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CHAPTER XV.

THE TERRITORIES OF THE COMMONWEALTH.

GENERAL.

The Territories under the control of the Commonwealth are :—The Northern Territory; the Federal Capital Territory; Papua (formerly British New Guinea); Norfolk Island; the Territory of New Guinea (by Mandate of the League of Nations); Nauru (under joint Mandate of the Commonwealth, Great Britain and New Zealand).

Information regarding forms of government, etc., will be found in Official Year Book No. 22, pages 587–588.

THE NORTHERN TERRITORY.

§ 1. Area and Population.

1. *Introductory.*—Upon the extension of New South Wales westward to the 129th meridian in 1827, the Northern Territory was incorporated in that colony and in 1863 was annexed by Royal Letters Patent to the province of South Australia. With the adjacent islands, it was transferred to the Commonwealth on 1st January, 1911. The total area is 523,620 square miles, or 335,116,800 acres.

2. *Population.*—(i) *Europeans.* At the census taken in 1881 there were only 670 Europeans in the Territory. The total increased slowly, reaching its maximum in 1919 with 3,767 persons. At the census of 1921 the white population had decreased to 2,459. In 1931 it was about 2,800.

(ii) *Asiatics.* With the exception of a few Japanese, Filipinos and others, the Asiatics in the Northern Territory consist mainly of Chinese. These numbered at one time over 4,000, but have gradually dwindled. In 1931 the total number of coloured persons, exclusive of aboriginals, was about 800. (See Year Book No. 22, p. 589).

(iii) *Total Population.* The highest recorded population of all races, except aboriginals, was 7,533 in 1888. The estimated population for the last five years is given in the following table :—

NORTHERN TERRITORY.—POPULATION (EXCLUSIVE OF ABORIGINALS).

Year.	Males.	Females.	Total.
1927	3,137	1,224	4,361
1928	2,739	1,243	3,982
1929	2,945	1,525	4,470
1930	2,993	1,623	4,616
1931	2,803	1,655	4,458

The Census population (4th April, 1921) was 2,821 males, 1,046 females, total 3,867.

(iv) *Movement of Population.* The following is a summary of movement of population in 1931 (excluding overland migration) :—

NORTHERN TERRITORY.—MOVEMENT OF POPULATION, 1931.

Immigration ..	573	Emigration ..	733	Excess of immigration over emigration ..	—160
Births ..	72	Deaths ..	70	Excess of births over deaths ..	+ 2
Increase ..	645	Decrease ..	803	Net Increase ..	—158

The immigration and emigration figures for the Territory during the five years ending 1931 are shown in the following table :—

NORTHERN TERRITORY.—IMMIGRATION AND EMIGRATION.

Year.				Immigration.	Emigration.
1927	..	..	..	1,163	692
1928	..	..	..	710	1,101
1929	..	..	..	1,079	579
1930	..	..	..	807	655
1931	..	..	..	573	733

(v) *The Aborigines.* A special article contributed by Dr. W. Ramsay-Smith on the subject of the Australian aborigines, was incorporated in Year Book No. 3 (pp. 158–176). The chapter “Population,” in Year Book No. 17, contained information regarding the number and distribution of aborigines and the measures taken by the States (in the case of the Northern Territory, by the Commonwealth) to protect them and to conserve their interests. Large numbers of the aborigines in the Territory are still outside the influence of Europeans. The total number of full-blood and half-caste aborigines at 30th June, 1931, was estimated at 20,400, of whom 2,553 were in regular employment. (See also Chapter XVI.—Population, hereinafter.)

§ 2. Legislation and Administration.

On 1st January, 1911, the Territory was transferred by South Australia to the Commonwealth. The terms were outlined in Year Book No. 15, p. 940. By the *Northern Australia Act* 1926, the Territory was divided into two parts, Central Australia and North Australia, separated by the 20th parallel of south latitude, each administered by a Government Resident. In addition, Advisory Councils and a Development Commission were provided for. The Act of 1926 was superseded by the *Northern Territory Administration Act* 1931. By this Act the provision made for Advisory Councils was cancelled, and the Development Commission abolished. The administration of the Territory was placed in the hands of an Administrator, residing in Darwin, assisted by a Deputy Administrator, residing in Stuart (Alice Springs). The Territory elects a member to the Commonwealth House of Representatives, who may take part in the debates, but may not vote.

§ 3. Physiography.

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

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

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

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

§ 4. Climate, Fauna and Flora.

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

2. **Fauna.**—The ordinary types of native Australian fauna inhabit the Territory. As elsewhere on the continent, the higher *Theria* are rare, but marsupials, birds, crocodiles, fresh-water tortoises, snakes (mostly non-venomous), and frogs abound. There are many varieties of fresh-water fish and littoral mollusca. Butterflies and beetles are strongly represented. The white ant is a pest, anthills in the Territory sometimes attaining great dimensions. Mosquitoes and sandflies are very troublesome, particularly in the wet season. Native fauna are in some cases protected. Buffalo formerly existed in large herds, but, as pointed out later, their number has been greatly reduced by indiscriminate shooting.

3. **Flora.**—The vegetation is North Australian in type, but a number of the forms belongs to the Malayan and Oceanic regions. The timber trees are not of great commercial value, but in the coastal regions tropical vegetation grows luxuriantly to the water's edge. On the wide expanses of plain country in the interior there is little vegetation, the principal orders represented being:—*Euphorbiaceæ*, *Compositæ*, *Convolvulaceæ*, *Rubiaceæ*, *Goodeniaceæ*, *Leguminosæ*, *Urticæ*.

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

§ 5. Production.

1. **Agriculture.**—Up to the present agriculture has made little progress in the Territory, although it has been proved that rice, tobacco, coconuts, mangoes, bananas, cotton, various fodder plants, and peanuts can be successfully grown. Expense of harvesting is, at present, an obstacle to the economic production of rice, and until labour-saving machinery is procured it cannot be produced with profit. There is a large stretch of first-class coconut land on the coast, but hitherto planting has not been attempted on a commercial scale. Peanuts have become the principal crop, and the harvest in 1931 realized £9,777. A number of former unemployed have been placed on the land and have engaged in the industry. In 1931, approximately 1,500 acres were under peanuts.

2. **Pastoral Industry.**—The pastoral possibilities of certain parts of the Northern Territory were recognized at an early date, and in 1866 stock was brought into the Macdonnell Range country from South Australia. Six years later cattle were moved from Queensland to the northern parts of the Territory, and in 1879 Mr. Giles reached the Katherine River with 2,000 head of cattle and 12,000 sheep from South Australia. For various reasons sheep-raising did not succeed. The cattle industry progressed and became the mainstay of the Territory, a great impetus being given to it in 1917 by the opening of extensive meat works at Darwin. Unfortunately the works closed down in 1920, and are still standing idle. The number of cattle exported by land from North Australia during the year 1930–31 was about 77,000. In the previous year over 6,000 head of live cattle were shipped to Manila, but there was no export in 1930–31. The cattle industry has been retarded by the ravages of ticks and by the difficulty of travelling stock through waterless country. These difficulties are, however, gradually being overcome, the former by the introduction of the practice of "dipping," and the latter by adding to the number of wells on the various stock-routes and the creation of stock reserves. Buffaloes thrive in the coastal districts, but their number has been greatly reduced by indiscriminate shooting for the sake of the hides.

The estimated number of live stock in the Territory in the last five years is given in the table hereunder:—

NORTHERN TERRITORY.—LIVE STOCK.

Year.	Horses.	Cattle.	Sheep.	Pigs.	Goats.	Camels.	Donkeys.	Mules.
1926 ..	42,801	863,597	6,407	343	22,318	410	1,062	413
1927 ..	40,108	835,390	9,589	292	20,103	402	1,137	499
1928 ..	37,452	768,751	7,635	407	16,499	603	1,112	496
1929 ..	33,703	711,607	11,803	359	9,247	707	779	492
1930 ..	33,363	720,476	15,838	327	16,757	562	831	523

The stock in 1930 was distributed between North Australia and Central Australia as follows :—

Area.	Horses.	Cattle.	Sheep.	Pigs.	Goats.	Camels.	Donkeys.	Mules.
North Australia..	25,546	667,644	446	313	10,049	52	456	503
Central Australia..	7,817	52,832	15,392	14	6,708	510	375	20

3. Mining.—(i) *General.* Alluvial gold-digging in the Northern Territory commenced in 1869, and up to the end of 1880 gold to the value of £79,022 had been produced. In 1881 the gold production reached its maximum, the value for that year being £111,945. During the following years it fluctuated considerably, but as long as the alluvial deposits lasted the output was satisfactory. In the transition period from alluvial to reef mining the industry declined considerably. The production of metals other than gold has suffered from vagaries of prices, and from the disadvantages of high cost of transport and of white labour.

(ii) *Mineral Production.* The following table shows the value of the total mineral production for the last five years :—

NORTHERN TERRITORY.—MINERAL PRODUCTION.

Year.	Gold.	Tin Ore.	Silver-Lead Ore.	Copper Ore.	Mica.	Wolfram.	Tantalite.	Total Value all Minerals.
	£	£	£	£	£	£	£	£
1926-27 ..	468	18,754	379	..	2,596	..	8	22,205
1927-28 ..	431	10,828	22	..	3,280	..	65	14,626
1928-29 ..	553	6,958	79	..	10,548	..	207	18,345
1929-30 ..	57	3,345	1,684	589	6,099	3,867	1,013	16,654
1930-31 ..	2,445	2,331	160	25	5,531	384	450	11,326

(iii) *Coal and Mineral Oil.* Two licences for mineral oil and coal were in existence in 1930-31, covering an aggregate area of 2,000 square miles. No prospecting for oil was carried on during the year.

4. Pearl, Trepang, and Other Fisheries.—In 1884 mother-of-pearl shell was discovered in the harbour of Port Darwin. Difficulty in working, principally through heavy tides and muddy water, retarded the development of the industry for many years. During the first half of the financial year 1930-31, 32 boats were operating, employing 248 indentured workmen. By Ordinance, gazetted in March, 1931, a limit was set to the output of shell, and the pearling fleet was, consequently, reduced to eighteen boats with 164 employees. The year's output was 673 tons of saleable shell valued at £81,520, compared with 600 tons in the previous year. The territorial waters teem with fish, but the hope of establishing a salt and dried fish trade has not materialized. In the procuring of trepang, three boats and four persons, beside aboriginals, were engaged.

