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## CHAPTER V.

## THE TERRITORIES OF AUSTRALIA.

NOTE.—The internal Territories of Australia are the Northern Territory and the Australian Capital Territory. External Territories under the control of Australia are:—Norfolk Island; Papua (formerly British New Guinea); the Territory of New Guinea (under Trusteeship Agreement with the United Nations); Nauru (under Trusteeship Agreement with the United Nations); the Territory of Heard and McDonald Islands; the Australian Antarctic Territory; the Territory of Cocos (Keeling) Islands; and the Territory of Christmas Island. There is also the Territory of Ashmore and Cartier Islands, to which the laws, ordinances and regulations of the Northern Territory, of which it is deemed to form part, apply wherever applicable. Information on all except Ashmore and Cartier Islands is contained in the following pages, and details of the acquisition of all the Territories will be found on pages 5, 23 and 24 of Chapter I. (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, 1961, the population of the Territory, excluding full-blood aborigines, was 16,206 males, 10,889 females, 27,095 persons. Corresponding figures at the Census of 30th June, 1954, were 10,288, 6,181 and 16,469 respectively.

The European population of the Territory increased slowly from 670 at the Census of 1881 to 3,767 in 1918. By 1921, it had decreased to 2,458, and in 1933 was still only 3,306. At the Census of 1947, it had risen to 9,116, while at the Census of 1954 it had risen to 14,028. Comparable figures from the Census of 1961 are not yet available.

(ii) *The Aborigines.* For particulars relating to the aboriginal population see Chapter IX.—Population. All aborigines, by virtue of the Nationality and Citizenship Act 1948–1960, are Australian citizens. The Welfare Ordinance 1953–1960 recognizes this, and provides that only those deemed to be in need of special care and assistance may be declared wards under the control of the Director of Welfare. Declaration as a ward is subject to the right of individual appeal. This is the same basic idea that is expressed in social legislation applying to those members of the white community who are not able to look after themselves or who have to be protected (e.g., neglected children). Reserves for wards comprise an area of 94,509 square miles.

## § 2. Legislation and Administration.

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

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

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

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

### § 3. Physiography.

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. In the coastal regions, tropical vegetation grows luxuriantly to the water's edge. In the north, cypress pine, bloodwood and paper-bark timbers are now cut and milled for local building purposes. 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 determine 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 dry land and irrigated conditions.

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

Prospects for rice growing were indicated by the survey, and in 1952 the Administration established rice research stations at Humpty Doo and at a location known as Sixty Mile, on the Stuart Highway, 60 miles from Darwin. Since the 1959-60 season, rice research work on the sub-coastal plains has been carried out in the Territory by the C.S.I.R.O. at its Coastal Plains Research Station at Middle Point, near Humpty Doo. The Administration carries out rice investigational work outside the coastal plains at the Upper Adelaide River Agricultural Experiment Station. At the rice research stations, it has been demonstrated that rice can be grown in the Territory, but that the main problems are adequate water control and drainage, determination of cultivation techniques in the soil conditions, and the production of suitable rice varieties. Territory Rice Limited, a firm with Australian and American capital, carried out commercial scale operations near Humpty Doo from the 1954-55 season until the 1959-60 season. Under arrangements with the company, four former employees grew a crop of rice in the 1960-61 season.

On 25th July, 1959, the Minister for Territories appointed an expert committee, under the chairmanship of Dr. H. C. Forster, Professor of Agriculture at the Melbourne University, to investigate the prospects of promoting agricultural settlement in the Northern Territory on an economic basis and the major factors to be considered in shaping an agricultural policy for the Territory, including the areas best suited to agricultural settlement; the crops most likely to prove economic; the relationship of agriculture to the expansion of the pastoral industry; the availability of land and the distribution and tenure of land; credit and other forms of assistance to primary producers; marketing opportunities; research and agricultural extension work; and water use and conservation. The full Committee and its individual members have made a number of visits to the Territory, but its report had not been completed at the time of writing.

**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 1960-61 numbered 169,103—96,521 to Queensland, 65,773 to South Australia, 4,444 to Western Australia and 2,365 to Hong Kong. Other livestock exports included 578 horses, 23 pigs and 90 buffaloes. Imports of livestock were—Bulls, 1,314, other cattle, 10,541; horses, 672; sheep, 3,620; pigs, 132; and poultry, 29,588.

The estimated numbers of livestock in the Territory at 30th June, 1957 to 1961, are given in the following table.

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## NORTHERN TERRITORY: LIVESTOCK.

At 30th June—	Horses.	Cattle.	Sheep.	Pigs.	Goats.	Mules.
1957 .. ..	38,180	1,175,997	30,466	755	11,189	286
1958 .. ..	38,668	1,243,588	26,795	3,071	9,938	324
1959 .. ..	39,131	1,138,156	22,141	3,191	9,126	300
1960 .. ..	37,171	1,088,982	16,611	2,272	9,440	318
1961 .. ..	40,054	1,154,656	16,089	2,845	6,692	359

3. **Hides and Skins.**—The numbers of hides and skins exported from the Territory during 1960–61 were as follows: sheep, 2,207; crocodile, 5,270; cattle, 7,398; and buffalo, 451.

4. **Mining.**—During 1960, the value of output of the mining industry in the Territory, excluding uranium mining, was £2,621,000.

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 the Government's Rum Jungle treatment plant commenced in 1954. During 1959, additional plants for the processing of ores mined from the South Alligator River area were established by private companies at Moline and South Alligator. The uranium concentrate produced at the latter two plants is sold under contract to the United Kingdom Atomic Energy Commission. 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. Increasing interest is being shown in tin mining, and production is expanding.

The following table shows the value of output of the mining industry in the Territory for the years 1956 to 1960. Particulars of the value of output from quarries are not included.

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

Year.	Copper Ore and Concentrate.	Gold. (b)	Manganese Ore.	Mica.	Other.	Total All Minerals.
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 .. ..	1,455	901	37	45	33	2,471
1960(c) .. ..	1,600	938	41	17	25	2,621

(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. **Forestry.**—In August, 1958, the Commonwealth Government approved a six-year programme of forestry improvement and development to preserve existing forest areas and increase possible timber resources. The programme is being carried out by the Forestry and Timber Bureau, and it is intended that it will be handed over to the Administration at the end of the six-year period. Fundamental forestry research work, however, will still be carried on by the Bureau. Experimental work in reforestation is being carried out in small plantation areas. Cypress pine appears the most promising species for large-scale commercial plantings. Local production of sawn timber, mainly cypress pine, amounted to 465,000 super. feet in 1959–60, but to meet local requirements about 1,800,000 super. feet of timber was imported from the States and overseas.

6. **Pearl Fisheries.**—In 1884, mother-of-pearl-shell was discovered in the harbour of Port Darwin. Since that time, the areas fished have extended to the various banks to seaward and coastwise along the Northern Territory coast. Figures for production and value of shell for the seasons ended January, 1957 to 1961, are shown in the following table.

