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## CHAPTER V.

## THE TERRITORIES OF AUSTRALIA.

NOTE.—The internal Territories of Australia are the Northern Territory and the Australian Capital Territory. External Territories under the control of Australia are:—Norfolk Island; Papua (formerly British New Guinea); the Territory of New Guinea (under Trusteeship Agreement with the United Nations); Nauru (under Trusteeship Agreement with the United Nations); the Territory of Heard and McDonald Islands; the Australian Antarctic Territory; the Territory of Ashmore and Cartier Islands; the Territory of Cocos (Keeling) Islands; and the Territory of Christmas Island. Information on all except Ashmore and Cartier Islands is contained in the following pages, and details of the acquisition of all the Territories will be found on pages 5, 23 and 24 of Chapter I. (See map on page 141 for location of Territories.)

## THE NORTHERN TERRITORY.

## § 1. Area and Population.

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

2. **Population.**—(i) *Population excluding Full-blood Aborigines.* At the Census of 30th June, 1954, the population of the Territory, excluding full-blood aborigines, was 10,288 males, 6,181 females, 16,469 persons. Corresponding figures at the Census of 30th June, 1947, were 7,378, 3,490 and 10,868 respectively. The estimated population, excluding full-blood aborigines, at 30th June, 1959, was 20,942 persons.

The European population of the Territory increased slowly from 670 at the Census of 1881 to 3,767 in 1918. By 1921, it had decreased to 2,458, and in 1933 was still only 3,306. At the Census of 1947, it had risen to 9,116, an increase of 176 per cent. on the 1933 figures, while at the Census of 1954 it had risen a further 54 per cent. to 14,028.

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

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

(ii) *The Aborigines.* For particulars relating to the aboriginal population see Chapter IX.—Population. Under the Aborigines Ordinance, which was replaced by the Welfare Ordinance on 13th May, 1957, all aborigines were, as a race, deprived of citizenship rights and could only attain them by individual exemption from the legislation. The Welfare Ordinance recognizes that from birth they are Australian citizens and temporarily deprives of full citizen rights only those who are committed by name as wards of the State under processes laid down by law. Such committal is subject to the right of individual appeal. This is the same basic idea that is expressed in social legislation applying to those members of the white community who are not able to look after themselves or who have to be protected (e.g., neglected children). Reserves for wards comprise an area of 94,509 square miles. (See also Chapter IX.—Population.)

## § 2. Legislation and Administration.

On 1st January, 1911, the Territory was transferred from South Australia to the Commonwealth. The terms were outlined in Official Year Book No. 15, page 940. For particulars of the administration up to the Northern Territory (Administration) Act 1931, by which it was, for the second time, placed in the hands of an Administrator; see Official Year Book No. 38 and earlier issues.

The Northern Territory (Administration) Act 1910–1959 provides for the constitution of a Legislative Council consisting of the Administrator as President, six official members, three nominated non-official members and eight elected members. The Council makes

ordinances for the Territory, which must be submitted to the Administrator for assent. The Administrator may, or may not, assent to them, or he may reserve them for the Governor-General. The Governor-General may disallow any ordinance assented to by the Administrator within six months from the date of assent, and the operation of ordinances relating to certain matters, including Crown lands and aboriginal affairs, is dependent on his approval. Money votes may be proposed in the Council only by the Administrator himself, or by his permission or direction.

The Territory elects a member to the House of Representatives, who has the right to take part in debates but may only vote on matters that relate solely to the Northern Territory.

### § 3. Physiography.

1. **Tropical Nature of the Country.**—The Territory is within the torrid zone, with the exception of a strip about 180 miles wide which lies south of the Tropic of Capricorn.

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 laterite form the occasional cliffy headlands. The sea frontage of more than 1,000 miles is indented by bays and inlets and intersected by numerous rivers, many of which are navigable for considerable distances from their estuaries. The only practicable deep-water port, however, is Darwin.

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

### § 4. Climate, Fauna and Flora.

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

2. **Fauna.**—The ordinary types of native Australian fauna inhabit the Territory. As elsewhere on the continent, the higher *Theria* are rare, but marsupials, birds, crocodiles, fresh-water tortoises, snakes (mostly non-venomous) and frogs abound. There are many varieties of fresh-water fish and littoral mollusca. Butterflies and beetles are strongly represented. The termite is a pest which is capable of serious damage to wooden buildings unless special preventative measures are taken. A species of the ant builds anthills which sometimes attain great dimensions. Mosquitoes and sandflies are very troublesome, particularly in the wet season. Some types of native fauna are protected. Buffalo formerly existed in large herds, but their number has been greatly reduced by indiscriminate shooting. Buffalo shooting is now controlled by Ordinance.

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

### § 5. Production.

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

In 1946, the Commonwealth Scientific and Industrial Research Organization commenced scientific surveys to define more accurately the potentialities of the Territory. Surveys have been completed of the Katherine-Darwin, Barkly Tableland and Victoria River Regions. The survey of the Katherine-Darwin Region indicated that further investigations into agricultural possibilities were warranted. As a result, the C.S.I.R.O. established an agricultural research station at Katherine to investigate the possibilities of dry farming in a land system covering an area of about 7,000 square miles in the Katherine-Daly River basin. The research work at this station was sufficiently encouraging in respect of the production of peanuts, grain sorghum, and pastures to warrant investigations into the application of the findings on a commercial scale. To further the investigations, the Commonwealth Government approved of the establishment by the Northern Territory Administration, in 1952, of an experimental farm at Katherine for the purpose of carrying out trials with these crops to determine the requirements for farming them on a commercial scale. The trials are in progress but it is too early to make any definite pronouncements. In 1956, the Administration established an experimental farm at Berrimah, near Darwin. Investigations into fruit and vegetable growing and pasture production are being carried out under both dryland and irrigated conditions.

The survey of the Katherine-Darwin Region also indicated various soil types in other parts of the Region on which agricultural production tests would be worthwhile. Trials on soil types are carried out by agricultural field officers of the Administration in various areas of the Territory considered potentially suitable for agriculture.

Prospects for rice growing were indicated by the survey and in 1952 the Administration established rice research stations at Humpty Doo and at a location known as Sixty Mile, on the Stuart Highway, 60 miles from Darwin. From the 1959-60 season, rice research work will be carried out in the Territory by the C.S.I.R.O. at its Coastal Plains Research Station at Middle Point, near Humpty Doo, as well as by the Administration at the Upper Adelaide River Agricultural Experiment Station. Because of flooding difficulties in the wet season, rice quarantine for the Northern Territory is carried out by the C.S.I.R.O. at the Kimberley Research Station, Western Australia. At the rice research stations, it has been demonstrated that rice can be grown in the Territory but that the main problems are adequate water control and drainage, determination of cultivation techniques in the soil conditions, and the production of suitable rice varieties. Since the 1954-55 season, Territory Rice Limited, a firm with Australian and American capital, has been conducting large-scale trials near Humpty Doo to prove its theory that commercial production of rice is possible on the sub-coastal plains of the Territory.

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

Cattle exported during 1959-60 numbered 137,192—76,782 to Queensland, 45,072 to South Australia, 8,828 to Western Australia and 6,510 to Hong Kong. Other livestock exports included 149 horses, 106 pigs, 400 sheep and 45 buffaloes. Imports of livestock were—Bulls 1,278; other cattle, 4,591; horses, 220; rams, 57; other sheep, 6,527; pigs, 135; ducks, 1,000; and chickens, 30,000.

The estimated numbers of livestock in the Territory at the end of 1955 and at June, 1957 to 1960, are given in the table hereunder:—

NORTHERN TERRITORY: LIVESTOCK.

As at—	Horses.	Cattle.	Sheep.	Pigs.	Goats.	Camels.	Donkeys.	Mules.
31st Dec. 1955 ..	37,306	1,027,819	33,249	1,076	12,273	59	755	363
30th June 1957 ..	38,180	1,175,997	30,466	755	11,189	51	450	286
„ „ 1958 ..	38,668	1,243,588	26,795	3,071	9,938	56	372	324
„ „ 1959 ..	39,131	1,138,156	22,141	3,191	9,126	36	307	300
„ „ 1960 ..	37,171	1,088,982	16,611	2,272	9,440	40	411	318

3. **Hides and Skins.**—The numbers of hides and skins exported from the Territory during 1959–60 were as follows: sheep, 2,653; crocodile, 1,223; and cattle, 5,777.

4. **Mining.**—During 1959, the value of output of the mining industry in the Territory, excluding uranium mining, was £2,314,000.

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

Uranium minerals were first discovered at Rum Jungle in 1949, and other deposits have been found since. Production of uranium concentrate at Rum Jungle commenced in 1954 and, during 1959, additional plants for the processing of ores mined from the South Alligator River area were established at Moline and South Alligator. The production of manganese and salt, two minerals used in these uranium treatment plants, commenced in 1955 and 1957 respectively.

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

The following table shows the value of output of the mining industry in the Territory for the years 1955 to 1959:—

**NORTHERN TERRITORY: VALUE OF OUTPUT<sup>(a)</sup> OF THE MINING INDUSTRY.**  
(*Excluding Uranium.*)  
(£'000.)

Year.	Copper Ore and Concentrate.	Gold. (b)	Manganese Ore.	Mica.	Other.	Total All Minerals.
1955 .. ..	611	866	28	64	122	1,691
1956 .. ..	1,360	1,032	29	42	131	2,594
1957 .. ..	1,024	973	20	50	59	2,126
1958 .. ..	1,286	895	70	47	16	2,314
1959(c) .. ..	1,378	842	58	44	12	2,334

(a) Selling value at point of sale of mine products less transport costs from mine to point of sale  
(b) Ore, concentrate, bullion, alluvial gold, etc. (c) Subject to revision.

5. **Pearl Fisheries.**—In 1884, mother-of-pearl-shell was discovered in the harbour of Port Darwin. Since that time, the areas fished have extended to the various banks to seaward and coastwise along the Northern Territory coast. Figures for production and value of shell for the seasons ended January, 1956 to 1960, are shown in the following table:—

**NORTHERN TERRITORY: PEARL FISHING.<sup>(a)</sup>**

Season Ended January—	Boats Engaged.	Pearl-shell Taken.	
		Quantity. ( <sup>000</sup> lb.)	Value. (£'000.)
1956.. ..	10	311	74
1957.. ..	10	585	146
1958.. ..	11	753	135
1959.. ..	(b)5	314	57
1960.. ..	(b)5	188	36

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

## § 6. Land Tenure.

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

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

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

*Pastoral Homestead Leases*—granted in perpetuity but available only to persons who intend to reside *bona fide* on the leased land. Companies are not eligible to hold this type of lease.

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

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

*Special Purpose Leases*—granted for periods up to 99 years, for purposes other than pastoral, agricultural or mining, or private residential purposes within a town.

*Agricultural Development Leases*—granted for periods up to 30 years for the purpose of large scale agricultural development.

*Church Lands Leases*—granted for church purposes at a nominal rental in perpetuity.

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

*Leases to Mission Organizations*—granted for periods up to 21 years.

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

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

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

*Miscellaneous Licences*—granted for periods not exceeding one year.

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

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

*Gold-mining Leases*—granted for a period of 21 years, renewable for further periods of 21 years, for areas not exceeding 20 acres each, at an annual rental of 5s. an acre for the first year and £1 an acre thereafter and with payment of a royalty of 3d. in the £1 on the value of gold won, or 6d. in the £1 if on Aboriginal Reserves.

*Mineral Leases*—granted in blocks not exceeding 40 acres each, at an annual rental of 5s. an acre, with term, renewal, and royalty conditions as for gold-mining leases.

*Dredging Claims*—granted for gold or minerals claims, the area not exceeding 300 acres each, at an annual rental of 2s. an acre and with payment of a royalty of 6d. in the £1 on the value of minerals won if on Aboriginal Reserves.

*Petroleum Prospecting Permits*—granted to search for oil over one, two or three areas not exceeding in the aggregate 10,000 square miles for an initial term not exceeding 12 months with provision for extensions in three-year periods up to a maximum of 10 years. The permittee must lodge a fee of £100 and enter into a bond for at least £1,000 to comply with the conditions of the permit and the provisions of the Petroleum (Prospecting and Mining) Ordinance 1954-1957 and the regulations thereunder.

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

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

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

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

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

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

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

## § 7. Trade, Transport and Communication.

1. *Trade*.—No record is kept of the trade between the States and the Territory. In the years 1945–46 to 1948–49, direct overseas imports averaged about £200,000 a year, but in the four years 1950–51 to 1953–54, the average was about £625,000 a year. Imports totalled £1,058,998 in 1958–59 and £1,484,791 in 1959–60, while direct overseas exports amounted to £360,682 in 1958–59, and £551,199 in 1959–60.

2. *Shipping*.—Shipping services to Darwin are provided from the eastern States at intervals of about four weeks by ships of the Australian National Line and from Western Australia by four to five ships a month of the Western Australian State Shipping Service. Oversea tankers visit Darwin approximately ten times annually with supplies of aircraft fuel and other petroleum products. Other overseas vessels call at irregular intervals. During 1959–60, approximately 90,000 tons of merchandise and 63,000 tons of petroleum products were landed at Darwin.

3. *Air Services*.—At 30th June, 1959, there were 25 government aerodromes and 89 licensed aerodromes in the Territory. Darwin is a first-class international airport. Qantas Empire Airways Ltd. and British Overseas Airways Corporation operate, through Darwin, a Sydney–Singapore–London passenger and freight service. Qantas also conducts a service from Sydney through Darwin to Hong Kong and Tokyo. The Air France service from Paris to New Zealand via Saigon and the K.L.M. and Air India, London–Singapore–Sydney services also call at Darwin. Regular inland services to Darwin with, in some cases, intermediate stops at Territory centres are operated by Trans-Australia Airlines (from Adelaide, Melbourne, Sydney and Brisbane), and MacRobertson-Miller Airways Ltd. (from Perth and Wyndham). MacRobertson-Miller Airways Ltd. and Connellan Airways Ltd. operate a network of air services throughout the Territory, the latter company's base being at Alice Springs. The Royal Flying Doctor Service also operates aircraft, while charter services can be secured at Darwin and Alice Springs.

4. *Railways*.—The Commonwealth Railways Commissioner, under the Commonwealth Railways Act 1917–1957, operates the Central Australia Railway from Port Augusta to Alice Springs over a distance of more than 750 miles, of which about 200 are in the Northern Territory. The Commissioner also operates the North Australia Railway between Darwin and Birdum on a 3 ft. 6 in. gauge over a distance of 317 miles. The two inland terminals, Alice Springs and Birdum, are about 630 miles apart and are connected by road transport along the Stuart Highway. Larrimah, on the highway and six miles north of Birdum, is the point of trans-shipment for passengers and goods and is, at present, the effective terminal. A road-rail freight service operates between Adelaide and Darwin via Alice Springs.