§ 6. Land Tenure.

A description of the system of land tenure in force in the Territory will be found in Chapter V.—Land Tenure and Settlement, Official Year Book No. 22.

§ 7. Commerce and Shipping.

1. **Trade.**—No record is kept of the direction of trade between the Commonwealth States and Territories. The value of the direct oversea trade for 1901 and for each of the years 1926–27 to 1930–31 is given hereunder :—

NORTHERN TERRITORY.—VALUE OF DIRECT OVERSEA TRADE.

Items.	1901.	1926–27.	1927–28.	1928–29.	1929–30.	1930–31.
	£	£	£	£	£	£
Imports	37,539	36,814	30,387	32,069	37,874	9,266
Exports	29,191	29,786	29,265	53,720	58,471	14,956
Total	66,730	66,600	59,652	85,789	96,345	24,222

The sharp decline in the export figures for 1930–31 is due mainly to the cessation of the trade in live cattle with the Philippines, which amounted in 1929–30 to £22,209, and a fall in the value of pearl-shell exported to £10,685 as compared with £27,837 in the previous year.

2. **Shipping.**—The Territory is dependent for its shipping facilities chiefly on the services of vessels trading between Sydney and Singapore. Other vessels make occasional visits, while a sixty-days' service between Fremantle and Darwin is carried out by the "Koolinda," belonging to the West Australian State Shipping Service.

NORTHERN TERRITORY.—SHIPPING.

Period.	Arrivals.		Departures.	
	No. of Vessels.	Tonnage.	No. of Vessels.	Tonnage.
1926–27	50	126,765	50	126,999
1927–28	54	125,533	45	121,451
1928–29	61	129,997	48	129,218
1929–30	52	126,004	47	125,925
1930–31	39	111,144	39	111,453

The foregoing figures are exclusive of particulars of coastwise shipping. During 1930–31, 26 vessels of 522 tons net were entered as coastwise.

§ 8. Internal Communication.

1. **Railways.**—Under the agreement ratified by the Act, the Commonwealth is to construct the Northern Territory portion of the transcontinental railway line (connecting Adelaide and Darwin, via Port Augusta).

The Northern line from Adelaide terminated at Oodnadatta, about 100 miles south of the southern boundary of the Territory, but has recently been extended to Alice Springs, an addition of 292 miles. The line from Darwin to Katherine River, about 200 miles, has been extended as far as Birdum, 316 miles from Darwin. The completion of the remainder of the gap would permit of the development of the broad belts of pastoral and mineral country towards the centre of Australia. The Commonwealth also acquired on 1st January, 1911, the property in the line from Port Augusta to Oodnadatta (478 miles), and on 1st January, 1926, the control of the line was transferred to the Commonwealth Railways Commissioner. (See under Federal Railways.)

2. **Posts.**—Postal communication is maintained by vessels belonging to Burns, Philp and Co., which carry on a monthly service between the Territory and the Eastern States. In addition, the vessels belonging to the State Steamship Service of Western Australia give a service once every 60 days between Fremantle and Darwin. Inland, the northern part of the Territory receives its mail via Darwin, while the southern districts are served via Adelaide.

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

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

§ 9. Finance.

1. **Revenue and Expenditure, 1930-31.**—In the Commonwealth finance statements separate accounts are given for Northern Territory administration. Receipts and expenditure for 1930-31 are given below :—

REVENUE AND EXPENDITURE.—NORTHERN TERRITORY, 1930-31.

REVENUE.	£	EXPENDITURE.	£
Customs and Excise ..	11,060	Administrative Staff ..	87,089
Postal, Telegraph, and Telephone ..	11,039	Northern Territory Railways	212,682
Darwin-Katherine River Railway ..	28,985	Interest and Sinking Fund, Northern Territory Loans ..	428,594
Central Australia Railway ..	86,360	New Works, Artesian Bores, Roads, etc. ..	11,558
Territorial ..	4,189	North Australia Commission	49,605
Land and Income Tax ..	7,517	Miscellaneous ..	55,256
Lighthouses and Light Dues ..	471		
North Australia Commission ..	28,287		
Sales Tax ..	668		
Miscellaneous ..	18,857		
Deficiency on year's transactions ..	647,351		
Total	844,784	Total	844,784

2. **Northern Territory Debt.**—The items making up the total debt of the Territory as at 30th June, 1931, are as follow :—

	£	£
Debt at date of transfer to the Commonwealth,		
1st January, 1911		3,931,086
Redeemed under Commonwealth Loan Acts ..	3,108,312	3,569,062
Redeemed from Consolidated Revenue ..	460,625	
Redeemed from Sinking Fund	125	

Balance, 30th June, 1931 362,024

In addition, the balance of the Port Augusta—Oodnadatta Railway Loans taken over from South Australia amounted at 30th June, 1931, to £921,046, making a total of £1,283,070.

THE FEDERAL CAPITAL TERRITORY.

1. **Introductory.**—In Year Books Nos. 4 and 5, information was given in Section XXXI., in regard to the events leading to the selection of the Federal Capital Territory and the necessary legislation and the progress of operations in connexion with the establishment of the capital city. The physiography of the Territory was dealt with *in extenso*, and topographical and contour maps accompanied the letterpress, as well as reproductions of the premiated designs for the laying out of the city. Considerations of space, however, preclude the repetition of this information. On the 12th March, 1913, the official ceremony to mark the initiation of operations in connexion with the establishment of the Seat of Government was carried out. At this ceremony the selection of "Canberra" as the name of the capital city was announced. (A special article contributed by Dr. F. Watson, entitled "Canberra Past and Present", appeared on page 454 of Year Book No. 24.)

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

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

The administration of the Territory by the Federal Capital Commission was continued until the 30th April, 1930, when the Seat of Government (Administration) Act 1924–1929 was repealed, and the powers and functions of the Commission reverted to the Government. The new Administration provided for the general control of the Territory by the Minister for Home Affairs, with the assistance of the Department of Public Health in health matters, the Department of Works in the operation of the engineering services and in the construction of works, and the Attorney-General's Department in the administration of the Courts, Police and Probate, and the Registration of Titles.

An Advisory Council to advise the Minister on matters of local concern was established on the 1st May, 1930, by Ordinance under the Act, and a Civic Administrator was appointed under the Ordinance as Chairman of the Advisory Council and to carry on the general administration of the Territory under the Minister and subject to the specific services being undertaken by the other Commonwealth Departments mentioned.

The Advisory Council consisted of the Secretary, Department of Home Affairs; the Director-General of Health; the Secretary, Department of Works; the Civic Administrator; and three residents elected for two years under a system of adult franchise.

On the 12th April, 1932, the Departments of Home Affairs and Works were abolished and the Department of the Interior was established in lieu thereof. The office of Civic Administrator was abolished, and the constitution of the Advisory Council was altered to provide that the nominated members of the Council should consist of the Director-General of Health, and three officers of the Department of the Interior, namely, the Assistant Secretary (Works and Services); the Assistant Secretary (Property and Survey); and the Assistant Secretary (Civic Representative).

Under the new administration, the general control of the Territory is exercised by the Minister for the Interior, but the specific services undertaken by the Department of Health and the Attorney-General's Department are being continued by those Departments.

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

Structures completed after the commencement of the Departmental form of administration comprised the Australian Institute of Anatomy with laboratories and accommodation for a museum of Australian fauna; laboratories of the divisions of Economic Entomology and Plant Industry of the Institute of Scientific and Industrial Research; a public swimming pool equipped with a modern chlorination plant; a small number of additional residential buildings; and improvements and extensions of the various engineering services.

The programme of new development has been restricted recently owing to financial stringency. Nevertheless, all development of the City has proceeded according to the approved plan, and the extensive planting scheme in the parks, plantations and public gardens throughout the city has been continued.

In addition to works in the City Area, the scheme of afforestation in the rural districts is being carried on, and the afforested areas at the latest available date covered 5,500 acres.

5. Lands.—(i) *In the Federal Capital Territory.* Reference has been made in previous issues of the Official Year Book to the general conditions of land tenure in the Territory for the Seat of Government and to the area of alienated and leased land.

As considerable portions of the Territory lands are not required in connexion with the establishment of the city, large areas have been leased under special improvement conditions in regard to the extermination of noxious weeds and the destruction of rabbits and other noxious animals. The lands are classified into three grades of agriculture and three grades of grazing land. About 280,964 acres, comprising 424 leases are at present held under lease for periods varying from quarterly tenure to 25 years.

Regarding auction sales of city leaseholds see Year Book No. 22, p. 599.

Eight leases for church purposes have been granted under the *Church Lands Leases Ordinance 1924-1932*, which require the lessees to submit a definite building programme within a specified period, and a further eight leases have been granted for church and scholastic purposes under the *Leases (Special Purposes) Ordinance 1925-1932*.

The total number of leases granted under the *City Area Leases Ordinance*, not including surrendered leases, at the end of the financial year 1930-31, was 304, representing a capital value of £164,373. During the year ten new leases were granted. The number of business and residential blocks surrendered to or determined by the Commonwealth to the end of the year was 201.

Under the terms of the *City Area Leases Ordinance 1924-1929*, each block is leased for a period of 99 years at a rental of £5 per centum per annum of the unimproved capital value as assessed by the Commonwealth or bid at auction.

(ii) *Land at Jervis Bay.* The Commonwealth has 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 Federal Capital. The Royal Australian Naval College was established in this area on a site known as Captain's Point, but was removed in 1930 to Flinders Naval Base. Nearly all of the remaining lands have been leased.

A scheme for the use by tourists of the residences and other buildings at Jervis Bay has been put into operation, and it has proved a considerable attraction, affording a seaside resort for the Territory as well as for visitors from other places.