NORTHERN TERRITORY: PEARL FISHING.(a)

Season Ended January—	Boats Engaged.	Pearl-shell Taken.	
		Quantity. ('000 lb.)	Value. (£'000.)
1957.. .. .	10	585	146
1958.. .. .	11	753	135
1959.. .. .	5	314	57
1960.. .. .	5	188	36
1961.. .. .	5	222	45

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

7. **Secondary Industries.**—The secondary industries that have so far been established in the Territory have been largely the service industries normally associated with a developing area, for example, home building, electrical repairs, printing, motor and marine engineering, plumbing, welding, joinery, sheet metal work and blue metal crushing. Major industrial investments by private interests in recent years include two breweries and a factory for the manufacture of milk, ice cream and aerated waters.

NORTHERN TERRITORY: INDUSTRIAL PRODUCTION.

Particulars.	1955-56.	1956-57.	1957-58.	1958-59.	1959-60.
Factories.. .. . No.	83	85	94	95	98
Average Number Employed (including Working Proprietors) .. .. .	656	685	734	784	839
Salaries and Wages Paid (excluding drawings by Working Proprietors) .. £'000	549	618	657	751	861
Value of Materials and Fuel Used .. .. .	571	709	978	1,159	1,313
Production (value added) .. .. .	997	995	1,293	1,528	1,742
Output .. .. .	1,568	1,704	2,271	2,687	3,055

## § 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*—granted in perpetuity.

*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 Aborigines*—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-appraisal, 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 1954-1961 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. For a fee of £20 a licence is granted to a permittee only 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. The total term of a licence may not be greater than eight years.

*Petroleum Leases*—granted, to a licensee, only 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 1 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 £1,484,791 in 1959–60 and £1,206,246 in 1960–61, while direct overseas exports amounted to £551,199 in 1959–60 and £435,069 in 1960–61.

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 1960–61, approximately 144,000 tons of merchandise were landed at Darwin. Petroleum products were the principal commodities imported. A vessel operated by John Burke and Company from Thursday Island serves settlements on the Gulf of Carpentaria, and some mission-owned boats carry cargo from Darwin to mission stations and government settlements along the coast.

3. **Air Services.**—At 30th June, 1960, there were 24 government aerodromes and 91 licensed aerodromes in the Territory. The overseas passenger services using the Darwin international airport are Qantas (Sydney to Tokyo through Hong Kong); Qantas/B.O.A.C. (Sydney to London); Transports Aériens Intercontinentaux (Paris to Noumea and Auckland); Air-India International (Sydney to London); and Cathay Pacific Airways Ltd. (Sydney to Tokyo). Qantas also conducts a freight service from Sydney to London. Regular inland services to Darwin, with, in some cases, intermediate stops at Territory centres, are operated by Trans-Australia Airlines (from Adelaide, Melbourne, Sydney and Brisbane), and MacRobertson-Miller Airways Ltd. (from Perth and Wyndham). A service from Melbourne to Alice Springs through Broken Hill is operated by Ansett-A.N.A. MacRobertson-Miller Airways Ltd. and Connellan Airways Ltd. operate a network of air services throughout the Territory, the latter company's base being at Alice Springs. The Royal Flying Doctor Service also operates aircraft, while charter services can be secured at Darwin and Alice Springs.

4. **Railways.**—The Commonwealth Railways Commissioner, 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 line from Port Augusta to Maree, a distance of 217 miles, has been converted to standard gauge (4 ft. 8½ in.). Proposals are now being examined to convert the remaining 3 ft. 6 in. line to standard gauge, firstly to Oodnadatta and later through to Alice Springs. The Commissioner also operates the North Australia Railway between Darwin and Birdum on a 3 ft. 6 in. gauge over a distance of 317 miles. The two inland terminals, Alice Springs and Birdum, are about 630 miles apart and are connected by road transport along the Stuart Highway. Larrimah, on the highway and 6 miles north of Birdum, is the point of trans-shipment for passengers and goods and is, at present, the effective terminal. A road-rail freight service operates between Adelaide and Darwin via Alice Springs.

5. **Roads.**—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 13,000 miles of road in the Territory of which 1,370 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, Alice Springs, Tennant Creek and Katherine, and there is a commercial station at Darwin. The majority of homesteads on pastoral leases are equipped with pedal wireless sets operated under licence from the Postmaster-General's Department. These stations are in daily communication with Flying Doctor Bases situated at Alice Springs (Northern Territory), Wyndham (Western Australia), Broken Hill (New South Wales) and Cloncurry (Queensland), and are used for transmission of radio-telegrams and other communications.

## § 8. Education.

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

At 30th June, 1961, there were 20 Government schools in the Territory with 3,507 pupils, and three private schools with 848 pupils, providing instruction according to the South Australian curriculum. High Schools with classes up to the Leaving Certificate level have been established at both Alice Springs and Darwin.

All children who live more than 10 miles from an established school receive an allowance of £80 per annum plus fare concessions if they board away from home in order to attend school. Twelve exhibitions on the results of the Intermediate Certificate and twelve Leaving Honours scholarships on the results of the Leaving Certificate are available annually. Benefits are £40 and £50 respectively, subject to a means test.

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

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

**2. Special Aboriginal Schools.**—The social, cultural, and educational background of the 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. Fourteen schools have so far been established. A special syllabus and series of readers have been prepared for use in these schools. Free mid-day meals, milk, and school clothes are supplied to the pupils. In addition to the fourteen Administration schools, sixteen schools for aboriginal children are conducted by Missions with the aid of Government subsidies. Also, four schools aided by Government subsidies have been established on pastoral properties, and the establishment of others along similar lines is planned. Three pre-school centres are operated by the Administration for aboriginal children.

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

### § 9. Aboriginal Welfare.

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

### § 10. Finance.

Details of revenue and expenditure of the Territory for the years 1956-57 to 1960-61 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. Public debt charges allocated to Northern Territory operations, formerly included in the table on expenditure, have now been excluded therefrom, as this allocation is no longer made.

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

Item.	1956-57.	1957-58.	1958-59.	1959-60.	1960-61.
REVENUE.					
<i>Taxation—</i>					
Probate and Stamp Duties ..	10,499	22,861	31,661	31,840	49,249
Motor Registration ..	42,994	47,476	52,610	60,429	70,602
<i>Total .. ..</i>	<i>53,493</i>	<i>70,337</i>	<i>84,271</i>	<i>92,269</i>	<i>119,851</i>
<i>Business Undertakings—</i>					
North Australia Railway ..	130,083	182,324	202,573	271,782	148,868
Electricity Supply ..	375,207	418,482	448,536	532,915	573,875
<i>Total .. ..</i>	<i>505,290</i>	<i>600,806</i>	<i>651,109</i>	<i>804,697</i>	<i>722,743</i>
<i>Other—</i>					
Rent and Rates .. ..	210,356	278,342	341,894	394,651	418,299
Miscellaneous .. ..	268,159	348,161	349,761	406,535	627,913
<i>Total .. ..</i>	<i>478,515</i>	<i>626,503</i>	<i>691,655</i>	<i>801,186</i>	<i>1,046,212</i>
<b>Grand Total ..</b>	<b>1,037,298</b>	<b>1,297,646</b>	<b>1,427,035</b>	<b>1,698,152</b>	<b>1,888,806</b>

NORTHERN TERRITORY: REVENUE AND EXPENDITURE—*continued.*

(£.)