5. *Roads*.—During the 1939–45 War, roads were built connecting Alice Springs with Darwin, and Mount Isa (Queensland) with Tennant Creek. The first of these roads, known as the Stuart Highway, is 954 miles long, and runs via Larrimah and Tennant Creek. The Mount Isa–Tennant Creek Road (Barkly Highway) is 403 miles long and joins the Stuart Highway some 16 miles north of Tennant Creek. Both were used extensively during the war and the Stuart Highway, in particular, experienced very heavy and continuous traffic. The highways are now used for carrying various freights including cattle, particularly to and from the railheads at Alice Springs, Larrimah and Mount Isa. The routes are used also for overland tourists and travellers from the southern States to Darwin. With the further development of the pastoral and mining industries in the Territory, road trains are now being used on both highways for the export of cattle and ore. Both roads have good water bores and communications. There are now approximately 12,650 miles of road in the Territory of which 1,360 miles are sealed.

**6. Posts, Telegraphs, Telephones and Wireless.**—Postal communication is maintained by road, rail and air transport between Darwin and the capital cities of Australia. In addition, vessels belonging to the Western Australian State Shipping Service provide a regular service between Fremantle and Darwin. Inland, the northern part of the Territory receives its mail via Darwin or by means of the aerial services, and the southern districts are served via Adelaide.

The overland telegraph line, covering a length of 2,230 miles, runs from Adelaide to Darwin, and links Darwin in telegraphic communication with other parts of the world.

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

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

## § 8. Education.

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

At 30th June, 1960, there were 13 Government schools in the Territory with 3,380 pupils, and three private schools with 784 pupils, providing instruction according to the South Australian curriculum. Classes up to the Leaving Certificate are provided at Alice Springs and at Darwin there is a separate High School with classes up to the Leaving Certificate.

Children of primary and pre-Intermediate secondary standard who live more than 10 miles from an established school receive an allowance of £80 per annum plus fare concessions if they board away from home in order to attend school. Twelve exhibitions are available annually on the results of the Intermediate Certificate, the maximum benefits being £120 per annum and annual return fares if the recipients are required to board away from home in order to attend school.

Approximately 148 children receive correspondence education under the South Australian Correspondence School system. The "School of the Air" supplements normal correspondence instruction for certain children. Some of these live as much as 500 miles distant from Alice Springs, from which point the "School of the Air" is conducted. Two twenty-minute sessions and one half-hourly session are given each day and a unique feature of the "School of the Air" is the "Question and Answer" section which forms a part of every session. Children with access to radio transceivers are able to ask questions of their teacher and all other pupils listen to the answers. One session a week is for pre-school children.

Eleven pre-school centres have been established in the Territory. In the past, all members of the pre-school staff, with the exception of those at Stuart Park, were recruited and employed by local voluntary committees. At the commencement of the 1958 school year, however, all staff members, with the exception of those at the Nathalie Grey Centre, Alice Springs, who preferred to continue under the previous arrangement, became officers of the Northern Territory Administration. Two scholarships are offered each year for Territory girls to qualify as pre-school teachers.

**2. Special Aboriginal Schools.**—The social, cultural and educational background of the aborigines has made necessary the establishment of special schools for them. It is envisaged that this necessity will ultimately pass. As from the beginning of the 1956 school year, control of these schools passed from the Commonwealth Office of Education to the Welfare Branch of the Administration. Twelve schools have so far been established. A special syllabus and series of readers have been prepared for use in these schools. Free mid-day meals, milk and school clothes are supplied to the pupils. In addition to the twelve



Administration schools, fourteen schools for aboriginal children are conducted by Missions with the aid of Government subsidies. Also, five schools aided by Government subsidies have been established on pastoral properties and the establishment of others along similar lines is planned.

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

### § 9. Native Welfare.

The Welfare Ordinance, which came into operation on 13th May, 1957, established the principle that native people would be committed to the care of the State only on the grounds of their need for special care and assistance and not on the grounds of race or colour and it laid on the Director of Welfare a positive responsibility for the advancement of wards in his care. The Employment Ordinance provides for the training of wards and assistance in establishing them in occupations, either on their own account or as employees. The Ordinance envisages, among other forms of training, apprenticeships for the better-educated wards and training on the job for those wards not yet capable of entering into apprenticeships. It also envisages financial aid to natives or groups of natives who, under the guidance of the Director, may be able to engage in activities (for example in agriculture, cattle raising, hunting or fishing) on their own behalf. The Director of Welfare is responsible for supervising employment for the wards in his care, and protective legislation for those in employment is retained. The legislation does not, of course, apply to any persons who are not wards and native people who have ceased to be wards will come within the normal industrial customs of the country.

### § 10. Finance.

Details of revenue and expenditure of the Territory for the years 1955-56 to 1959-60 are shown below. The information given covers the transactions of the Commonwealth Consolidated Revenue Fund relating to the Northern Territory and the transactions of the North Australia Railway.

#### NORTHERN TERRITORY: REVENUE AND EXPENDITURE. (£.)

Item.	1955-56.	1956-57.	1957-58.	1958-59.	1959-60.
<b>REVENUE.</b>					
<i>Taxation—</i>					
Probate and Stamp Duties ..	7,765	10,499	22,861	31,661	31,840
Motor Registration ..	41,528	42,994	47,476	52,610	60,429
<i>Total</i> .. ..	<i>49,293</i>	<i>53,493</i>	<i>70,337</i>	<i>84,271</i>	<i>92,269</i>
<i>Business Undertakings—</i>					
North Australia Railway ..	85,559	130,083	182,324	202,573	271,782
Electricity Supply ..	311,158	375,207	418,482	448,536	532,915
<i>Total</i> .. ..	<i>396,717</i>	<i>505,290</i>	<i>600,806</i>	<i>651,109</i>	<i>804,697</i>
<i>Other—</i>					
Rent and Rates ..	187,068	210,356	278,342	341,894	394,651
Miscellaneous ..	189,064	268,159	348,161	349,761	406,535
<i>Total</i> .. ..	<i>376,132</i>	<i>478,515</i>	<i>626,503</i>	<i>691,655</i>	<i>801,186</i>
<b>Grand Total</b> ..	<b>822,142</b>	<b>1,037,298</b>	<b>1,297,646</b>	<b>1,427,035</b>	<b>1,698,152</b>

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

Item.	1955-56.	1956-57.	1957-58.	1958-59.	1959-60.
EXPENDITURE.					
<i>Public Debt Charges—</i>					
Interest(a) .. ..	124,561	122,489	123,003	118,958	114,917
Debt Redemption(b) ..	76,283	80,096	84,100	88,307	92,739
<i>Total</i> .. ..	<i>200,844</i>	<i>202,585</i>	<i>207,103</i>	<i>207,265</i>	<i>207,656</i>
<i>Business Undertakings—</i>					
North Australia Railway ..	183,268	238,750	220,615	168,764	202,014
Electricity Supply .. ..	282,976	300,961	288,633	335,769	363,378
Water Supply .. ..	83,959	79,866	95,429	106,105	101,783
Hostels Loss .. ..	41,849	36,339	29,468	38,000	42,738
<i>Total</i> .. ..	<i>592,052</i>	<i>655,916</i>	<i>634,145</i>	<i>648,638</i>	<i>709,913</i>
<i>Social Expenditure—</i>					
Aboriginal Affairs .. ..	421,412	508,743	684,308	719,695	979,984
Educational Services .. ..	131,548	160,815	208,162	243,327	278,096
Public Health, Recreation and Charitable .. ..	668,835	751,766	(c) 795,953	(c) 854,843	(c) 857,423
Law, Order and Public Safety	52,291	63,567	92,914	103,984	118,831
<i>Total</i> .. ..	<i>1,274,086</i>	<i>1,484,891</i>	<i>1,781,337</i>	<i>1,921,849</i>	<i>2,234,334</i>
<i>Capital Works and Services—</i>					
North Australia Railway ..	93,371	79,812	85,595	44,712	22,533
Water Supplies, Roads, Stock Routes, etc. .. ..	106,344	110,987	377,218	500,395	386,583
Buildings, Works, Sites, etc.	2,467,573	2,175,099	2,416,750	2,638,159	2,705,798
Plant and Equipment .. ..	214,117	336,344	322,665	212,164	322,440
Loans for housing .. ..	73,000	176,000	105,000	166,000	379,298
Loans for encouragement of Primary Production .. ..	..	..	53,589	71,244	10,038
Other .. ..	..	..	25,000	89,820	69,730
<i>Total</i> .. ..	<i>2,954,405</i>	<i>2,878,242</i>	<i>3,385,817</i>	<i>3,722,494</i>	<i>3,896,420</i>
<i>All Other—</i>					
Territory Administration ..	1,048,967	1,313,044	(c) 1,529,533	c1,767,085	c2,159,480
Developmental Services ..	128,717	148,472	169,366	183,984	221,500
Municipal, Sanitary and Gar- bage Services .. ..	83,466	71,831	(d) 209,969	(d) 190,260	(d) 223,632
Shipping Subsidy .. ..	3,800	3,500	2,000	2,000	2,333
Airmail Service Subsidy ..	35,229	35,416	29,197	30,850	35,615
Railway Freight Concessions	20,200	21,280	21,880	24,424	22,500
Rent, Repairs and Mainte- nance, n.e.i. .. ..	191,528	233,898	249,266	276,169	(e) 837,021
<i>Total</i> .. ..	<i>1,511,907</i>	<i>1,827,441</i>	<i>2,211,211</i>	<i>2,474,772</i>	<i>3,502,181</i>
<b>Grand Total</b> .. ..	<b>6,533,294</b>	<b>7,049,075</b>	<b>8,219,613</b>	<b>8,975,018</b>	<b>10,550,504</b>

(a) Includes North Australia Railway Interest and Exchange, 1955-56, £76,634; 1956-57, £75,906; 1957-58, £77,854; 1958-59, £75,332; 1959-60, £72,830. (b) Includes North Australia Railway Debt Redemption, 1955-56, £44,096; 1956-57, £46,300; 1957-58, £48,614; 1958-59, £51,047; 1959-60, £53,616.

(c) Not comparable with previous years, see Note (d). (d) Includes expenditure on Mosquito Prevention and Cemeteries formerly included under Public Health and on Botanical Gardens formerly included under Territory Administration. (e) Includes expenditure on Stuart and Barkly Highways, £499,900.

## THE AUSTRALIAN CAPITAL TERRITORY.

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

On 12th March, 1913, the official ceremony to mark the start of operations in connexion with the establishment of the Seat of Government was carried out. At this ceremony, the selection of “Canberra” as the name of the capital city was announced.

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

The development of the Territory administration prior to the taking over of control by the Federal Capital Commission on 1st January, 1925, is described in summarized form in Official Year Book No. 18, and in Official Year Book No. 22 a summary is given of the administrative activities of the Federal Capital Commission. The administration of the Territory by this authority was continued until 30th April, 1930, when the Seat of Government (Administration) Act 1924–1929 was repealed, and the powers and functions of the Commission reverted to the Government.

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

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

2. **Progress of Works.**—(i) *General.* The National Capital Development Commission Act 1957–1960 established a statutory corporation to undertake the functions of planning, development, and construction of the City of Canberra as the National Capital of the Commonwealth. The Commission was appointed on 1st March, 1958, and commenced construction operations on 1st July, 1958. It carries out its construction by means of agency arrangements with the Department of Works and a number of private consultants.

The Commission is planning for a balanced programme of public and private development and construction to provide for the needs of officers of Commonwealth Departments transferred from Melbourne and the day to day needs of a rapidly growing community. It has in hand the main landscaping and structural features for the Canberra Lake Scheme.

The transfer of the staffs of Commonwealth Departments from Melbourne to Canberra recommenced on a larger scale in January, 1959, and, in addition, many other people have migrated to Canberra. It is estimated that a further increase in population of 50,000 persons in the next 10 years is likely. In order to cope with this development, the Commission has obtained the Government's general approval to a five year programme of development. It has put into operation a balanced programme of construction to provide for a population of 100,000 in 1970, and is planning the necessary houses, schools, offices, buildings and engineering works.

To date, the expenditure on construction by the Commission has been—

	£
1958–59 .. .. .	10,000,085
1959–60 .. .. .	11,046,438

The particulars of expenditure by the Commission for 1959–60 were—

	£'000.
Housing and flats .. .. .	4,617
Education .. .. .	1,036
Commonwealth administration .. .. .	738
Other architectural projects .. .. .	677
Engineering services .. .. .	3,050
Minor works and furniture and fittings .. .. .	197
Fees and charges .. .. .	731
	<hr/> 11,046

(ii) *Works Programme. (a) Housing.* During the year 1959–60, the Commission completed 681 houses and 467 flats, a total of 1,148 housing units. A further 841 houses and 107 flats were committed to construction.

Most of the housing undertaken for 1959–60 was in the suburbs of Dickson, Narrabundah and Lyneham. In addition to this work, comprising orthodox housing, a number of housing groups and flat units were under construction. One example is the Red Hill Housing Group, which is nearing completion. This is a new type of housing project for Canberra and groups together two-bedroom flats in three-storey blocks, three bedroom flats in buildings of two storeys and single, bachelor accommodation—all in a landscaped siting.

(b) *Other Building.* Of the other building operations undertaken, the major projects were—

*Russell Offices.* Work continued on the construction of the first four buildings of the proposed group of seven office buildings for the Defence departments. Each of the first four buildings is of five storeys, approximately 60,000 square feet gross, and provides accommodation for 350 to 400 people. The first building was handed over, complete for occupation by the Department of Air, late in 1960 and the other three under construction will become available for occupation over the next 18 months. These, together with the additional buildings, will form a major terminal feature at the intersection of Kings Avenue and Constitution Avenue.

*Civic Offices.* Work continued on the construction of the Civic Offices and City Square. These are three-storey buildings to accommodate staff of the Department of the Interior.

*School of General Studies—Australian National University.* The Arts Building has been completed and construction is well in hand on the Hall of Residence and the Physics Building. These provide the first permanent buildings for the school.

*General Education.* During the year, the following schools were completed—Lyneham High School, Red Hill Primary School, and additional accommodation at other schools.

The following schools were commenced, Narrabundah High School, Red Hill Infants School and the Campbell Infants and Primary Schools.

(c) *Lakes and Bridges.* The most notable events during 1959–60 were the commencement of the Lake Scheme by the letting of the contract for the construction of the dam, and the commencement of the Kings Avenue Bridge. The dam will be a mass concrete structure 65 feet high with a crest length of 770 feet. The contract provides for construction during the next three years. A further contract has been let for the design and fabrication of five 100 feet long crest gates, which will operate to regulate the lake level. In addition, the design of the Commonwealth Avenue Bridge has been prepared and a contract for its construction was let in January, 1961.

(d) *Engineering Services.* During the year 1959–60, water, sewerage and road works were undertaken for 1,570 residential building blocks, the greatest number ever prepared in one year in Canberra. At the end of the financial year, services for a further 870 blocks were under construction. Altogether, during the year, the Commission laid 14 miles of new roads, 31 miles of water mains, 40 miles of stormwater mains and 23 miles of sewer mains.

Work continued on the upper Cotter dam, which is being built to augment Canberra's water supply. It is anticipated that storage of water in the dam will commence during the winter of 1961.

(e) *Private Enterprise Development.* The Commission looks to private enterprise as an active partner in the development of the City. An increasing number of organizations, both national and local, are seeking to establish head-quarters in Canberra.