6. Railways.—Canberra is connected with the railway system of New South Wales by a line $4\frac{1}{2}$ miles long to Queanbeyan. This line was opened for goods traffic on the 25th May, 1914, and for passenger traffic on the 15th October, 1923, and is being worked by the New South Wales Railways Commissioners for, and on behalf of, the Commonwealth.

The railway terminus is situated in the area known as Kingston.

A direct and convenient passenger service is in operation connecting Canberra with Sydney and Melbourne, and trains leave both cities for Canberra daily except Saturdays. Improved facilities for goods traffic have also been provided.

A trial survey of the Canberra—Jervis Bay line has been completed, and plans prepared to enable an estimate of the cost of the line to be obtained, but no action in regard to this project is contemplated at present.

Under the provisions of the *Seat of Government Surrender Act 1909* of New South Wales, and the *Seat of Government (Acceptance) Act 1909* of the Commonwealth, an agreement exists between the Commonwealth and the State of New South Wales in relation to the construction of a railway from Canberra to Yass—a distance of, approximately, 43 miles, of which about 32 miles extend through New South Wales. The State is required to construct its portion of the line as soon as the Commonwealth builds a line to the boundary of the Territory.

7. Population.—The census return of population on the 30th June, 1932, was 8,221 in the Federal Capital Territory and 165 in Jervis Bay Territory, or a total of 8,386 persons.

8. Live Stock.—The live stock, according to the latest return, comprised :—Horses, 923, Cattle, 5,217, Sheep, 208,647.

9. **Educational Facilities.**—Arrangements have been made with the New South Wales Education Department to continue for the time being the administration of education in the Territory, the expenditure involved being refunded annually to the State. There are twelve schools in the Territory, including one at Jervis Bay. The largest of these is Telopea Park Intermediate High School, which is situated on the south side of the city area. It has accommodation for 1,000 scholars, and its curriculum provides a standard of education comparable in range of subjects with that provided at the best of the Government High Schools in New South Wales, thus permitting scholars to qualify for entrance to the Universities.

The School also provides for Junior Technical, Commercial, and Trades School Branches, as well as Evening Commercial and Matriculation Classes.

The Trades School, which is excellently equipped, supplies the necessary training for apprentices and journeymen who are desirous of improving their respective trade qualifications.

Provision at the School has also been made for Domestic Science and Dressmaking Sections.

An Infants' School, to accommodate 450 children, has been erected on the north side of the city, where for the present scholars of the primary standard on the north side of the river are being catered for. Apart from two other smaller schools in the temporary section of the city settlement, the balance are small rural schools serving the needs of leaseholders settled in the Territory.

Reference to the establishment of a University College at Canberra will be found in Chapter X., Education, herein.

There are at present three private schools in the Territory. The Canberra Grammar School for Boys, St. Gabriel's Church of England Grammar School for Girls, and St. Christopher's Convent—all of which provide for primary and secondary education.

10. **Finance.**—(i) *Financial Year 1931–32.* Receipts and Expenditure for the financial year 1931–32 are given in the table hereunder.

FEDERAL CAPITAL TERRITORY.—RECEIPTS AND EXPENDITURE 1931–32.

Receipts.		Expenditure.				
Items.	Amount.	Items.	Capital.	Main-tenance.	Other.	Total.
	£		£	£	£	£
Rents	81,049	Cottages, Buildings, etc. ..	11,367	14,765	..	26,132
Rates	7,978	Public Utilities—				
Electricity ..	42,565	General	42,005	63,781	..	105,786
Motor Registration and		Other	17,576	35,987	..	53,563
Fees	7,433	Advances under Housing				
Water Charges ..	3,174	Ordinances	215	..	..	215
Hotels	87,268	Alleviation of Distress and				
Transport and Bus		Unemployment Relief ..	11,961	52,217	..	64,178
Service	31,892	(a)		(b) (c)		
Hospital	2,157	Education .. ..	..	..	18,351	18,351
Sales of Goods and		Hotels—Working Expenses..	..	..	87,370	87,370
Manuf. Products ..	77,396	Transport and City Bus Ser-				
Miscellaneous ..	21,027	vice .. ..	..	..	31,351	31,351
		Factories, Stores, etc., Work-				
		ing Expenses .. ..	..	..	59,448	59,448
		Hospital .. ..	..	..	13,365	13,365
		Interest and Sinking Fund ..	..	..	362,834	362,834
		Administrative .. ..	..	..	49,043	49,043
		Miscellaneous—Police, Fire				
		Brigade, etc. .. ..	..	..	43,679	43,679
		(d)				
Total Receipts	361,939	Total Expenditure ..	83,124	166,750	665,441	915,315

(a) Voted under Special Appropriation Act No. 49 of 1931. (b) Includes £15,000 paid to credit of Trust Fund Unemployment Relief Account and unexpended at 30th June, 1932. (c) Includes expenditure of a capital nature. (d) Includes £20,000 paid to credit of Trust Fund Melbourne Officers' Homes Account and unexpended at 30th June, 1932.

(ii) *From Date of Selection of Site to 30th June, 1931.*—The total receipts and expenditure from the date of selection of site to the 30th June, 1931, were as follows :—

FEDERAL CAPITAL TERRITORY.—RECEIPTS AND EXPENDITURE TO 30th JUNE, 1931.

Receipts.		Expenditure.	
Items.	Amount.	Items.	Amount.
	£.		£
Loans and Advances	6,220,299	Lands	901,133
Rents	1,050,845	Engineering Works	3,591,441
Hotel and Liquor Receipts ..	601,410	Architectural Works	3,595,581
Revenue from Local Government ..		Other Capital Expenditure ..	301,608
and State undertakings ..	571,478	Maintenance and Administration ..	3,821,057*
Receipts from Sundry Debtors, Sale of Goods, Transport, etc. ..	764,082	Other	12,588
Total Receipts	9,208,114	Total Expenditure	12,223,408

* Does not include accumulated interest, approximately £1,966,000.

The sources from which the expenditure has been made are shown in the statement hereunder :—

	£
Receipts as above	9,208,114
Initial liability of the Federal Capital Commission	2,966,600
Expenditure on Parliament House and Railways at 31st December, 1924, not taken over by Commission	177,438
Expenditure, May and June, 1930, from Loan Fund	39,007
Expenditure, 1st July, 1930, to 30th June, 1931, from £	
Loan Fund	113,077
Less Advances under the Housing Ordinance, 1928-30 ..	42,203
	70,874
Expenditure over Receipts, May and June, 1930, from Consolidated Revenue	9,324
Expenditure over Receipts, 1st July, 1930, to 30th June, 1931, from Consolidated Revenue	£ 470,497
Less Interest payment	352,777
Amount paid to credit of Trust Fund, F.C.T. Transport	500
	353,277
	117,220
	12,588,577
Less credit in Trust Funds at 30th June, 1931	350
Interest paid to Treasury but subsequently taken as a repayment of advances	190,621
Adjustment of Housing Ordinance 1928-30 Loans advanced by Treasury	174,198
	Cr. 365,169
	12,223,408

NORFOLK ISLAND.

1. *Area, Location, etc.*—Norfolk Island, discovered by Captain Cook in 1774, is situated in latitude $29^{\circ} 3' 45''$ south, longitude $167^{\circ} 58' 6''$ east. Its total area is 8,528 acres, the island being about 5 miles long and 3 miles wide. From Sydney it is distant 930 miles, and from New Zealand 400 miles. The coast line is 20 miles, and its form that of an irregular ellipse. Except on the south-west, inaccessible cliffs rise from the water's edge. The climate is equable, the temperature ranging between 56° and 82° , with a mean of 68° . The average annual rainfall is 55 inches. It has been said that the salubrious climate, coupled with the beauty of its land and sea scapes, should combine to render Norfolk Island "the Madeira of the Pacific." At present the island is visited annually by a fair number of tourists, but with improved shipping facilities the traffic would considerably increase.

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

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

The descendants of the *Bounty* mutineers, having become too numerous to subsist on Pitcairn Island, were removed thence to Norfolk Island in 1856. The new community numbered 94 males and 100 females—and were the descendants of British sailors and Tahitian women. Five of these were still alive at the 75th anniversary of the transfer, celebrated in June, 1931.

3. *Administration.*—In 1856 the island was created a distinct and separate settlement under the jurisdiction of New South Wales. In 1896 it was made a dependency under the Governor of that Colony. In 1913, however, the Federal Parliament provided for the taking over of the island as a territory of the Commonwealth. From July, 1914, until 1st January, 1929, Norfolk Island was administered by the Department of Home and Territories, through an Administrator and Chief Magistrate, but it is now administered by the Prime Minister's Department. (See also Official Year Book No. 22, p. 604.)

4. *Population.*—The population on 30th June, 1931, was estimated at 992, consisting of 545 males and 447 females. In the year 1930–31, 24 births, 16 deaths, and 19 marriages were recorded.

5. *Live Stock.*—The latest returns of live stock show that in 1929 there were on the island 1,590 cattle, 645 horses, 279 sheep, and 65 pigs. In addition, there were 5,772 head of poultry. The quality of the live stock, generally speaking, is poor, but efforts are being made to improve it.

6. *Production, Trade, etc.*—The soil throughout is rich, and is specially suitable for the cultivation of citrus fruits, bananas, and (in parts) coffee. The banana industry is making progress and about 31,700 cases were shipped in 1930–31, as compared with about 25,700 cases during the preceding year. Various other sub-tropical fruits thrive well. During 1930–31, the export of oranges was 1,270 cases; passion fruit and pulp, 436 cases; lemon juice, 14 casks; and lemon peel, 4 cases; mixed fruit, 685 cases; potatoes, 465 cases. There are many thousands of lemon trees and guavas growing wild throughout the island.

