first aid equipment for the use of his employees and to provide medical supervision of the employees on a full time basis. Medical and hospital treatment is provided at the employer's expense. Rations, clothing, etc., accommodation, medical and hospital care have also to be provided to the workers' dependants when accompanying him with the employer's consent.

The maximum working week without penalty rates is 44 hours, and provision is made for overtime, call-out duty and a stand-by rate. Provision is made under the *Workers' Compensation Ordinance 1958-1960* for compensation in the case of injury or death.

Indigenes employed in the native constabulary come under the provisions of the *Royal Papua and New Guinea Constabulary Ordinance 1955-1959*, while those employed in the Auxiliary Division and the Third Division of the Territory Public Service come under the provisions of the *Public Service Ordinance 1949-1960*.

§ 5. Secondary Industries

Secondary industries which have been established in the Territory are most frequently of the type associated with the elementary processing for export of local products such as copra, rubber, cocoa, coffee, passion-fruit and timber on or near the plantations. There has been a gradual growth in the manufacture of more highly processed products, and industries already established include a paint factory, twist tobacco factories, a copra crushing mill, a plywood factory, biscuit factories, soft drink factories and breweries. Large service industries already well established include air, sea and land transport services, and the building industry, which is serviced by sawmilling, joinery, furniture and metal industries, concrete products manufactures, brickworks, etc.

A wide variety of maintenance facilities is also available to service the various Territory industries, including engineering workshops, slipways, etc.

The following table shows details of factory operations for the year ended 30th June, 1961.

TERRITORY OF PAPUA AND NEW GUINEA: FACTORY OPERATIONS, 1960-61

Particulars	Class of industry				
	Industrial metals, machines and conveyances	Food, drink and tobacco	Sawmills, plywood and joinery	Other industries (a)	Total
Number of factories	83	36	64	26	209
Employees—					
Non-indigenous	518	113	309	126	1,066
Indigenous	719	732	1,931	436	3,818
<i>Total</i>	<i>1,237</i>	<i>845</i>	<i>2,240</i>	<i>562</i>	<i>4,884</i>
	£'000	£'000	£'000	£'000	£'000
Salaries and wages paid	735	207	617	249	1,808
Value of output	1,745	1,450	3,081	3,236	9,512
power, fuel and light, etc. . .	28	61	86	213	388
materials and fuel used	701	740	1,288	2,315	5,044
production(b)	1,016	649	1,707	708	4,080

(a) Includes coconut oil processing, tyre retreading, paint manufacture, printing, powerhouses, etc.

(b) Value added.

§ 6. Finance

1. General.—The following table shows particulars of the financial operations of the Papua and New Guinea Administration for the years 1957–58 to 1961–62. Further information on each Territory will be found on pages 151 and 157.

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

Particulars	1957–58	1958–59	1959–60	1960–61	1961–62
REVENUE					
Taxation—					
Income tax			1,812,963	2,347,978	2,211,929
Customs duties	2,746,977	3,373,528	2,411,529	2,433,732	2,678,514
Motor registration	62,136	71,733	77,770	87,768	102,380
Stamp duties	86,589	68,357	81,672	86,489	123,169
Licences	31,555	30,082	31,497	34,251	38,644
Personal	103,486	153,772	175,489	146,867	111,174
Business undertakings—					
Post office	296,022	354,272	412,428	496,256	580,911
Harbour dues, wharfage, etc.	116,836	155,082	156,323	189,211	192,108
Electricity supply	380,945	436,863	471,060	521,673	576,628
Sale of timber	136,529	126,768	128,497	129,326	74,258
Copra and rubber production	22,690	26,321	43,762	29,721	25,215
Other agricultural production	39,076	56,714	84,857	74,025	155,472
Water supply	18,676	17,876	22,800	27,301	32,846
Transport		43,029	40,795	22,277	
Lands—					
Mining—					
Royalty on gold	15,825	6,438	9,230	7,417	7,942
Other	10,446	9,612	8,650	9,418	8,814
Forestry	81,555	81,529	101,415	121,394	147,078
Land sales, rents, etc.	147,466	109,800	99,515	127,328	113,191
Commonwealth grant	10,796,491	11,478,910	12,808,282	14,796,648	17,293,398
Fees and fines	135,918	155,565	159,940	166,949	185,429
All other	292,304	327,406	263,736	392,719	340,097
Total	15,521,522	17,083,657	19,402,210	22,248,748	24,999,197
EXPENDITURE					
Business undertakings—					
Post office	607,037	696,001	815,305	881,968	1,031,191
Harbours	88,158	133,579	138,773	122,411	142,422
Electricity supply	289,742	380,226	409,070	447,354	511,092
Saw-mill	82,247	90,370	84,397	76,678	43,577
Water supply and sewerage	114,002	124,116	120,416	128,107	139,039
Social expenditure—					
Education	839,563	1,035,945	1,290,592	1,641,296	2,138,048
Grants to missions for education	180,605	194,689	261,093	405,260	341,272
Public health, hospitals, etc.	1,673,676	1,738,009	2,115,460	2,403,790	2,786,135
Mission medical services—grants	232,239	267,061	286,233	305,264	304,583
Law, order and public safety	575,306	627,094	862,115	1,023,707	1,234,428
District services and native affairs	1,013,017	1,106,568	1,246,727	1,372,150	1,465,154
Capital works and services	4,326,456	4,608,033	4,822,424	5,133,965	5,381,834
All other	5,493,955	6,075,746	6,880,042	8,389,108	9,482,025
Total	15,516,003	17,077,437	19,332,647	22,331,058	25,000,800

2. Taxation.—The main forms of taxation are income tax, personal tax and import duties.

Income Tax was imposed on 1st August, 1959, to operate from 1st July, 1959. The scale of taxation is about 50 per cent. of the tax payable on the same taxable income in Australia. Deductions for dependants the taxpayer is maintaining, and maximum deductions for medical, dental and educational expenses are considerably higher than those allowed in Australia. The tax on public companies is at a flat rate of 4s. in the £1, which is a little over half the predominant rate of company tax in Australia, while on private companies the rate is 2s. 6d. in the £1 for the first £5,000 and 3s. 6d. for the remainder,

and generally comparable deductions are allowed. On 1st January, 1958, a *Personal Tax* was introduced for all males (including non-indigenous) of 18 years of age and over in Papua and New Guinea. The maximum tax is £2 per annum; the tax assessed is subject to the taxpayers' ability to pay, and consequently large areas have been exempted. Native Local Government Councils (which are formed voluntarily by the indigenes) are, however, empowered to levy taxes on villagers for the purpose of providing for local services carried out by the Councils. These taxes are set off against the indigene's Personal Taxation.

The present *Customs Tariff* provides high revenue rates on imports of ale, spirits, tobacco and cigarettes, timepieces, cigarette papers, fancy goods and jewellery, but allows entry of most necessities affecting living and building costs duty free, or at a low rate of duty. There is a by-law provision under the Customs Tariff to enable duty-free admission to be granted for plant, machinery and chemicals to be used mainly for industrial and development purposes and for goods imported by passengers. No preferential rates are specified in the schedule. Export duties imposed on copra, cocoa, rubber, mother-of-pearl, trochus and burgos shell, and gold were repealed in July, 1959.

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

PAPUA

§ 1. General Description

1. *Area, etc.*—Papua lies wholly within the tropics. The northernmost point touches 5° S. latitude; its southernmost portion, comprising Tagula 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 90,540 square miles, of which 87,540 are on the mainland, and 3,000 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. *Administration.*—Particulars of the early administration of Papua are given in Official Year Book No. 19, page 576. 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 under the control of the Commonwealth, but not included within it, and is divided into six magisterial districts, Southern Highlands, Western, Gulf, Central, Milne Bay and Northern.

§ 2. Population

1. *Non-indigenous Population.*—At the Census of 30th June, 1961, the non-indigenous population of Papua was 5,490 males, 4,304 females, 9,794 persons. The total non-indigenous population at the Censuses of 1921, 1933, 1947 and 1954 was, respectively, 2,078, 2,173, 3,239 and 6,313 persons.

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 1961 Census, it amounted to 8,260 persons.

2. *Indigenous Population.*—It is not possible to give exact data regarding the number of indigenes 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, 1961, numbered 513,648 persons. This comprised 446,308 enumerated persons (236,676 males and 209,632 females) and 67,340 estimated. The total number was distributed through districts as follows:—Southern Highlands, 167,055; Western, 53,277; Gulf (including the former Delta district), 56,281; Central, 100,807; Milne Bay, 87,179; and Northern, 49,049.

§ 3. Land Tenure

The basic principle of the land laws of Papua is that all land not specifically alienated by due process from the native people, or established to be vacant and ownerless, is native land. At 30th June, 1961, of the total area of Papua, approximately 58,000,000 acres, only 1,869,381 acres had been alienated. The distribution of alienated land at 30th June, 1961, according to tenure, was as follows:—held by private non-indigenous inhabitants freehold, 24,280 acres, leasehold, 345,131 acres; native reserves, 68,197 acres; other, including public reserves and land available for leasing, 1,431,773 acres.

Although a small amount of freehold land exists in Papua, no further estates in freehold can be granted under the provisions of the *Land Ordinance* 1911–1961 of Papua. Leases of various kinds may be granted by the Administration. The principal types of leases 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.

Leases of Crown land are granted by the Administrator following a land use examination, advertisement of leases available and consideration of applications by the Land Board. 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. The Administration alone may purchase native-owned land, and then only if the owners are willing to sell and the Administration is satisfied that the owners do not require, and are not likely to require, the land.

The registration of titles, interests and dealings in alienated land is provided for under the *Real Property Ordinance* 1913–1955 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.

§ 4. Production

1. **General.**—The products of the Territory are obtained principally from its agricultural, forestry, mining and fishing industries. Native subsistence agriculture, fishing, and hunting produce most of the food requirements of the indigenous population. The main native agricultural products are taro, yams, sweet potatoes, bananas and papaws. Peanuts are becoming of increasing importance in native diet. Non-indigenous enterprise produces most of the commodities exported. Indigenes, however, do produce copra for export, while native enterprise in other fields of agricultural production for export purposes, e.g., cocoa and coffee, is being encouraged. The principal agricultural products of Papua for the export trade are copra and rubber. Native production of copra is increasing. Practically all the timber milled during 1960–61 was absorbed by local building requirements. The main products of fisheries exported from Papua are trochus and green snail shell. Gold, manganese, zinc-lead and copper ores have been mined in commercial quantities in the past, but current production is limited.

For the sake of convenience, agricultural and pastoral conditions in Papua and New Guinea have been dealt with as a whole, and reference should be made to pages 140–3 for information on the soils, climate, crops, methods of cultivation, etc., throughout both Territories. The following paragraphs relate to forestry, mining, fisheries and water-power resources in Papua.

2. **Forestry.**—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 153.

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. Mangroves occur in large areas fringing the Gulf of Papua. Forestry field work is carried out in Papua with a view to assessing the forest resources available and also to survey areas subsequently made available for cutting.

At 30th June, 1961, 33 permits and seven licences were current. The total areas of forest involved were 223,060 acres and 41,211 acres respectively. The total number of mills was 18, and the total sawn-timber produced for the year was 3.3 million super. feet, most of which was used locally.