During the year 1959–60, almost 600 residential blocks were made available for private home construction and arrangements were made for the release of other sites for commercial, industrial and other purposes. In particular, these included 53 industrial sites, eight sites for office buildings and seventeen sites for shops.

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

The total area of softwood plantations at 31st December, 1960, was 23,200 acres, of which 21,000 acres were *Pinus radiata*, the balance consisting of other softwood species, chiefly *Pinus ponderosa* and *Pinus nigra*, and 169 acres of experimental planting at Jervis Bay, mainly *Pinus radiata* and *Pinus elliotii*.

Forestry operations in the Territory were begun on Mount Stromlo in 1915. Plantings up to 1925 were chiefly on decorative lines, but since then a much wider programme has been undertaken. Sawmill timber is now being obtained mainly from thinning operations. The yearly output of pine logs has increased from 2,500 cubic feet in 1930–31 to over one million cubic feet at the present time, the total amount cut to date being about 13.2 million cubic feet. The present output consists of approximately 50 per cent. logs yielding building material, and 50 per cent. case-making material.

In 1926, a comprehensive review was undertaken of the Territory's potentialities for forest development. The existing forest area has been placed under management and a considerable amount of survey and assessment work has been completed, resulting in the extension of operations, including fire protection, to 100,000 acres of hardwood forests in the Cotter catchment area. Hardwood log production during 1959 and 1960 has been reduced to 170,000 cubic feet per annum, all of which was used in building operations in Canberra. The total amount of hardwood cut from Australian Capital Territory forests to date is about 3,500,000 cubic feet.

4. **Lands.**—(i) *General.* Reference has been made in previous issues of the Official Year Book to the general conditions of land tenure in the Territory and to the area of alienated and leased land, and Chapter IV.—Land Tenure and Settlement, of this issue contains statistical information on the subject.

Under the Seat of Government (Administration) Act 1910, Crown lands in the Territory may not be sold or disposed of for any estate in freehold except in pursuance of some contract entered into before the commencement of that Act. Leases of land in the city area are granted under the City Area Leases Ordinance 1936–1957, and leases of other lands under the Leases Ordinance 1918–1958. Land is also leased for various purposes in the city area under the Church Lands Leases Ordinance 1924–1932 and the Leases (Special Purposes) Ordinance 1925–1943, while one lease under the Church of England Lands Ordinance 1926 has been granted for church purposes.

Under the City Area Leases Ordinance 1936–1957, the Government may grant leases of any Crown land in the city area for business or residential purposes. Such leases may be issued for a period not exceeding 99 years at a rental equal to five per cent. per annum of the unimproved value of the land, which value is subject to re-appraisal at the expiration of 20 years, and thereafter every 20 years. A suitable building must be commenced within six months and completed within 12 months unless an extension of time is allowed.

As considerable portions of the Territory lands are not immediately required in connexion with the establishment of the city, large areas have been leased for agricultural or grazing purposes. Leases may be granted for grazing, dairying, fruitgrowing, horticulture, agriculture or other purposes for periods not exceeding 50 years. The annual rental is 5 per cent. of the assessed value of the land inclusive of rates, the rental being subject to re-appraisal every 10 years.

(ii) *Jervis Bay Territory.* The Commonwealth acquired from the State of New South Wales sovereign rights over the area comprising about 28 square miles of land and water at Jervis Bay for possible use as a port in connexion with the Australian Capital Territory. The Royal Australian Naval College was established in this area on a site known as Captain's Point, but was removed in 1930 to Flinders Naval Base, Victoria. It was, however, re-established at the original site as from the beginning of 1958. Some 5,000 acres of land in the Jervis Bay area, mostly of little value agriculturally, are used for grazing purposes. The natural forest is being utilized for the production of hardwood building material and the area treated is being reforested with softwoods on an experimental basis.

5. **Transport and Communication.**—Canberra is connected with the railway system of New South Wales at Queanbeyan by a line  $4\frac{1}{2}$  miles long. This line was opened for goods traffic on 25th May, 1914, and for passenger traffic on 15th October, 1923. The railway terminus is situated in the suburb of Kingston. A daily passenger service operates between Canberra and Sydney and Canberra and Melbourne.

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

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

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

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

The population at the Census of 30th June, 1947, was 16,905 persons—15,156 in the city area, 1,389 in the rural districts and 360 in the Jervis Bay area—and at the Census of 30th June 1954, it was 30,315 persons, 28,277 being in the Canberra city area and 517 in the Jervis Bay area. At 30th June, 1960, the estimated population of the Territory was 52,368, including 50,237 in the Canberra city area.

7. **Production.**—During 1959–60, the production of the more important items of the agricultural and pastoral industry was—Wheat, 46,821 bushels; wool, 2,898,000 lb; whole milk 959,000 gallons; meat (bone-in weight, fresh), 320 tons. The numbers of livestock depastured at 31st March, 1960, were—Horses, 684; cattle, 10,716; sheep, 279,086; and pigs, 150.

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

At 31st October, 1960, there were three public secondary schools in Canberra providing courses to the Leaving Certificate standard, Canberra High School, Acton, Telopea Park High School, Barton, and Lyneham High School, Lyneham, while fifteen schools provided courses for children in infants and primary classes, including two in the Jervis Bay area and three in rural districts. A school for mentally handicapped children was opened early in 1955.

At the same date, there were twelve private schools in Canberra. Of these, St. Edmund's Christian Brothers College, the Catholic Girls High School, the Canberra Grammar School (Boys) and the Canberra Church of England Girls' Grammar School provide courses leading to the Leaving Certificate Examination.

Twenty-one pre-school centres, including an occasional care centre and a mobile unit which visits outlying areas provide pre-school facilities for approximately 1,500 children between the ages of three and five years.

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

An area of about 250 acres has been set aside at Acton for the Australian National University. Provision has been made for the University to establish such research schools as may be thought desirable, including a School of Medical Research, and Research Schools of Physical Sciences, Social Sciences and Pacific Studies. Provision for undergraduate studies and some post-graduate study is made by the School of General Studies. Further reference to this University appears in § 8 of Chapter XV.—Education.

9. Finance.—Details of revenue and expenditure for the years 1955–56 to 1959–60 as recorded in the Commonwealth Consolidated Revenue Fund are given in the following table:—

**AUSTRALIAN CAPITAL TERRITORY: REVENUE AND EXPENDITURE.**  
(£.)

Item.	1955–56.	1956–57.	1957–58.	1958–59.	1959–60.
<b>REVENUE.</b>					
<i>Taxation</i>					
Motor Registration .. ..	79,229	91,198	101,695	121,567	143,884
Liquor .. ..	26,213	30,174	30,985	39,783	47,534
Rates .. ..	51,542	63,583	72,165	81,706	146,998
Other .. ..	990	402	1,938	3,082	2,091
<i>Total</i> .. ..	<i>157,974</i>	<i>185,357</i>	<i>206,783</i>	<i>246,138</i>	<i>340,507</i>
<i>Business Undertakings(a)—</i>					
Railways .. ..	15,168	20,531	18,532	46,287	25,115
Water Supply and Sewerage ..	24,361	27,736	31,440	18,848	26,542
Abattoirs .. ..	31,410	32,436	35,654	44,662	33,498
<i>Total</i> .. ..	<i>70,939</i>	<i>80,703</i>	<i>85,626</i>	<i>109,797</i>	<i>85,115</i>
<i>Rent—</i>					
Housing .. ..	585,940	628,615	691,455	822,743	1,052,792
Land .. ..	115,970	146,751	223,917	159,553	214,920
Miscellaneous .. ..	8,956	9,157	11,313	11,384	17,146
<i>Total</i> .. ..	<i>710,866</i>	<i>784,523</i>	<i>926,685</i>	<i>993,680</i>	<i>1,284,858</i>
Interest .. ..	52,388	(b)	(b)	(b)	(b)
Fees for Services and Fines ..	45,991	65,409	80,781	95,923	136,615
Sale of Houses—Mortgages and					
Cash Sales .. ..	361,299	(c) 354,189	(c) 324,337	(c) 314,795	(c) 309,586
Other .. ..	128,260	(c) 153,907	(c) 105,509	(c) 233,087	(c) 634,894
<i>Grand Total</i> .. ..	<i>1,527,717</i>	<i>1,624,088</i>	<i>1,729,721</i>	<i>1,993,420</i>	<i>2,791,575</i>
<b>EXPENDITURE.</b>					
<i>Public Debt Charges—</i>					
Interest .. ..	180,826	177,527	177,425	173,874	173,110
Debt Redemption .. ..	99,025	103,960	109,152	114,597	120,323
Other .. ..	..	..	..	496	245
<i>Total</i> .. ..	<i>279,851</i>	<i>281,487</i>	<i>286,577</i>	<i>288,967</i>	<i>293,678</i>
<i>Business Undertakings(a)(d)—</i>					
Railways .. ..	44,530	50,274	49,750	49,897	52,448
Water Supply and Sewerage ..	166,781	195,859	222,415	231,860	254,884
Abattoirs .. ..	24,782	26,432	30,829	33,170	32,010
Brickworks Loss .. ..	18,000	..	..	..	..
Transport Services(e) .. ..	70,000	60,000	72,000	62,000	62,000
Firewood Supplies Loss .. ..	1,000	1,000	..	..	..
Hostels(f) .. ..	22,726	22,479	37,337	32,254	..
Other .. ..	..	..	..	586	..
<i>Total</i> .. ..	<i>347,819</i>	<i>356,044</i>	<i>412,331</i>	<i>409,767</i>	<i>401,342</i>

NOTE.—For notes see end of table, page 128.

AUSTRALIAN CAPITAL TERRITORY: REVENUE AND EXPENDITURE  
—continued.

(£.)

Item.	1955-56.	1956-57.	1957-58.	1958-59.	1959-60.
<i>EXPENDITURE—continued.</i>					
<i>Social Expenditure (d)—</i>					
Education—					
Primary and Secondary ..	327,162	408,353	441,321	519,732	601,130
Technical College ..	47,322	48,692	52,809	56,115	68,719
University ..	113,110	157,009	183,740	320,675	349,530
Science, Art, Research, etc. ..	6,351	6,206	6,263	7,906	8,445
Nursery Schools and Pre-School Centres ..	23,376	25,708	29,067	30,175	32,861
Public Health and Recreation ..	95,314	103,752	113,492	127,124	132,261
Charitable—					
Hospital—General ..	189,211	260,720	298,669	356,819	396,250
Relief of Aged, Indigent, etc. ..	3,427	4,684	4,166	4,687	5,102
Other ..	20,450	22,796	28,899	64,749	38,674
Law, Order and Public Safety—					
Justice ..	26,773	28,999	34,675	38,570	45,942
Police ..	98,720	109,710	142,462	137,894	168,952
Public Safety ..	20,016	26,823	34,376	63,834	68,523
<i>Total</i> ..	971,232	1,203,452	1,369,939	1,728,280	1,916,389
<i>Capital Works and Services (g)—</i>					
<i>National Capital Development Commission—</i>					
Housing and Flats ..	(h)	(h)	(h)	5,836,083	4,616,827
Education ..				634,724	1,036,265
Commonwealth Administration				527,554	738,121
Other Architectural Projects ..				216,361	676,734
Engineering Services ..				1,952,354	3,050,243
Other ..				832,924	881,810
<i>Total</i> ..	(h)	(h)	(h)	10,000,000	11,000,000
<i>Other Authorities—</i>					
Railways ..	(h)	(h)	(h)	2,958	2,645
Electricity ..				347,153	494,788
Abattoirs ..				47,240	19,289
Transport Services ..				61,818	67,406
Schools ..				8,115	9,377
Hospital ..				24,698	27,402
Other Health Buildings ..				19,364	5,807
Housing ..				170,000	317,000
Forestry ..				70,000	70,000
Civil Aviation ..				98,573	36,004
Public Works, n.e.i. ..				349,765	400,305
<i>Total</i> ..	(h)	(h)	(h)	1,199,684	1,450,023
<i>Total Capital Works and Services</i> ..	5,200,105	4,960,592	8,421,686	11,199,684	12,450,023

NOTE.—See next page for notes.



AUSTRALIAN CAPITAL TERRITORY: REVENUE AND EXPENDITURE  
—continued.

(£.)

Item.	1955-56.	1956-57.	1957-58.	1958-59.	1959-60.
EXPENDITURE—continued.					
<i>All Other—</i>					
Roads and Bridges .. ..	239,748	301,870	295,810	321,342	329,955
Parks and Gardens, etc. ..	252,251	281,173	307,779	319,108	350,396
Lands and Surveys .. ..	54,530	56,323	58,416	58,718	150,921
Agriculture and Pasture ..	22,874	23,714	24,953	24,955	25,550
Forestry .. ..	5,000				
Housing .. ..	164,584	228,240	237,110	274,470	(h)
Civil Aviation .. ..	24,368	31,345	33,439	48,644	53,505
Legislative and General Admini- stration .. ..	296,385	293,551	329,739	482,683	718,588
Public Works, n.e.i. .. ..	31,543	48,132	42,572	68,352	(h)
Miscellaneous (i) .. ..	43,808	40,581	45,847	46,494	(i) 460,451
<i>Total</i> .. ..	<i>1,135,091</i>	<i>1,304,929</i>	<i>1,375,665</i>	<i>1,644,766</i>	<i>2,089,366</i>
<b>Grand Total</b> .. ..	<b>7,934,098</b>	<b>8,106,504</b>	<b>11,866,198</b>	<b>15,271,464</b>	<b>17,150,798</b>

(a) Excludes Electricity transactions in Australian Capital Territory Electricity Supply Trust Account.  
 (b) Not available separately. Included in "Sale of Houses" and "Other." (c) Includes Interest.  
 (d) Other than Capital Works and Services. (e) Payment to Australian Capital Territory Transport  
 Trust Account (loss on omnibus service). (f) Includes loss on operations, 1955-56, £7,500; 1956-57,  
 £15,000; and 1957-58, £30,000. (g) Excludes repairs and maintenance. (h) Not available.  
 (i) Not comparable with previous years. Includes repairs and maintenance previously distributed,  
 £410,000.

### NORFOLK ISLAND.

1. **Area, Location, etc.**—Norfolk Island, discovered by Captain Cook in 1774, is situated in latitude 29° 3' 30" S., longitude 167° 57' 5" E. Its total area is 8,528 acres, the island being about 5 miles long and 3 miles wide. From Sydney, it is distant 930 miles, and from Auckland, 660 miles. The length of the coast line is 20 miles, and its form that of an irregular ellipse. Except for a portion on the south side and the landing place at Cascade on the northern side, almost inaccessible cliffs rise from the water's edge. The climate is equable, the temperature ranging between 49° and 85° F. with a mean of 68° F. The average annual rainfall is 53 inches. It has been said that the healthy climate together with the beauty of its landscapes and seascapes, should make Norfolk Island "the Madeira of the Pacific".

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

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

The descendants of the *Bounty* mutineers, having become too numerous to subsist on Pitcairn Island, were removed to Norfolk Island in 1856. The new community, numbering 94 males and 100 females, were the descendants of British sailors and Tahitian women. The last of those transferred died at Norfolk Island on 1st March, 1943. The population of the island as disclosed by the Census of 30th June, 1954, was 942, consisting of 478 males and 464 females. The estimated population at 30th June, 1959, was 1,048 persons.