Item.	1956-57.	1957-58.	1958-59.	1959-60.	1960-61.
<b>EXPENDITURE.</b>					
<i>Business Undertakings—</i>					
North Australia Railway ..	238,750	220,615	168,764	202,014	169,942
Electricity Supply ..	300,961	288,633	335,769	363,378	351,020
Water Supply .. ..	79,866	95,429	106,105	101,783	115,861
Hostels Loss .. ..	36,339	29,468	38,000	42,738	18,000
<i>Total</i> .. ..	<i>655,916</i>	<i>634,145</i>	<i>648,638</i>	<i>709,913</i>	<i>654,823</i>
<i>Social Expenditure—</i>					
Aboriginal Affairs ..	508,743	684,308	719,695	979,984	965,227
Educational Services ..	160,815	208,162	243,327	278,096	352,993
Public Health, Recreation and Charitable .. ..	(a) 751,766	795,953	854,843	857,423	1,049,686
Law, Order and Public Safety	63,567	92,914	103,984	118,831	123,735
<i>Total</i> .. ..	<i>1,484,891</i>	<i>1,781,337</i>	<i>1,921,849</i>	<i>2,234,334</i>	<i>2,491,641</i>
<i>Capital Works and Services—</i>					
North Australia Railway ..	79,812	85,595	44,712	22,533	44,639
Water Supplies, Roads, Stock Routes, etc. ..	110,987	377,218	500,395	386,583	509,516
Buildings, Works, Sites, etc.	2,175,099	2,416,750	2,638,159	2,705,798	3,004,007
Plant and Equipment ..	336,344	322,665	212,164	322,440	348,552
Loans for Housing ..	176,000	105,000	166,000	379,298	581,000
Loans for Encouragement of Primary Production ..	..	53,589	71,244	10,038	23,315
Other .. .. .	..	25,000	89,820	69,730	65,000
<i>Total</i> .. ..	<i>2,878,242</i>	<i>3,385,817</i>	<i>3,722,494</i>	<i>3,896,420</i>	<i>4,576,029</i>
<i>All Other—</i>					
Territory Administration ..	a1,313,044	1,529,533	1,767,085	2,159,480	2,448,306
Developmental Services ..	148,472	169,366	183,984	221,600	219,997
Municipal, Sanitary and Gar- bage Services .. ..	(a) 71,831	209,969	190,260	223,632	206,710
Shipping Subsidy .. ..	3,500	2,000	2,000	2,333	2,563
Airmail Service Subsidy ..	35,416	29,197	30,850	35,615	33,149
Railway Freight Concessions	21,280	21,880	24,424	22,500	22,845
Rent, Repairs and Mainte- nance, n.e.i. .. ..	233,898	249,266	276,169	(b) 837,021	(b) 942,535
<i>Total</i> .. ..	<i>1,827,441</i>	<i>2,211,211</i>	<i>2,474,772</i>	<i>3,502,181</i>	<i>3,876,105</i>
<b>Grand Total</b> .. ..	<b>6,846,490</b>	<b>8,012,510</b>	<b>8,767,753</b>	<b>10,342,848</b>	<b>11,598,598</b>

(a) Not completely comparable with subsequent years.  
and Barkly Highways: 1959-60, £499,900; 1960-61, £515,892.

(b) Includes expenditure on Stuart

## THE AUSTRALIAN CAPITAL TERRITORY.

1. *Introductory.*—The City of Canberra, in the Australian Capital Territory, is the National Capital. Section 125 of the Commonwealth Constitution (*see* p. 22 of this Year Book) provided for the establishment of a "Seat of Government", and on 5th December, 1910, a proclamation was issued vesting in the Commonwealth on and from 1st January, 1911, the former part of New South Wales chosen for this purpose. A further area at Jervis Bay in New South Wales was transferred as from 4th September, 1915. For further particulars of the transfer of the Territory *see* page 5 of this Year Book.

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.

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".

2. *Progress of Works.*—(i) *National Capital Development Commission.* (a) *General.* The National Capital Development Commission Act 1957–1960 provides for a Commission to undertake and carry out the planning, development and construction of the City of Canberra as the National Capital of the Commonwealth. The year 1960–61 was the third year of the Commission's operations. Construction work was carried out by means of agency arrangements with the Department of Works and private consultants.

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

## NATIONAL CAPITAL DEVELOPMENT COMMISSION: EXPENDITURE.

(£'000.)

Item.	1958–59.	1959–60.	1960–61.
Housing and Flats .. .. .	5,836	4,617	3,427
Education .. .. .	635	1,036	1,501
Commonwealth Administration .. .. .	528	738	1,391
Other Architectural Projects .. .. .	216	677	466
Engineering Services .. .. .	1,952	3,050	3,312
Minor Works .. .. .	170	197	255
Fees and Charges .. .. .	645	731	635
<b>Total .. .. .</b>	<b>9,982</b>	<b>11,046</b>	<b>10,987</b>

(b) *Housing.* During the year 1960–61 contracts were let for the construction of 714 houses and 172 flats including bachelor flats. Housing units completed included 724 houses, 87 two-bedroom flats and 42 bachelor and one-bedroom flats. Units under construction at the 30th June, 1961, were 641 houses and 172 flats. Principal construction areas were Narrabundah, Red Hill, Dickson, Downer, Ainslie and Watson.

(c) *Architectural—Education.* School buildings completed in the year were the Narrabundah High School, assembly halls at Ainslie Primary School and Telopea Park High School, additional classrooms at Lyneham and North Ainslie Primary Schools, and pre-school centres in Campbell, Dickson and Lyneham. Schools under construction at the 30th June, 1961, were the Downer and Campbell Primary Schools, Dickson High School, and an assembly hall for the Canberra High School.

During the year 1960–61 the Commission completed the first Hall of Residence and the Physics Building for the Australian National University. The latter is the first of a group of buildings for the Faculty of Science. The second unit of the group, the Chemistry Building, is under construction.

Establishment of the Canberra Technical College at Reid was commenced by construction of the School of Commerce which was occupied at the beginning of 1962. The second stage, for which tenders were called in 1961–62, will be lecture rooms, drawing rooms and laboratories for the School of Engineering and Science.

*Commonwealth Offices.* Work continued on the first four buildings of the proposed group of seven office buildings for the defence departments at Russell Hill near Duntroon. Two buildings were completed in 1960–61. The remaining two are expected to be completed in 1962. Preliminary sketch plans of the remaining three buildings in the group have been approved and documentation is proceeding with a view to tenders being called in 1961–62.

A contract was let during 1960–61 for the construction of an office block in Barton for the Tariff Board. This building was completed early in 1962.

Work on the Civic Offices, the Upper Plaza and terminating feature in Ainslie Avenue, was completed in 1961. The offices accommodate the Department of the Interior and the Civic branch of the Canberra Public Library. Design studies are being undertaken for buildings planned for the head of City Square comprising the Civic Auditorium, an exhibition building, and an intimate theatre.

(d) *Engineering—Lake and Bridges.* At 30th June, 1961, King's Avenue Bridge, commenced in 1959–60, was nearing completion and was completed early in 1962. A contract was let during 1960–61 for the construction of Commonwealth Avenue Bridge and construction of Parkes Way commenced. Construction of the Lake Dam began during the year and landscaping of the lake foreshore continued.

*Other Engineering Works.* Some 1,700 residential blocks were serviced with water supply, sewerage, stormwater drainage, kerbs and gutters, roads and footpaths in 1960–61, compared with 1,570 in the previous year. At the end of the period, servicing of a further 760 blocks had started.