3. **Mining.**—Although 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, current mineral production is not of economic importance.

Gold was discovered in 1888 and has been found since in many parts of Papua. Before the 1939–45 War, gold was an important item in the Territory's production, but it has since dwindled to insignificance.

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.

Since the search for oil began in Papua in 1911, over £36 million has been spent. The existence of petroleum has been traced at scattered intervals over a large area, but commercial quantities have not been discovered. At 30th June, 1962, four companies held petroleum prospecting permits and licences under the provisions of the *Petroleum (Prospecting and Mining) Ordinance* 1951–1961. Oil prospecting is, at present, confined mainly to the Gulf and Western Districts.

4. **Fisheries.**—Surveys have been carried out of the fisheries resources of Papua. These have been demonstrated to be considerable, and efforts are being made to increase the present small degree of utilization. Assistance is also being given by the Administration in improving the indigenous methods of fishing, and the use of improved gear is being encouraged by extension workers. Shell fishing, particularly trochus, provides the main cash return, exports being valued at £20,000 in 1960–61.

5. **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.

§ 5. Trade, Transport and Communication

1. **Imports and Exports.**—(i) *Total Values.* The table below summarizes the values of imports and exports for the years 1956–57 to 1960–61.

TERRITORY OF PAPUA: IMPORTS AND EXPORTS

(£)

Particulars	1956–57	1957–58	1958–59	1959–60	1960–61
<i>Imports(a)</i>	8,734,152	8,850,437	8,324,388	8,409,546	9,935,271
<i>Exports—</i>					
Domestic exports	2,261,734	2,082,667	2,564,551	2,986,448	2,468,161
Re-exports	504,588	693,385	1,040,909	871,111	1,420,992
<i>Total Exports</i>	2,766,322	2,776,052	3,605,460	3,857,559	3,889,153

(a) Includes outside packages.

(ii) *Imports.* The following table shows the countries of origin of imports.

TERRITORY OF PAPUA: COUNTRY OF ORIGIN OF IMPORTS
(f)

Country of origin	1956-57	1957-58	1958-59	1959-60	1960-61
Australia	5,838,299	5,632,004	5,684,265	5,439,082	6,496,989
Canada	7,657	101,575	4,871	6,991	8,801
Germany (Federal Republic) ..	103,576	141,409	135,715	140,250	168,359
Hong Kong	151,555	209,398	193,364	278,796	335,999
Indonesia	376,521	239,206	353,697	365,920	332,358
Japan	153,394	190,702	234,419	407,997	502,695
United Kingdom	550,585	689,640	562,596	552,241	738,164
United States of America ..	1,118,046	1,219,289	749,079	754,548	697,646
Other countries	361,619	363,535	331,900	463,721	654,260
Total	8,661,252	8,786,758	8,249,906	8,409,546	9,935,271

(a) Includes outside packages.

(iii) *Exports.* (a) *Countries of Destination.* The countries of destination of exports from Papua are shown below.

TERRITORY OF PAPUA: COUNTRY OF DESTINATION OF EXPORTS
(£)

Country of destination	1956-57	1957-58	1958-59	1959-60	1960-61
Australia	2,240,392	2,200,285	2,982,549	3,102,673	2,894,485
United Kingdom	396,921	386,532	485,833	603,453	447,368
Other countries	129,009	189,235	137,078	151,433	547,300
Total	2,766,322	2,776,052	3,605,460	3,857,559	3,889,153

(b) *Principal Commodities.* The following table provides details of the value of the principal domestic exports for the same years.

TERRITORY OF PAPUA: PRINCIPAL DOMESTIC EXPORTS
(£)

Commodity	1956-57	1957-58	1958-59	1959-60	1960-61
Rubber	1,148,542	1,114,716	1,151,871	1,500,197	1,292,151
Copra	942,286	847,472	1,303,017	1,362,650	1,032,724
Cocoa beans	7,717	13,825	23,275	19,185	30,264
Gold	5,911	7,093	6,408	2,003	1,171
Shell (marine)	101,265	43,276	26,580	37,970	19,556
Crocodile skins	26,568	35,579	15,345	21,360	51,577
Other	29,445	20,706	38,055	43,083	40,718
Total	2,261,734	2,082,667	2,564,551	2,986,448	2,468,161

2. **Shipping.**—In 1960–61, 205 British vessels and 47 of other nationalities called at Territory ports and discharged 99,746 tons of cargo and loaded 28,249 tons.

Regular passenger and freight services operate between Australia, New Guinea and Papua. Vessels trading between Australia and the East also call at Territory ports, and there are occasional ships to the United Kingdom, vessels of one shipping line trading between the United Kingdom and Australia calling at Port Moresby approximately at quarterly intervals. Coastal and inter-island shipping services are maintained by vessels operating from the two principal ports of Port Moresby and Samarai.

3. **Other Forms of Transport and Communication.**—Air services link Papua with Australia, New Guinea, the British Solomon Islands and Hong Kong. There were 62 aerodromes and seaplane alighting areas in Papua at 30th June, 1961, and of these 13 were the responsibility of the Department of Civil Aviation, 29 were operated and maintained by the Administration, and 20 owned and maintained by Missions, plantation 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 in the west, Samarai and Popondetta in the east, and to various centres in New Guinea.

At 30th June, 1961, there were 1,763 miles of road in Papua, of which 727 miles were suitable for medium and heavy traffic, the greater proportion being located in the Central and Northern Districts.

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 Commission 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 from Port Moresby, Samarai and Daru to 113 outstations. A direct telegraph service operated by the Overseas Telecommunications Commission, on a schedule basis, is in operation between Port Moresby and West New Guinea.

Medium and short-wave programmes are broadcast from the Australian Broadcasting Commission stations 9PA and VLT6 located at Port Moresby.

§ 6. Education and Health

1. **Education.**—Education in the Territory is provided by the Administration and various Mission Organizations. Schools for indigenes have also been established by Native Village Councils. The *Education Ordinance* 1952–1957 enables the Administration to establish an education advisory board, district education committees and 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 Missions. During the year ended 30th June, 1961, 131 schools were maintained by the Administration for 11,457 children, of whom 786 were Europeans, 87 Asian or of mixed race, and 10,584 indigenes. The total number of pupils in the various grades of mission schools was 48,700, of whom there were 247 Europeans, and 480 Asian or 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 £122,164 was distributed among the Missions as grants-in-aid during the year ended 30th June, 1961.

2. **Health.**—The Department of Public Health of the Territory of Papua and New Guinea has the general oversight of all dental and medical services. The Department has the following seven functional divisions: medical services; preventive medicine; medical training; infant, child and maternal health; medical research; administration; and mental health. The services for the Territory of Papua are under the administrative control of a regional medical officer, with headquarters staff at Port Moresby.

At 30th June, 1961, the Administration had established 27 general hospitals, six special hospitals for the treatment of tuberculosis, two hospitals (including special wards) for the treatment of Hansen's disease, one Hansenide-tuberculosis hospital and one mental hospital; the Missions had established 24 general hospitals, with special wards at Balimo and Tari for the treatment of Hansen's disease. There were 399 village aid posts or medical centres (112 Mission) and 123 maternal and child welfare clinics (43 Mission). School medical examinations, immunization, ante-natal and post-natal care and pre-school services are also provided. The Missions employ their own doctors and nurses in their medical establishments.

For some years, suitably qualified indigenes have attended the Central Medical School at Suva, Fiji, to be trained as Assistant Medical Officers. In 1959, the Administration began training to a similar standard at the Papuan Medical College which is associated with the Port Moresby General Hospital. The College, planned to accommodate 600 students eventually, is being built in stages. The course consists of a preliminary year and five years further study. Training for nurses and medical auxiliaries in many categories is also being provided.

The cases treated in hospital are mainly malaria, tropical ulcers, pneumonia, tubercular infections and tuberculosis, bronchitis and confinements.

§ 7. Finance

The following table shows the principal items of revenue and expenditure for the Territory for each year from 1957-58 to 1961-62.

TERRITORY OF PAPUA: REVENUE AND EXPENDITURE (f)

Item	1957-58	1958-59	1959-60	1960-61	1961-62
REVENUE					
Commonwealth grant ..	4,607,669	4,772,537	4,948,361	5,515,054	7,179,031
Customs duties(a) ..	969,688	1,135,095	868,813	1,023,644	1,089,571
Income tax ..	..	..	882,558	1,136,394	1,248,973
All other ..	829,317	914,279	1,017,446	1,162,620	1,173,730
Total Revenue ..	6,406,674	6,821,911	7,717,178	8,837,712	10,691,305
EXPENDITURE					
Public health ..	652,350	709,654	899,370	1,004,342	1,166,258
Native affairs ..	332,970	396,939	446,895	490,154	519,225
Education ..	378,489	450,961	672,504	754,051	913,156
Maintenance ..	589,910	784,932	862,487	1,026,019	1,252,818
Capital works and assets ..	2,262,548	2,041,676	1,996,824	2,277,046	2,662,845
All other ..	2,184,888	2,431,529	2,769,535	3,368,410	4,178,606
Total Expenditure ..	6,401,155	6,815,691	7,647,615	8,920,022	10,692,908

(a) Includes Harbour Dues and Wharfage.

For particulars of the finances of the combined Territory administration, *see* page 145.

TRUST TERRITORY OF NEW GUINEA

§ 1. General Description

1. Area, etc.—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 lines have 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, 70,200 sq. miles; Bismarck Archipelago—New Britain, 14,100 sq. miles, New Ireland, 3,340 sq. miles, Lavongai, 460 sq. miles, Admiralty Islands, 800 sq. miles, total Bismarck Archipelago, 18,700 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, page 613, and in the *Official Handbook of the Territory of New Guinea*.

2. **Early Administration.**—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.

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 to the Government of the Commonwealth under Mandate from the League of Nations. However, the issuing of the Mandate was 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).

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, and for events following the outbreak of the Pacific War *see* Official Year Book No. 37 and subsequent issues.

3. **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, pages 355–7.

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 administered by a District Commissioner.

§ 2. Population

1. **Non-indigenous Population.**—At the Census of 30th June, 1961, the non-indigenous population of the Territory was 9,158 males, 6,378 females, 15,536 persons. The total non-indigenous population at the Censuses of 1921, 1933, 1947 and 1954 was, respectively, 3,173, 5,216, 6,200 and 11,442 persons. At the 1961 Census, the European population numbered 11,702 persons.

2. **Indigenous Population.**—The indigenes 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 of New Guinea*, Pt. V.)

The enumerated and estimated indigenous population of the Territory as at 30th June, 1961, numbered 1,433,383 persons, comprising enumerated, 1,369,083 (721,806 males and 647,277 females), and estimated, 64,300. The total population was distributed throughout the several districts as follows:—Eastern Highlands, 345,206 persons; Western Highlands, 269,329; Sepik, 259,070; Madang, 139,158; Morobe, 196,941; New Britain, 109,961; New Ireland, 39,345; Bougainville, 56,330; Manus, 18,043.