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

The Norfolk Island Act 1957, which came into operation on 7th April, 1960, provides for variations in the administrative and judicial arrangements of the island. It also provides for a local government body, the Norfolk Island Council, which replaced the former advisory council, retaining its advisory functions but in addition having a certain autonomy in local government matters on the island.

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

(i) **Primary Industries.** The soil on the island is particularly fertile, the climate equable, and the rainfall fairly evenly distributed except for a pronounced dry period in November. This enables a wide range of temperate and semi-tropical products to be cultivated. However, the island's comparative isolation and trading difficulties with New Zealand hamper production, although a relaxation of some restrictions enabled a limited quantity of out-of-season fruit and vegetables to be sent by air freight to Auckland.

Prior to 1939, the principal primary product was passion fruit pulp. However, the introduction of disease, together with the high cost of trellising and land reclamation, has led to the curtailment of this industry. Apart from whaling, bean seed is now the main export industry. The island's isolation from many plant diseases, plus the fairly reliable dry period, has ensured satisfactory production. Export figures for the five years to 1959–60 were, 1,084, 2,680, 1,713, 3,922 and 2,582 bushels. Recent prices have been low and sales difficult. The conditions on Norfolk Island also favour the production of other types of seed.

Island conditions are also conducive to good pasture growth and as a joint product of pastoral pursuits, quantities of hides and wool are exported.

Fish and, in certain months, whales abound off the island. In the past, a number of ventures have been formed to exploit these resources. They have been short-lived owing, for the most part, to the lack of a sheltered harbour. However, a modern whaling station was started on the island in 1955 and production commenced during the second half of 1956. The quota of 150 humpback whales in 1956, 120 in 1957 and in 1958, 150 in 1959 and 170 in 1960, was caught and processed at the station.

An active forestry programme is being carried out to increase the resources of Norfolk Island pine and to introduce suitable types of eucalypts.

(ii) **Tourists.** The unique history and unusual beauty of the island have always attracted a number of tourists. Before the 1939–45 War, the only means of transport to the island was by ship, but the building of the aerodrome in 1943 made the island far more accessible and a tourist industry has developed which is at present limited only by the accommodation available. Approximately 120 can now be catered for.

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

**5. Trade, Transport and Communication.**—Imports to Norfolk Island in 1938–39 amounted to £27,590, mainly from Australia. Since the 1939–45 War, they have risen from £32,402 in 1945–46 to £286,688 in 1958–59. In 1958–59, the major proportion (£264,944 or 92 per cent.) still came from Australia, while New Zealand supplied £21,694 or 8 per cent. Exports were valued at £16,970 in 1938–39, and have risen from £9,024 in 1945–46 to £185,464 in 1958–59. The big increase is due mainly to the commencement of operations by the whaling station in the 1956–57 season. Australia was the principal market, exports thereto amounting to £176,779 in 1958–59, while exports to New Zealand amounted to £2,653 and those to Pacific Islands to £6,032.

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

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

The construction of the aerodrome on the island was completed during 1943. A fortnightly passenger and air freight service between Sydney and Norfolk Island maintained by Qantas Empire Airways Ltd. extends to New Zealand under charter to Tasman Empire Airways Ltd.

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

The cable from Great Britain via Vancouver, Fanning Island, and Fiji bifurcates at Norfolk Island, one line connecting with New Zealand, the other with Brisbane. Until 10th June, 1947, the post office at the island was part of the Commonwealth postal system, but as from that date Norfolk Island was established as a separate postal administration with its own issue of stamps.

**6. Social Condition.**—Education is free and compulsory up to the age of fifteen years. The school conforms to the Australian standard of public education, ranging from kindergarten to the intermediate certificate, with a two years' super-primary course of instruction in cultural subjects and in woodwork, needlework, leatherwork, basketry and hat-making. The teachers are provided by the New South Wales Education Department, but they are paid by the Norfolk Island Administration. The number of scholars enrolled at 30th June, 1958, was 150. Free dental service is provided for school children.

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

**7. Finance.**—The revenue of the Territory, together with an annual grant from the Commonwealth Government for administrative expenses, is paid to the credit of the Norfolk Island Trust Fund, and advances for administrative and developmental expenses are drawn from the account. The principal items of revenue and expenditure for the five years 1955–56 to 1959–60 were as follows:—

**NORFOLK ISLAND: REVENUE AND EXPENDITURE.**  
(£.)

Item.	1955-56.	1956-57.	1957-58.	1958-59.	1959-60.
<b>REVENUE.</b>					
Commonwealth Subsidy .. ..	26,600	37,000	33,133	31,000	32,000
Customs Duties .. ..	10,711	11,016	10,439	13,045	12,884
Sale of Liquor .. ..	7,702	7,108	8,721	8,418	9,021
Post Office .. ..	9,322	8,780	4,886	7,853	16,620
All Other .. ..	33,021	12,263	12,058	12,785	11,479
<b>Total Revenue .. ..</b>	<b>87,356</b>	<b>76,167</b>	<b>69,237</b>	<b>73,101</b>	<b>82,004</b>
<b>EXPENDITURE.</b>					
Administrative .. ..	21,493	22,745	23,030	23,091	24,196
Miscellaneous Services .. ..	42,507	25,427	25,016	29,012	26,915
Repairs and Maintenance .. ..	14,545	6,910	7,138	10,381	10,406
Capital Works and Services .. ..	3,214	2,939	7,640	19,901	12,748
Postal Services .. ..	4,925	3,257	3,507	3,055	5,211
<b>Total Expenditure .. ..</b>	<b>86,684</b>	<b>61,278</b>	<b>66,331</b>	<b>85,440</b>	<b>79,476</b>

**PAPUA AND NEW GUINEA.**

**§ 1. Administration.**

Following the outbreak of war, civil administration in Papua and in New Guinea was suspended on 11th February, 1942, and military control commenced. The Territory of New Guinea came under Japanese occupation in 1942, but the greater part had already been recaptured by Australian and Allied Forces when the Japanese surrendered in August, 1945. Information relating to the transfer back from military to civil control under the Papua-New Guinea Provisional Administration Act 1945-1946 may be found in Official Year Book No. 39 and earlier issues.

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

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

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

In October, 1960, the Commonwealth Parliament passed amendments to the Papua and New Guinea Act which will change the composition of the Legislative Council during 1961; the new Council will consist of 37 members, namely:—(a) The Administrator; (b) 14 official members (who may be either native or non-native); (c) 12 elected members (six elected by natives and six by non-natives); and (d) 10 nominated members of whom at least five will be natives. Eventually, elected members will be chosen by voters of all races registered on a common roll.

## § 2. Finance.

The following table shows particulars of the financial operations of the Papua and New Guinea Administration for the years 1955-56 to 1959-60. Further information on each Territory will be found on pages 137 and 145.

## TERRITORY OF PAPUA AND NEW GUINEA: REVENUE AND EXPENDITURE.

(£.)

Particulars.	1955-56.	1956-57.	1957-58.	1958-59.	1959-60.
<b>REVENUE.</b>					
<b>Taxation—</b>					
Income Tax .. .. .					1,812,963
Customs Duties .. .. .	2,437,320	2,493,895	2,746,977	3,373,528	2,411,529
Motor Registration .. .. .	47,994	54,520	62,136	71,733	77,770
Stamp Duties .. .. .	35,756	50,688	86,589	68,357	81,672
Licences .. .. .	30,130	27,633	31,255	29,433	31,337
Personal .. .. .			103,486	153,772	175,489
<b>Business Undertakings—</b>					
Post Office .. .. .	141,737	245,199	296,022	354,272	412,428
Harbour Dues, Wharfage, etc. .. .. .	75,252	76,686	116,836	155,082	156,323
Electricity Supply .. .. .	229,784	305,805	380,945	436,863	471,060
Sale of Timber .. .. .	133,094	122,609	136,529	126,768	128,497
Copra and Rubber Production .. .. .	69,722	16,742	22,690	26,321	43,762
Other Agricultural Production .. .. .	17,564	23,525	39,076	56,714	84,857
Water Supply and Sewerage .. .. .	16,946	16,922	18,676	17,876	22,800
Transport .. .. .				43,029	40,795
<b>Lands—</b>					
Mining—					
Royalty on Gold .. .. .	54,663	59,103	15,825	6,438	9,230
Other .. .. .	9,589	9,467	10,446	9,612	8,650
Forestry .. .. .	75,832	81,674	81,555	81,529	101,415
Land Sales, Rents, etc. .. .. .	81,329	71,370	147,766	110,449	99,675
Commonwealth Grant .. .. .	8,433,823	9,645,090	10,796,491	11,478,910	12,808,282
Fees and Fines .. .. .	76,740	113,822	135,918	155,565	159,940
All Other .. .. .	329,872	384,050	292,304	327,406	263,736
<b>Total .. .. .</b>	<b>12,297,147</b>	<b>13,798,800</b>	<b>15,521,522</b>	<b>17,083,657</b>	<b>19,402,210</b>
<b>EXPENDITURE.</b>					
<b>Business Undertakings—</b>					
Post Office .. .. .	546,510	540,104	607,037	696,001	815,305
Harbours .. .. .	106,755	93,444	88,158	133,579	138,773
Electricity Supply .. .. .	359,192	395,333	289,742	380,226	409,070
Saw-mill .. .. .	99,700	101,151	82,247	90,370	84,397
Water Supply and Sewerage .. .. .	109,354	119,478	114,002	124,116	120,416
<b>Social Expenditure—</b>					
Education .. .. .	602,906	803,991	859,159	1,055,674	1,315,243
Grants to Missions for Education .. .. .	102,045	99,226	180,605	194,689	261,093
Public Health, Hospitals, etc. .. .. .	1,921,634	1,965,858	1,673,676	1,738,009	2,115,460
Mission Medical Services—Grants .. .. .	245,701	274,258	232,239	267,061	286,233
Law, Order and Public Safety .. .. .	707,925	763,202	575,306	627,094	862,115
District Services and Native Affairs—	1,070,713	1,120,516	1,013,017	1,106,568	1,246,727
Capital Works and Services .. .. .	3,332,416	3,713,897	4,326,456	4,608,033	4,822,424
All Other .. .. .	2,941,941	3,746,079	5,474,359	6,056,017	6,855,391
<b>Total .. .. .</b>	<b>12,146,792</b>	<b>13,736,537</b>	<b>15,516,003</b>	<b>17,077,437</b>	<b>19,332,647</b>

## § 3. Agriculture and Animal Industry.

1. Soils.—Although a large proportion of Papua and New Guinea is covered by skeletal soils unsuitable for agriculture, there are extensive areas in all parts where fertile soils occur, suitable for growing a wide range of crops. Most of the agriculture of the Territory up to the present has been on soils on the coastal plains, which, apart from the swamp soils, consist mainly of alluvium and podsolized alluvium. So far, these have been

mostly under coconut plantations, although other crops such as rubber and cocoa have also been grown. The swamp soils, of which there are extensive areas in the Delta plains and other parts of the Gulf of Papua, and in smaller areas, are found intermittently around the coasts and along the lower reaches of the rivers, and are in general quite unsuited to any form of agricultural development.

Volcanic soils probably offer the greatest prospects for development. They are found mostly on the Central Plateau and southern foothills of the main island, but there are also areas in New Britain (particularly in the Gazelle and Willaumez Peninsulas), Bougainville and New Ireland, as well as in numbers of smaller islands. Other rich soils are the alluvials of the river valleys. The largest single area of this type is in the trough occupied by the Ramu and Markham Rivers.

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

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

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

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

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

- (i) The ultimate and long-term objective in Papua and New Guinea is to introduce throughout the Territory a single system of land holding regulated by the central Government by statute, administered by the Department of Lands of the central Government, and providing for secure individual registered titles after the pattern of the Australian system.
- (ii) Only the central Government (i.e. the Administration working through the Department of Lands and the Registrar of Titles) may issue and register land titles.
- (iii) Land subject to native custom remains subject to native custom only until it is taken out of custom either by acquisition by the Administration or by a process, to be provided for by Ordinance of the Territory, of conversion of title to an individual registered title.

- (iv) Upon either acquisition or conversion of title, compensation is to be provided in respect of extinction of rights under native custom.
- (v) Land held under native custom may not be acquired outside of native custom by other than the Administration.
- (vi) For the time being, land may not be acquired by the Administration unless the native owners are willing to sell and in the opinion of the Administration the land is not required by them; and conversion of title from native custom to individual registered title may take place only if the majority of those interested in the land under native custom consent to conversion and the method of conversion.
- (vii) The services of Native Land Commissioners are to be used, as a first priority, on investigations into claims by the Administration that land is ownerless and may therefore be declared administration land, on investigation into the ownership under native custom of land proposed to be acquired by the Administration, on settlement of disputes about the ownership of land held under native custom, and, when legislative provision has been made, on investigations into the rights held under native custom in land proposed to be converted to individual registered title. The aim is that all the time of the Commissioners should be taken up with this work. To the extent that at any time it is not, the Commissioners should continue investigations into the holding of land under native custom; the results of such investigations are to be recorded for use in connexion with future acquisitions or conversions of title, but are no longer to be registered.

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

5. **Plantation Agriculture.**—*Coconuts.* Territory coconut plantations suffered severely from damage and neglect during the 1939–45 War. Rehabilitation was rapid, however, and, in 1958–59, about 500 plantations together with native coconut stands produced 64,009 tons of copra valued at £5,754,165 for export. In addition, 21,541 tons of coconut oil valued at £2,754,351 and about 8,705 tons of coconut meal and cake valued at £178,759 were exported in 1958–59. A copra crushing mill was established at Rabaul in 1952. Native stands produce about 25 per cent. of the copra exported.

*Rubber.* Rubber exports have increased from an average of 1,352 tons a year during the three years 1937–38 to 1939–40 to 4,380 tons in 1958–59, valued at £1,151,871.

*Cocoa.* Exports of cocoa beans increased from 207 tons in 1949–50 to 4,253 tons in 1958–59, valued at £1,491,847.

*Coffee.* Exports of coffee beans increased from 21 tons in 1949–50 to 969 tons in 1958–59, valued at £456,037.

6. **Native Agriculture.**—Most of the native inhabitants of Papua and New Guinea are agriculturalists producing fruit and vegetables for their own consumption. The crops grown vary according to environment and altitude, and include yams, taro and sweet potatoes, coconuts, bananas, papaws, maize, sugar-cane, cassava, beans, peanuts, rice, cucurbits and tobacco. Sago is the staple food in the extensive semi-inundated areas which occur along the lower valleys of the major rivers. In these areas, it is cut largely from naturally occurring stands. In other parts of the country, small areas of sago are grown along stream banks and in swampy patches and are regarded as a reserve in times of poor harvest. In recent years, the natives have taken up the production of introduced crops such as peanuts, rice, cucurbits and maize for their own consumption and cocoa and coffee for export. In coconut areas, large quantities of copra are produced. In 1958–59, native copra production was estimated at about 24,400 tons.