Large numbers of whales pass the island throughout the season, but whaling has now practically ceased. The preserved fish industry which was established some years ago has been abandoned; although such fish as trevalla, kingfish, schnapper, and many others, are plentiful. The "all-red" cable from Great Britain via Vancouver, Fanning Island, and Fiji, bifurcates at Norfolk Island, one line connecting with New Zealand, the other with Brisbane. A monthly steamship service between Norfolk Island and Sydney is carried on by Burns, Philp and Co. The regular steamship service with Auckland, previously maintained by the New Zealand Government, was terminated in 1930; and the island in consequence lost a convenient market for some of its produce, as well as the income derived from tourists from the Dominion. This difficulty has now been overcome through an arrangement whereby Burns, Philp and Co.'s steamers have made Auckland a port of call.

Imports and exports for the last five years are given hereunder :—

NORFOLK ISLAND.—IMPORTS AND EXPORTS.

Heading.			1926-27.	1927-28.	1928-29.	1929-30.	1930-31.
			£	£	£	£	£
Imports	..	..	27,869	42,756	55,894	46,776	43,370
Exports	..	..	13,578	19,254	33,027	32,255	21,908
Total			41,447	62,010	88,921	79,031	65,278

7. **Social Condition.**—Education is free and compulsory up to the age of fourteen years. The school conforms to the Australian standard of public education, ranging from kindergarten to the intermediate certificate, with a two years' superprimary course according to the requirements of a High School of the Rural Science type. The headmaster and two assistant teachers are lent by the New South Wales Education Department, but they are paid by the Norfolk Island Administration. The number of scholars enrolled in 1931 was 165.

The Magistrates' Court has criminal jurisdiction in all crimes except capital offences, civil jurisdiction in all matters, and authority to grant probate and letters of administration.

8. **Finances.**—The receipts and expenditure for the year 1930-31 were as follows :—

NORFOLK ISLAND.—RECEIPTS AND EXPENDITURE, 1930-31.

Heading.		Receipts.	Heading.		Expenditure.
		£			£
Brought forward	..	4,955	Salaries	.. ..	4,078
Commonwealth Subsidy	..	4,000	Miscellaneous	.. ..	2,945
Tariff Collections in Sydney	..	5,235	Purchase of Liquor	..	3,004
Sale of Liquor	..	3,572	Balance carried forward	..	8,226
Miscellaneous	..	491			
Total		18,253	Total		18,253

PAPUA.

§ 1. General Description.

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

2. **Administration by Commonwealth of Australia.**—The Territory was placed under the authority of the Commonwealth on 1st September, 1906, by proclamation issued in pursuance of Letters Patent of the 18th March, 1902, and was accepted by the Commonwealth by the Papua Act 1905, which came into force by virtue of the proclamation aforesaid. The transfer was made under the authority of section 122 of the Constitution. The Territory is now under the administration of the Commonwealth, but not included within it, and is divided into magisterial districts.

3. **Area, etc.**—Papua lies wholly within the tropics. The northernmost point touches 5° S. latitude; its southernmost portion, comprising Sudest and Rossel Islands, lies between 11° S. and 12° S. latitude. It is separated from Australia by Torres Strait. The length of Papua from east to west is upwards of 800 miles; towards either end the breadth from north to south is about 200 miles, but about the centre it is considerably narrower. The Territory comprises also the islands of the Trobriand, Woodlark,

D'Entrecasteaux and Louisiade groups. The length of coast-line is estimated at 3,664 miles—1,728 on the mainland, and 1,936 on the islands. The total area is about 90,540 square miles, of which 87,786 are on the mainland, and 2,754 on the islands. A reference to the physical characteristics of the Territory appears in previous issues of the Official Year Book (see No. 18, p. 633).

§ 2. Population.

The white population of Papua on 4th April, 1921, was 1,343, made up of 961 males and 382 females. Included in these figures were 79 persons, who were passengers and crew of the s.s. *Marsina*, which was at Samarai at the taking of the Census. The following table gives the white population in each of the last five years :—

WHITE POPULATION OF PAPUA.

YEAR ENDED 30TH JUNE.

1927.	1928.	1929.	1930.	1931.
1,366	1,428	1,523	1,525	1,128

The chief occupations of the non-indigenous population at the taking of the Census were :—Government officials and employees, 132; commercial pursuits, 150; shipping, 124; tropical agriculture, 266; missionary work, 144; mining, 159.

It is not possible to give exact data regarding the number of natives, because a large area of the interior is not yet under Government control. The official estimate is 275,000. Such censuses of the native population as have been taken during recent years point to a slight increase. The coloured population, other than Papuans, numbered on 4th April, 1921, 577, and included many mission teachers from Samoa, Fiji, and other Pacific Islands. On the same date, half-castes, with one of the parents a European, totalled 158. An Immigration Restriction Ordinance prohibits the immigration of persons who fail to pass the dictation test, or who are of bad character, or likely to become a charge upon the public. Exemptions may, however, be granted by the Lieutenant-Governor to persons of special skill required for employment as overseers or foremen.

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

1. **Native Labour.**—Information regarding the conditions connected with the employment of native labour will be found in Official Year Book No. 22, p. 607.

Owing to the present economic depression, the number of indentured native labourers has considerably declined and only about 6,000 natives were employed under contract in 1931, compared with 7,274 in 1930. Wages paid under contract of service decreased from £57,263 in 1930 to £48,328 in 1931. The number of unindentured labourers rose from 1,379 in 1930 to 2,183 in 1931.

2. **Native Taxes.**—Under the Native Taxes Ordinance, passed in 1918, a tax not exceeding £1 may be imposed on natives, excepting native constables, mission teachers, natives unfit for work, and those who have not less than four living children. The proceeds of the tax must be expended on native education, or devoted to purposes directly benefiting the natives, as may be prescribed.

The taxes collected in 1930–31 amounted to £14,437, of which £2,492 was transferred to the Native Education Fund, and £9,519 to the Native Benefit Fund. The Native Education Fund during the year 1930–31 disbursed to primary and technical education £5,649, and to agricultural education £1,222, leaving a credit balance of £24,315. From the Benefit Fund the expenditure included :—Anthropology £1,438, health £6,033, village improvements £433, family bonuses £1,157.

3. **Care of Half-caste Children.**—An Ordinance was passed in 1922 to provide for the care and maintenance of neglected half-caste children. The Ordinance provides that a sum of £26 per annum shall be paid to the Commissioner for Native Affairs by the adjudged father of the child until the child, if a boy, shall reach the age of 16 years, or, if a girl, 18 years.

4. **Health.**—The two principal native hospitals are in Port Moresby and Samarai ; but minor hospitals are attached to the out-stations and conducted by the various mission societies and plantation companies. The mission societies employ two qualified doctors and a number of trained nurses. Two travelling medical officers and several European medical assistants are employed by the Government. Natives are also being trained as medical assistants. The chief complaints treated are yaws, ulcers, lung affections, hookworm, venereal and skin diseases. The death rate amongst native labourers in 1931 was below one per cent.

§ 4. Land Tenure.

1. **Method of Obtaining Land.**—Information under this heading is given in Official Year Book No. 22, p. 608.

2. **Holdings.**—On the 30th June, 1930, the lands of the Territory were held as follows :—

PAPUA.—HOLDINGS, 1930.

Description.	Area.
	Acres.
Land held by the natives	56,926,407
Crown land	814,598
Freehold land	22,934
Leasehold land	181,661
Area of Territory	57,945,600

Private sales of land in the Territory have now practically ceased. The Government buys from the natives, and then leases to planters, who are forbidden to have direct dealings in land with Papuans.

Of the total area of 181,661 acres shown above, agricultural leases accounted for 164,842, pastoral leases for 15,070, special leases for 866 and mission leases for 531.

Particulars for 1931 are not available.

The area of land acquired by the Crown in 1930–31 was 8,154 acres.

The total area surveyed in the Territory is 21,695 acres of freehold, and 299,391 acres of leasehold.

§ 5. Production.

1. **General.**—The products of the Territory are obtained from its agricultural, forestal, fishing, mining, and manufacturing industries. For many years gold-mining yielded the largest returns, but the production has dwindled considerably owing to the exhaustion of the alluvial deposits. There is a possibility of obtaining petroleum in marketable quantities. Amongst plantation products, copra occupies the foremost place; but little coconut planting has been done in recent years. Portions of the Territory appear well suited for cotton cultivation.

2. **Agriculture.**—(i) *Soil and Rainfall.* Rich soils at varying elevations, and heavy and evenly distributed rainfall favour the cultivation of a variety of tropical products including sugar cane, coconuts, sago palm, bread fruit, dyewoods, spices, ginger, nutmegs, bananas, and other fruits. There are large areas of rich alluvial and volcanic soils along the coast, and fertile land is found at elevations up to 6,000 feet. Heavy rainfalls occur, except over a belt of country which runs back from the coast to the hills, and which has its dry season from May to November. This “dry” area is admirably suited for the production of tobacco, fibres, cotton, etc. There are 22 meteorological stations throughout the Territory, and an economic museum and agricultural library have been established.

(ii) *Plantations.* On 31st December, 1930, there were 338 plantations. Agricultural settlement has been mostly in the Central and Eastern Divisions, and the area planted was 58,904 acres, as against 59,487 in 1929. The principal plantation crops are coconuts, rubber, and sisal hemp. There is also some cultivation of bowstring hemp, kapok, coffee, tobacco, cotton, vanilla, cocoa, tapioca, cinnamon, tea, rice, and maize. The natives are compelled by an ordinance to plant coconuts for food supply. In addition to the coconuts in these plantations, many more are planted over small and widely scattered areas by the older natives in accordance with custom. The Native Plantations Ordinance provides for the establishment of plantations in which half of the proceeds is paid to the natives entitled thereto, and the remaining half paid into the Native Education Fund. The following table shows the areas under the different cultures at the end of December, 1930 :—

PAPUA.—AREA OF PLANTATIONS, 1930.

Description.						Area.
						Acres.
Coconuts	..	..	..	..	..	47,838
Rubber	..	..	..	..	..	9,075
Hemp	..	..	..	..	..	750
Kapok	..	..	..	..	..	310
Coffee	..	..	..	..	..	348
Cotton	..	..	..	..	..	14
Other cultures (including fruit trees)	..	..	..	..	..	569
Total	..	..	..	..	..	58,904

The quantities of copra and rubber exported during the year ended 30th June, 1931, were :—Copra, 9,436 tons ; rubber, 785 tons. Compared with the year 1929 there was an increase in the acreage under rubber, sisal hemp, kapok, and coffee, and a decline in that of coconuts, cotton and "other cultures". The acreage under hemp shows a considerable increase.