§ 3. 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, and although, under the *Land Ordinance* 1922–1961, grants of freehold estates may be made, as a matter of policy all grants are now restricted to leaseholds. In New Guinea, however, 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 that dealings in land require 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, 1961, only 1,442,229 acres were alienated. The following was the distribution of alienated land according to tenure at 30th June, 1961:—held by private non-indigenous inhabitants—freehold, 541,250 acres, leasehold, 356,301 acres; held by Administration, 517,012 acres; native reserves, 27,666 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 the *Lands Registration Ordinance* 1924–1955. The land registers were lost during the 1939–1945 War, but provision for restoration of the lost titles is made in the *New Guinea Land Titles Restoration Ordinance* 1951–55. A start has been made on the recording of native land interests under the *Native Land Registration Ordinance* 1952.

§ 4. Production

1. **General.**—The products of the Territory are obtained principally from its agricultural, mining, fishing and forestry industries. A copra crushing mill near Rabaul, established in 1952, commenced crushing at about 18,000 tons of copra per annum, and its capacity is now about 60,000 tons of copra per annum. Crushing of about 40,000 tons of copra was in view for 1962. At Bulolo, a company is producing high quality moisture-proof plywood and veneers in a factory whose capacity is over 40 million square feet, on a $\frac{3}{8}$ -in. basis, per annum. Native subsistence agriculture, fishing, and hunting produce most of the food requirements of the indigenous population. The main native agricultural products are aro, yams, sweet potatoes, coconuts, bananas and papaw. Non-indigenous enterprise produces most of the commodities exported. Indigenes, however, produce copra for export, and in recent years 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. While most of the timber milled during 1960–61 was absorbed by the local market, exports continued to increase (*see para. 2 below*). The main products of fisheries exported from New Guinea are trochus and green snail shell, including that collected by indigenes. Gold is the principal mineral mined. Indigenes are taking an increasing interest in mining for alluvial gold on their own account, and production from this source is continually rising, in contrast to falling European production.

For information on the agricultural and pastoral industries, which for the sake of convenience covers the Territory of Papua and New Guinea as a whole, *see* pages 140–3. The following paragraphs relate to the timber, fishing and mining industries in the Territory of New Guinea alone.

2. **Timber.**—Various species of timber are found in the Territory, but the only accessible pure stand is the valuable pine forests of the Bulolo Valley. This timber is used mainly for the production of plywood and veneer by Commonwealth-New Guinea Timbers Ltd., which has an annual cut of about 10 million super. feet of logs. About 32.0 million square feet of plywood, on a $\frac{3}{8}$ -in. basis, was produced by the company in 1960–61 from these logs and from the bulk of 47.5 million square feet of $\frac{1}{8}$ -in. veneer produced by South Pacific Timbers Limited at Lae. Exports of plywood in 1960–61 were 21.9 million square feet, valued at £866,000, and 4.6 million square feet of veneer, on a $\frac{1}{8}$ -in. basis, valued at £38,000. During the year, 1.2 million super. feet of logs, valued at £40,000, and 3 million super. feet of sawn timber, valued at £220,000, were also exported from the Territory. The Territory forests also provided fitches, battery veneer and egg-case parts for export.

The Administration operates a training centre for forestry workers, nurseries and a herbarium, and is establishing a research institute in Port Moresby.

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 to ensure no waste of the resources and no over-exploitation; the grant of emergency timber permits for limited quantities to assist in providing 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 native people, but must be obtained through the Administration. Royalty is payable on all forest produce taken under permit or licence. Re-afforestation of areas dedicated for forestry in perpetuity is carried out by the Administration.

At 30th June, 1961, 35 permits and four licences were current, the total area of forest involved being 244,599 acres and 8,203 acres respectively. The Administration was also exploiting 35,000 acres.

3. **Fisheries.**—The wealth of the waters of the Territory has been little exploited, but as the result of surveys and the development of the Administration fisheries service, action is being taken to promote increased use of the resources. Fish are caught at many places along the coast to supply the small local demand of the natives and of Europeans. Trochus shell to the value of £27,873 and green snail shell to the value of £6,554 were exported during 1960–61.

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 first discovered in the Morobe District in 1926. The field is situated about 80 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 found usually 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 ore occurs as magnetite and haematite in the Baining District. 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. The commercial production of minerals other than gold and silver has not been undertaken.

The granting of rights, leases and claims for mining purposes is provided for in the *Mining Ordinance 1928–1959* and regulations thereunder.

The production of gold in New Guinea since the 1939–45 War has been on a much smaller scale than before the war, averaging less than £800,000 in value per annum for the last five years. The 1961–62 production was valued at only £658,571.

The *Petroleum (Prospecting and Mining) Ordinance 1951–1961* has facilitated the carrying out of geological surveys and prospecting activities generally. There are, however, no prospecting permits for oil current at the present time.

§ 5. Trade, Transport and Communication

1. **Imports and Exports.**—(i) *Total Values.* The table below summarizes the values of imports and exports for the years 1956–57 to 1960–61.

TERRITORY OF NEW GUINEA: IMPORTS AND EXPORTS

(£)

Particulars	1956–57	1957–58	1958–59	1959–60	1960–61
<i>Imports(a)</i>	11,020,742	11,545,880	11,938,628	12,622,354	16,803,152
<i>Exports—</i>					
Domestic exports	9,548,624	8,815,592	11,903,187	14,117,463	11,788,503
Re-exports	763,868	812,456	788,690	844,893	928,386
<i>Total Exports</i>	10,312,492	9,628,048	12,691,877	14,962,356	12,716,889

(a) Includes outside packages.

(ii) *Imports.* The following table summarizes the countries of origin of imports.

TERRITORY OF NEW GUINEA: COUNTRY OF ORIGIN OF IMPORTS
(£)

Country of origin	1956-57	1957-58	1958-59	1959-60	1960-61
Australia	7,327,966	7,051,240	7,721,687	7,836,181	9,741,714
Germany (Federal Republic) ..	181,370	245,260	296,007	286,545	511,325
Hong Kong	421,191	482,085	521,455	745,040	1,050,158
India	116,006	145,865	170,687	139,720	257,170
Indonesia	462,091	632,274	500,814	629,332	788,183
Japan	478,364	790,436	703,058	945,853	1,246,878
United Kingdom	701,746	766,091	775,654	857,968	1,451,073
United States of America	785,611	790,151	651,024	688,035	965,060
Other countries	444,636	548,610	478,206	493,680	791,591
Total	10,918,981	11,452,012	11,818,592	12,622,354	16,803,152

(a) Includes outside packages.

(iii) *Exports.* (a) *Countries of Destination.* The countries of destination of exports from New Guinea are shown below.

TERRITORY OF NEW GUINEA: COUNTRY OF DESTINATION OF EXPORTS
(£)

Country of destination	1956-57	1957-58	1958-59	1959-60	1960-61
Australia	4,923,756	4,956,187	5,806,798	6,150,483	5,494,956
United Kingdom	4,556,808	3,686,900	4,435,284	5,371,634	5,013,038
Other countries	831,928	984,961	2,449,795	3,440,239	2,208,895
Total	10,312,492	9,628,048	12,691,877	14,962,356	12,716,889

(b) *Principal Commodities.* The following table provides details of the value of the principal domestic exports for the same years.

TERRITORY OF NEW GUINEA: PRINCIPAL DOMESTIC EXPORTS
(£)

Commodity	1956-57	1957-58	1958-59	1959-60	1960-61
Copra	4,706,142	3,673,687	4,451,148	4,763,793	4,080,590
Other coconut products	1,441,187	1,649,503	2,933,110	4,160,072	2,644,813
Cocoa beans	454,463	814,633	1,468,572	1,652,132	1,636,060
Coffee beans	179,510	222,794	448,869	709,445	1,094,104
Peanuts	48,701	138,146	286,684	273,797	278,691
Gold	1,225,447	851,506	736,354	632,729	680,224
Shell (marine)	220,361	68,460	68,174	71,609	34,427
Timber	256,286	235,247	316,292	360,769	260,496
Plywood	919,478	1,023,365	1,027,748	1,254,734	865,610
Veneer	1,036	6,649	3,299	41,136	38,051
Other	96,013	131,602	162,937	197,247	175,437
Total	9,548,624	8,815,592	11,903,187	14,117,463	11,788,503

2. **Shipping.**—Regular passenger and freight services operate between Australia, Papua and the Territory of New Guinea. Vessels trading between Australia and the East and also some on voyages to the United Kingdom and to North America 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 Ordinance* 1951–1960, and the Coastal Shipping, Ports and Harbours Regulations.

Main ports of call for oversea vessels are 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 Vanimo (mainland), Gasmata and Talasea (New Britain), Namatanai (New Ireland), and Buka Passage (Bougainville).

There are no inland waterways and the natural river system is not generally suitable for vessels except those of small tonnage.

In 1960–61, 247 British vessels and 111 vessels of other nationalities called at Territory ports and discharged 189,414 tons of cargo and loaded 147,250 tons. Corresponding figures for 1959–60 were 186, 83, 154,933 and 159,163 respectively.

3. **Other Forms of Transport and Communication.**—There are no railways in New Guinea, but a road construction programme is being undertaken progressively to assist the economic development of the Territory. Road transport services operate in the main towns and on the trunk roads linking Rabaul and Kokopo; Lae, Bulolo and Wau; Kavieng and Namatanai; and on the network in the Eastern and Western Highland Districts centred on Goroka and Mt. Hagen. The total mileage of roads in the Territory of New Guinea at 30th June, 1961, was 4,923, of which 1,948 were suitable for heavy and medium traffic.

Air services link the Territory with Papua, Australia, Western New Guinea and the British Solomon Islands. There were 151 aerodromes and seaplane alighting areas in New Guinea at 30th June, 1961, and of these 15 were controlled by the Department of Civil Aviation, 56 by the Administration, and 79 by private interests, and one by the Royal Australian Navy.

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. Nine zone or group centres for radio telegraph communication with out-stations have been established at Lae, Rabaul, Kavieng, Lorengau, Madang, Mt. Hagen, Wewak, Sohano and Goroka. From these centres, radio telegraph services are also available to 111 out-stations.

§ 6. Education and Health

1. **Education.**—Education in the Territory is provided by the Administration and various Mission organizations. Schools for indigenes have also been established by Native Village Councils. The *Education Ordinance* 1952–1957 enables the Administrator to establish an education advisory board, district education committees and 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, 1961, 247 schools were maintained by the Administration for 19,932 children, of whom 1,119 were Europeans, 340 Asians, 127 of mixed race and 18,346 indigenes. The total number of pupils in the various grades of mission schools was 113,247, of whom there were 357 Europeans, 16 Asians and 329 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 £283,095 was distributed among the Missions as grants-in-aid during the year ended 30th June, 1961.

For details of the missions operating in the Territory, *see* Official Year Book No. 48 and earlier issues.

2. **Health.**—The cases treated in hospital are mainly malaria, pneumonia, tropical ulcers, bronchitis, tubercular infections and tuberculosis, skin infections and confinements. The Department of Public Health is engaged in combating diseases with a staff of fully-trained medical officers, medical assistants and orderlies in native hospitals. Its staff also supervises hospitals on plantations. It has facilities for research in tropical medicine, and schemes for training indigenes as medical orderlies and nurses. At 30th June, 1961, there were 73 Administration hospitals, including three Hansende colonies, two tuberculosis hospitals and one Hansende and tuberculosis hospital. The Missions have established an additional 80 hospitals, including three Hansende colonies and one tuberculosis hospital. There are 1,290 village aid posts or medical centres (274 conducted by Missions) and 475 maternity and child welfare centres (82 provided by Missions). The Missions staff their own medical establishments but receive financial assistance from the Administration, which also provides much of their medical stores and supplies.