In many localities, the natives follow a farming system known as “Bush Fallowing Rotation”. The inhabitants of each village have, at any one time, a number of distinct and separate cleared garden areas in the land surrounding the village. The garden clearings

may be located some miles from the village and are not usually contiguous. Each garden area may be made up of a number of distinct plots owned by individual natives or families. Communal ownership of gardens is rare. The number of garden clearings (and their area) attached to each village depends on the size of the village and the fertility of the land.

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

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

The advancement of native agriculture for local food supply and improved land use in village gardens, as well as for economic production of crops for sale, has a high priority in Government policy for the Territory.

7. **Animal Industry.**—Livestock in the Territory as at 31st March, 1959, included cattle, sheep, goats and pigs, approximate figures for each species being:—cattle, 12,000; sheep, 1,000; goats, 4,000; and pigs, 4,000. Other livestock includes horses, mules and poultry. These figures represent European-owned livestock only; native-owned livestock consists almost entirely of pigs and poultry.

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

Most of the sheep now in the Territory are Romney Marsh breed located at Nondugl in the highlands of New Guinea.

The introduction of rabbits, foxes, hares and monkeys into the Territory is prohibited.

8. **Co-operative Societies.**—The following table sets out details of the number of societies, members, etc., for the year ended 31st March, 1960:—

**CO-OPERATIVE SOCIETIES: YEAR ENDED 31st MARCH, 1960.**

Type of Society.	Number of Societies.	Number of Members.	Turnover.	Rebates to Members.	Total Capital.	Total Fixed Assets.
			£	£	£	£
Consumer Societies ..	9	1,535	103,320	..	22,538	10,733
Producer Societies ..	36	15,168	49,027	2,859	55,391	6,646
Dual Purpose Societies ..	173	54,948	1,010,104	42,854	403,956	52,887
<b>Total .. ..</b>	<b>218</b>	<b>71,651</b>	<b>1,162,451</b>	<b>45,713</b>	<b>481,885</b>	<b>70,266</b>



#### § 4. Native Labour.

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

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

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

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

*Casual workers* are those workers who are employed without an agreement and their employment may be terminated at their own or the employer's desire at any time. Casual workers can only be employed within their own home sub-district except where the place of employment is within 25 miles of their home.

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

The Ordinance prescribes a minimum cash wage of 325s. a year, equivalent to 25s. a lunar month. A minimum rate of 455s. per annum is payable to men engaged on heavy labour. In addition to the cash wage, an employer is required to provide the worker, free of charge, with rations, clothing and other articles such as blankets, eating utensils and toilet gear. Rations take into account the dietary needs of the worker and clothing and blanket issues vary according to location.

In addition, the employer is required to provide accommodation and to arrange for the movement of the worker from and to his home village at the beginning and at the end of the contract, without cost to the worker.

The Ordinance requires the employer to provide, free of charge, first aid equipment for the use of his employees and to provide medical supervision of the employees on a full time basis. Medical and hospital treatment is provided at the employer's expense.

Rations, clothing, etc., accommodation, medical and hospital care have also to be provided to the workers' dependants when accompanying him with the employer's consent.

The maximum working week without penalty rates is 44 hours and provision is made for overtime, call-out duty and a stand-by rate.

Provision is made under the Workers' Compensation Ordinance 1958–1960 for compensation in the case of injury or death.

Natives employed in the native constabulary come under the provisions of the Royal Papua and New Guinea Constabulary Ordinance 1955–1959, while those employed in the Auxiliary Division and the Third Division of the Territory Public Service come under the provisions of the Public Service Ordinance 1948–1958.

#### § 5. Secondary and Tertiary Industries.

Secondary industries which have been established in the Territory are most frequently of the type associated with the elementary processing for export of local products such as copra, rubber, cocoa, coffee, passion-fruit and timber on or near the plantations. There has been a gradual growth in the manufacture of more highly processed products and industries already established include a paint factory, twist tobacco factories, a copra

crushing mill, a plywood factory, biscuit factories, soft drink factories and breweries. Large service industries already well established include air, sea and land transport services, and the building industry, which is serviced by sawmilling, joinery, furniture and metal industries, concrete products manufactures, brickworks, etc.

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

## PAPUA.

### § 1. General Description.

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

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

3. **Area, etc.**—Papua lies wholly within the tropics. The northernmost point touches 5° S. latitude; its southernmost portion, comprising Tagula and Rossel Islands, lies between 11° S. and 12° S. latitude. It is separated from Australia by Torres Strait. The length of Papua from east to west is upwards of 920 miles; towards either end the breadth from north to south is about 200 miles, but about the centre it is considerably narrower. The Territory comprises also the islands of the Trobriand, Woodlark, D'Entrecasteaux and Louisiade groups. The length of coast-line is estimated at 3,664 miles—1,728 on the mainland, and 1,936 on the islands. The total area is about 90,600 square miles, of which 87,806 are on the mainland, and 2,794 on the islands. A reference to the physical characteristics of the Territory appears in previous issues of the Official Year Book (see No. 18, p. 633).

### § 2. Population.

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

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

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

The estimated non-indigenous population at 30th June, 1959, was—Males, 5,214; females, 3,584; total, 8,798, consisting of Europeans, 7,801; Asians, 17; and Others (mainly half-caste), 980.

2. **Native Population.**—It is not possible to give exact data regarding the number of natives, because part of the interior is not as yet under complete Government control. However, the enumerated and estimated population of the Territory of Papua at 30th June, 1959 numbered 470,891 persons. This comprised 366,691 enumerated persons (194,359 males and 172,332 females) and 104,200 estimated. The total number was distributed through districts as follows:—Southern Highlands, 132,770; Western, 49,647; Gulf (including the former Delta district), 62,294; Central, 91,697; Milne Bay, 85,547; and Northern, 48,936.

### § 3. Taxation and Health.

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

Income tax was imposed on 1st August, 1959, to operate from 1st July, 1959. The scale of taxation is about 50 per cent. of the tax payable on the same taxable income in Australia. Deductions for dependents the taxpayer is maintaining and maximum deductions for medical, dental and educational expenses are considerably higher than those allowed in Australia. The tax on public companies is at a flat rate of 4s. in the £1 which is a little over half the predominant rate of company tax in Australia, while on private companies the rate is 2s. 6d. in the £1 for the first £5,000 and 3s. 6d. for the remainder and generally, comparable deductions are allowed. On 1st January, 1958, a Personal Tax was introduced for all males (including non-indigenous) of 18 years of age and over, in Papua and New Guinea. The maximum tax is £2 per annum; the tax assessed is subject to the taxpayers' ability to pay and consequently large areas have been exempted. Native Local Government Councils (which are formed voluntarily by the natives) are however, empowered to levy taxes on villagers for the purpose of providing for local services carried out by the Councils. These taxes are set off against the native's Personal Taxation.

2. **Health.**—The Department of Public Health of the Territory of Papua and New Guinea has the general oversight of all dental and medical services. The Department has the following seven functional divisions: Medical Services; Preventive Medicine; Medical Training; Infant, Child and Maternal Health; Medical Research; Administration; and Mental Health. The services for the Territory of Papua are under the administrative control of a regional medical officer, with headquarters staff at Port Moresby.

At 30th June, 1959, the Administration had established 27 general hospitals, three special hospitals for the treatment of tuberculosis and Hansen's disease and one mental hospital; the Missions had established 19 general hospitals, with special wards at Balimo and Tari for the treatment of Hansen's disease. There were 348 village aid posts (87 Mission) and 146 maternal and child welfare clinics (45 Mission). School medical examinations, immunization, ante-natal and post-natal care and pre-school services are also provided. The Missions employ their own doctors and nurses in their medical establishments.

For some years, suitably qualified natives have attended the Central Medical School at Suva, Fiji, to be trained as Assistant Medical Practitioners and in auxiliary medical schools. In 1959, first year students were enrolled at the Papuan Medical College established in association with the Port Moresby General Hospital. Training for nurses and medical auxiliaries in many categories is also being provided.

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

### § 4. Land Tenure.

The basic principle of the land laws of Papua is that all land not specifically alienated by due process from the natives, or established to be vacant and ownerless, is native land. At 30th June, 1960, of the total estimated area of Papua, approximately 58,000,000 acres, only 2,201,571 acres had been alienated. The distribution of alienated land at 30th June, 1960, according to tenure, was as follows:—Held by private non-indigenous inhabitants—freehold, 24,280 acres, leasehold, 335,452 acres; held by administration, 1,773,642 acres; native reserves, 68,197 acres; total, 2,201,571 acres.

Although, as the figures above show, a small amount of freehold land exists in Papua, no further estates in freehold can be granted under the provisions of the Land Ordinance 1911–1953 of Papua. Leases of various kinds may be granted by the Administration. The principal types of leases available are agricultural leases, pastoral leases, leases of town allotments, business leases and residence leases of other than town allotments, and various forms of special leases and licences over land. Leasehold terms are liberal and, in general, leases may be granted for periods of up to 99 years. Rent is based on the unimproved value of the land. For agricultural leases, the rental rate per annum is 5 per cent. of the unimproved value and for pastoral leases the rate is 2½ per cent. Concessions

regarding freedom from, or reduction of, rents apply during the early developmental periods of agricultural and pastoral leases. All leases are subject to improvement conditions which may be varied or relaxed under certain circumstances. The following classes of leases were in force in Papua at 30th June, 1959:—Agricultural, 666—268,031 acres; pastoral 31—42,437 acres; residence, 161—232 acres; special 271—2,132 acres; mission 390—1,036 acres; business, 151—275 acres; town allotment, 792—347 acres; agricultural leases granted to missions, six—677 acres; total 2,468—315,167 acres.

Leases of Crown land are granted by the Administrator following a land use examination, advertisement of leases available and consideration of applications by the Land Board. Dealings in privately-owned land are a matter for private treaty. Native-owned land, however, cannot be acquired or leased from the native owners by private individuals. The Administration alone may purchase native-owned land, and then only if the owners are willing to sell and the Administration is satisfied that the owners do not require, and are not likely to require, the land.

The registration of titles, interests and dealings in alienated land is provided for under the Real Property Ordinance 1913–1955 modelled on the Torrens system of land registration. A start has been made on the recording of native land ownership under the Native Land Registration Ordinance 1952.

## § 5. Production.

1. *General*—The products of the Territory are obtained principally from its agricultural, forestry, mining and fishing industries. Native subsistence agriculture, fishing and hunting produce most of the food requirements of the native population. The main native agricultural products are taro, yams, sweet potatoes, bananas and papaws. Peanuts are becoming of increasing importance in native diet. Non-indigenous enterprise produces most of the commodities exported. Natives, however, do produce copra for export, while native enterprise in other fields of agricultural production for export purposes, e.g., cocoa and coffee, is being encouraged. The principal agricultural products of Papua for the export trade are copra and rubber. Native production of copra is increasing. Practically all the timber milled during 1958–59 was absorbed by local building requirements. The main products of fisheries exported from Papua are trochus and green snail shell. Gold, manganese, zinc-lead and copper ores have been mined in commercial quantities in the past but current production is limited.

For the sake of convenience, agricultural and pastoral conditions in Papua and New Guinea have been dealt with as a whole, and reference should be made to pages 132–5 for information on the soils, climate, crops, methods of cultivation, etc., throughout both Territories. The following paragraphs relate to forestry, mining, fisheries and water-power resources in Papua.

2. *Forestry*.—(i) *General*. A general description of the forest policy which applies in Papua as well as in the Trust Territory of New Guinea is given under the heading "Timber" on page 148.

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

(iii) *Survey Work*. Forestry field work is carried out in Papua with a view to assessing the forest resources available and also to survey areas subsequently made available for cutting.

(iv) *Permits*. At 30th June, 1959, 21 permits and 11 licences were current. The total areas of forest involved were 117,473 acres and 48,968 acres respectively. The total number of mills was 12, and the total sawn-timber produced for the year was 2 million super. feet, most of which was used locally.

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

Gold was discovered in 1888 and has been found since in many parts of Papua. Before the 1939–45 War, gold was an important item in the Territory's production and it was the major export in 1938–39 (valued at more than £150,000), but has dwindled to insignificance since the war. Gold production was 1,065 fine oz. in 1954–55 and 491 fine oz. in 1955–56 compared with an average of almost 28,000 fine oz., for the last three pre-war years. During 1959–60, the production of gold realized £1,937 bringing the total value of gold won up to 30th June, 1960, to £3,345,364.

Large quantities of copper ore were mined and exported up to 1940. Good samples of galena (sulphide of lead) have been obtained, but other minerals are not found in commercial quantities.

(ii) *Oil Search.* Since the search for oil began in Papua in 1911, over £30 million has been spent. The existence of petroleum has been traced at scattered intervals over a large area, but commercial quantities have not been discovered. At 30th June, 1960, four companies held petroleum prospecting permits under the provisions of the Petroleum (Prospecting and Mining) Ordinance 1951–1958. Oil prospecting is, at present, confined mainly to the Gulf and Western Divisions.

4. *Fisheries.*—Surveys have been carried out of the fisheries resources of Papua. These have been demonstrated to be considerable and efforts are being made to increase the small degree of utilization. Shell fishing, particularly trochus, provides the main cash return, exports being valued at £26,580 in 1958–59.