(iii) *Government Plantations.* There are two Government plantations, the Orangerie Bay coconut plantation and the Kemp Welch rubber plantation. The profits from these and from various minor plantations in 1930–31 were £3,582, as against £8,290 in 1929–30.

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

4. *Live Stock.*—At 31st December, 1929 (the latest date for which particulars are available), the live stock in the Territory consisted of 709 horses, 6,754 head of cattle, 136 mules, 16 donkeys, 3,135 goats, and 655 pigs. A Government stud-farm established for the breeding of horses has been closed. The introduction of rabbits, foxes, hares, and monkeys is prohibited.

5. *Fisheries.*—Pearl-shell fishing occupies an important place in the industries of Papua. A considerable number of luggers is licensed, but the returns are mostly credited to Queensland, whose boundary approaches to within a few miles of the Papuan coast. The species of tortoise which supplies the commercial tortoise-shell is also a native of the Territory. Bêche-de-mer and trochus are found along the shores and reefs, and form valuable articles of export.

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

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

(ii) *Gold.* Gold was discovered in 1888 and the search gradually spread over every division, finds being reported wherever the explorers went. The total quantity in fine ounces and the value as returned of the gold yield for the last five years are given below :—

PAPUA.—GOLD YIELD.

1926-27.		1927-28.		1928-29.		1929-30.		1930-31.	
Quantity.	Value.	Quantity.	Value.	Quantity.	Value.	Quantity.	Value.	Quantity.	Value.
fine ozs. 6,150	£ 26,124	fine ozs. 1,704	£ 7,240	fine ozs. 1,625	£ 6,901	fine ozs. 2,368	£ 10,059	fine ozs. 5,283	£ 22,440

Most of the rivers, with the exception of those flowing into the Gulf of Papua, have been declared open to gold-dredging, and good yields have been obtained. The total value of gold won to 30th June, 1931, was £1,775,832.

(iii) *Copper.* Owing to the very low prices ruling for copper in the world's market, the copper mines in Papua have suspended operations. The total value of the copper exported to the 30th June, 1931, was £366,683.

(iv) *Osmiridium.* The existence of osmiridium had been known for several years, but for some time no serious attempt was made to collect it, the alluvial gold miner formerly picking out the larger slugs of the metal from his gold parcel and throwing them away. The production in 1930-31 amounted to 47 ozs., valued at £700.

(v) *Other Minerals.* Some good samples of galena (sulphide of lead) have been obtained, while cinnabar (sulphide of mercury), graphite (or plumbago), zinc-blende, native sulphur, and other minerals are known to exist. In 1924 a deposit of lignite was discovered on Smoky Creek, a tributary of the Era River.

A mineral laboratory and museum have been fitted up, and are available to prospectors and others interested.

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

§ 6. Finance, Trade, Postal and Shipping.

1. *Finance.*—The principal sources of revenue were as follow :—Commonwealth Grant, £45,000; Customs and Excise, £35,051; Government Plantations, £3,582; Fees of Office, £5,282; Land Revenue, £5,199; Post Office, £6,647; Port and Wharfage Dues, £2,494; and Miscellaneous, £19,903.

Returns of revenue and expenditure for the last five years, exclusive of Commonwealth grants, are given hereunder :—

PAPUA.—LOCAL REVENUE AND EXPENDITURE.

Item.	1926-27.	1927-28.	1928-29.	1929-30.	1930-31.
	£	£	£	£	£
Revenue	111,508	107,052	93,751	107,266	89,918
Expenditure	167,727	158,964	152,949	151,874	134,986

2. **Trade.**—The value of imports and exports for the last five years is shown in the table below :—

PAPUA.—IMPORTS AND EXPORTS.

Particulars.	1926-27.	1927-28.	1928-29.	1929-30.	1930-31.
	£	£	£	£	£
Imports	455,904	403,561	361,271	373,918	240,074
Exports	454,462	350,363	337,365	324,775	274,354
Total Trade ..	910,366	753,924	698,636	698,693	514,428

The decrease in the value of exports is mainly due to a fall in prices for copra, pearls and pearl-shell, and copper.

As in all new countries, the imports consist chiefly of articles necessary for the primal needs of the community, such as agricultural products and groceries, drapery, machinery, tobacco, oils, paints, beverages, wood, wicker and cane, drugs, etc. The chief items of export during the last five years are as follow :—

PAPUA.—PRINCIPAL EXPORTS.

Article.	1926-27.	1927-28.	1928-29.	1929-30.	1930-31.
	£	£	£	£	£
Bêche-de-Mer	16,193	14,907	11,833	6,381	5,549
Copper Ore	35,799	208	..	194	..
Copra	186,837	194,019	214,051	176,485	93,710
Cotton	824	59	415	167	28
Gold	29,115	6,364	6,767	10,632	22,440
Hemp	33	..	..	3	271
Osmiridium	430	550	375	500	700
Pearls	8,968	827	1,861	11,422	123
Pearl Shell and Trochus Shell ..	7,576	12,086	9,058	10,975	7,606
Rubber	156,274	102,158	46,816	50,640	47,036
Natural History Specimens ..	..	14	776	64	64

3. **Shipping.**—The following table shows the number and tonnage of oversea vessels entered and cleared at ports during the years 1926-27 to 1930-31. All the vessels except 21 were of British nationality.

PAPUA.—OVERSEA SHIPPING.

Year.	Vessels.	Tonnage.
1926-27	143	226,948
1927-28	159	226,784
1928-29	171	184,946
1929-30	180	228,391
1930-31	194	220,399

Throughout, the figures are exclusive of ships of war and Government vessels.

§ 7. Progress of Papua.

As already stated (§ 1, *supra*) the Territory was placed under the Commonwealth control on 1st September, 1906. The following table indicates the progress that has been made since that date :—

PAPUA.—STATISTICAL SUMMARY.

Items.	Year ended 30th June—	
	1907.	1911.
White population	690	1,128
Native labourers employed	2,000	6,015
Territorial revenue	£21,813	89,918
Territorial expenditure	£45,335	134,986
Value of imports	£87,776	240,074
Value of exports	£63,756	274,354
Area of plantations acres	1,467	58,904
Meteorological stations established	3	22
Gold yield fine ounces	12,439	5,283

THE TERRITORY OF NEW GUINEA.

§ 1. General Description.

The present Territory of New Guinea comprises that portion of the German New Guinea Protectorate which lay south of the equator (excepting only the island of Nauru), and known in German times as the "Old Protectorate." The principal islands (with their German names if these differ from those now in use) and their approximate areas are as follow :—

AREA OF TERRITORY OF NEW GUINEA.

Particulars.	Approximate Area.
	Square Miles.
North-East New Guinea (Kaiser Wilhelm's Land)	70,000
Bismarck Archipelago—	
New Britain (Neu Pommern)	13,000
New Ireland (Neu Mecklenburg)	3,000
Lavongai (New Hanover or Neu Hannover)	600
Admiralty Islands and North-Western Islands	1,000
Solomon Islands—	
Bougainville	3,200
Buka	200
Total	91,000

Information regarding physiography and climate will be found in Official Year Book No. 22, p. 613. A map of the territory was published in Year Book No. 16, p. 665.

§ 2. Government.

1. The Military Occupation.—On the 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 in May, 1921.

2. **Mandate.**—The Mandate in accordance with which the Territory of New Guinea is administered by the Commonwealth was issued by the League of Nations in December, 1920. The terms of the Mandate appear in Official Year Book No. 16, p. 662-3.

3. **New Guinea Act.**—In anticipation of the issuing of the Mandate, the Commonwealth Parliament had already, in September, 1920, passed the New Guinea Act 1920, by which the Governor-General was authorized to accept the Mandate when issued. The Territory was, by the Act, declared to be a Territory under the authority of the Commonwealth, with the name of the Territory of New Guinea.

The Act provided for an Administrator, while power to legislate for the Territory was to be exercised by the Governor-General, and provision was made for the observance of safeguards in the interests of the natives as set out in the Mandate.

4. **Establishment of Civil Government.**—Official Year Book No. 19, p. 586, contains an account of the establishment of Civil Government in the Territory.

5. **Expropriation.**—The Treaty of Peace provided that German nationals resident in her former colonies might be repatriated, and that the property rights and interests of German nationals in former colonies might be retained and liquidated by the Allies, the proceeds being credited to Germany in part payment of the reparation payable by her under the Treaty. In pursuance of these powers, in September, 1920, the property of the principal German companies in the Territory, and in March, 1921, that of a large number of German planters, was vested in the Public Trustee. (See Year Book No. 17, p. 631.) In 1926 and 1927 these plantations were transferred to private owners.

6. **Departments and Districts.**—The Administration is organized in seven Departments—Government Secretary; Treasury; Native Affairs; Public Health; Customs and Shipping; Lands, Mines, Surveys, and Forestry; and Agriculture.

For administrative purposes the Territory is divided into eight Districts. They are as follow:—New Britain, comprising New Britain and adjacent islands; on the Mainland—Morobe, Madang, Aitape, and Sepik; New Ireland, comprising New Ireland, Lavongai and adjacent islands; Manus, comprising the Admiralty Group; and Kieta, the former German portion of the Solomon Islands. Each district is under a District Officer, assisted by a small staff.

7. **Statute Law.**—The Acts of the Commonwealth Parliament do not (unless expressly so stated) extend to the Territory, but the *Laws Repeal and Adopting Ordinance* 1921 provided that certain Acts and Ordinances should be applied thereto. (See Year Book No. 17, p. 631.)

8. **Reports to the League of Nations.**—Eleven reports have been rendered to the League of Nations in compliance with Article 6 of the Mandate, the latest being for the year ended 30th June, 1931.

§ 3. Population.