§ 7. Finance

The principal items of revenue and expenditure for the Territory of New Guinea during the years 1957–58 to 1961–62 are shown in the following table.

TRUST TERRITORY OF NEW GUINEA: REVENUE AND EXPENDITURE (£)

Item	1957–58	1958–59	1959–60	1960–61	1961–62
REVENUE					
Commonwealth grant ..	6,188,821	6,706,373	7,859,921	9,281,595	10,114,366
Customs duties(a) ..	1,894,125	2,415,514	1,699,039	1,599,298	1,781,050
Income tax ..	..	..	930,405	1,211,584	962,956
All other ..	1,031,901	1,139,859	1,195,667	1,318,559	1,449,520
Total Revenue ..	9,114,847	10,261,746	11,685,032	13,411,036	14,307,892
EXPENDITURE					
Public health ..	1,225,650	1,256,924	1,449,560	1,644,306	1,844,215
Native affairs ..	641,078	713,902	801,832	871,085	948,503
Education ..	637,238	775,429	873,159	1,286,235	1,560,054
Police ..	237,893	264,751	404,793	459,703	535,688
Agriculture, stock and fisheries	389,552	449,334	552,375	627,431	680,851
Posts and telegraphs ..	361,444	395,679	446,519	516,499	563,253
Trade and industry ..	125,579	141,369	144,569	168,722	179,437
Forestry ..	239,908	257,112	282,786	310,435	305,161
Public works department ..	362,116	248,561	253,472	315,503	256,538
Maintenance ..	885,944	955,891	1,204,329	1,319,104	1,551,346
Capital works and assets	2,063,908	2,566,358	2,825,600	b 3,122,576	b 2,803,782
Other ..	1,944,537	2,236,436	2,446,038	3,129,769	3,369,500
Total Expenditure ..	9,114,847	10,261,746	11,685,032	b13,771,368	b14,598,328

(a) Includes Harbour Dues and Wharfrage.
£360,332 in 1960–61 and £290,436 in 1961–62.

(b) Includes expenditure chargeable to Loan Fund,

For information on the finances of the combined Territory administration *see* Papua and New Guinea, § 2, page 145.

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' S. and longitude 166° 55' E. 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 annual 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 the 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, the island was occupied by Japanese forces and communications with Nauru ceased. 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, pages 370-1.

4. **Administration.**—The administration of the island is vested in an Administrator, who is obliged to conform to instructions issued by the Government which appointed him. The Administrator is advised on matters affecting the Nauruan community by the Nauru Local Council, consisting of nine Nauruan Councillors elected by adult suffrage. This Council also carries out works and supplies certain services for the Nauruan community, and acts as the Board of Directors of the Nauru Co-operative Society. 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.

5. *Population.*—The Nauruan component of the population 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, 1961, had risen to 2,405. Chinese have, for many years, formed a considerable part of the population of Nauru, but their numbers are not as great as formerly, and at 30th June, 1961, they amounted to 715. The number of other Pacific Islanders in the early 1920's was almost 300, but they subsequently decreased, then rose again, and at 30th June, 1961, there were 1,063. The European population after 1921 fluctuated, but with a generally upward trend, between one and two hundred, and in recent years has gradually increased, reaching 409 in 1961. The total population of Nauru at the Census of 30th June, 1961, was 3,019 males, 1,594 females, 4,613 persons.

6. *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 64 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 on 25th June, 1920, 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, a royalty of 1s. 6d. for each ton of phosphate exported has been payable since 1st July, 1953. As from 1st July, 1960, this rate was increased to 3s. 7d. a ton made up as follows:—

- 10d. to the Nauru Royalty Trust Fund to be used for the benefit of Nauruans;
- 1s. 9d. to the landowner, being an immediate payment of 1s. 1d. a ton, and 8d. a ton to be invested on his account;
- 1s. to the Nauruan Community Long Term Investment Fund.

From 1st July, 1957, the lump sums payable to landowners from whom phosphate-bearing lands are leased were also increased to £60 an acre.

(iii) *Nauru and Ocean Island Phosphate Industry.* Exports of phosphate from Nauru and Ocean Island in 1960–61 amounted to 1,338,681 tons (including Ocean Island 211,221 tons), 59 per cent. to Australia, 29 per cent. to New Zealand and 12 per cent. to the United Kingdom. During the five years ended 30th June, 1961, an amount of 6,218,262 tons of phosphate was exported.

Receipts from the sale of phosphate in 1960–61 amounted to £3,901,710, and the f.o.b. cost, including interest on capital, sinking fund, etc., costs, etc., to £3,897,917.

At 30th June, 1961, the capital indebtedness of the British Phosphate Commissioners to the partner Governments amounted to £3,170,937.

Apart from a limited number of Europeans, the employees of the Commissioners are Chinese and Pacific Islanders engaged under one year contracts. Increasing numbers of Nauruans are being employed, mainly in trade capacities.

7. *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. Articles imported by the Administration for its own use and spirits for scientific purposes are exempt. The tariff rates apply to all countries alike. In 1960–61, imports were valued at £1,463,236 and exports, 1,338,681 tons of phosphate, at £2,945,098. Of the total imports in 1960–61, Australia supplied 81 per cent. valued at £1,184,468; the balance came mainly from Hong Kong, New Zealand and the United Kingdom.

In 1960-61, 783,961 tons of phosphate were exported to Australia, 363,520 tons to New Zealand and 191,200 tons to the United Kingdom.

8. **Transport.**—There is no regular air service to Nauru, but when the need arises charter flights are made to the island.

There is relatively frequent communication by sea with the island. 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. The total calls by vessels were 148 in 1960-61.

9. **Health.**—Cases of the usual diseases known in the Pacific occur, but the health of all sections of the population is generally satisfactory. An area has been set apart for the segregation of sufferers from Hansen's disease, and the latest methods of treatment are applied. The total number of persons receiving treatment at 30th June, 1961, was 49, of whom, however, only five were in segregation at the Hansenide colony. Three hospitals are maintained on the island, one by the Administration for Nauruans, and two by the British Phosphate Commissioners, one for European and one for non-European employees. The Administration also conducts eleven maternity and child health centres. 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 medical examination at intervals of three months.

10. **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 three primary schools, one each for European, Nauruan and Gilbertese students, one Nauruan secondary school and one mission school providing primary and secondary classes. Primary education only is provided for European children, allowances being provided to those who proceed to secondary schools in Australia. At 30th June, 1961, 666 Nauruans, 98 other Pacific Islanders, 8 Chinese and 50 Europeans were enrolled in the primary schools, and 207 at the two secondary schools.

The curriculum is based generally on that used in Australian schools, and the teaching is generally in English. Education is compulsory for Nauruan children from six to sixteen years of age. At 30th June, 1961, 38 Nauruans were studying in Australia. Of these, 26 were at secondary schools, and the remainder were receiving vocational training. Twenty-three held Administration scholarships, six were Administration cadets, and the remaining nine were privately sponsored. In addition to these, there was one student at the Central Medical School, Suva, one private student in New Zealand, two Police Force trainees in Fiji and three apprentices in Victoria.

11. **Judiciary.**—The District Court is a court of record and consists of such magistrates as the Administrator appoints. Additionally, there is the Central Court which, as a superior court of record, consists of such judges or magistrates as are appointed and which, *inter alia*, may hear and determine appeals from judgments of the District Court. A Court of Appeal comprising a judge appointed by the Administrator has also been constituted with jurisdiction to hear and determine appeals from judgments of the Central Court.

12. **Revenue and Expenditure.**—The revenue of the Administration for the year 1960-61 amounted to £490,233 and expenditure to £486,214.

Of the revenue, payments by the British Phosphate Commissioners amounted to £470,667, post office and radio receipts, £9,572, and import duties, £4,362. Main items of expenditure were administration, £138,578, miscellaneous services (health, education, etc.), £167,520 and capital works and services, £86,919.

TERRITORY OF HEARD ISLAND AND McDONALD ISLANDS

These islands, about 2,500 miles south-west of Fremantle, were transferred from the United Kingdom to Australia as from 26th December, 1947. The laws of the Australian Capital Territory were declared to be in force in the Territory of Heard Island and McDonald Islands by the *Heard and McDonald Islands Act 1953*.

In December, 1947, an Australian scientific station was established on Heard Island, and meteorological investigations were conducted until the station was closed in March, 1955, following the establishment of Mawson station on the Antarctic mainland. Heard Island is about 27 miles long and 13 miles wide. The McDonald Islands are 26 miles to the west of Heard Island. They are small, rocky and precipitous.

AUSTRALIAN ANTARCTIC TERRITORY

An Imperial Order in Council of 7th February, 1933, placed under Australian authority all the islands and territories other than Adelie Land situated south of 60° S. lat. and lying between 160° E. long. and 45° E. long. The Order came into force with a Proclamation issued by the Governor-General on 24th August, 1936, after the passage of the *Australian Antarctic Territory Acceptance Act 1933*. The boundaries of Adelie Land were definitively fixed by a French Decree of 1st April, 1938, as the islands and territories south of 60° S. lat. lying between 136° E. long. and 142° E. long. The *Australian Antarctic Territory Act 1954* declared that the laws in force in the Australian Capital Territory are, so far as they are applicable and are not inconsistent with any ordinance made under the Act, in force in the Australian Antarctic Territory.

On 13th February, 1954, the Australian National Antarctic Research Expeditions (A.N.A.R.E.) established a base on MacRobertson Land at latitude 67° 36' S. and longitude 62° 53' E. The base was named Mawson in honour of the late Sir Douglas Mawson and was 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.

A second Australian scientific research station was established on the coast of Princess Elizabeth Land on 13th January, 1957, at latitude 68° 34' 36" S. and longitude 77° 58' 36" E. The station was named Davis in honour of Captain John King Davis of Melbourne, who commanded a number of famous Antarctic ships. In February, 1959, the Australian Government accepted from the United States Government custody of Wilkes Station, which was established by the United States on 16th January, 1957, on Vincennes Bay, at latitude 66° 15' S. and longitude 110° 33' E. The station was named in honour of Lieut. Charles Wilkes, who commanded the 1838-40 United States expedition to the area. Scientists from both countries participate in the programme of research at Wilkes. A.N.A.R.E. have also operated a station, since the 1947-48 Antarctic season, at Macquarie Island, approximately 850 miles south-east of Hobart. Macquarie Island is a dependency of the State of Tasmania.

On 1st December, 1959, Australia signed the Antarctic Treaty with Argentina, Belgium, Chile, France, Japan, New Zealand, Norway, South Africa, U.S.S.R., United Kingdom and the United States of America. The Treaty reserves the Antarctic area south of 60° S. latitude for peaceful purposes, provides for international co-operation in scientific investigation and research, and preserves, for the duration of the Treaty, the *status quo* with regard to territorial sovereignty, rights and claims. The Treaty entered into force on 23rd June, 1961. Since then, the 12 Antarctic Treaty powers have held two consultative meetings under the Treaty, the first at Canberra in July, 1961, and the second at Buenos Aires in July, 1962. The third will be held in Brussels on a date to be fixed.