Work on the main water supply continued, and the end of the period saw the completion of the Upper Cotter Dam in which storage of water had commenced. A 36-in. water main between Winslade and Mt. Stromlo was completed, and a contract was let for a 42-in. main between the Cotter Pumping Station and Winslade.

Several major city roads were completed, also major parking areas at Civic Centre and Kingston.

Major engineering projects under construction at 30th June, 1961, included the sub-arterial road between Watson and Hackett, Narrabundah reservoir and mains, services for the Campbell shopping centre and extensions to the sewerage treatment works.

(e) *Private Enterprise.* The increasing role of private enterprise in participating in the development of the National Capital is reflected by its activities in 1960–61.

During the year, 544 private houses were completed. At 30th June, 1961, 589 were under construction. The completions during 1959–60 were 443. About 1,000 residential

blocks were taken up at auctions in 1960-61 compared with 578 in the previous year. The main areas of housing development were in Narrabundah, Red Hill, Dickson, Downer, Ainslie and Watson.

Leases for the construction of eight commercial office blocks in Hobart Place on London Circuit were auctioned in September, 1960. These buildings were commenced during 1961-62. Sites at Civic Centre for retail activity were auctioned at the same time. These groups, together with the Hobart Offices, will double existing retail and private office accommodation at Civic Centre.

Twenty-five industrial sites at Fyshwick and blocks for four wholesale showrooms at Kingston and Griffith were also released during the year.

(ii) *Department of Works.* Apart from the work it carries out for the National Capital Development Commission, the Department of Works acts as design and supervision agent for other Commonwealth departments and instrumentalities. The following particulars relate to works of this nature.

During the year 1960-61, the Department of Works completed eight houses on behalf of civil (other than National Capital Development Commission) and defence departments in the Australian Capital Territory. Of the other building operations undertaken, the major projects were as follows.

*Government Printing Office.* Work commenced on construction of the new Government Printing Office, Kingston, which is required to meet the increasing printing requirements of the Commonwealth Parliament and government departments located in Canberra. The general layout of the new building provides for an extensive single-storey production area divided into a number of specific process locations, connected to a two-storey administrative block. The building will cover an area of approximately 10 acres with a total floor area of 360,000 square feet. The total estimated cost of the work is £3.4 million and the project is scheduled for completion during the first half of 1963.

*Canberra Community Hospital.* At the close of 1960-61, work was almost completed on construction of the new boiler house and laundry at the Canberra Community Hospital, which is the first step in the conversion of the hospital from 250 to 600 beds. This first section of the work will cost approximately £295,000.

A further stage in the development of the Canberra Community Hospital was reached during 1960-61 with the letting of a tender for construction of a new Nurses' Home. The new home, which will provide accommodation for 290 nurses, will consist of two units. The project is due for completion in June, 1963, and will cost approximately £850,000.

*Biochemistry Laboratory.* Work continued during the year on construction of this three-storey brick building for the C.S.I.R.O. which is designed to provide the necessary facilities for experiments in biochemistry by C.S.I.R.O. scientists. The final cost of this building is expected to be approximately £210,000.

*Royal Military College, Duntroon.* During 1960-61 four major projects, costing in total more than £230,000, were completed for the Department of the Army at Duntroon. These projects were: a two-storey barracks block; a new physics laboratory; a central "Q" Store providing further storage space for Army stores and equipment; and a new two-storey quarters to accommodate Army nursing staff.

*Harman and Belconnen Naval Stations.* To meet the demand for increased accommodation for Navy personnel, two barracks buildings, one at Harman to accommodate 214 personnel, the other at Belconnen to accommodate 30 personnel, were constructed for the Department of the Navy during 1960-61. The total cost of the two projects was £265,000.

In addition to its building activities in the Australian Capital Territory, the Department of Works carried out a programme of new works and maintenance on roads and footpaths, water supply, sewerage and drainage.

Total expenditure during 1960-61 on all operations amounted to £3,077,699, compared with £1,842,333 in 1959-60. Major items in 1960-61 were:—Building Works—Housing, £19,434, Other Building, £1,394,802; Engineering Works, £186,877; Repairs and Maintenance—Building, £736,993, Engineering, £733,227; Purchase of Plant, £6,366.

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

The total area of softwood plantations at 30th June, 1961, was 24,418 acres, of which 22,218 acres were *Pinus radiata*, the balance consisting of other softwood species, chiefly *Pinus ponderosa* and *Pinus nigra*, and 221 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 about one million cubic feet at the present time, the total amount cut to date being about 14·5 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 1960 and 1961 was 195,000 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 3,700,000 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 1936–1961, and leases of other lands under the Leases Ordinance 1918–1958. Land is also leased for various purposes in the city area under the Church Lands Leases Ordinance 1924–1932 and the Leases (Special Purposes) Ordinance 1925–1943, while one lease under the Church of England Lands Ordinance 1926 has been granted for church purposes.

Under the City Area Leases Ordinance 1936–1961, the Commonwealth may grant leases of 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. Direct or linking services operate between Canberra and Sydney and Canberra and Melbourne.

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

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

There are three radio broadcasting stations in the Territory, 2CY and 2CN of the national broadcasting system and 2CA, a commercial station, and work is in progress on the construction of a commercial television station. The station is expected to be in full operation by June, 1962.

**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.

Little growth was made thereafter until the later 'thirties, and at the outbreak of the 1939–45 War the population had reached just under 13,000 persons. During the war, growth was again slow, and at the Census of 30th June, 1947, the population was 16,905 persons. Subsequently, the population showed steady increases and at the Census of 30th June, 1954, it was 30,315 persons. At the Census of 30th June, 1961, the population had reached 58,828 persons (30,858 males and 27,970 females), made up of 56,449 in the Canberra city area and 2,379 in the rural districts (including 527 in Jervis Bay).

**7. Production.**—During 1960–61, the production of the more important items of the agricultural and pastoral industry was—Wheat, 30,219 bushels; wool, 2,472,000 lb.; whole milk, 994,000 gallons; meat (carcass weight, fresh), 2,749 tons. The numbers of livestock depastured at 31st March, 1961, were—Horses, 699; cattle, 12,520; sheep, 278,200; and pigs, 109.

**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, 1961, there were four public secondary schools in Canberra providing courses to the Leaving Certificate standard—Canberra High School, Acton, Telopea Park High School, Barton, Lyneham High School, Lyneham, and Narrabundah High School, Narrabundah. Seventeen schools provided courses for children in infants and primary classes, including two in the Jervis Bay area and three in rural districts. There is also a school for mentally handicapped children.

At the same date, there were thirteen 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 1,700 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 undertakes the trade testing of migrants seeking to enter skilled trades.

An area of about 250 acres has been set aside at Acton for the Australian National University. Provision has been made for the University to establish such research schools as may be thought desirable, including a School of Medical Research, and Research Schools



of Physical Sciences, Social Sciences and Pacific Studies. Provision for undergraduate studies and some post-graduate study is made by the School of General Studies. Further reference to this University appears in Chapter XV.—Education.

9. Finance.—Details of revenue and expenditure for the years 1956–57 to 1960–61 as recorded in the Commonwealth Consolidated Revenue Fund are given in the following table.