1. **White Population.**—The increase in the white population at various intervals since 1885 is shown in the appended tabulation. At the census of 1921, the population was 1,288, of whom about 250 were missionaries, and 262 were persons engaged in administration, 715 were British subjects, and nearly all the remainder were nationals of former enemy countries. On 30th June, 1931, the number of Europeans was about 2,900.

TERRITORY OF NEW GUINEA.—WHITE POPULATION.

Year.		Number.	Year.		Number.
1885	.. ..	64	1930	.. ..	2,850
1928	.. ..	2,400	1931..	.. ..	2,900
1929	.. ..	2,600			

2. **Asiatic Population.**—Malays seem to have been the first Asiatics brought by the Germans to German New Guinea; 37 of them were recorded on the mainland in 1885. About 1889 the New Guinea Company began to bring Chinese, Malays, and Javanese in growing numbers from Singapore and Java to work on the plantations; by 1892 there were about 1,800 on the mainland. By 1898 the number had decreased to 300 or 400. The number of Chinese in the Mandated Territory reached its highest peak in 1921, with 1,424. Since then it has declined, and in 1931 the total was returned at 1,179.

The Japanese at present number about 40. The total Asiatic population, which in 1914 was 1,681, had increased in 1921 to 1,778. The Chinese provide the skilled artisans of the Territory, and many of them are small traders. Most of the Japanese residents are employed on the plantations, or in shipyards and stores.

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

The following table shows the number enumerated in 1929–30. The complete figures for the native census in 1931 are not at present available.

**TERRITORY OF NEW GUINEA.—NATIVE POPULATION, ENUMERATED IN 1929–30
(EXCLUSIVE OF INDENTURED LABOURERS).**

District.	Children.			Adults.			Total.		
	Males.	Females.	Persons.	Males.	Females.	Persons.	Males.	Females.	Persons.
Aitape ..	12,701	9,662	22,363	20,458	19,028	39,486	33,159	28,690	61,849
Kieta ..	8,490	6,761	15,251	11,322	12,314	23,636	19,812	19,075	38,887
Madang ..	10,885	8,540	19,425	18,242	16,933	35,175	29,127	25,473	54,600
Manus ..	3,001	2,850	5,851	3,893	4,323	8,216	6,894	7,173	14,067
Morobe ..	12,135	10,163	22,298	17,428	18,800	36,228	29,503	28,963	58,526
New Britain ..	17,602	14,985	32,587	24,642	24,358	49,000	42,244	39,343	81,587
New Ireland ..	8,273	6,509	14,782	11,202	12,432	23,634	19,475	18,941	38,416
Seplk ..	3,702	3,146	6,848	7,087	8,138	15,225	10,789	11,284	22,073
Total ..	76,789	62,616	139,405	114,274	116,326	230,600	191,063	178,942	370,005

The total native population in the Territory is estimated roughly at about 520,000. Whether the number is increasing or decreasing cannot be ascertained with certainty. The number of natives indentured as labourers, mostly for plantation work, on 30th June, 1931, was 27,765, compared with 30,130 in the previous year.

§ 4. The Natives.

1. **General.**—A brief description of the native inhabitants of the Territory was included in Year Book No. 16, p. 670. It may be noted here that the natives are divided into two main groups—Melanesian and Papuan—the former, with a few exceptions, constituting the population of the Bismarck Archipelago, the Solomon Islands, and the coastal districts of the New Guinea mainland, while the latter inhabit the interior of the mainland. Odd tribes of Negritos are known to exist in the mountains of New Guinea. In the Admiralty Islanders there is a strain of Papuan, and, possibly, of Polynesian blood, while the Western Islanders and the inhabitants of the small islands east and south-east of New Ireland are Micronesians.

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

3. **Research Work.**—During the German occupation of the Territory a certain amount of research work was carried out, partly by scientific expeditions, and partly by missionaries and by a local resident. An anthropologist has been appointed by the Commonwealth Government to consolidate the work already done, and to extend it to parts of the Territory which have not yet been covered. The results of his work appear in special reports.

4. **Education.**—The education of the natives was provided for in the "Education Ordinance of 1922" under which the Administrator was authorized to establish schools, grant money therefor, prescribe instruction, and arrange for the training of teachers and other matters. Simultaneously a Native Education Trust Fund was inaugurated, over which the Administrator was given control, and for the benefit of which he was empowered, within certain limits, to levy taxes on the natives and on employers of native labour. The expenditure on native education in 1930–31 was £6,949. Though the natives are liable to pay education tax, none has been collected since 1922–23, whereas a considerable sum annually is obtained from a tax levied on employers of native labour.

In 1929 the Under-Secretary for Education, in Queensland visited the Territory to advise regarding educational matters, and his reports have been accepted as the basis of future educational policy. The European teachers have been seconded from the Education Department of Queensland. During the year ended 30th June, 1931, the following schools were maintained by the Administration :—Native elementary schools, Rabaul and Kavieng; native technical school, Rabaul; native agricultural school, Keravat. In addition there is a school for Europeans at Rabaul. (See Year Book No. 17, p. 635.)

A considerable amount of educational work is carried out by the missions, the schools maintained being of three classes—(a) elementary schools in villages; (b) intermediate boarding schools at headquarters; and (c) high schools and technical schools. At the end of June, 1931, the various missions maintained 49 training centres, 27 high and technical schools, 61 elementary schools, and, 1,327 village schools. The pupils numbered 38,545.

The missions also conduct schools for Chinese children in Rabaul and Kavieng.

The granting of assistance to mission schools is authorized by the Education Ordinance, but no grants have hitherto been made.

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

The diseases taking the greatest toll of native life—directly, or through lowering vitality—are :—Malaria, respiratory diseases, dysentery, frambœsia, yaws, tropical ulcer, hookworm, filariasis, and beriberi. Further reference to this subject will be found in Official Year Book No. 18, p. 647.

The Health Department in Rabaul possesses :—(i) a staff of medical officers and orderlies, including travelling doctors; (ii) Native Hospitals at Government stations and sub-stations (its staff also supervises hospitals on plantations); (iii) a laboratory; (iv) training system for natives as medical orderlies; (v) scheme of distribution of medical necessities; (vi) two leper-stations; and undertakes the general oversight of sanitary conditions. The first Infant Welfare Centre in the Territory was opened in Malabunga in May, 1931.

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

§ 5. Land Policy.

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

2. **Land Policy of the Present Administration.**—The land Ordinance 1922–28 provides for sale as well as leasing of land belonging to the Crown. The divergence

from the policy usually adopted by the British in the Pacific (including Papua), which provides for leasehold only, was made with a view to disposing by sale of the freehold properties taken over from Germans, and which until 1927 were controlled by the Expropriation Board. Reference to the leasehold system in force will be found in Official Year Book 18, page 648.

A total area of 272,375 hectares (about 673,065 acres) had been alienated up to the 30th June, 1931. The area alienated in 1930–31 was 4,988 hectares (about 12,326 acres).

3. **Registration of Titles.**—Under German law there was a system of registration of titles in a "Ground Book," but registration did not confer an indefeasible title. The German system has been replaced by one modelled on the Torrens plan, embodied in an Ordinance entitled the "Lands Registration Ordinance," 1924–1929.

§ 6. Production.

1. **General.**—The natives have been described as a people of peasant proprietors, practising a crude form of agriculture. Their gardens and groves furnish but a small amount of produce for oversea trade, and the exports of the Protectorate grew only as European plantations were made, and natives were employed to work them. In recent years scientific methods of cultivation have been adopted, and production is being greatly accelerated thereby.

2. **Agriculture.**—(i) *General.* Under the supervision of the Director of Agriculture, soil analyses have been undertaken in different parts of the Territory, experimental stations have been founded, and an agricultural school has been established, where natives are being trained in tropical agriculture. A laboratory and a herbarium have been established, an entomologist engaged, and travelling inspectors appointed for the purpose of combating plant pests. Experiments are being carried on with a variety of crops; these, in conjunction with the *Papua and New Guinea Bounties Act* 1926, and the preference given by the Commonwealth Tariff to certain produce grown in the Territories, have greatly stimulated tropical agriculture.

(a) *Coconuts.* Coconut-growing is by far the most important industry in the Territory, but the low price of copra has temporarily checked expansion. The desiccated coconut industry is progressing, and there are now three factories operating.

(b) *Tobacco.* This crop has been cultivated with success at Astrolabe Bay in North-East New Guinea, and in the Bismarck Archipelago. Tobacco of high quality, rivalling the best Sumatra leaf, has been produced.

(c) *Cotton.* In 1924–25 the Government obtained 1,615 lb. of cotton seed, and cultivation was tried at the experimental stations as well as by private planters, including a few natives; but little progress has been made.

(d) *Sisal Hemp.* There was a steady although small export of sisal hemp in German times. The quantity exported in 1913 was 10 tons, but there was no export later.

(e) *Cocoa.* Cocoa has been successfully grown, principally at Vitu (French Islands); in 1913, 137 tons were exported. The export in 1930–31 amounted to 64 tons.

(f) *Coffee.* The cultivation of coffee for export has been commenced, and about 225 acres were planted in 1930–31.

(g) *Rubber.* On the mainland a small area has been planted with *Ficus elastica*, but in consequence of the low price of the inferior rubber produced from this source the trees are not being tapped.

(h) *Other Crops.* The climate and soil of the Territory are suitable for the cultivation of rice, Manila hemp, cinchona, nutmeg, vanilla, peanuts, kapok and maize, but hitherto their cultivation has either not advanced beyond the experimental stage or has been attempted on a small scale only. Sugar-cane of many varieties flourishes, and the natives cultivate extensive areas for their own use; other indigenous food-producing plants include the sago palm and the cassava.

(i) *Plants Yielding Power Alcohol.* It seems probable that alcohol for power purposes will be obtainable economically from the Territory. The sago palm and nipa palm yield as much as 60 gallons a ton, and in places are very abundant.

(ii) *Area of Plantations.* The area of plantations and the principal crops grown thereon are shown in the table hereunder for the year ended 30th June, 1931. The figures are exclusive of native plantations. (One hectare equals 2.4711 acres).

TERRITORY OF NEW GUINEA.—PLANTATIONS, 30th JUNE, 1931.