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° 5' S. and longitude 96° 53' E. They lie some 1,720 miles north-west of Perth and 2,290 miles almost due west of Darwin, while Johannesburg is some 3,800 miles further distant to the south-west, and Colombo is 1,400 miles 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 and the Department of Civil Aviation's Marine Base; and Horsburgh Island. 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, usually being 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 89° F., and the average rainfall is 80 inches. There are occasional violent storms. The worst cyclone in the recorded history of the islands was in 1909, when about 400,000 coconut palms were uprooted or decapitated and the accompanying tidal wave left only five buildings standing.

The population at 30th June, 1961, was 606 (333 males and 273 females).

2. **History.**—The islands were discovered in 1609 by Captain William Keeling of the East India Company. They 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 subsequently, in 1882, to the Government of the Straits Settlements. By indenture in 1886, Queen Victoria granted the land comprised by the islands to John Clunies-Ross in perpetuity, and until 1946 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.

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 of Australia. 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 were 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.

3. **Administration.**—Responsibility for the administration of the Territory rests with the Minister for Territories. The first Official Representative was appointed on 23rd November, 1955, to take charge of the local administration of the Territory. Under the *Official Representative Ordinance* 1955 of the Territory, the Official Representative is given such powers and functions in relation to the Territory as are delegated to him by the Minister under the *Cocos (Keeling) Islands Act* 1955–1958 or are otherwise conferred on him under that Act or by or under any other law of the Territory. The laws of the Colony of Singapore which were in force in the islands immediately before the date of the transfer were, with certain exceptions, continued in force by the *Cocos (Keeling) Islands Act* 1955–1958. They 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.

4. **Transport.**—There is an international airport at West Island under the control of the Department of Civil Aviation. This is a re-fuelling point for aircraft of Qantas Empire Airways Ltd., which operates a weekly service between Australia and South Africa, and South African Airways which operates a fortnightly service on the same route. Although there is no regular shipping service, vessels from Australia and Singapore call at intervals.

TERRITORY OF CHRISTMAS ISLAND

1. **General.**—Christmas Island is an isolated bank, situated in the Indian Ocean in latitude 10° 25' 19" S., longitude 105° 42' 57" E. It is approximately 220 miles south from Java Head, at the south entrance to Sunda Strait, 810 miles from Singapore and 1,625 miles from Fremantle. Christmas Island covers an area of about 55 square miles. It consists of a central plateau at about 600 to 800 feet with several prominent rises up to 1,170 feet. The plateau descends to the sea in a series of steep slopes alternating with terraces, the last dropping in a cliff of 200 to 300 feet to a shore terrace, terminating in a sea cliff of 10 to 150 feet, which is continuous round the island except in a few places, the chief of which is Flying Fish Cove where the shore is formed of coral shingles.

The principal settlement is at Flying Fish Cove which is also the only known anchorage. Vessels are moored close inshore opposite two piers with extension conveyors, by which means direct loading to ships is carried out. The main installations of the phosphate industry are located here, together with the European married quarters and the Chinese and Malay settlements. There is a secondary settlement with maintenance shops, etc., at South Point, and several other small settlements or camps across the central plateau and at the small pumping plants at springs and wells.

The climate is healthy and pleasant, the prevailing winds being from the south-east to east-south-east from May to December, but from then to April (the wet season) they occasionally shift round from north to north-east. The average yearly rainfall is about 80 inches with a marked summer incidence. The porous nature of the ground prevents the formation of pools of water, but there are several good springs which maintain an adequate supply of fresh water for the small population and the installations. The mean average temperature is about 80° and does not vary greatly throughout the year.

The population of Christmas Island at 30th June, 1961, was 3,099 (1,963 males and 1,136 females).

2. History and Administration.—The first mention of Christmas Island appears in a map published in Holland in 1666, in which it is called *Moni Island*, although it is believed that Captain William Mynors of the East India Company had sighted the island on Christmas Day in 1643 and had named it accordingly.

In June, 1888, it was annexed by Captain H. W. May of H.M.S. *Imperieuse* as part of the British Dominions and placed under the supervision of the Straits Settlements Government for administrative purposes. Following upon this, a small settlement was established at Flying Fish Cove by Mr. G. Clunies-Ross of Cocos (Keeling) Islands. In February, 1891, Sir John Murray and Mr. Clunies-Ross were granted a 99-year lease of the Island. This lease was transferred to the Christmas Island Phosphate Co. Ltd. in 1897, following the discovery of large deposits of phosphate of lime on the Island. In 1900, Christmas Island was incorporated for administrative purposes with the Settlement of Singapore and the laws of Singapore were generally applied to the Island.

The *Straits Settlements (Repeal) Act* 1946, passed by the United Kingdom, repealed the Act establishing the whole of the Straits Settlements as a single colony. Subsequently the Singapore Colony Order in Council, in 1946, decreed that the Island of Singapore and its dependencies, the Cocos or Keeling Islands and Christmas Island should be governed and administered as a separate Colony and called the Colony of Singapore. From 1st January, 1958, pending transfer to Australia, Christmas Island was administered by the United Kingdom as a separate Crown Colony. The Island was transferred to the Commonwealth of Australia on 1st October, 1958, by the *Christmas Island Act* 1958, and is now administered as a Territory under the authority of the Commonwealth. Responsibility for the administration and government of the Territory rests with the Minister for Territories, and day to day affairs on the Island are administered by an Official Representative under delegation from the Minister. The laws which were in force in the Island at 30th September, 1958, were continued as the laws of the Territory after its transfer to Australia on 1st October.

3. Phosphate Deposits.—The only commercial activity carried out is the mining of phosphate. The British Phosphate Commissioners act as managing agents for the Christmas Island Phosphate Commission.

There are three principal phosphate deposits on the Islands, the largest that now being worked at South Point. This field is situated on the 600 feet to 800 feet level and is approximately 11 miles from the drying and shipping plant at Flying Fish Cove. The present output is about 400,000 tons annually. In addition, about 30,000 tons of phosphate dust are supplied annually to Malaya.

There is little prospect of any economic development outside the phosphate industry.

4. Transport.—Transport to and from the island is maintained by vessels operated under charter by the Christmas Island Phosphate Commission. One vessel makes regular trips between Christmas Island and Singapore, and other vessels carry phosphate to Fremantle and other Australian ports.

EXTERNAL TERRITORIES: RESULTS OF 1961 CENSUS OF POPULATION

The following tables contain information obtained from the results of the Population Census of 30th June, 1961, for each of the external Territories of Norfolk Island, Papua, New Guinea, Nauru, Cocos (Keeling) Islands, and Christmas Island. It relates to the age distribution, conjugal condition, birthplaces, religions, and industrial pursuits of the population. Comparative figures are shown from the 1954 Census. Particulars for Papua and New Guinea relate to the non-indigenous population only. Information was also collected on period of residence, nationality, race, occupational status, and dwellings, and is available in the results of the Census issued in separate Census publications.

Information obtained at the 1961 Census in respect of the internal Territories is shown in summarized form in Chapter IX. Population, of this Year Book.

§ 1. Norfolk Island

TERRITORY OF NORFOLK ISLAND: AGE DISTRIBUTION OF THE
POPULATION, CENSUSES, 1954 AND 1961

Age last birthday (years)	Census, 30th June, 1954			Census, 30th June, 1961		
	Males	Females	Persons	Males	Females	Persons
0-4	45	52	97	48	28	76
5-9	40	39	79	43	43	86
10-14	32	29	61	31	39	70
15-19	13	17	30	10	15	25
20-24	19	22	41	18	19	37
25-29	35	27	62	20	25	45
30-34	31	32	63	26	28	54
35-39	24	29	53	31	30	61
40-44	38	40	78	25	25	50
45-49	34	29	63	34	28	62
50-54	29	32	61	25	31	56
55-59	28	28	56	28	26	54
60-64	32	23	55	22	24	46
65-69	23	28	51	18	16	34
70-74	25	17	42	10	16	26
75-79	18	10	28	18	15	33
80-84	7	9	16	10	9	19
85-89	4	1	5	4	4	8
90-94	1	..	1	..	2	2
Total	478	464	942	421	423	844
Under 21	135	142	277	136	127	263
21-64	265	257	522	225	234	459
65 and over	78	65	143	60	62	122
Total	478	464	942	421	423	844

TERRITORY OF NORFOLK ISLAND: CONJUGAL CONDITION OF THE
POPULATION, CENSUSES, 1954 AND 1961

Conjugal condition	Census, 30th June, 1954			Census, 30th June, 1961		
	Males	Females	Persons	Males	Females	Persons
Never married—						
Under 15 years of age	117	120	237	122	110	232
15 years of age and over	74	65	139	66	59	125
Total	191	185	376	188	169	357
Married	225	215	440	186	190	376
Married but permanently separated	12	8	20	8	6	14
Widowed	43	46	89	28	47	75
Divorced	7	9	16	11	11	22
Not stated .. .. .	..	1	1	..	..	..
Grand Total	478	464	942	421	423	844

**TERRITORY OF NORFOLK ISLAND: BIRTHPLACES OF THE POPULATION,
CENSUSES, 1954 AND 1961**

Birthplace	Census, 30th June, 1954			Census, 30th June, 1961		
	Males	Females	Persons	Males	Females	Persons
Australasia—						
Norfolk Island	218	214	432	217	179	396
Australia	88	98	186	91	96	187
New Guinea .. .. .	..	..	..	1	..	1
New Zealand	101	95	196	64	90	154
<i>Total, Australasia</i>	<i>407</i>	<i>407</i>	<i>814</i>	<i>373</i>	<i>365</i>	<i>738</i>
Europe—						
England	43	32	75	24	31	55
Wales	2	..	2	5	..	5
Scotland	6	3	9	5	4	9
Other European	8	5	13	5	6	11
<i>Total, Europe</i>	<i>59</i>	<i>40</i>	<i>99</i>	<i>39</i>	<i>41</i>	<i>80</i>
Asia .. .. .	..	1	1	..	..	..
Africa	1	3	4	2	3	5
America—						
Canada (including Newfoundland) ..	..	3	3	1	3	4
United States of America ..	4	2	6	3	4	7
Other American	1	1	2	..	..	..
<i>Total, America</i>	<i>5</i>	<i>6</i>	<i>11</i>	<i>4</i>	<i>7</i>	<i>11</i>
Pacific Islands—						
New Hebrides	1	3	4	1	5	6
Other Pacific Islands	5	4	9	2	2	4
<i>Total, Pacific Islands</i>	<i>6</i>	<i>7</i>	<i>13</i>	<i>3</i>	<i>7</i>	<i>10</i>
<i>Total born outside Norfolk Island</i>	<i>260</i>	<i>250</i>	<i>510</i>	<i>204</i>	<i>244</i>	<i>448</i>
Grand Total	478	464	942	421	423	844

**TERRITORY OF NORFOLK ISLAND: RELIGIONS OF THE POPULATION,
CENSUSES, 1954 AND 1961**

Religion	Census, 30th June, 1954			Census, 30th June, 1961		
	Males	Females	Persons	Males	Females	Persons
Christian—						
Baptist	1	1	2	..	3	3
Catholic, Roman(a)	27	31	58	15	26	41
Catholic(a)	2	1	3	8	5	13
Church of England	233	264	497	226	225	451
Congregational .. .. .	..	..	..	1	1	2
Methodist	90	72	162	72	58	130
Presbyterian	23	18	41	13	21	34
Protestant (undefined)	7	5	12	3	4	7
Seventh Day Adventist	29	32	61	33	36	69
Other (including Christian undefined)	2	2	4	2	1	3
<i>Total, Christian</i>	<i>414</i>	<i>426</i>	<i>840</i>	<i>373</i>	<i>380</i>	<i>753</i>
Non-Christian—						
<i>Total, Non-Christian</i>	<i>..</i>	<i>..</i>	<i>..</i>	<i>..</i>	<i>..</i>	<i>..</i>
Indefinite	5	1	6	..	..	..
No Religion	2	1	3	2	2	4
No Reply	57	36	93	46	41	87
Grand Total	478	464	942	421	423	844

(a) So described in individual Census Schedules.