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

Item.	1956–57.	1957–58.	1958–59.	1959–60.	1960–61.
<b>REVENUE.</b>					
<i>Taxation—</i>					
Motor Registration .. ..	91,198	101,695	121,567	143,884	161,421
Liquor .. ..	30,174	30,985	39,783	47,534	48,173
Rates .. ..	63,583	72,165	81,706	146,998	176,912
Other .. ..	402	1,938	3,082	2,091	465
<i>Total</i> .. ..	<i>185,357</i>	<i>206,783</i>	<i>246,138</i>	<i>340,507</i>	<i>386,971</i>
<i>Business Undertakings(a)—</i>					
Railways .. ..	20,531	18,532	46,287	25,115	41,763
Abattoirs .. ..	32,436	35,654	44,662	33,498	34,884
<i>Total</i> .. ..	<i>52,967</i>	<i>54,186</i>	<i>90,949</i>	<i>58,613</i>	<i>76,647</i>
<i>Rent—</i>					
Housing .. ..	628,615	691,455	822,743	1,052,792	1,185,673
Land .. ..	146,751	223,917	159,553	214,920	259,986
Miscellaneous .. ..	9,157	11,313	11,384	17,146	25,217
<i>Total</i> .. ..	<i>784,523</i>	<i>926,685</i>	<i>993,680</i>	<i>1,284,858</i>	<i>1,470,876</i>
Fees for Services and Fines ..	65,409	80,781	95,923	136,615	245,012
Sale of Houses—Mortgages and					
Cash Sales .. ..	354,189	324,337	314,795	309,586	424,225
Other .. ..	181,643	136,949	251,935	661,396	1,149,962
<i>Grand Total</i> .. ..	<i>1,624,088</i>	<i>1,729,721</i>	<i>1,993,420</i>	<i>2,791,575</i>	<i>3,753,693</i>
<b>EXPENDITURE.</b>					
<i>Public Debt Charges—</i>					
Interest .. ..	176,119	176,035	172,511	171,775	164,412
Debt Redemption .. ..	103,319	108,479	113,890	119,581	125,569
Other .. ..	..	..	496	245	194
<i>Total</i> .. ..	<i>279,438</i>	<i>284,514</i>	<i>286,897</i>	<i>291,601</i>	<i>290,175</i>
<i>Business Undertakings(a)(b)—</i>					
Railways .. ..	50,274	49,750	49,897	52,448	58,500
Water Supply and Sewerage ..	195,859	222,415	231,860	254,884	328,109
Abattoirs .. ..	26,432	30,829	33,170	32,010	35,698
Transport Services(c) .. ..	60,000	72,000	62,000	62,000	60,000
Hostels(d) .. ..	22,479	37,337	32,254	..	..
Other .. ..	1,000	..	586	..	10,359
<i>Total</i> .. ..	<i>356,044</i>	<i>412,331</i>	<i>409,767</i>	<i>401,342</i>	<i>492,666</i>

NOTE.—For notes see end of table, page 123.

## AUSTRALIAN CAPITAL TERRITORY: REVENUE AND EXPENDITURE

—continued.

(£.)

Item.	1956-57.	1957-58.	1958-59.	1959-60.	1960-61.
<b>EXPENDITURE—continued.</b>					
<i>Social Expenditure (b)—</i>					
Education—					
Primary and Secondary ..	408,353	441,321	519,732	601,130	805,795
Technical College ..	48,692	52,809	56,115	68,719	75,687
University ..	157,009	183,740	320,675	349,530	290,723
Science, Art, Research, etc. ..	6,206	6,263	7,906	8,445	23,419
Nursery Schools and Pre-School Centres ..	25,708	29,067	30,175	32,861	38,196
Public Health and Recreation ..	103,752	113,492	127,124	132,261	160,926
Charitable—					
Hospital—General ..	260,720	298,669	356,819	396,250	408,800
Relief of Aged, Indigent, etc. ..	4,684	4,166	4,687	5,102	12,485
Other ..	22,796	28,899	64,749	38,674	51,805
Law, Order and Public Safety—					
Justice ..	28,999	34,675	38,570	45,942	53,428
Police ..	109,710	142,462	137,894	168,952	197,275
Public Safety ..	26,823	34,376	63,834	68,523	79,880
<i>Total</i> ..	<i>1,203,452</i>	<i>1,369,939</i>	<i>1,728,280</i>	<i>1,916,389</i>	<i>2,198,419</i>
<i>Capital Works and Services (e)—</i>					
National Capital Development Commission(f) ..			10,000,000	11,000,000	10,950,000
Railways ..			2,958	2,645	10,500
Electricity ..			347,153	494,788	629,251
Transport Services ..			61,818	67,406	79,500
Health Buildings ..			91,302	52,498	284,881
Housing ..	(g)	(g)	170,000	317,000	350,000
Loans to Co-operative Building Societies ..				17,500	500,000
Forestry ..			70,000	70,000	70,000
Civil Aviation ..			98,573	36,004	34,735
Public Works, n.e.i. ..			357,880	392,182	293,470
<i>Total Capital Works and Services</i> ..	<i>4,960,592</i>	<i>8,421,686</i>	<i>11,199,684</i>	<i>12,450,023</i>	<i>13,202,337</i>
<i>All Other—</i>					
Roads and Bridges ..	301,870	295,810	321,342	329,955	378,255
Parks and Gardens, etc. ..	281,173	307,779	319,108	350,396	459,721
Lands and Surveys ..	56,323	58,416	58,718	150,921	154,222
Agriculture and Pasture ..	23,714	24,953	24,955	25,550	26,252
Housing ..	228,240	237,110	274,470	(g)	(g)
Civil Aviation ..	31,345	33,439	48,644	53,505	57,434
Legislative and General Administration ..	293,551	329,739	482,683	718,588	663,513
Public Works, n.e.i. ..	48,132	42,572	68,352	409,589	571,903
Miscellaneous ..	40,581	45,847	46,494	50,862	58,541
<i>Total</i> ..	<i>1,304,929</i>	<i>1,375,665</i>	<i>1,644,766</i>	<i>2,089,366</i>	<i>2,369,841</i>
<i>Grand Total</i> ..	<i>8,104,455</i>	<i>11,864,135</i>	<i>15,269,394</i>	<i>17,148,721</i>	<i>18,553,438</i>

(a) Excludes Electricity transactions in Australian Capital Territory Electricity Supply Trust Account. Revenue excludes particulars of Water Supply and Sewerage, which are not available separately and are included in Rates and Other. (b) Other than Capital Works and Services. (c) Payment to Australian Capital Territory Transport Trust Account (loss on omnibus service). (d) Includes loss on operations, 1956-57, £15,000; and 1957-58, £30,000. Since 1958-59, Commonwealth-owned hostels in the A.C.T. have been operated by Commonwealth Hostels Ltd. (e) Excludes repairs and maintenance. (f) For details see para. 2 (i), p. 117. (g) Not available.

## NORFOLK ISLAND.

1. **Area, Location, etc.**—Norfolk Island, discovered by Captain Cook in 1774, is situated in latitude  $29^{\circ} 3' 30''$  S., longitude  $167^{\circ} 57' 5''$  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  $49^{\circ}$  and  $85^{\circ}$  F. with a mean of  $68^{\circ}$  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, 1961, was 844, consisting of 421 males and 423 females.