Particulars.	Government. Plantations.	Privately owned Plantations.	Total.
Area of Holdings hectares	1,628	177,118	178,746
Area Cleared "	937	88,633	89,570
Area Cleared and Planted "	841	85,151	85,992
Coconuts—			
Area Planted hectares	788	81,800	82,588
Area Bearing "	671	64,442	65,113
Cocoa—			
Area Planted hectares	..	800	800
Area Bearing "	..	402	402
Coffee—			
Area Planted hectares	10	81	91
Area Bearing "	5	5	10
Kapok—			
Area Planted hectares	2	43	45
Area Bearing "	..	2	2
Native Food (a) hectares	50	2,454	2,504
Other Crops "	16	1,461	1,477

(a) Native food of all kinds is mostly grown between young coconut palms not yet in bearing.

The area of plantations at various periods from 1885 to 1931 is shown hereunder. As in the case of the previous table, the figures are exclusive of native plantations :—

TERRITORY OF NEW GUINEA.—PLANTATIONS.

Year.	Total Area.	Area under Coconuts (including Area not in Bearing).
	Acres.	Acres.
1885	148	(a)
1895	2,152	(a)
1911	58,837	51,510
1914	84,941	76,845
1924	179,163	172,373
1930	204,555	198,051
1931	212,495	204,083

(a) Not recorded.

3. *Live Stock.*—There is little natural pasture in the Territory, but the coconut plantations are now of a sufficient area to maintain numerous live stock, the stock being depastured on the indigenous grasses growing between the rows of trees. In 1931 there were 999 horses, 15,457 cattle, 1,197 sheep, 7,668 goats, and 6,640 pigs (exclusive of the large number of pigs kept by the natives). (See also Official Year Book No. 16, page 677.)

4. *Timber.*—An investigation of the timber resources of the Territory has been made by the Commonwealth Forestry Adviser, and a report in connexion therewith was published in 1926. According to this report, while offering no prospects of immediate

gain to large saw-milling interests, the Territory possesses forest potentialities of a high order. The timber required for house and shipbuilding and for other purposes is mostly obtained locally. In North-East New Guinea the Neuendettelsauer Mission and the Holy Ghost Mission both possess up-to-date saw-milling plants, while most of the timber required in the Archipelago is supplied by the Sacred Heart Mission's saw-mill, and by a privately owned mill, both at the eastern end of New Britain. On the gold-fields, sawmills are operating at Edie Creek and Central Bulolo.

The Timber Ordinance 1922 provides for the issue of permits and licences to cut timber. Timber growing on native lands cannot be acquired by private purchasers directly from the natives, but must be obtained through the Administration. A royalty is paid on all timber exported.

5. Fisheries.—The wealth of the waters of the Territory has so far been little exploited. Fish is caught at many places along the coast to supply the small local demand of the natives and of the few resident Europeans. Pearl-shell is exported in fair quantities, while trepang, trochus-shell, and tortoise-shell also figure amongst the exports. The value of marine products exported in 1930-31 was £29,719, compared with £24,848 in the previous year.

6. Mining.*—Except for gold there has been little mining in the Territory, and knowledge of the mineral resources is as yet but scanty. Gold has been discovered on the Waria, the Ramu, the Francisco, and the Markham Rivers, etc. Rich gold was discovered in the Morobe District in 1926: the field is not very extensive and is situated 60 miles inland. Communication has been established with the coast by a regular aeroplane service. Osmiridium is reported to have been found on the upper tributaries of the Ramu, and platinum on the Kabenau River. Copper has been discovered in the form of chalcopyrite and malachite in the Baining District. Iron occurs as magnesite and hæmatite in the Baining District, apparently in large quantities. Sulphur occurs in several localities in the volcanic regions of the Territory. Phosphates suitable for use in the making of manures are found in the Purdy Islands. Brown coal has been found on the mainland in the vicinity of Astrolabe Bay, and in the southern portion of New Ireland.

The following table shows the quantity of gold exported and its value during the last five financial years:—

TERRITORY OF NEW GUINEA.—EXPORTS OF GOLD.

Year.					Quantity.	Value.
					Oz.	£
1926-27	..	..	..	..	84,760	195,428
1927-28	..	..	..	..	113,874	256,216
1928-29	..	..	..	..	79,748	179,433
1929-30	..	..	..	..	42,819	96,338
1930-31	..	..	..	..	57,874	132,239

By the Mining Ordinance of 1923, private companies incorporated or registered in the Territory, two-thirds of whose shares are held by British subjects, became eligible to engage in prospecting and mining for mineral oil and coal. On the 30th June, 1931, 2 licences to search for mineral oil were in force.

* Fuller details in regard to minerals in the Territory will be found in E. R. Stanley's Report on Salient Geological Features and Natural Resources of the Territory (printed as Appendix B. to the Report for 1921-22).

§ 7. Trade.

1. **Total Trade.**—The value of the imports, exports, and total trade at various periods since 1887, and during each of the last five years, is given in the table hereunder :—

TERRITORY OF NEW GUINEA.—TRADE.

Year.	Imports.	Exports.	Total.
	£	£	£
1887	17,133	19,580	36,713
1897	36,713	31,352	68,065
1907	166,585	97,563	264,148
1926-27	660,753	1,079,855	1,740,608
1927-28	811,832	1,471,026	2,282,858
1928-29	869,514	1,146,112	2,015,626
1929-30	878,450	997,335	1,875,785
1930-31	750,130	919,431	1,669,561

The import values are exclusive of money and Government stores. In 1930-31 the imports were distributed as follows :—From Australia, £253,038 ; United Kingdom, £104,762 ; America, £87,995 ; China, £33,205 ; Germany, £103,850 ; Japan, £25,904 ; India, £28,814 ; Burma, £47,916 ; Dutch East Indies, £16,336 ; other countries, £48,310.

2. **Principal Items of Imports.**—From Australia the principal items of imports are foodstuffs and beverages, tobacco, apparel, foot-wear, textiles, machinery, hardware, building material, coal, etc. ; from the United Kingdom textiles, apparel, machinery and hardware, whisky ; from America petrol, kerosene, motor vehicles and lubricating oil, tobacco ; from India rice and sacks ; from Burma rice ; from China rice and textiles ; from Germany textiles, aeroplanes, machinery and hardware, beverages, fancy goods, wood and wicker manufactures, motor vehicles and sewing machines ; from Japan, textiles and cement.

3. **Principal Items of Export.**—Values of the principal items of export for the last five years are shown hereunder :—

TERRITORY OF NEW GUINEA.—VALUE OF PRINCIPAL EXPORTS.

Commodity.	1926-27.	1927-28.	1928-29.	1929-30.	1930-31.
	£	£	£	£	£
Copra	849,852	1,176,940	933,769	864,358	716,543
Cocoa	3,500	3,859	3,816	3,074	3,200
Stone and Ivory Nuts	152	..	153	77	75
Trepang	13,750	11,259	4,440	6,360	7,530
Shell	17,000	23,436	22,695	18,410	22,075
Tortoise Shell	173	216	350	78	114
Gold	195,428	256,216	179,433	96,338	132,239
Desiccated Coconut .. .. .	..	..	1,456	8,640	37,640
Miscellaneous .. .. .	..	..	..	..	15
Total	1,079,855	1,471,026	1,146,112	997,335	919,431

4. **Exports of Copra and Cocoa.**—The next table shows the respective quantities of copra and cocoa exported during the last five years :—

TERRITORY OF NEW GUINEA.—EXPORTS OF COPRA AND COCOA.

Commodity.	1926-27.	1927-28.	1928-29.	1929-30.	1930-31.
	Tons.	Tons.	Tons.	Tons.	Tons.
Copra	47,613	65,285	60,435	63,832	62,303
Cocoa	65	73	72	58	64

Most of the copra is shipped direct to European and American ports.

5. **Banks.**—There are two banks operating in the Territory, the Commonwealth Bank of Australia, and the Bank of New South Wales.

§ 8. Shipping and Communication.

1. **General.**—A subsidized mail service between the Territory and Australia is maintained by Burns, Philp and Co. Ltd. The vessels of the Eastern and Australian Steamship Co. which maintains a regular monthly service between Australia, China and Japan, have included Rabaul as a port of call. A Norwegian shipping line trading with Australia also visits the port. Shipping within the Territory is regulated by the *Coastal Vessels Regulations* 1920, and the *Wharfage and Berthage Regulations* made during the Military Administration of the Territory.

2. **Oversea Tonnage in 1930-31.**—The number and net tonnage of oversea vessels which entered and cleared the Territory during the year 1930-31 are shown hereunder :—

TERRITORY OF NEW GUINEA.—SHIPPING 1930-31.

Nationality.	Vessels Entered.		Vessels Cleared.		Total.	
	Number.	Tonnage.	Number.	Tonnage.	Number.	Tonnage.
American	4	7,852	4	7,852	8	15,704
British	59	124,100	55	123,802	114	247,902
Chinese	1	1,625	1	1,625	2	3,250
Dutch	4	8,240	4	8,240	8	16,480
French	2	5,289	2	5,289	4	10,578
German	7	6,496	7	6,496	14	12,992
Japanese	6	14,312	6	14,312	12	28,624
Norwegian	8	28,004	8	28,004	16	56,008
Total	91	195,918	87	195,620	178	391,538

Country from which Entered or for which Cleared.	Vessels Entered.		Vessels Cleared.		Total.	
	Number.	Tonnage.	Number.	Tonnage.	Number.	Tonnage.
Australia	41	94,054	35	90,421	76	184,475
British Solomon Islands	7	3,843	7	3,233	14	7,076
Caroline Islands	3	801	3	801	6	1,602
China	7	6,496	7	6,496	14	12,992
Fiji	2	2,908	..	..	2	2,908
France	2	5,289	11	33,895	13	39,184
Japan	11	42,139	7	26,313	18	68,452
Malay States .. ..	..	..	6	14,074	6	14,074
Philippine Islands	1	1,625	2	2,195	3	3,820
New Hebrides	5	13,347	1	2,597	6	15,944
New Zealand	1	2,624	..	..	1	2,624
Papua	7	13,872	1	45	8	13,917
United Kingdom	2	5,449	..	..	2	5,449
United States of America	2	3,471	7	15,550	9	19,021
Total	91	195,918	87	195,620	178	391,538

3. **Local Shipping.**—A service between Rabaul and the various outports not visited by the mail steamers is maintained by small steamers and motor craft.