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

## § 6. Trade, Transport and Communication.

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

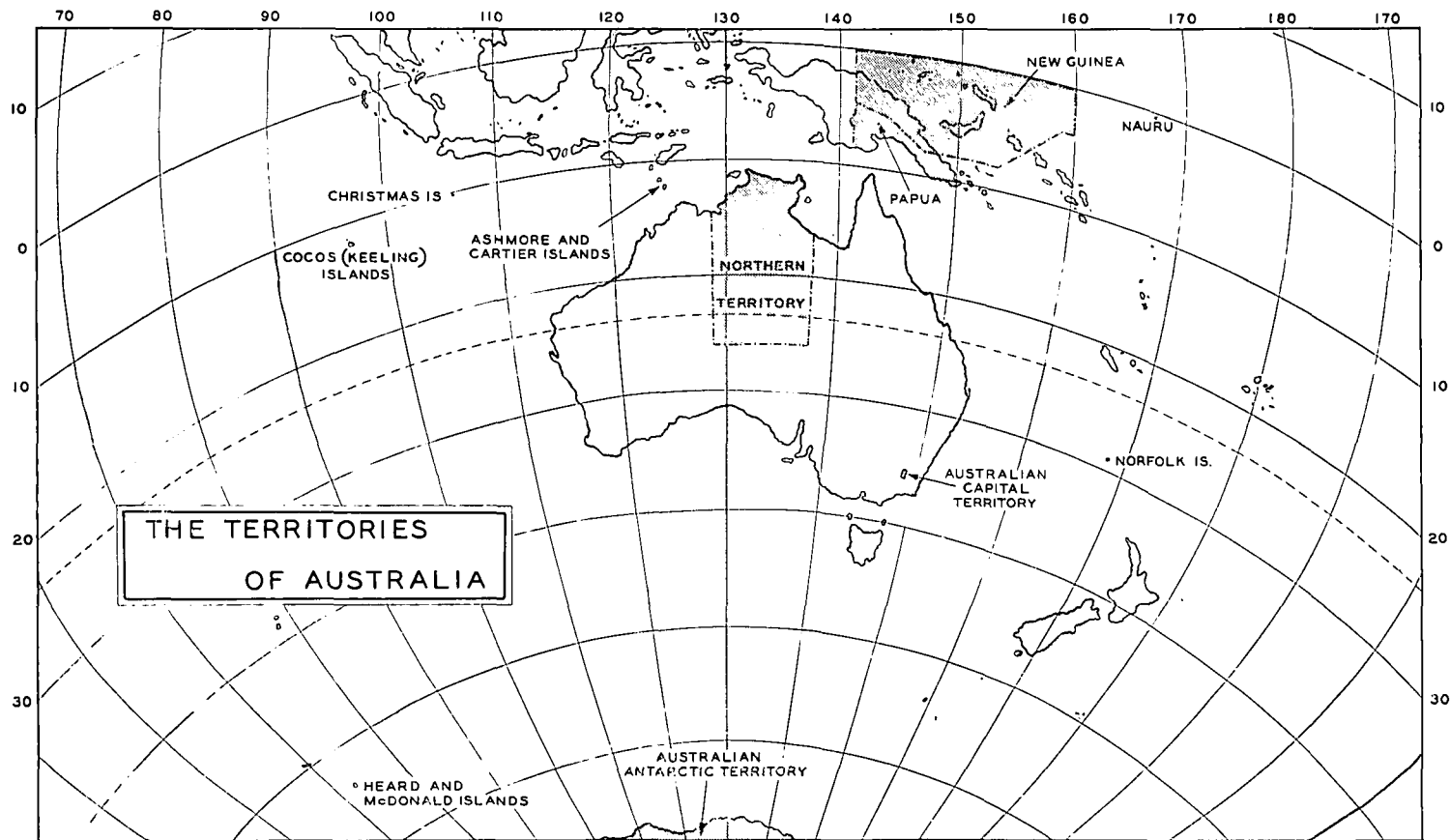
Provision is made in the Australian Customs Tariff (Papua and New Guinea Preference) 1936 for the free entry into Australia of certain goods produced in and imported direct from Papua (*see* Chapter XIII.—Trade), and a proclamation of 25th September, 1935, exempted from primage duty goods produced or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

2. *Imports and Exports.*—(i) *Total Values.* The table below summarizes the values of imports and exports for the years 1954–55 to 1958–59.

### TERRITORY OF PAPUA: IMPORTS AND EXPORTS.

(£ f.o.b.)

Particulars.	1954–55.	1955–56.	1956–57.	1957–58.	1958–59.
<i>Imports</i> .. ..	7,471,221	8,975,834	8,661,252	8,786,758	8,249,906
<i>Exports—</i>					
Domestic Exports ..	2,517,526	2,965,559	2,261,734	2,082,667	2,564,551
Re-Exports ..	308,170	398,976	504,588	693,385	1,040,909
<i>Total Exports</i> ..	2,825,696	3,364,535	2,766,322	2,776,052	3,605,460





(ii) *Imports.* The following table shows the countries of origin of imports. Since the 1939-45 War, Australia has supplied a far greater proportion of the imports than in pre-war years.

**TERRITORY OF PAPUA: COUNTRY OF ORIGIN OF IMPORTS.**  
(£.)

Country of Origin.	1954-55.	1955-56.	1956-57.	1957-58.	1958-59.
Australia .. .. .	5,119,030	5,759,504	5,838,299	5,632,004	5,684,265
Canada .. .. .	6,473	7,254	7,657	101,575	4,871
Germany (Federal Republic) ..	(a)	144,273	103,576	141,409	135,715
Hong Kong .. .. .	147,786	163,424	151,555	209,398	193,364
Indonesia .. .. .	(a)	228,979	376,521	239,206	353,697
Japan .. .. .	(a)	216,731	153,394	190,702	234,419
United Kingdom .. .. .	619,807	1,131,401	550,585	689,640	562,596
United States of America ..	804,331	1,020,436	1,118,046	1,219,289	749,079
Other Countries .. .. .	773,794	303,832	361,619	363,535	331,900
<b>Total Imports ..</b>	<b>7,471,221</b>	<b>8,975,834</b>	<b>8,661,252</b>	<b>8,786,758</b>	<b>8,249,906</b>

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

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

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

Country of Destination.	1954-55.	1955-56.	1956-57.	1957-58.	1958-59.
Australia .. .. .	2,231,659	2,699,059	2,240,392	2,200,285	2,982,549
United Kingdom .. .. .	536,724	610,832	396,921	386,532	485,833
Other Countries .. .. .	57,313	54,644	129,009	189,235	137,078
<b>Total Exports ..</b>	<b>2,825,696</b>	<b>3,364,535</b>	<b>2,766,322</b>	<b>2,776,052</b>	<b>3,605,460</b>

(b) *Principal Commodities.* The following table provides details of the value of the principal domestic exports for the same years. The decrease in value of total domestic exports during 1956-57 and 1957-58 was caused mainly by decreases in the prices of copra and shell.

**TERRITORY OF PAPUA: PRINCIPAL DOMESTIC EXPORTS.**  
(£.)

Commodity.	1954-55.	1955-56.	1956-57.	1957-58.	1958-59.
Rubber .. .. .	953,623	1,386,787	1,148,542	1,114,716	1,151,871
Copra .. .. .	1,381,372	1,390,068	942,286	847,472	1,303,017
Cocoa Beans .. .. .	13,314	8,759	7,717	13,825	23,275
Gold .. .. .	16,548	8,837	5,911	7,093	6,408
Shell (Marine) .. .. .	111,652	137,938	101,265	43,276	26,580
Crocodile Skins .. .. .	22,136	23,791	26,568	35,579	15,345
Other .. .. .	18,881	9,379	29,445	20,706	38,055
<b>Total Domestic Exports ..</b>	<b>2,517,526</b>	<b>2,965,559</b>	<b>2,261,734</b>	<b>2,082,667</b>	<b>2,564,551</b>



3. **Shipping.**—In 1958–59, 173 British vessels and 16 of other nationalities called at Territory ports and discharged 96,672 tons of cargo and loaded 27,969 tons. Corresponding figures for 1957–58 were 157, 17, 95,019 and 25,667 respectively.

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

4. **Other Forms of Transport and Communication.**—Air services link Papua with Australia, New Guinea and the British Solomon Islands. There were 48 aerodromes and seaplane alighting areas in Papua at 30th June, 1958, and of these 17 were the responsibility of the Department of Civil Aviation, 21 were operated and maintained by the Administration, and 10 owned and maintained by Missions, plantation and mining interests. Much of the internal traffic and freight is carried on a charter basis. Regular air services operate from Port Moresby to Daru in the West, Samarai and Popondetta in the East, and to various centres in New Guinea.

At 30th June, 1959, there were about 1,460 miles of road in Papua, of which 437 miles were suitable for medium and heavy traffic, the greater proportion being located in the Central and Northern Districts.

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

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

### § 7. Finance.

The principal source of revenue for the Territory is the annual grant received from the Commonwealth Government, which amounted to £4,948,361 in 1959–60. Customs duties were next in importance prior to 1959–60, but in that year income taxes, collected for the first time, took second place. The following table shows the principal items of revenue and expenditure for each year from 1955–56 to 1959–60:—

**TERRITORY OF PAPUA: REVENUE AND EXPENDITURE.**  
(£.)

Item.	1955–56.	1956–57.	1957–58.	1958–59.	1959–60.
<b>REVENUE.</b>					
Commonwealth Grant ..	3,532,086	4,146,911	4,607,669	4,772,537	4,948,361
Customs Duties(a) ..	910,752	867,697	969,688	1,135,095	868,813
Income Tax ..	..	..	..	..	882,558
All Other ..	540,711	633,496	829,317	914,279	1,017,446
<b>Total Revenue ..</b>	<b>4,983,549</b>	<b>5,648,104</b>	<b>6,406,674</b>	<b>6,821,911</b>	<b>7,717,178</b>
<b>EXPENDITURE.</b>					
Capital Works and Assets ..	1,674,088	1,870,133	2,262,548	2,041,676	1,996,824
Maintenance ..	605,510	836,311	589,910	784,932	862,487
Public Health ..	647,975	703,704	652,350	709,654	899,370
Native Affairs ..	315,574	341,015	332,970	396,939	446,895
Education ..	246,663	341,574	378,489	450,961	672,504
All Other ..	1,343,383	1,493,104	2,184,888	2,431,529	2,769,535
<b>Total Expenditure ..</b>	<b>4,833,193</b>	<b>5,585,841</b>	<b>6,401,155</b>	<b>6,815,691</b>	<b>7,647,615</b>

(a) Includes Harbour Dues and Wharfrage.

For particulars of the finances of the combined Territory administration, *see* page 132.

## TRUST TERRITORY OF NEW GUINEA.

## § 1. General Description.

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

The approximate areas of the principal islands, together with the small islands adjacent thereto, are as follows:—North-East New Guinea, also called the mainland, 70,200 sq. miles; Bismarck Archipelago—New Britain, 14,100 sq. miles, New Ireland, 3,340 sq. miles, Lavongai, 460 sq. miles, Admiralty Islands, 800 sq. miles, total Bismarck Archipelago, 18,700 sq. miles; Solomon Islands—Bougainville, 3,880 sq. miles, Buka, 220 sq. miles, total Solomon Islands, 4,100 sq. miles; grand total, 93,000 sq. miles.

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

## § 2. Government.

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

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

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

3. **1939-45 War.**—For the events following the outbreak of the Pacific War and the formation of the Papua-New Guinea Provisional Administration in 1945, *see* page 131 of this chapter and earlier issues of the Official Year Book.

4. **Trusteeship (1946).**—The Commonwealth Government undertook to place the Territory of New Guinea under the Trusteeship System established under the Charter of the United Nations. The Trusteeship Agreement for the Territory, under which the Government of Australia is the sole administering authority, was approved by the General Assembly of the United Nations Organization on 13th December, 1946. The terms of the Agreement are shown in Official Year Book No. 39, pages 355-7.

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

For administrative purposes, the Territory is divided into the following nine districts:—New Britain, comprising New Britain and adjacent islands; Morobe, Madang, Eastern Highlands, Western Highlands, and Sepik on the mainland; New Ireland, comprising New Ireland, Lavongai and adjacent islands; Manus, comprising the Admiralty Group; and Bougainville in the Solomon Islands. Each district is administered by a District Commissioner.

## § 3. Population.

1. **Non-indigenous Population.**—At the Census of 30th June, 1954, the non-indigenous population of the Territory was 7,201 males, 4,241 females, 11,442 persons. The total non-indigenous population at the Censuses of 1921, 1933 and 1947 was, respectively, 3,173, 5,216 and 6,200 persons. At 30th June, 1959, the estimated non-indigenous population was 9,065 males, 6,205 females, 15,270 persons, of whom 11,177 were Europeans, 2,898 Asians and 1,195 other races.

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

Malays seem to have been the first Asians brought by the Germans to German New Guinea; 37 of them were recorded on the mainland in 1885. About 1889, the New Guinea Company began to bring Chinese, Malays and Javanese in growing numbers from Singapore and Java to work on the plantations; in 1892, there were about 1,800 Asians on the mainland. By 1898, the number had decreased to 300 or 400, but it had risen to 1,830 at the time of the 1933 Census, and at 30th June, 1941, numbered 2,228, mostly Chinese. At the Census of 30th June, 1954, non-European full-bloods numbered 2,404, of whom Chinese (2,192) constituted the major proportion, while half-castes with one of the parents a European numbered 1,018.

**2. Native Population.**—The enumerated and estimated native population of the Territory as at 30th June, 1959, numbered 1,360,639 persons, comprising enumerated, 1,282,639 (674,971 males and 607,668 females), and estimated, 78,000. The total population was distributed throughout the several districts as follows:—Eastern Highlands, 333,727 persons; Western Highlands, 256,336; Sepik, 239,741; Madang, 133,483; Morobe, 186,599; New Britain, 102,405; New Ireland, 38,391; Bougainville, 53,130; Manus, 16,827.

#### § 4. The Natives.

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

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

**3. Education.**—Education in the Territory is provided by the Administration and various Mission organizations. Schools for natives have also been established by Native Village Councils. The Education Ordinance 1952–1957 enables the Administrator to establish an education advisory board, district education committees and European and native schools and to grant financial aid for educational purposes. European teachers are recruited from Australia, and native teachers are trained in the Territory by the Administration and the Missions. During the year ended 30th June, 1959, 189 schools were maintained by the Administration for 12,517 children, of whom 863 were Europeans, 341 Asians, 102 of mixed race and 11,211 natives. The total number of pupils in the various grades of mission schools was 112,142, of whom there were 190 Europeans, 164 Asians and 234 of mixed race. To assist the educational work of the Missions, the Administration provides expert advice, educational equipment, and text-books. In addition, the sum of £133,889 was distributed among the Missions as grants-in-aid during the year ended 30th June, 1959.

**4. Health of Natives.**—The main diseases and conditions for which patients are admitted to hospital are malaria, pneumonia, tropical ulcers, bronchitis, tubercular infections and tuberculosis, confinements and skin infections. The Department of Public Health is engaged in combating these diseases with a staff of fully-trained medical officers, medical assistants and orderlies in native hospitals. Its staff also supervises hospitals on plantations. It has facilities for research in tropical medicine, and schemes for training natives as medical orderlies and nurses. There are 74 Administration hospitals, including five Hansenide colonies and two tuberculosis hospitals. The Missions have established an additional 69 hospitals, including two Hansenide colonies. There are 1,202 village aid posts (304 conducted by Missions) and 363 maternity and child welfare centres (63 provided by Missions). The Missions staff their own medical establishments but receive financial assistance from the Administration, which also provides much of their medical stores and supplies.

5. Missions.—A number of Mission societies operate in the Territory. The Society of the Sacred Heart of Jesus works in the Bismarck Archipelago, the Society of the Holy Ghost, the Franciscan Order and the Society of the Divine Word in the five districts of mainland New Guinea, and the Marists in Buka and Bougainville. These are Roman Catholic Missions. Protestant Missions include the Methodist Overseas Mission in New Britain and New Ireland, the New Zealand Methodist Mission in Bougainville, the Lutheran Mission (supported and staffed by the Lutheran Churches in Australia and America) which works in Morobe, Madang, the Eastern and Western Highlands, and Manus, the New Guinea Anglican Mission in the Eastern Highlands, the Seventh-day Adventist Mission in Bougainville, Manus, New Ireland, New Britain and the Mainland of New Guinea, the East and West Indies Bible Mission and the Baptist Mission in the Central Highlands. The South Seas Evangelical Mission (Undenominational) and the Assemblies of God Mission are also working in the Sepik area. All these Missions include teaching with their missionary work. Other Missions operating in the Territory are the Apostolic Church Mission in the Western Highlands, Christian Missions in Many Lands in the Sepik area, Church of Christ Mission in Madang, Church of the Nazarene in the Western Highlands, Faith Mission in the Eastern Highlands, New Tribes Mission in Morobe and the Eastern Highlands, Swiss Evangelical Mission in the Eastern and Western Highlands, Sola Fide Mission in the Sepik area, and Salvation Army and World Missions, both in the Eastern Highlands.