3. **Administration.**—In 1856, the island was created a distinct and separate settlement under the jurisdiction of New South Wales. In 1896, it was made a dependency under the Governor of that Colony, and finally, by the passage of the Norfolk Island Act 1913, it was accepted by the 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 2,568 bushels. However, wide fluctuations in prices, as in recent years, react unfavourably against the industry. The conditions on Norfolk Island also favour the production of other types of seed.

The Plant and Fruit Disease Ordinance 1959 aims at preventing the entry of fruit fly and other insect pests, and controlling the spread of plant diseases.

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 and 1961, 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, there being at present one licensed residential hotel and five guest houses.

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

5. *Trade, Transport and Communication.*—Imports to Norfolk Island since the 1939–45 War have risen from £32,402 in 1945–46 to £288,788 in 1959–60. In 1959–60, the major proportion (£244,634 or 85 per cent.) came from Australia, while New Zealand supplied £10,286 or 4 per cent. Exports have risen from £9,024 in 1945–46 to £187,479 in 1959–60. 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 £179,673 in 1959–60, while exports to New Zealand amounted to £2,705 and those to Pacific Islands to £3,943.

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. *Education.*—Education is free and compulsory up to the age of fifteen years. The school conforms to the Australian standard of public education, ranging from kindergarten to the intermediate certificate, with a two years' super-primary course of instruction in cultural subjects and in woodwork, needlework, leatherwork, basketry and hat-making. The teachers are provided by the New South Wales Education Department, but they are paid by the Norfolk Island Administration. The number of scholars enrolled at 30th June, 1960, was 140. Free dental service is provided for school children.

7. *Judiciary.*—The judicial system of the Territory was reconstituted by the Norfolk Island Act 1957 which was proclaimed in the Territory on 7th April, 1960. There is now a Supreme Court of Norfolk Island and a Court of Petty Sessions which replaced the Court of Norfolk Island in its full and limited jurisdictions. The Supreme Court is the highest judicial authority in the Territory with original criminal and civil jurisdiction. The jurisdiction of this Court is exercised by a judge sitting in Court or to the extent provided by the

Supreme Court Ordinance 1960 or any other Ordinance or by rules of Court, and in all matters of practice and procedure by a judge sitting in Chambers. The jurisdiction of the Court of Petty Sessions is exercised by a Chief Magistrate or any three Magistrates other than the Chief Magistrate. This Court has jurisdiction to hear and determine in a summary manner under the provisions of the Court of Petty Sessions Ordinance 1960. There is right of appeal to the Supreme Court from the Court of Petty Sessions, and, in certain circumstances, a right of appeal to the High Court of Australia from judgments of the Supreme Court.

8. 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 1956–57 to 1960–61 were as follows.

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

Item.	1956–57.	1957–58.	1958–59.	1959–60.	1960–61.
<b>REVENUE.</b>					
Commonwealth Subsidy .. .. .	37,000	33,133	31,000	32,000	32,000
Customs Duties .. .. .	11,016	10,439	13,045	12,884	14,474
Sale of Liquor .. .. .	7,108	8,721	8,418	9,021	9,627
Post Office .. .. .	8,780	4,886	7,853	16,620	43,930
All Other .. .. .	12,263	12,058	12,785	11,479	8,806
<b>Total Revenue .. .. .</b>	<b>76,167</b>	<b>69,237</b>	<b>73,101</b>	<b>82,004</b>	<b>108,837</b>
<b>EXPENDITURE.</b>					
Administrative .. .. .	22,745	23,030	23,091	24,196	23,643
Miscellaneous Services .. .. .	25,427	25,016	29,012	26,915	22,855
Repairs and Maintenance .. .. .	6,910	7,138	10,381	10,406	8,715
Capital Works and Services .. .. .	2,939	7,640	19,901	12,748	6,592
Postal Services .. .. .	3,257	3,507	3,055	5,211	14,722
Other Business Undertakings .. .. .	..	..	..	..	717
<b>Total Expenditure .. .. .</b>	<b>61,278</b>	<b>66,331</b>	<b>85,440</b>	<b>79,476</b>	<b>77,244</b>

**PAPUA AND NEW GUINEA.**

NOTE.—The information under this heading is applicable to both the Territory of Papua and the Trust Territory of New Guinea. For details of the respective Territories *see* pages 134 (Papua) and 139 (New Guinea) and following pages.

**§ 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 to change the composition of the Legislative Council, the new Council consisting 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.

1. General.—The following table shows particulars of the financial operations of the Papua and New Guinea Administration for the years 1956-57 to 1960-61. Further information on each Territory will be found on pages 139 and 147.

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

Particulars.	1956-57.	1957-58.	1958-59.	1959-60.	1960-61.
<b>REVENUE.</b>					
<b>Taxation—</b>					
Income Tax .. .. .	.. .. .	.. .. .	.. .. .	1,812,963	2,347,978
Customs Duties .. .. .	2,493,895	2,746,977	3,373,528	2,411,529	2,433,732
Motor Registration .. .. .	54,520	62,136	71,733	77,770	87,768
Stamp Duties .. .. .	50,688	86,589	68,357	81,672	86,489
Licences .. .. .	27,633	31,255	29,433	31,337	34,084
Personal .. .. .	.. .. .	103,486	153,772	175,489	146,867
<b>Business Undertakings—</b>					
Post Office .. .. .	245,199	296,022	354,272	412,428	496,256
Harbour Dues, Wharfage, etc. .. .. .	76,686	116,836	155,082	156,323	189,211
Electricity Supply .. .. .	305,805	380,945	436,863	471,060	521,673
Sale of Timber .. .. .	122,609	136,529	126,768	128,497	129,326
Copra and Rubber Production .. .. .	16,742	22,690	26,321	43,762	29,721
Other Agricultural Production .. .. .	23,525	39,076	56,714	84,857	74,025
Water Supply and Sewerage .. .. .	16,922	18,676	17,876	22,800	27,301
Transport .. .. .	.. .. .	.. .. .	43,029	40,795	22,277
<b>Lands—</b>					
<b>Mining—</b>					
Royalty on Gold .. .. .	59,103	15,825	6,438	9,230	7,417
Other .. .. .	9,467	10,446	9,612	8,650	9,418
Forestry .. .. .	81,674	81,555	81,529	101,415	121,394
Land Sales, Rents, etc. .. .. .	71,370	147,766	110,449	99,675	127,495
Commonwealth Grant .. .. .	9,645,090	10,796,491	11,478,910	12,808,282	14,796,648
Fees and Fines .. .. .	113,822	135,918	155,565	159,940	166,949
All Other .. .. .	384,050	292,304	327,406	263,736	392,719
<b>Total .. .. .</b>	<b>13,798,800</b>	<b>15,521,522</b>	<b>17,083,657</b>	<b>19,402,210</b>	<b>22,248,748</b>

TERRITORY OF PAPUA AND NEW GUINEA: REVENUE AND EXPENDITURE—  
*continued.*

(£.)