4. **Land Communication.**—Means of communication on land are scanty. There are no railways. Roads lead from Rabaul to places within 30 or 40 miles, and there is a road 170 miles long in New Ireland. Elsewhere there are few roads outside plantations and the stations of the District Officers. The large rivers of the mainland are as yet but little used.

There is a high power wireless station at Bita Paka near Rabaul, and low power installations at the out-stations.

5. **Communication by Air.**—The discovery of gold in New Guinea has resulted in great aviation activity in the vicinity of the gold-fields. On account of the mountainous country and dense undergrowth between the coast and the gold-fields the task of transporting food and stores to the fields and of bringing the gold to the seaboard by land is an irksome and costly process. The fields are situated about 60 miles inland from Salamaua, and whereas aircraft cover the distance in approximately an hour, the nature of the country is such that a journey by other means occupies more than a week.

§ 9. Revenue and Expenditure.

1. **Revenue.**—Details of the revenue collected from various sources during each of the last two years are given hereunder :—

TERRITORY OF NEW GUINEA.—REVENUE.

Heading.	1929-30.	1930-31.
	£	£
Revenue from Taxation (direct and indirect)	222,687	212,598
Revenue from Public Services and undertakings . .	38,305	31,601
Other receipts	75,654	46,034
Grant by Commonwealth Government	2,996	..
	339,642	290,233

2. **Expenditure.**—The expenditure for the financial year 1930-31 was distributed as follows :—

TERRITORY OF NEW GUINEA.—EXPENDITURE, 1930-31.

	£		£
Secretary and Central Adminis- tration	14,377	Trade and Customs	14,596
Justice	3,736	Agriculture	10,957
Treasury	21,686	Public Health	62,815
Audit	4,190	District Services	94,279
Lands and Survey	27,570	Miscellaneous	1,616
Native Affairs, Police, and Prisons	15,206		
Public Works	22,350	Total	293,378

NAURU.

1. **General.**—Nauru is an oval-shaped atoll about 12 miles in circumference having an area of about 5,400 acres, of which approximately four-fifths is phosphate-bearing. It is situated in long. 166° E., and is 26 miles south of the Equator. Portion of the island between the sandy beach and the coral cliffs is fertile, and it is there that the

Nauruans reside. With the exception of a small fringe round 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 old custom, and, with the exception of small allotments held by the Government, the British Phosphate Commissioners and Missions, the whole of the island is owned by individual natives. A comprehensive survey is in progress. The average shade temperature ranges between 72 and 95° F., and the average humidity between 70 and 80. The average rainfall is 85 inches, but droughts occasionally occur, and in 1916 and 1917 only 40 inches were received for the two years. In 1930 the rainfall amounted to 181 inches.

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, which is in similar terms to that for the Territory of New Guinea, was confirmed by the Council of the League of Nations on the 17th December, 1920. On 2nd July, 1919, the British, Commonwealth, and New Zealand Governments agreed that the administration of the island (which, since 1915, had been in charge of an official appointed by the British Colonial Office) should be vested in an Administrator who entered on duty in June, 1921. The first Administrator was appointed for a term of five years by the Australian Government; his term of service having expired, it was extended for another five years, but he resigned in 1927. The second Administrator was appointed in June, 1927. The Agreement between the three Governments was approved by the Commonwealth Parliament in the Nauru Island Agreement Act 1919, and is printed in the Schedule to that Act.

3. **Administration.**—The Administrator has all the powers of government—administrative, legislative, and judicial—in the island. All expenses of administration are met from local revenue. Native industries such as canoe-building, fishing, mat-making, etc., are encouraged by the provision of prizes at annual competitions. An agency of the Commonwealth Savings Bank has been established. There is a co-operative store managed by the natives themselves, the books, however, being audited by Government officers. Natives are not allowed to carry or be in possession of firearms, and the use by them of intoxicating liquors and deleterious drugs is prohibited.

4. **Population.**—Figures for population on 1st April in each of the years from 1928 to 1932 are given hereunder :—

NAURU.—POPULATION.

Population.	1928.	1929	1930.	1931.	1932.
Europeans	131	134	147	147	141
Chinese	1,051	1,099	1,110	1,105	696
Nauruans (a)	1,297	1,365	1,411	1,426	1,475
Other Pacific Islanders ..	20	16	16	14	4

(a) The natives of Nauru are Micronesians.

Births in 1931 numbered 67 (Nauruans, 64; Europeans, 3). There were 21 marriages (Nauruan), and 26 deaths (24 Nauruans, 1 Chinese, 1 other Pacific Islander).

5. **Health.**—Cases of the usual diseases known in the Pacific occur. Venereal disease is rare, but filariasis is common, and elephantiasis is occasionally met with. An area has been set apart for the segregation of lepers, and the latest methods of treatment are applied to cope with the disease. On the 1st January, 1932, there were 95 lepers (57 males and 38 females) in segregation. Two hospitals are maintained on the island,

one by the Administration for Nauruans, and one by the British Phosphate Commission for its employees, and the treatment and control of leprosy have been very successful. In common with other natives, the Nauruans are very susceptible to tuberculosis and influenza, and in 1921 an influenza epidemic caused the deaths of 230 Islanders. Dysentery, both amœbic and bacillary, is endemic. A regular anti-mosquito campaign is conducted. The usual steps have been taken by the authorities to improve the water supply and to provide efficient sanitation generally. Every Nauruan is required to undergo a medical examination once a month. Baby clinics have been established to give help and advice to Nauruan mothers in regard to infant nurture.

6. *Education*.—On the 1st October, 1923, the Administration took over the education of the Nauruans and other native children, and native schools were established in five districts and at the leper station. Previously education had been looked after by the Missions subsidized by the Government. A school for European children is presided over by a teacher on loan from the Education Department of Victoria who also supervises educational matters generally. The curriculum is similar to that of corresponding schools in Australia, and the teaching is, as far as possible, wholly in English. Education is compulsory between the ages of six and sixteen. After the termination of ordinary school attendance, twelve months are devoted to technical training. The children in attendance at school in 1931 numbered 13 Europeans and 341 Nauruans. The schools are closed on two afternoons a week in order that the children may attend the classes in religious instruction conducted at the Mission churches. Educational classes for adults have been inaugurated. Units of the Boy Scouts and Girl Guides (Nauruan) have been established on the island.

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

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

9. *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 on Nauru has been estimated at not less than 50,000,000 tons, and the phosphate, as shipped, averages 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 has workings) were bought by the British, Commonwealth, and New Zealand Governments in 1919 for £3,500,000, the purchase money being contributed in the proportions of 42, 42, and 16 per cent. respectively. The Agreement of 2nd July, 1919, provides for the working of the deposits by the British Phosphate Commission of three members, one appointed by each Government; and the three countries are to receive the output in the same proportions of 42, 42, and 16 per cent.

(ii) *Nauru and Ocean Island Phosphate Industry*.—The following table gives particulars regarding exports of phosphate during the last five years:—

NAURU AND OCEAN ISLAND.—EXPORTS OF PHOSPHATE.

Year.			Total.	To Australia.	To New Zealand.
			Tons.	Per cent.	Per cent.
1926-27	..	..	594,825	77.96	22.04
1927-28	..	..	501,908	75.20	24.80
1928-29	..	..	575,390	75.38	24.62
1929-30	..	..	499,456	74.74	25.26
1930-31	..	..	392,939	68.19	31.81

From Nauru alone, during the calendar year 1931, the export was 245 165 tons, of which 156,380 tons went to Australia, and 88,785 tons to New Zealand.

(iii) *Accounts of Commission.* A statement for the five years ended June, 1931, is given hereunder.

NAURU AND OCEAN ISLAND.—SALES OF PHOSPHATE.

Receipts from Sales of Phosphate, etc.	1926-27.	1927-28.	1928-29.	1929-30.	1930-31.
	£	£	£	£	£
Receipts from Sales, etc. . .	780,070	666,992	736,420	648,165	584,738
F.o.b. cost, including interest on capital, sinking fund, etc.	720,439	659,122	698,056	645,987	584,244

The amount due by the British Phosphate Commission to the partner Governments for purchase money and other capital sums was £3,666,457 on 30th June, 1921, and at 30th June, 1931, this had been reduced to £3,349,392. The contribution to the sinking fund paid by the Commission provides for interest at 6 per cent. and extinction of the capital sum in 50 years from 1st July, 1920.

(iv) *Employees.* Apart from a limited number of Europeans and a few Pacific Islanders, the employees are Chinese engaged under a three years' contract. A few Nauruans are from time to time employed, but they are not partial to sustained labour of any kind.

10. *Trade.*—Information regarding imports and exports for years 1927 to 1931 is appended herewith :—

NAURU.—IMPORTS AND EXPORTS.

Heading.	1927.	1928.	1929.	1930.	1931.
	£	£	£	£	£
Imports	82,650	240,229	101,692	143,416	108,729
Exports—	tons.	tons.	tons.	tons.	tons.
Phosphate	318,185	318,845	326,125	271,255	245,165
Copra	263	181	..	..	..

11. *Revenue and Expenditure.*—The revenue and expenditure of the Administration during the years 1927 to 1931 were as follows :—

NAURU.—REVENUE AND EXPENDITURE.

Heading.	1927.	1928.	1929.	1930.	1931.
	£	£	£	£	£
Revenue	17,041	19,903	19,936	18,992	16,440
Expenditure	17,243	18,267	17,860	15,532	16,903

Of the revenue in 1931, £5,989 was royalty on phosphate, £3,983 consisted of Customs receipts, £1,281 of capitation taxes, and £381 of harbour dues and shipping fees. The total credit balance on the 31st December, 1931, amounted to £20,868.