### § 5. Land Tenure.

The principles governing the acquisition and ownership of land and types of tenure available in New Guinea are in general similar to those which obtain in Papua and although, under the Land Ordinance 1922–1951, grants of freehold estates may be made, as a matter of policy all grants are now restricted to leaseholds. In New Guinea, however, the amount of freehold land of earlier origin held by private non-indigenous owners amounts to more than half a million acres. Freehold titles to this land, which includes a good deal of plantation land, may be transferred by purchase subject only to the general provision that dealings in land require the approval of the Administrator.

The area of the Territory of New Guinea is estimated at 59,520,000 acres, of which at 30th June, 1959, two per cent. was alienated. The following was the distribution of alienated land according to tenure at 30th June, 1959:—held by private non-indigenous inhabitants—freehold, 518,485 acres, leasehold, 320,235 acres; held by Administration, 539,190 acres; native reserves, 26,936 acres; total, 1,404,846 acres.

Leases in force at 30th June, 1959, were as follows:—Agricultural, 779—216,568 acres; dairying, 6—1,300 acres; pastoral, 16—85,637 acres; residential and business, 2,231—1,595 acres; special, 260—8,207 acres; mission 673—2,413 acres; long period leases from German regime, 104—4,515 acres; total 4,069—320,235 acres.

Under German law there was a system of registration of titles in a "Ground Book", but registration did not confer an indefeasible title. The German system has been replaced by one modelled on the Torrens plan, embodied in the Lands Registration Ordinance 1924–55. The land registers were lost during the 1939–45 War but provision for restoration of the lost titles is made in the New Guinea Land Titles Restoration Ordinance 1951–55. A start has been made on the recording of native land interests under the Native Land Registration Ordinance 1952.

### § 6. Production.

1. General.—The products of the Territory are obtained principally from its agricultural, mining, fishing and forestry industries. A copra crushing mill at Toboi, near Rabaul, increased production during 1958–59 to 21,541 tons, nearly 50 per cent. above that of the previous year. At Bulolo, a company (Commonwealth-New Guinea Timbers Ltd.), in which the Commonwealth Government has a controlling interest, is producing high quality water-proof plywood and veneers in a factory whose capacity is over 40 million square feet, on a  $\frac{1}{8}$  inch basis, per annum. Native subsistence agriculture, fishing, and hunting produce most of the food requirements of the native population. The main native agricultural products are taro, yams, sweet potatoes, coconuts, bananas and papaw. Non-indigenous enterprise produces most of the commodities exported. Natives, however, produce copra for export and

in recent years, have taken up the production of introduced crops such as peanuts, rice, cucurbits and maize for their own consumption and cocoa and coffee for export. The principal agricultural products of New Guinea for the export trade are copra and cocoa. While most of the timber milled during 1958–59 was absorbed by the local market, exports increased over 1956–57 figures (*see para. 2 below*). The main products of fisheries exported from New Guinea are trochus and green snail shell, including that collected by natives. Gold is the principal mineral mined. Natives are taking an increasing interest in mining for alluvial gold on their own account and production from this source is continually rising, in contrast to falling European production.

For information on the agricultural and pastoral industries, which for the sake of convenience covers the Territory of Papua and New Guinea as a whole, *see* pages 132–5. The following paragraphs relate to the timber, fishing and mining industries in the Territory of New Guinea alone.

**2. Timber.**—Various species of timber are found in the Territory, but the only accessible pure stand is the valuable pine forests of the Bulolo Valley. This timber is used mainly for the production of plywood and veneer by Commonwealth-New Guinea Timbers Ltd., which is consuming a little over 10 million super. feet of logs per annum to produce the equivalent of approximately 30 million square feet of plywood on a  $\frac{3}{8}$  inch basis (28 million in 1958–59). Exports of plywood in 1958–59 were 25½ million square feet, valued at £1,027,000 while veneer exports of 297,724 square feet on a  $\frac{1}{8}$  inch basis were valued at £3,300. During the year, one million super. feet of logs (some suitable for plywood manufacture) to the value of £46,000 and nearly four million super. feet of sawn timber valued at £236,000, were also exported. The Territory forests also provided flitches, battery veneer and egg-case parts for export.

The Administration sawmill at Lae provides a considerable amount of sawn timber for local consumption, and serves as a training centre for operatives in the sawmilling industry. The Administration also operates a training centre for forestry workers, nurseries and a herbarium, and is establishing a research institute in Port Moresby.

The Forestry Ordinance 1936–1951 provides for the issue of permits and licences to cut timber. Present policy calls for the orderly development of the timber industry on sound forestry principles to ensure no waste of the resources and no over-exploitation; the grant of emergency timber permits for limited quantities to assist in providing timber for Territory requirements; the disposal by public tender of timber areas designated by forest officials of the Territory; and the development of the pine stand in the Bulolo Valley by Commonwealth-New Guinea Timbers Ltd. Timber growing on native lands cannot be acquired by private purchasers direct from the natives but must be obtained through the Administration. Royalty is payable on all forest produce taken under permit or licence. Re-forestation of areas dedicated for forestry in perpetuity is carried out by the Administration.

At 30th June, 1959, 21 permits and six licences were current, the total area of forest involved being 169,171 acres and 25,689 acres respectively. Twenty-nine sawmills and also some benches on private property were operating.

**3. Fisheries.**—The wealth of the waters of the Territory has been little exploited, but as the result of surveys and the development of the Administration fisheries service, action is being taken to promote increased use of the resources. Fish are caught at many places along the coast to supply the small local demand of the natives and of Europeans. Trochus shell to the value of £59,128 and green snail shell to the value of £8,431 were exported during 1958–59.

**4. Mining.**—The production of gold and associated silver is the most important mining activity in New Guinea. Gold has been discovered on the Waria, the Ramu, the Francisco, and the Markham Rivers, and in tributaries of the Sepik River. Rich gold deposits were first discovered in the Morobe District in 1926. The field is situated about 80 miles (40 by air) inland from Lae, the nearest coastal port. Communication is established with the coast by regular air service and by road transport. Silver is found, usually associated with the gold in these deposits. Osmiridium is reported to have been found on the upper tributaries of the Ramu, and platinum on the Kabenau River. Copper has been discovered in the form of chalcopyrite and malachite in the Baining District. Iron ore occurs as magnetite and

haematite in the Baining District. Sulphur occurs in several localities in the volcanic regions of the Territory. Brown coal has been found on the mainland in the vicinity of Astrolabe Bay, and in the southern portion of New Ireland. The commercial production of minerals other than gold and silver has not been undertaken.

The granting of rights, leases and claims for mining purposes is provided for in the Mining Ordinance 1928-1957 and regulations thereunder.

The production of gold in New Guinea during the last three pre-war years averaged about 228,000 fine oz. a year, valued at £2,000,000. In 1940-41, it amounted to 263,113 fine oz., valued at £2,808,835. Although the market price of gold has been fixed at a much higher level than in 1938-39, mining costs have risen to a greater extent and consequently production since the war has been on a much smaller scale, averaging 91,000 fine oz., at a value of £1,200,000 a year over the five years ended 1951-52. Production in 1955-56 amounted to 71,519 fine oz., valued at £1,117,483 and in 1956-57 to 78,856 fine oz., valued at £1,232,128. The slight increase in production during 1956-57 has not been maintained, however, the 1959-60 production being valued at only £705,181.

The Petroleum Ordinance 1936 has been superseded by the Petroleum (Prospecting and Mining) Ordinance 1951-1958, which has facilitated the carrying out of geological surveys and prospecting activities generally. There are, however, no prospecting permits for oil current at the present time.

## § 7. Trade, Transport and Communication.

1. **Customs Tariff.**—The present customs tariff provides high revenue rates on ale, spirits, tobacco and cigarettes, timepieces, cigarette papers, fancy goods and jewellery but allows entry of most necessities affecting living and building costs duty free or at a low rate of duty. There is a by-law provision under the Customs Tariff to enable duty-free admission to be granted for plant, machinery, and chemicals to be used mainly for industrial and developmental purposes and for goods imported by passengers. No preferential rates are specified in the schedule.

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

2. **Imports and Exports.**—(i) *Total Values.* The table below summarizes the values of imports and exports for the years 1954-55 to 1958-59.

### TERRITORY OF NEW GUINEA: IMPORTS AND EXPORTS.

(£.)

Particulars.	1954-55.	1955-56.	1956-57.	1957-58.	1958-59.
<i>Imports</i> .. .. .	9,577,088	10,280,029	10,918,981	11,452,012	11,818,592
<i>Exports</i> —					
Domestic Exports ..	9,589,317	9,220,446	9,548,624	8,815,592	11,903,187
Re-Exports .. .. .	471,324	665,177	763,868	812,456	788,690
<i>Total Exports</i> ..	10,060,641	9,885,623	10,312,492	9,628,048	12,691,877

(ii) *Imports.* The following table summarizes the countries of origin of imports. During the past ten years by far the greatest proportion of imports has been supplied by Australia.

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

Country of Origin.	1954-55.	1955-56.	1956-57.	1957-58.	1958-59.
Australia .. ..	5,888,143	6,668,947	7,327,966	7,051,240	7,721,687
Germany (Federal Republic) ..	(a)	211,753	181,370	245,260	296,007
Hong Kong .. ..	522,455	474,583	421,191	482,085	521,455
India .. ..	121,465	149,805	116,006	145,865	170,687
Indonesia .. ..	(a)	299,616	462,091	632,274	500,814
Japan .. ..	(a)	468,185	478,364	790,436	703,058
United Kingdom .. ..	701,524	743,718	701,746	766,091	775,654
United States of America .. ..	972,947	797,869	785,611	790,151	651,024
Other Countries .. ..	1,370,554	465,553	444,636	548,610	478,206
<b>Total Imports ..</b>	<b>9,577,088</b>	<b>10,280,029</b>	<b>10,918,981</b>	<b>11,452,012</b>	<b>11,818,592</b>

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

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

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

Country of Destination.	1954-55.	1955-56.	1956-57.	1957-58.	1958-59.
Australia .. ..	4,338,701	4,575,510	4,923,756	4,956,187	5,806,798
United Kingdom .. ..	5,079,801	4,727,759	4,556,808	3,686,900	4,435,284
Other Countries .. ..	642,139	582,354	831,928	984,961	2,449,795
<b>Total Exports ..</b>	<b>10,060,641</b>	<b>9,885,623</b>	<b>10,312,492</b>	<b>9,628,048</b>	<b>12,691,877</b>
<i>Domestic Exports ..</i>	<i>9,589,317</i>	<i>9,220,446</i>	<i>9,548,624</i>	<i>8,815,592</i>	<i>11,903,187</i>
<i>Re-exports .. ..</i>	<i>471,324</i>	<i>665,177</i>	<i>763,868</i>	<i>812,456</i>	<i>788,690</i>

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

**TERRITORY OF NEW GUINEA: PRINCIPAL DOMESTIC EXPORTS.**  
(£.)

Item.	1954-55.	1955-56.	1956-57.	1957-58.	1958-59.
Copra .. ..	5,144,352	4,795,987	4,706,142	3,673,687	4,451,148
Other Coconut Products .. ..	1,297,185	1,458,273	1,441,187	1,649,503	2,933,110
Cocoa Beans .. ..	512,204	352,105	454,463	814,633	1,468,572
Coffee Beans .. ..	72,575	91,698	179,510	222,794	448,869
Peanuts .. ..	27,628	23,336	48,701	138,146	286,684
Gold .. ..	1,339,473	1,064,279	1,225,447	851,506	736,354
Shell (Marine) .. ..	218,956	303,215	220,361	68,460	68,174
Timber .. ..	212,199	285,505	256,286	235,247	316,292
Plywood .. ..	644,929	749,179	919,478	1,023,365	1,027,748
Veneer .. ..	36,196	9,440	1,036	6,649	3,299
Other .. ..	83,620	87,429	96,013	131,602	162,937
<b>Total Domestic Exports</b>	<b>9,589,317</b>	<b>9,220,446</b>	<b>9,548,624</b>	<b>8,815,592</b>	<b>11,903,187</b>

3. **Shipping.**—Regular passenger and freight services operate between Australia, Papua and the Territory of New Guinea. Vessels trading between Australia and the East and also some on voyages to the United Kingdom and to North America call at Territory ports. Coastal and inter-island shipping services are maintained by vessels operating from the principal ports of the Territory. Shipping within the Territory is regulated by the Shipping Ordinances 1951–1960, and the Coastal Shipping, Ports and Harbours Regulations.

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

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

In 1958–59, 180 British vessels and 76 vessels of other nationalities called at Territory ports and discharged 141,180 tons of cargo and loaded 139,420 tons. Corresponding figures for 1957–58 were 118, 67, 130,363 and 148,485 respectively.

4. **Other Forms of Transport and Communication.**—There are no railways in New Guinea, but a road construction programme is being undertaken progressively to assist the economic development of the Territory. Road transport services operate in the main towns and on the trunk roads linking Rabaul and Kokopo; Lae, Bulolo and Wau; Kavieng and Namatanai; and on the network in the Eastern and Western Highland Districts centred on Goroka and Mt. Hagen. The total mileage of roads in the Territory of New Guinea at 30th June, 1959, was 4,462, of which 1,403 were suitable for heavy and medium traffic.

Air services link the Territory with Papua, Australia, Netherlands New Guinea and the British Solomon Islands. There are 138 aerodromes and seaplane alighting areas in New Guinea, and of these 25 are controlled by the Department of Civil Aviation, 48 by the Administration, 64 by private interests and one by the Royal Australian Navy.

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

## § 8. Finance.

The principal sources of revenue for the Territory of New Guinea are the grant by the Commonwealth Government and customs duties. The major classes of revenue and expenditure during the years 1955–56 to 1959–60 were as shown in the following table:—

### TRUST TERRITORY OF NEW GUINEA: REVENUE AND EXPENDITURE.

(£.)

Item.	1955–56.	1956–57.	1957–58.	1958–59.	1959–60.
REVENUE.					
Commonwealth Grant ..	4,901,737	5,498,179	6,188,821	6,706,373	7,859,921
Customs Duties(a) ..	1,601,820	1,702,884	1,894,125	2,415,514	1,699,039
Income Tax ..	..	..	..	..	930,405
All Other ..	810,041	949,633	1,031,901	1,139,859	1,195,667
<b>Total Revenue ..</b>	<b>7,313,598</b>	<b>8,150,696</b>	<b>9,114,847</b>	<b>10,261,746</b>	<b>11,685,032</b>



## TRUST TERRITORY OF NEW GUINEA: REVENUE AND EXPENDITURE.

—continued.

(£.)