Particulars.	1956-57.	1957-58.	1958-59.	1959-60.	1960-61.
EXPENDITURE.					
Business Undertakings—					
Post Office .. .. .	540,104	607,037	696,001	815,305	881,968
Harbours .. .. .	93,444	88,158	133,579	138,773	122,411
Electricity Supply .. .. .	395,333	289,742	380,226	409,070	447,354
Saw-mill .. .. .	101,151	82,247	90,370	84,397	76,678
Water Supply and Sewerage .. .. .	119,478	114,002	124,116	120,416	128,107
Social Expenditure—					
Education .. .. .	784,942	839,563	1,035,945	1,290,592	1,641,296
Grants to Missions for Education .. .. .	99,226	180,605	194,689	261,093	405,260
Public Health, Hospitals, etc. .. .. .	1,965,858	1,673,676	1,738,009	2,115,460	2,402,790
Mission Medical Services—Grants .. .. .	274,258	232,239	267,061	286,233	305,264
Law, Order and Public Safety .. .. .	763,202	575,306	627,094	862,115	1,023,707
District Services and Native Affairs .. .. .	1,120,516	1,013,017	1,106,568	1,246,727	1,372,150
Capital Works and Services .. .. .	3,713,897	4,326,456	4,608,033	4,822,424	5,133,965
All Other .. .. .	3,765,128	5,493,955	6,075,746	6,880,042	8,390,108
<b>Total .. .. .</b>	<b>13,736,537</b>	<b>15,516,003</b>	<b>17,077,437</b>	<b>19,332,647</b>	<b>22,331,058</b>

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

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

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

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

### § 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.

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

**4. Suitable Crops.**—The crops which can be grown in Papua and New Guinea include coconuts, rubber, tea, coffee, cocoa, 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, cocoa, rubber, coffee and peanuts.

**5. Plantation Agriculture.**—*Coconuts.* Territory coconut plantations suffered severely from damage and neglect during the 1939–45 War. Rehabilitation was rapid, however, and in 1959–60 about 550 plantations, together with native coconut stands, produced 65,396 tons of copra, valued at £6,126,443, for export. In addition, 25,526 tons of coconut oil, valued at £3,813,649, and about 12,269 tons of copra oilcake and meal, valued at £346,423, were exported in 1959–60. A copra crushing mill was established at Rabaul in 1952. Native stands produce about 25 per cent. of the copra exported.

*Rubber.* Exports of rubber, almost exclusively to Australia, have increased from 1,952 tons, valued at £802,177, in 1950–51 to 4,399 tons, valued at £1,500,197, in 1959–60. The latter figure represents about 10 per cent. of Australia's annual requirement for natural rubber.

*Cocoa.* Exports of cocoa beans increased from 317 tons, valued at £92,181, in 1950–51 to 5,870 tons, valued at £1,671,427, in 1959–60. Nearly 50 per cent. of the exports go to Australia. At present native growers produce about 25 per cent. of the cocoa production in the Territory.

*Coffee.* Exports of coffee rose from 33 tons, valued at £8,359, in 1950–51 to 1,487 tons, valued at £717,141, in 1959–60. Of the 17,600 acres planted to coffee in the Territory, about 60 per cent. is in native-owned groves and the rest grown by Europeans in plantations. The bulk of the Territory coffee production is marketed in Australia.

**6. Native Agriculture.**—Most of the 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 1959-60, native copra production was estimated at about 24,800 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 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, 1960, included cattle, sheep, goats and pigs, approximate figures for each species being:—cattle, 16,320; sheep, 621; goats, 3,050; and pigs, 4,232. 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, 1961.

**TERRITORY OF PAPUA AND NEW GUINEA: CO-OPERATIVE SOCIETIES,  
YEAR ENDED 31st MARCH, 1961.**

Type of Society.	Number of Societies.	Number of Members.	Turnover.	Total Distribution of Profits.	Total Capital.	Total Fixed Assets.
			£	£	£	£
Consumer Societies ..	16	2,320	125,709	1,854	30,520	23,416
Producer Societies ..	15	12,234	18,129	695	28,112	6,573
Dual Purpose Societies ..	186	59,380	1,038,071	68,956	454,027	107,865
<b>Total .. ..</b>	<b>217</b>	<b>73,934</b>	<b>1,181,909</b>	<b>71,505</b>	<b>512,659</b>	<b>137,854</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 in a cash economy may be classed as *Advanced Workers* and be issued with an Advanced Workers' Certificate. Advanced Workers may be employed anywhere in the Territory and be paid a cash wage which includes cash in lieu of rations, clothing and other articles as prescribed under the Ordinance.

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

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

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

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

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

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

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 1949-1960.

### § 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.

The following table shows details of factory operations for the year ended 30th June, 1960.

**TERRITORY OF PAPUA AND NEW GUINEA: FACTORY OPERATIONS.**

Particulars.	Class of Industry.				
	Industrial Metals, Machines and Conveyances.	Food, Drink and Tobacco.	Sawmills, Plywood and Joinery.	Other Industries. (a)	Total.
Number of Factories .. ..	45	35	45	17	142
Employment—					
Non-indigenous .. ..	341	106	288	104	839
Indigenous .. ..	501	676	1,719	301	3,197
<b>Total .. ..</b>	<b>842</b>	<b>782</b>	<b>2,007</b>	<b>405</b>	<b>4,036</b>
	£'000.	£'000.	£'000.	£'000.	£'000.
Salaries and Wages Paid .. ..	502	169	585	158	1,414
Value of Output .. ..	1,285	1,126	2,819	3,995	9,225
„ „ Materials and Fuel Used ..	557	630	1,215	3,615	6,017
„ „ Production .. ..	728	496	1,604	380	3,208

(a) Includes coconut oil processing, tyre retreading, paint manufacture, printing, 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, 1961, the non-indigenous population of Papua was 5,490 males, 4,304 females, 9,794 persons. The total non-indigenous population at the Censuses of 1921, 1933, 1947 and 1954 was, respectively, 2,078, 2,173, 3,239 and 6,313 persons.

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

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, 1960 numbered 493,518 persons. This comprised 410,478 enumerated persons (218,164 males and 192,314 females) and 83,040 estimated. The total number was distributed through districts as follows:—Southern Highlands, 146,871; Western, 51,332; Gulf (including the former Delta district), 63,485; Central, 98,868; Milne Bay, 84,850; and Northern, 48,112.

## § 3. Education and Health.

1. **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 Administration to establish an education advisory board, district education committees and European and native schools, and to grant financial aid for educational purposes. European teachers are recruited from Australia, and native teachers are trained in the Territory by the Administration and Missions. During the year ended 30th June, 1960, 107 schools were maintained by the Administration for 7,758 children, of whom 709 were Europeans, 81 Asian or of mixed race, and 6,968 natives. The total number of pupils in the various grades of mission schools was 57,849, of whom there were 224 Europeans, and 466 Asian or of mixed race. To assist

the educational work of the Missions, the Administration provides expert advice, educational equipment, and text-books. In addition, the sum of £107,404 was distributed among the Missions as grants-in-aid during the year ended 30th June, 1960.