**TERRITORY OF NORFOLK ISLAND: INDUSTRY OF THE POPULATION,
CENSUSES, 1954 AND 1961**

Industry group	Census, 30th June, 1954			Census, 30th June, 1961		
	Males	Females	Persons	Males	Females	Persons
Primary production	55	3	58	87	4	91
Manufacturing	23	3	26	13	2	15
Building and construction	65	..	65	25	..	25
Transport and storage and communication	33	1	34	28	2	30
Finance and property	2	1	3	2	..	2
Commerce	20	18	38	22	22	44
Public authority (n.e.i.) and defence services	35	4	39	28	9	37
Community and business services (including professional) (a)	10	11	21	10	17	27
Amusement, hotels and other accommodation, cafés, personal service, etc.	12	23	35	11	16	27
Other industries and industry inadequately described or not stated ..	18	3	21	9	4	13
<i>Total in Work Force</i>	<i>273</i>	<i>67</i>	<i>340</i>	<i>235</i>	<i>76</i>	<i>311</i>
Persons not in work force	205	397	602	186	347	533
Grand Total	478	464	942	421	423	844

(a) Includes police, fire brigades, hospitals, medical and dental services, education, and business services.

§ 2. Papua and New Guinea

TERRITORY OF PAPUA AND NEW GUINEA: AGE DISTRIBUTION OF THE POPULATION, CENSUSES, 1954 and 1961

(EXCLUSIVE OF INDIGENOUS POPULATION)

Age last birthday (years)	Census 30th June, 1954	Census, 30th June, 1961								
		Papua			New Guinea			Total, Papua and New Guinea		
		Persons			Persons			Persons		
		Males	Females	Persons	Males	Females	Persons	Males	Females	Persons
0-4	2,219	738	707	1,445	1,164	1,057	2,221	1,902	1,764	3,666
5-9	1,506	527	576	1,103	857	812	1,669	1,384	1,388	2,772
10-14	780	249	281	530	389	406	795	638	687	1,325
15-19	544	127	167	294	229	165	394	356	332	688
20-24	1,852	557	334	891	893	525	1,418	1,450	859	2,309
25-29	2,767	611	449	1,060	1,082	689	1,771	1,693	1,138	2,831
30-34	2,259	723	466	1,189	1,163	735	1,898	1,886	1,201	3,087
35-39	1,594	709	460	1,169	983	613	1,596	1,692	1,073	2,765
40-44	1,232	462	302	764	673	409	1,082	1,135	711	1,846
45-49	1,011	308	204	512	524	313	837	832	517	1,349
50-54	752	206	152	358	411	226	637	617	378	995
55-59	506	142	76	218	293	170	463	435	246	681
60-64	333	69	49	118	203	109	312	272	158	430
65-69	225	26	35	61	149	68	217	175	103	278
70-74	101	21	23	44	80	42	122	101	65	166
75-79	46	11	13	24	43	25	68	54	38	92
80-84	22	3	5	8	20	12	32	23	17	40
85-89	6	1	5	6	2	1	3	3	6	9
90-94 .. ..	..	..	..	..	..	1	1	..	1	1
Total	17,755	5,490	4,304	9,794	9,158	6,378	15,536	14,648	10,682	25,330
Under 21	5,244	1,706	1,786	3,492	2,751	2,522	5,273	4,457	4,308	8,765
21-64	12,111	3,722	2,437	6,159	6,113	3,707	9,820	9,835	6,144	15,979
65 and over ..	400	62	81	143	294	149	443	356	230	586
Total	17,755	5,490	4,304	9,794	9,158	6,378	15,536	14,648	10,682	25,330

TERRITORY OF PAPUA AND NEW GUINEA: CONJUGAL CONDITION OF THE POPULATION, CENSUSES, 1954 AND 1961

(EXCLUSIVE OF INDIGENOUS POPULATION)

Conjugal condition	Census, 30th June, 1954	Census, 30th June, 1961								
		Papua			New Guinea			Total, Papua and New Guinea		
		Persons			Persons			Persons		
		Males	Females	Persons	Males	Females	Persons	Males	Females	Persons
Never married—										
Under 15 years of age ..	4,505	1,514	1,564	3,078	2,410	2,275	4,685	3,924	3,839	7,763
15 years of age and over	4,998	1,557	681	2,238	2,760	954	3,714	4,317	1,635	5,952
Total	9,503	3,071	2,245	5,316	5,170	3,229	8,399	8,241	5,474	13,715
Married	7,296	2,172	1,860	4,032	3,594	2,861	6,455	5,766	4,721	10,487
Married but permanently separated	296	101	48	149	136	41	177	237	89	326
Widowed	373	53	115	168	124	205	329	177	320	497
Divorced	251	93	36	129	134	42	176	227	78	305
Not stated	36	(a)	(a)	(a)	(a)	(a)	(a)	(a)	(a)	(a)
Grand Total ..	17,755	5,490	4,304	9,794	9,158	6,378	15,536	14,648	10,682	25,330

(a) In processing the 1961 Census data, a conjugal condition was allocated prior to tabulation in all instances where this information was not stated.

**TERRITORY OF PAPUA AND NEW GUINEA: BIRTHPLACES OF THE
POPULATION, CENSUSES, 1954 AND 1961**

(EXCLUSIVE OF INDIGENOUS POPULATION)

Birthplace	Census, 30th June, 1954	Census, 30th June, 1961								
	Total Papua and New Guinea	Papua			New Guinea			Total, Papua and New Guinea		
		Persons	Males	Females	Persons	Males	Females	Persons	Males	Females
Australasia—										
Australia	8,827	2,945	2,406	5,351	4,050	2,780	6,830	6,995	5,186	12,181
Norfolk Island ..	3	1	1	2	4	2	6	5	3	8
Papua	1,515	1,141	1,087	2,231	127	104	231	1,271	1,191	2,462
New Guinea	3,158	107	146	253	2,176	2,038	4,214	2,283	2,184	4,467
Papua-New Guinea(a)	6	63	62	125	173	141	314	236	203	439
Nauru	278	98	75	173	173	122	295	271	197	468
New Zealand										
Total, Australasia ..	13,787	4,358	3,777	8,135	6,703	5,187	11,890	11,061	8,964	20,025
Europe—										
England and Wales ..	1,093	420	219	639	569	223	792	989	442	1,431
Scotland	281	88	47	135	138	47	185	226	94	320
Northern Ireland ..	16	8	3	11	13	4	17	21	7	28
Ireland, Republic of ..	22	6	5	11	10	1	11	16	6	22
Ireland (undefined) ..	75	24	10	34	39	15	54	63	25	88
Germany	341	83	25	108	301	189	490	384	214	598
Netherlands	104	61	16	77	90	60	150	151	76	227
Other	517	240	80	320	262	94	356	502	174	676
Total, Europe	2,449	930	405	1,335	1,422	633	2,055	2,352	1,038	3,390
Asia—										
China	754	14	4	18	458	172	630	472	176	648
India	85	14	12	26	63	24	87	77	36	113
Indonesia	48	24	19	43	40	13	53	64	32	96
Japan	3	5	1	6	49	1	50	54	2	56
Other	138	33	18	51	78	38	116	111	56	167
Total, Asia	1,028	90	54	144	688	248	936	778	302	1,080
Africa	31	16	8	24	17	15	32	33	23	56
America—										
U.S.A.	288	48	29	77	262	230	492	310	259	569
Other	56	22	4	26	33	32	65	55	36	91
Total, America	344	70	33	103	295	262	557	365	295	660
Pacific Islands (n.e.i.) ..	116	25	26	51	33	32	65	58	58	116
Other .. ..	..	1	1	2	..	1	1	1	2	3
Grand Total	17,755	5,490	4,304	9,794	9,158	6,378	15,536	14,648	10,682	25,330
Born in Papua and New Guinea	4,673	1,314	1,295	2,609	2,476	2,283	4,759	3,790	3,578	7,368
Born outside Papua and New Guinea	13,082	4,176	3,009	7,185	6,682	4,095	10,777	10,858	7,104	17,962
Grand Total	17,755	5,490	4,304	9,794	9,158	6,378	15,536	14,648	10,682	25,330

(a) So described in individual Census Schedules.

**TERRITORY OF PAPUA AND NEW GUINEA: RELIGIONS OF THE POPULATION,
CENSUSES, 1954 AND 1961**

(EXCLUSIVE OF INDIGENOUS POPULATION)

Religion	Census 30th June, 1954 Total, Papua and New Guinea	Census, 30th June, 1961								
		Papua			New Guinea			Total, Papua and New Guinea		
		Persons	Males	Females	Persons	Males	Females	Persons	Males	Females
Christian—										
Baptist	190	88	91	179	127	110	237	215	201	416
Brethren	32	13	10	23	42	51	93	55	61	116
Catholic, Roman(a) ..	3,836	1,002	768	1,770	1,847	1,334	3,181	2,849	2,102	4,951
Catholic(a)	1,629	692	625	1,317	944	749	1,693	1,636	1,374	3,010
Churches of Christ ..	42	17	15	32	19	23	42	36	38	74
Church of England ..	5,178	1,725	1,413	3,138	2,199	1,461	3,660	3,924	2,874	6,798
Congregational	328	197	188	385	31	27	58	228	215	443
Greek Orthodox	30	20	9	29	15	1	16	35	10	45
Lutheran	494	66	41	107	459	469	928	525	510	1,035
Methodist	1,475	284	257	541	846	687	1,533	1,130	944	2,074
Presbyterian	1,203	402	327	729	527	367	894	929	694	1,623
Protestant (undefined)	237	85	58	143	96	48	144	181	106	287
Salvation Army	10	31	29	60	6	6	12	37	35	72
Seventh Day Adventist	244	49	35	84	144	136	280	193	171	364
Other (including Christian undefined) ..	77	87	63	150	133	125	258	220	188	408
<i>Total, Christian ..</i>	<i>15,005</i>	<i>4,758</i>	<i>3,929</i>	<i>8,687</i>	<i>7,435</i>	<i>5,594</i>	<i>13,029</i>	<i>12,193</i>	<i>9,523</i>	<i>21,716</i>
Non-Christian—										
Hebrew	10	7	2	9	17	11	28	24	13	37
Other	101	6	3	9	61	7	68	67	10	77
<i>Total, Non-Christian ..</i>	<i>111</i>	<i>13</i>	<i>5</i>	<i>18</i>	<i>78</i>	<i>18</i>	<i>96</i>	<i>91</i>	<i>23</i>	<i>114</i>
Indefinite	47	14	11	25	32	15	47	46	26	72
No Religion	280	66	16	82	143	37	180	209	53	262
No Reply	2,312	639	343	982	1,470	714	2,184	2,109	1,057	3,166
Grand Total	17,755	5,490	4,304	9,794	9,158	6,378	15,536	14,648	10,682	25,330

(a) So described in individual Census Schedules.