Item.	1955-56.	1956-57.	1957-58.	1958-59.	1959-60.
<b>EXPENDITURE.</b>					
Public Health .. ..	1,503,501	1,504,191	1,225,650	1,256,924	1,449,560
Native Affairs .. ..	714,233	732,705	641,078	713,902	801,832
Education .. ..	439,039	540,181	637,238	775,429	873,159
Civil Affairs .. ..	34,281	62,110	432,243	460,999	507,754
Police .. ..	400,172	407,457	237,893	264,751	404,793
Agriculture Stock and Fisheries	383,320	416,094	389,552	449,334	552,375
Posts and Telegraphs ..	325,801	331,257	361,444	395,679	446,519
Customs and Marine ..	124,073	127,401	125,579	141,369	144,569
Forestry .. ..	216,268	235,073	239,908	257,112	282,786
Public Works Department ..	65,117	252,091	362,116	248,561	253,472
Maintenance .. ..	713,346	776,962	885,944	955,891	1,204,329
Capital Works and Assets ..	1,558,328	1,843,763	2,063,908	2,566,358	2,825,600
Other .. ..	736,119	921,411	1,512,294	1,775,437	1,938,284
<b>Total Expenditure ..</b>	<b>7,313,598</b>	<b>8,150,696</b>	<b>9,114,847</b>	<b>10,261,746</b>	<b>11,685,032</b>

(a) Includes Harbour Dues and Wharfrage.

For information on the finances of the combined Territory administration *see* Papua and New Guinea, § 2, page 132.

## TRUST TERRITORY OF NAURU.

1. **General.**—Nauru is an oval-shaped atoll about 12 miles in circumference, having an area of about 5,263 acres, of which approximately two-thirds is phosphate-bearing. It is situated in latitude 0° 32' S. and longitude 166° 55' E. Portion of the island between the sandy beach and the coral cliffs is fertile, and it is there that most of the Nauruans reside. With the exception of a small fringe around an inland lagoon, the plateau which contains the phosphate deposits possesses few food plants and is uninhabited, but portion of the area has been planted with fruit trees. The system of land tenure is governed by an old custom, and, with the exception of small allotments held by the Government, the British Phosphate Commissioners, and the Missions, the whole of the island is owned by individual natives. The temperature range is from 76° F. at night to 94° F. during the day and the average humidity about 80 per cent. Normally the rainfall is comparatively low for islands of the Pacific, the annual average for twenty years from 1920 to 1940 being 80.5 inches. However, falls as high as 181.76 inches during 1940 and as low as 12.29 inches during 1950 have been recorded.

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

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

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

3. **Trusteeship Agreement.**—On 1st November, 1947, the General Assembly of the United Nations approved a Trusteeship Agreement for the Territory of Nauru submitted by the Governments of Australia, New Zealand, and the United Kingdom in substitution for the terms of the mandate under which the Territory had been administered. This Agreement designates the Governments of Australia, New Zealand, and the United Kingdom as the Joint Administering Authority, with the Government of Australia continuing, on behalf of the Administering Authority, to exercise full powers of legislation, administration and jurisdiction in and over the Territory. The terms of the Agreement were given in Official Year Book No. 39, pages 370–1.

4. **Administration.**—The administration of the island is vested in an Administrator, who is obliged to conform to instructions issued by the Government which appointed him. Until the Government of Australia ceases to exercise full powers of legislation, administration, and jurisdiction in and over the Territory on behalf of the Administering Authority in pursuance of Article 4 of the Trusteeship Agreement, all ordinances made by the Administrator are subject to confirmation or disallowance by the Governor-General of Australia acting on the advice of the Federal Executive Council. All administration expenses are met from local revenue and phosphate royalties. Native industries such as canoe-building, fishing, mat-making, etc., are encouraged by the provision of prizes at annual competitions. An agency of the Commonwealth Savings Bank has been established. There is a co-operative store managed to a large extent by Nauruans. The store books, however, are audited by Government officers. Natives are not allowed to carry or be in possession of firearms, and the use by them of intoxicating liquors and deleterious drugs is prohibited.

5. **Population.**—The Nauruan component of the population numbered about 1,100 in 1921, but had grown to more than 1,800 before the Japanese invasion in August, 1942. In 1946, it numbered less than 1,400 but by 30th June, 1959, had risen to 2,321. Chinese have, for many years, formed a considerable part of the population of Nauru; their numbers increased, with some reversals of trend, from about 600 in 1921 to more than 1,500 before the 1939–45 War. After the War, they increased from about 800 in 1946 to 1,491 in 1950, but at 30th June, 1959, numbered only 712. The number of other Pacific islanders in the early 1920's was almost 300 but they subsequently declined to less than 40. In recent years, the numbers have increased, and at 30th June, 1959, there were 974. The European population after 1921 fluctuated, but with a generally upward trend, between one and two hundred, and in 1940 numbered 192. In 1948, it had increased to 247 and in 1957 to 373. The total non-indigenous population of Nauru at 30th June, 1959, was 2,068, while the total population was 4,389.

6. **Health.**—Cases of the usual diseases known in the Pacific occur but the health of all sections of the population is generally satisfactory. An area has been set apart for the segregation of sufferers from Hansen's disease, and the latest methods of treatment are applied. The total number of persons receiving treatment at 30th June, 1959, was 46 of whom, however, only six were in segregation at the Hansenide colony. Three hospitals are maintained on the island, one by the Administration for Nauruans, and two by the British Phosphate Commissioners, one for European and one for non-European employees. The Administration also conducts eleven maternity and child health centres. A regular anti-mosquito campaign is conducted. Steps have been taken by the authorities to improve the water supply and to provide efficient sanitation generally. Every Nauruan is required to undergo medical examination at intervals of three months.

7. **Education.**—The Administration assumed full responsibility for education on 1st October, 1923. Prior to that date, the education of native children was undertaken by the Missions, which were subsidized by the Administration. There are three primary schools, one each for European, Nauruan and Gilbertese students, one Nauruan secondary school and one mission school providing primary and secondary classes. Primary education only is provided for European children, allowances being provided to those who proceed to secondary schools in Australia. At 30th June, 1959, 630 Nauruans, 89 other Pacific Islanders, 22 Chinese and 58 Europeans were enrolled in the primary schools, and 85 at the two secondary schools.

The curriculum is based generally on that used in Australian schools, and the teaching is generally in English. Education is compulsory for Nauruan children from six to sixteen years of age. At 30th June, 1959, 35 Nauruans were attending secondary schools in Australia or undertaking post-secondary training, 26 as scholarship holders and the balance sponsored by their families. In addition to these, there were four students at the Central Medical School, Suva, and one private student in New Zealand.

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

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

10. **Phosphate Deposits.**—(i) *General.* From 1906 to 1919, the deposits were worked by the Pacific Phosphate Company, which also worked the deposits on Ocean Island (about 165 miles east of Nauru and part of the Gilbert and Ellice Islands Colony administered by the Colonial Office). The quantity remaining on Nauru has been estimated at about 70 million tons, and the exports average 85 per cent. to 88 per cent. of tricalcium phosphate.

The interests of the Pacific Phosphate Company in the two islands (though not in other islands in the Pacific in which it had workings) were bought by the British, Australian and New Zealand Governments on 25th June, 1920, for £3,500,000, the purchase money being contributed in the proportions of 42, 42 and 16 per cent. respectively. The Agreement of 2nd July, 1919, provides for the working of the deposits by three British Phosphate Commissioners, one appointed by each Government, and the three countries are entitled to receive the output in the same proportions of 42, 42 and 16 per cent.

(ii) *Royalty on Phosphate.* Under an agreement between the British Phosphate Commissioners and the Nauruan landowners, a royalty of 1s. 6d. for each ton of phosphate exported has been payable since 1st July, 1953. As from 1st July, 1957, this rate was increased to 2s. 7d. a ton as follows:—

- (a) 7d. to the Nauru Royalty Trust Fund to be used for the benefit of Nauruans;
- (b) 1s. to the landowner, being an immediate payment of 9d. a ton, and 3d. a ton to be invested on his account;
- (c) 1s. to the Nauruan Community Long Term Investment Fund.

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

(iii) *Nauru and Ocean Island Phosphate Industry.* Exports of phosphate from Nauru and Ocean Island in 1939–40 amounted to 1,243,428 tons, of which Australia received 54 per cent. and New Zealand 32 per cent. Following the interruption to production by the war in the Pacific, this figure was not exceeded until 1949–50 when 1,285,998 tons were exported (76 per cent. to Australia, 24 per cent. to New Zealand). Figures for 1958–59 were:—1,535,031 tons exported (including Ocean Island 333,893 tons), 60 per cent. to Australia, 32 per cent. to New Zealand and eight per cent. to the United Kingdom.

Receipts from the sale of phosphate in 1939–40 amounted to £1,041,418, and the f.o.b. cost, including interest on capital, sinking fund, etc., amounted to £1,037,208. In 1946–47, sales and costs each amounted to about £500,000, but they have since increased to more than £3,000,000. In 1958–59, receipts from sales, etc., amounted to £3,429,055, and costs, etc., to £3,423,950.

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

The amount due by the British Phosphate Commissioners to the partner Governments for purchase-money and other capital sums was £3,666,457 on 30th June, 1921, and at 30th June, 1942, this had been reduced to £3,024,373. The partner Governments agreed to a suspension of interest and sinking fund payments from 1st January, 1942, while operations at Nauru and Ocean Island were curtailed. Modified payments were resumed in 1946–47, pending a review of the position.

The review was carried out in 1950, and as a result the revised capital indebtedness of the Commissioners to the partner Governments at 30th June, 1950, was determined at £3,881,711. Interest and sinking fund payments were resumed with effect from 1st July, 1950, on the basis of repayment of the revised capital indebtedness in 35 years. At 30th June, 1959, this indebtedness had been reduced to £3,323,964.

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

(v) *Christmas Island Phosphates.* The Australian Government is also interested in phosphate deposits on Christmas Island (*see* p. 158).

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

There is relatively frequent communication by sea with the island. Most of the vessels are run or chartered by the British Phosphate Commissioners for the carriage of phosphate. Many of them also provide for the carriage of passengers and other cargo as required. The total calls by vessels were 118 in 1958–59 and 134 in 1959–60.

12. *Trade.*—The Customs Tariff of Nauru provides for the free admission of all goods other than cigars, cigarettes, tobacco, spirits, wines, beer, cider and perry. Articles imported by the Administration for its own use and spirits for scientific purposes are exempt. The tariff rates apply to all countries alike. In 1958–59, imports were valued at £1,013,674 and exports, 1,201,138 tons of phosphate, at £2,492,361. Of the total imports in 1958–59, Australia supplied 59 per cent. valued at £599,081; the balance came mainly from the United Kingdom, Hong Kong, New Zealand and the United States.

In 1958–59, 704,632 tons of phosphate were exported to Australia, 291,956 tons to New Zealand and 204,550 tons to the United Kingdom.

13. *Revenue and Expenditure.*—The revenue of the Administration has risen from £33,084 in 1939 to £350,344 in 1958–59, and expenditure from £29,391 to £357,759.

Of the revenue for the year ended 30th June, 1959, payments by the British Phosphate Commissioners amounted to £330,597, post office and radio receipts, £6,564, and import duties, £3,651. Main items of expenditure were administration £90,954, miscellaneous services (health, education, etc.), £143,048 and capital works and services, £44,245.

Corresponding figures of revenue and expenditure for the year ending 30th June, 1960, were, revenue, £438,245 (payments by the Phosphate Commissioners £412,052; post office, etc. £9,370; and import duties £3,586) and expenditure £408,906 (administration £101,468, miscellaneous services £145,704, and capital works and services £89,528).

#### TERRITORY OF HEARD ISLAND AND McDONALD ISLANDS.

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

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

#### AUSTRALIAN ANTARCTIC TERRITORY.

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

On 13th February, 1954, the Australian National Antarctic Research Expeditions (A.N.A.R.E.) established a base on MacRobertson Land at latitude 67° 36' S. and longitude 62° 53' E. The base was named Mawson in honour of the late Sir Douglas Mawson and was the first permanent Australian station to be set up on the Antarctic continent. Meteorological and other scientific research is conducted at Mawson, which is the centre for coastal and inland survey expeditions.

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

On 1st December, 1959, Australia signed the Antarctic Treaty with Argentina, Belgium, Chile, France, Japan, New Zealand, Norway, South Africa, U.S.S.R., United Kingdom and the United States of America. The Treaty reserves the Antarctic area south of  $60^{\circ}$  S. latitude for peaceful purposes, provides for international co-operation in scientific investigation and research, and freezes, for the duration of the Treaty, the *status quo* with regard to territorial sovereignty, rights and claims. It will enter into force when ratified by all twelve signatories.

### TERRITORY OF COCOS (KEELING) ISLANDS.

1. **General.**—The Cocos (Keeling) Islands, two separate atolls comprising some 27 small coral islands with a total area of about five square miles, are situated in the Indian Ocean in latitude  $12^{\circ} 5' 15''$  S. and longitude  $96^{\circ} 53' 15''$  E. They lie some 1,720 miles north-west of Perth and 2,290 miles almost due west of Darwin, while Johannesburg is some 3,800 miles further distant to the south-west, and Colombo is 1,400 miles to the north-west of the group.

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

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

The climate is equable and pleasant, usually being under the influence of the south-east trade winds for about three-quarters of the year. However, the winds vary at times and meteorological reports from the Territory are particularly valuable to those engaged in forecasting for the eastern Indian Ocean. The temperature varies between  $70^{\circ}$  and  $89^{\circ}$  F., and its average rainfall is 80 inches. There are occasional violent storms. The worst cyclone in their recorded history struck the islands in 1909, when about 400,000 coconut palms were uprooted or decapitated and the accompanying tidal wave left only five buildings standing.

2. **History.**—The islands were discovered in 1609 by Captain William Keeling of the East India Company. They were uninhabited and remained so until 1826 when the first settlement was established on the main atoll by an Englishman, Alexander Hare, who quitted the islands in about 1831. In the meantime, a second settlement was formed on the main atoll by John Clunies-Ross, a Scottish seaman and adventurer, who landed with several boat-loads of Malay seamen. In 1857, the islands were annexed to the Crown and formally declared part of the British Dominions, and in 1878 responsibility for their supervision was transferred from the Colonial Office to the Government of Ceylon, and subsequently, in 1882, to the Government of the Straits Settlements. By indenture in 1886, Queen Victoria granted the land comprised in the islands to John Clunies-Ross in perpetuity, and until 1946, the patriarchal rule of the head of the Clunies-Ross family was recognized. The head of the family had semi-official status as resident magistrate and representative of the Government. However, in 1946, when the islands became a dependency of the Colony of Singapore, a Resident Administrator, responsible to the Governor of Singapore, was appointed.

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

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

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

5. **Population.**—The population of the Territory in June, 1960, was estimated to be 607, comprising 181 Europeans and 426 Cocos Islanders. The Cocos Islanders reside on Home Island.

6. **Transport.**—There is an International airport at West Island under the control of the Department of Civil Aviation. This is a re-fuelling point for aircraft on the fortnightly air-services between Australia–South Africa and Australia–United Kingdom operated by South African Airways and Qantas Empire Airways Ltd., respectively. Although there is no regular shipping service, vessels from Australia and Singapore call at intervals.

### TERRITORY OF CHRISTMAS ISLAND.

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

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

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

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

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

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

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

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

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

4. **Population.**—The population of Christmas Island at 30th June, 1960, was approximately 2,919, consisting of 163 Europeans, 2,039 Chinese, 702 Malays and 15 Indians.

5. **Communications.**—Transport to and from the island is maintained by ships operated by the Phosphate Commission or under charter by the Commission. One vessel makes regular trips between Christmas Island and Singapore and other vessels, about six a month, carry phosphate to Fremantle and other Australian ports.