**TERRITORY OF PAPUA AND NEW GUINEA: INDUSTRY OF THE POPULATION,
CENSUSES, 1954 AND 1961**

(EXCLUSIVE OF INDIGENOUS POPULATION)

Industry group	Census, 30th June, 1954 Total, Papua and New Guinea	Census, 30th June, 1961								
		Papua			New Guinea			Total, Papua and New Guinea		
		Persons	Males	Females	Persons	Males	Females	Persons	Males	Females
Primary production ..	829	308	16	324	786	36	822	1,094	52	1,146
Mining and quarrying ..	738	41	2	43	173	19	192	214	21	235
Manufacturing	772	231	43	274	517	56	573	748	99	847
Electricity, gas, water and sanitary services (pro- duction, supply and maintenance)	98	74	5	79	63	6	69	137	11	148
Building and construction	1,101	616	14	630	625	10	635	1,241	24	1,265
Transport and storage and communication	1,407	365	101	466	1,182	137	1,319	1,547	238	1,785
Finance and property ..	140	75	34	109	104	26	130	179	60	239
Commerce	1,240	382	291	673	784	461	1,245	1,166	752	1,918
Public authority (n.e.i.) and defence services ..	1,977	1,204	419	1,623	970	212	1,182	2,174	631	2,805
Community and business services (including pro- fessional) (a)	1,707	541	491	1,032	1,253	848	2,101	1,794	1,339	3,133
Amusement, hotels and other accommodation, cafés, personal service, etc.	194	66	73	139	78	77	155	144	150	294
Other industries and in- dustry inadequately des- cribed or not stated ..	78	7	12	19	18	16	34	25	28	53
<i>Total in Work Force ..</i>	<i>10,281</i>	<i>3,910</i>	<i>1,501</i>	<i>5,411</i>	<i>6,553</i>	<i>1,904</i>	<i>8,457</i>	<i>10,463</i>	<i>3,405</i>	<i>13,868</i>
Persons not in work force	7,474	1,580	2,803	4,383	2,605	4,474	7,079	4,185	7,277	11,462
Grand Total	17,755	5,490	4,304	9,794	9,158	6,378	15,536	14,648	10,682	25,330

(a) Includes police, fire brigades, hospitals, medical and dental services, education, and business services.

§ 3. Nauru

TERRITORY OF NAURU: AGE DISTRIBUTION OF THE POPULATION,
CENSUSES, 1954 AND 1961

Age last birthday (years)	Census, 30th June, 1954	Census, 30th June, 1961									
		Non-indi- genous	Indigenous			Non-indigenous			Total		
			Persons	Males	Females	Persons	Males	Females	Persons	Males	Females	Persons
0-4.. ..	143	254	256	510	81	90	171	335	346	681	
5-9.. ..	110	250	229	479	58	67	125	308	296	604	
10-14.. ..	47	180	165	345	33	27	60	213	192	405	
15-19.. ..	93	53	48	101	82	11	93	135	59	194	
20-24.. ..	218	82	79	161	315	35	350	397	114	511	
25-29.. ..	257	97	85	182	279	60	339	376	145	521	
30-34.. ..	232	86	64	150	281	53	334	367	117	484	
35-39.. ..	185	70	60	130	202	38	240	272	98	370	
40-44.. ..	160	38	52	90	199	27	226	237	79	316	
45-49.. ..	93	38	32	70	133	16	149	171	48	219	
50-54.. ..	68	33	19	52	61	9	70	94	28	122	
55-59.. ..	19	30	29	59	28	4	32	58	33	91	
60-64.. ..	10	24	16	40	7	1	8	31	17	48	
65-69.. ..	4	9	11	20	2	..	2	11	11	22	
70-74.. ..	5	5	4	9	4	2	6	9	6	15	
75-79.. ..	1	..	4	4	..	..	..	..	4	4
80-84.. ..	..	1	1	2	2	..	2	3	1	4
85-89.. ..	..	1	..	1	1	..	1	2	..	2
Total	1,645	1,251	1,154	2,405	1,768	440	2,208	3,019	1,594	4,613	
Under 21	435	749	711	1,460	321	201	522	1,070	912	1,982	
21-64.. ..	1,200	486	423	909	1,438	237	1,675	1,924	660	2,584	
65 and over	10	16	20	36	9	2	11	25	22	47	
Total	1,645	1,251	1,154	2,405	1,768	440	2,208	3,019	1,594	4,613	

TERRITORY OF NAURU: CONJUGAL CONDITION OF THE POPULATION,
CENSUSES, 1954 AND 1961

Conjugal condition.	Census, 30th June, 1954	Census, 30th June, 1961								
	Non-indi- genous	Indigenous			Non-indigenous			Total		
		Persons	Males	Females	Persons	Males	Females	Persons	Males	Females	Persons
Never married—										
Under 15 years of age	300	684	650	1,334	172	184	356	856	834	1,690
15 years of age and over	523	214	130	344	867	33	900	1,081	163	1,244
<i>Total</i>	<i>823</i>	<i>898</i>	<i>780</i>	<i>1,678</i>	<i>1,039</i>	<i>217</i>	<i>1,256</i>	<i>1,937</i>	<i>997</i>	<i>2,934</i>
Married	744	304	317	621	692	212	904	996	529	1,525
Married but permanently separated	1	9	11	20	5	3	8	14	14	28
Widowed	55	37	44	81	28	7	35	65	51	116
Divorced	11	3	2	5	4	1	5	7	3	10
Not Stated	11	(a)	(a)	(a)	(a)	(a)	(a)	(a)	(a)	(a)
<i>Grand Total ..</i>	<i>1,645</i>	<i>1,251</i>	<i>1,154</i>	<i>2,405</i>	<i>1,768</i>	<i>440</i>	<i>2,208</i>	<i>3,019</i>	<i>1,594</i>	<i>4,613</i>

(a) In processing the 1961 Census data, a conjugal condition was allocated prior to tabulation in all instances where this information was not stated.

**TERRITORY OF NAURU: BIRTHPLACES OF THE POPULATION,
CENSUSES, 1954 AND 1961**

Birthplace	Census, 30th June, 1954 Non- indi- genous	Census, 30th June, 1961									
		Indigenous			Non-indigenous			Total			
		Persons	Males	Females	Persons	Males	Females	Persons	Males	Females	Persons
Australasia—											
Nauru	66	1,228	1,141	2,369	95	82	177	1,323	1,223	2,546	
Australia	191	..	..	..	97	110	207	97	110	207	
Christmas Island .. ..	..	..	..	..	1	1	2	1	1	2	
New Zealand	11	..	..	..	6	9	15	6	9	15	
Papua-New Guinea .. ..	..	(a) 1	(a) 1	(a) 2	..	1	1	1	1	2	3
<i>Total, Australasia ..</i>	<i>268</i>	<i>1,229</i>	<i>1,142</i>	<i>2,371</i>	<i>199</i>	<i>203</i>	<i>402</i>	<i>1,428</i>	<i>1,345</i>	<i>2,773</i>	
Europe—											
England and Wales	26	..	..	..	22	11	33	22	11	33	
Scotland	8	..	..	..	9	2	11	9	2	11	
Ireland	3	..	..	..	4	..	4	4	..	4	
Norway .. ..	..	..	..	..	28	3	31	28	3	31	
Sweden .. ..	..	..	..	..	29	..	29	29	..	29	
Other	2	..	..	..	20	5	25	20	5	25	
<i>Total, Europe ..</i>	<i>39</i>	<i>..</i>	<i>..</i>	<i>..</i>	<i>112</i>	<i>21</i>	<i>133</i>	<i>112</i>	<i>21</i>	<i>133</i>	
Asia—											
China	383	..	..	..	484	33	517	484	33	517	
Hong Kong	149	..	..	..	145	19	164	145	19	164	
Other	8	..	..	..	1	1	2	1	1	2	
<i>Total, Asia ..</i>	<i>540</i>	<i>..</i>	<i>..</i>	<i>..</i>	<i>630</i>	<i>53</i>	<i>683</i>	<i>630</i>	<i>53</i>	<i>683</i>	
Africa	3	..	..	..	..	2	2	..	2	2	
America	5	..	..	..	2	..	2	2	..	2	
Pacific Islands (n.e.i.)(b) ..	790	(a) 22	(a) 12	(a) 34	825	161	986	847	173	1,020	
<i>Total born outside Nauru ..</i>	<i>1,579</i>	<i>23</i>	<i>13</i>	<i>36</i>	<i>1,673</i>	<i>358</i>	<i>2,031</i>	<i>1,696</i>	<i>371</i>	<i>2,067</i>	
Grand Total ..	1,645	1,251	1,154	2,405	1,768	440	2,208	3,019	1,594	4,613	

(a) Members of the Nauruan Community.

(b) Predominantly Gilbert and Ellice Islands.

**TERRITORY OF NAURU: RELIGIONS OF THE POPULATION,
CENSUSES, 1954 AND 1961**

Religion	Census, 30th June, 1954 Non- indi- genous	Census, 30th June, 1961									
		Indigenous			Non-indigenous			Total			
		Persons	Males	Females	Persons	Males	Females	Persons	Males	Females	Persons
Christian—											
Catholic, Roman(a) ..	269	218	161	379	263	75	338	481	236	717	
Catholic(a) ..	19	184	187	371	25	26	51	209	213	422	
Church of England ..	129	5	4	9	63	59	122	68	63	131	
Congregational ..	562	586	584	1,170	615	146	761	1,201	730	1,931	
Lutheran ..	..	..	..	..	36	2	38	36	2	38
Methodist ..	14	1	2	3	17	15	32	18	17	35	
Presbyterian ..	35	..	..	..	19	18	37	19	18	37
Protestant (undefined)	44	150	122	272	47	13	60	197	135	332	
Other (including Christian undefined)	14	..	..	..	6	2	8	6	2	8
Total, Christian ..	1,086	1,144	1,060	2,204	1,091	356	1,447	2,235	1,416	3,651	
Non-Christian—											
Total, Non-Christian	2	..	..	..	1	..	1	1	..	1
Indefinite ..	5	7	4	11	..	..	..	7	4	11
No Religion ..	1	..	..	..	1	..	1	1	..	1
No Reply ..	551	100	90	190	675	84	759	775	174	949	
Grand Total ..	1,645	1,251	1,154	2,405	1,768	440	2,208	3,019	1,594	4,613	

(a) So described in individual Census Schedules.

**TERRITORY OF NAURU: INDUSTRY OF THE POPULATION,
CENSUSES, 1954 AND 1961**

Industry group	Census, 30th June, 1954	Census, 30th June, 1961								
	Non-indi- genous	Indigenous			Non-indigenous			Total		
	Persons	Males	Females	Persons	Males	Females	Persons	Males	Females	Persons
Primary production ..	4	1	..	1	1	..	1	2	..	2
Mining and quarrying ..	1,045	91	..	91	1,417	12	1 429	1,508	12	1,520
Building and construction ..	..	105	..	105	13	..	13	118	..	118
Transport and storage and communication ..	2	40	..	40	74	3	77	114	3	117
Commerce ..	8	39	2	41	9	..	9	48	2	50
Public authority (n.e.i.) and defence services ..	28	84	9	93	18	2	20	102	11	113
Community and business services (including professional)(a) ..	32	104	37	141	33	19	52	137	56	193
Amusement, hotels and other accommodation, cafés, personal service, etc... ..	1	4	13	17	11	1	12	15	14	29
Other industries and industry inadequately described or not stated ..	1	20	..	20	2	..	2	22	..	22
<i>Total in Work Force</i>	<i>1,121</i>	<i>488</i>	<i>61</i>	<i>549</i>	<i>1,578</i>	<i>37</i>	<i>1,615</i>	<i>2,066</i>	<i>98</i>	<i>2,164</i>
Persons not in work force	524	763	1,093	1,856	190	403	593	953	1 496	2,449
Grand Total ..	1,645	1,251	1,154	2,405	1,768	440	2,208	3,019	1,594	4,613

(a) Includes police, fire brigades, hospitals, medical and dental services, education, and business services.

§ 4. Cocos (Keeling) Islands

**TERRITORY OF COCOS (KEELING) ISLANDS: AGE DISTRIBUTION OF THE
POPULATION, CENSUS, 30th JUNE, 1961**

Age last birthday (years)							Males	Females	Persons
0- 4 .. .. .	..	..	..	..	..	..	53	48	101
5- 9 .. .. .	..	..	..	..	..	..	35	44	79
10-14 .. .. .	..	..	..	..	..	..	39	42	81
15-19 .. .. .	..	..	..	..	..	..	21	22	43
20-24 .. .. .	..	..	..	..	..	..	36	20	56
25-29 .. .. .	..	..	..	..	..	..	31	23	54
30-34 .. .. .	..	..	..	..	..	..	24	19	43
35-39 .. .. .	..	..	..	..	..	..	29	8	37
40-44 .. .. .	..	..	..	..	..	..	20	18	38
45-49 .. .. .	..	..	..	..	..	..	18	11	29
50-54 .. .. .	..	..	..	..	..	..	10	6	16
55-59 .. .. .	..	..	..	..	..	..	8	..	8
60-64 .. .. .	..	..	..	..	..	..	4	5	9
65-69 .. .. .	..	..	..	..	..	..	3	3	6
70-74 .. .. .	..	..	..	..	..	..	1	2	3
75-79 .. .. .	..	..	..	..	..	..	1	2	3
Total .. .. .	..	..	..	..	..	..	333	273	606
Under 21 .. .. .	..	..	..	..	..	..	155	161	316
21-64 .. .. .	..	..	..	..	..	..	173	105	278
65 and over .. .. .	..	..	..	..	..	..	5	7	12
Total .. .. .	..	..	..	..	..	..	333	273	606

**TERRITORY OF COCOS (KEELING) ISLANDS: CONJUGAL CONDITION OF
THE POPULATION, CENSUS, 30th JUNE, 1961**

Conjugal condition						Males	Females	Persons
Never married—								
Under 15 years of age	..	..	..	..	..	127	134	261
15 years of age and over	..	..	..	..	..	76	30	106
<i>Total</i>	..	..	..	..	..	203	164	367
Married	..	..	..	..	..	113	96	209
Married but permanently separated	..	..	..	..	..	1	..	1
Widowed	..	..	..	..	..	6	11	17
Divorced	..	..	..	..	..	10	2	12
Grand Total	..	..	..	..	..	333	273	606

**TERRITORY OF COCOS (KEELING) ISLANDS: BIRTHPLACES OF THE
POPULATION, CENSUS, 30th JUNE, 1961**

Birthplace						Males	Females	Persons
Australasia—								
Cocos (Keeling) Islands	..	..	..	..	..	207	219	426
Australia	..	..	..	..	..	76	40	116
Other	..	..	..	..	..	4	1	5
<i>Total, Australasia</i>	..	..	..	..	..	287	260	547
Europe—								
England	..	..	..	..	..	30	6	36
Wales	..	..	..	..	..	1	..	1
Scotland	..	..	..	..	..	2	1	3
Ireland	..	..	..	..	..	3	..	3
Other countries in Europe	..	..	..	..	..	6	..	6
<i>Total, Europe</i>	..	..	..	..	..	42	7	49
Other	..	..	..	..	..	4	6	10
<i>Total born outside Cocos (Keeling) Islands</i>	..	..	..	..	..	126	54	180
Grand Total	..	..	..	..	..	333	273	606

**TERRITORY OF COCOS (KEELING) ISLANDS: RELIGIONS OF THE
POPULATION, CENSUS, 30th JUNE, 1961**

Religion	Males	Females	Persons
Christian—			
Catholic, Roman(a)	18	4	22
Catholic(a)	6	5	11
Church of England	54	23	77
Methodist	8	8	16
Presbyterian	6	2	8
Other (including Christian undefined)	9	6	15
<i>Total, Christian</i>	<i>101</i>	<i>48</i>	<i>149</i>
Non-Christian—			
<i>Total, Non-Christian</i>	<i>203</i>	<i>215</i>	<i>418</i>
Indefinite	1	..	1
No Religion	2	1	3
No Reply	25	9	35
Grand Total	333	273	606

(a) So described in individual Census Schedules.

**TERRITORY OF COCOS (KEELING) ISLANDS: INDUSTRY OF THE
POPULATION, CENSUS, 30th JUNE, 1961**

Industry Group	Males	Females	Persons
Primary production	98	69	167
Building and construction	13	..	13
Transport and storage and communication	77	..	77
Commerce	6	..	6
Public authority (n.e.i.) and defence services	7	..	7
Other	3	9	12
<i>Total in Work Force</i>	<i>204</i>	<i>78</i>	<i>282</i>
Persons not in work force	129	195	324
Grand Total	333	273	606

§ 5. Christmas Island

TERRITORY OF CHRISTMAS ISLAND: AGE DISTRIBUTION OF THE
POPULATION, CENSUS, 30th JUNE, 1961

Age last birthday (years)							Males	Females	Persons
0-4	..	..	..	..	..	..	255	223	478
5-9	..	..	..	..	..	..	232	223	455
10-14	..	..	..	..	..	..	155	156	311
15-19	..	..	..	..	..	..	91	64	155
20-24	..	..	..	..	..	..	261	82	343
25-29	..	..	..	..	..	..	208	81	289
30-34	..	..	..	..	..	..	166	82	248
35-39	..	..	..	..	..	..	119	56	175
40-44	..	..	..	..	..	..	111	54	165
45-49	..	..	..	..	..	..	125	33	158
50-54	..	..	..	..	..	..	105	32	137
55-59	..	..	..	..	..	..	72	26	98
60-64	..	..	..	..	..	..	40	9	49
65-69	..	..	..	..	..	..	13	9	22
70-74	..	..	..	..	..	..	8	4	12
75-79	..	..	..	..	..	..	1	..	1
80-84	..	..	..	..	..	..	1	..	1
85-89	..	..	..	..	..	..	..	1	1
90-94	..	..	..	..	..	..	..	1	1
Total							1,963	1,136	3,099
Under 21							783	683	1,466
21-64							1,157	438	1,595
65 and over							23	15	38
Total							1,963	1,136	3,099

TERRITORY OF CHRISTMAS ISLAND: CONJUGAL CONDITION OF THE
POPULATION, CENSUS, 30th JUNE, 1961

Conjugal condition							Males	Females	Persons
Never married—									
Under 15 years of age	..	..	..	..	..	..	642	602	1,244
15 years of age and over	..	..	..	..	..	..	690	78	768
Total							1,332	680	2,012
Married	..	..	..	..	..	..	604	419	1,023
Married but permanently separated	..	..	..	..	..	..	3	1	4
Widowed	..	..	..	..	..	..	21	34	55
Divorced	..	..	..	..	..	..	3	2	5
Grand Total							1,963	1,136	3,099

**TERRITORY OF CHRISTMAS ISLAND: BIRTHPLACES OF THE
POPULATION, CENSUS, 30th JUNE, 1961**

Birthplace	Males	Females	Persons
Australasia—			
Christmas Island	475	424	899
Australia	50	58	108
Cocos (Keeling) Islands	130	101	231
Other	3	2	5
<i>Total, Australasia</i>	<i>658</i>	<i>585</i>	<i>1,243</i>
Europe—			
England	18	10	28
Wales	1	..	1
Scotland	4	4	8
Ireland	3	..	3
Other countries in Europe	7	2	9
<i>Total, Europe</i>	<i>33</i>	<i>16</i>	<i>49</i>
Asia—			
China	508	155	663
Hong Kong	6	6	12
India	13	4	17
Indonesia	34	32	66
Malaya	219	98	317
Singapore	485	233	718
Other countries in Asia	5	6	11
<i>Total, Asia</i>	<i>1,270</i>	<i>534</i>	<i>1,804</i>
Other	2	1	3
<i>Total born outside Christmas Island</i>	<i>1,488</i>	<i>712</i>	<i>2,200</i>
Grand Total	1,963	1,136	3,099

**TERRITORY OF CHRISTMAS ISLAND: RELIGIONS OF THE
POPULATION, CENSUS, 30th JUNE, 1961**

Religion	Males	Females	Persons
Christian—			
Catholic, Roman(a)	46	17	63
Catholic(a)	28	13	41
Churches of Christ	2	3	5
Church of England	41	43	84
Greek Orthodox	3	4	7
Lutheran	3	..	3
Methodist	6	7	13
Presbyterian	13	10	23
Protestant (undefined)	11	5	16
Other (including Christian undefined)	7	2	9
<i>Total, Christian</i>	<i>160</i>	<i>104</i>	<i>264</i>
Non-Christian—			
<i>Total, Non-Christian</i>	<i>948</i>	<i>542</i>	<i>1,490</i>
Indefinite	4	3	7
No Religion	1	..	1
No Reply	850	487	1,337
Grand Total	1,963	1,136	3,099

(a) So described in individual Census Schedules.

**TERRITORY OF CHRISTMAS ISLAND: INDUSTRY OF THE
POPULATION, CENSUS, 30th JUNE, 1961**

Industry group	Males	Females	Persons
Mining and quarrying	1,094	19	1,113
Electricity, gas, water and sanitary services (production, supply and maintenance)	21	..	21
Building and construction	93	..	93
Transport and storage and communication	16	..	16
Commerce	9	1	10
Community and business services (including professional)(a)	39	27	66
Amusement, hotels and other accommodation, cafés, personal service, etc... .. .	15	34	49
Other industries and industry inadequately described or not stated	8	2	10
<i>Total in Work Force</i>	<i>1,295</i>	<i>83</i>	<i>1,378</i>
Persons not in work force	668	1,053	1,721
Grand Total	1,963	1,136	3,099

(a) Includes police, fire brigades, hospitals, medical and dental services, education, and business services.