**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, 1960, 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 24 general hospitals, with special wards at Balimo and Tari for the treatment of Hansen's disease. There were 374 village aid posts (175 Mission) and 112 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 Officers 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 1,866,119 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; native reserves, 68,197 acres, other, including public reserves and land available for leasing, 1,438,190 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 1911–1961 of Papua. Leases of various kinds may be granted by the Administration. The principal types of leases available are agricultural leases, pastoral leases, leases of town allotments, business leases and residence leases of other than town allotments, and various forms of special leases and licences over land. Leasehold terms are liberal and, in general, leases may be granted for periods of up to 99 years. Rent is based on the unimproved value of the land. 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, 1960:—agricultural, 716—285,829 acres; pastoral, 31—42,437 acres; residence, 174—262 acres; business, 161—284 acres; town allotment, 816—355 acres; mission, 407—1,076 acres; special, 290—3,677 acres; agricultural (mission), 7—1,532 acres; total, 2,602—335,452 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 1959–60 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 128–131 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 144.

(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. 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, 1960, 26 permits and four licences were current. The total areas of forest involved were 140,044 acres and 28,927 acres respectively. The total number of mills was 11, and the total sawn-timber produced for the year was 3 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, current mineral production is not of economic importance.

Gold was discovered in 1888 and has been found since in many parts of Papua. Before the 1939–45 War, gold was an important item in the Territory's production, but has dwindled to insignificance since the war. During 1960–61, the production of gold realized £998 bringing the total value of gold won up to 30th June, 1960, to £3,346,362.

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 £33 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, 1961, four companies held petroleum prospecting permits and licences under the provisions of the Petroleum (Prospecting and Mining) Ordinance 1951–1961. Oil prospecting is, at present, confined mainly to the Gulf and Western 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 £38,000 in 1959–60.

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. **Imports and Exports.**—(i) *Total Values.* The table below summarizes the values of imports and exports for the years 1955–56 to 1959–60.

### TERRITORY OF PAPUA: IMPORTS AND EXPORTS.

(£.)

Particulars.	1955–56.	1956–57.	1957–58.	1958–59.	1959–60.
<i>Imports(a) . . . . .</i>	<i>9,046,753</i>	<i>8,734,152</i>	<i>8,850,437</i>	<i>8,324,388</i>	<i>8,409,546</i>
<i>Exports—</i>					
Domestic exports . . . . .	2,965,559	2,261,734	2,082,667	2,564,551	2,986,448
Re-exports . . . . .	398,976	504,588	693,385	1,040,909	871,111
<i>Total Exports . . . . .</i>	<i>3,364,535</i>	<i>2,766,322</i>	<i>2,776,052</i>	<i>3,605,460</i>	<i>3,857,559</i>

(a) Includes outside packages previously excluded.

(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.	1955–56.	1956–57.	1957–58.	1958–59.	1959–60.
Australia . . . . .	5,759,504	5,838,299	5,632,004	5,684,265	5,439,082
Canada . . . . .	7,254	7,657	101,575	4,871	6,991
Germany (Federal Republic) . . . . .	144,273	103,576	141,409	135,715	140,250
Hong Kong . . . . .	163,424	151,555	209,398	193,364	278,796
Indonesia . . . . .	228,979	376,521	239,206	353,697	365,920
Japan . . . . .	216,731	153,394	190,702	234,419	407,997
United Kingdom . . . . .	1,131,401	550,585	689,640	562,596	552,241
United States of America . . . . .	1,020,436	1,118,046	1,219,289	749,079	754,548
Other Countries . . . . .	303,832	361,619	363,535	331,900	463,721
<i>Total Imports . . . . .</i>	<i>8,975,834</i>	<i>8,661,252</i>	<i>8,786,758</i>	<i>8,249,906</i>	<i>8,409,546</i>

(a) Includes outside packages.



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

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

Country of Destination.	1955-56.	1956-57.	1957-58.	1958-59.	1959-60.
Australia .. ..	2,699,059	2,240,392	2,200,285	2,982,549	3,102,673
United Kingdom .. ..	610,832	396,921	386,532	485,833	603,453
Other Countries .. ..	54,644	129,009	189,235	137,078	151,433
<b>Total Exports ..</b>	<b>3,364,535</b>	<b>2,766,322</b>	<b>2,776,052</b>	<b>3,605,460</b>	<b>3,857,559</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.	1955-56.	1956-57.	1957-58.	1958-59.	1959-60.
Rubber .. ..	1,386,787	1,148,542	1,114,716	1,151,871	1,500,197
Copra .. ..	1,390,068	942,286	847,472	1,303,017	1,362,650
Cocoa Beans .. ..	8,759	7,717	13,825	23,275	19,185
Gold .. ..	8,837	5,911	7,093	6,408	2,003
Shell (Marine) .. ..	137,938	101,265	43,276	26,580	37,970
Crocodile Skins .. ..	23,791	26,568	35,579	15,345	21,360
Other .. ..	9,379	29,445	20,706	38,055	43,083
<b>Total Domestic Exports ..</b>	<b>2,965,559</b>	<b>2,261,734</b>	<b>2,082,667</b>	<b>2,564,551</b>	<b>2,986,448</b>

2. *Shipping.*—In 1959-60, 167 British vessels and 25 of other nationalities called at Territory ports and discharged 92,335 tons of cargo and loaded 23,612 tons. Corresponding figures for 1958-59 were 173, 16, 96,672 and 27,969 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.

3. *Other Forms of Transport and Communication.*—Air services link Papua with Australia, New Guinea, the British Solomon Islands and Hong Kong. There were 67 aerodromes and seaplane alighting areas in Papua at 30th June, 1960, and of these 16 were the responsibility of the Department of Civil Aviation, 28 were operated and maintained by the Administration, and 23 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, 1960, there were 1,576 miles of road in Papua, of which 591 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 following table shows the principal items of revenue and expenditure for the Territory for each year from 1956-57 to 1960-61.

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

Item.	1956-57.	1957-58.	1958-59.	1959-60.	1960-61.
<b>REVENUE.</b>					
Commonwealth Grant ..	4,146,911	4,607,669	4,772,537	4,948,361	5,515,054
Customs Duties(a) ..	867,697	969,688	1,135,095	868,813	1,023,644
Income Tax ..	..	..	..	882,558	1,136,394
All Other ..	633,496	829,317	914,279	1,017,446	1,162,620
<b>Total Revenue ..</b>	<b>5,648,104</b>	<b>6,406,674</b>	<b>6,821,911</b>	<b>7,717,178</b>	<b>8,837,712</b>
<b>EXPENDITURE.</b>					
Public Health ..	703,704	652,350	709,654	899,370	1,004,342
Native Affairs ..	341,015	332,970	396,939	446,895	490,154
Education ..	341,574	378,489	450,961	672,504	754,051
Maintenance ..	836,311	589,910	784,932	862,487	1,298,003
Capital Works and Assets ..	1,870,133	2,262,548	2,041,676	1,996,824	2,277,046
All Other ..	1,493,104	2,184,888	2,431,529	2,769,535	3,096,426
<b>Total Expenditure ..</b>	<b>5,585,841</b>	<b>6,401,155</b>	<b>6,815,691</b>	<b>7,647,615</b>	<b>8,920,022</b>

(a) Includes Harbour Dues and Wharfage.

For particulars of the finances of the combined Territory administration, *see* page 127.

## 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 126 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, 1961, the non-indigenous population of the Territory was 9,158 males, 6,378 females, 15,536 persons. The total non-indigenous population at the Censuses of 1921, 1933, 1947 and 1954 was, respectively, 3,173, 5,216, 6,200 and 11,442 persons.

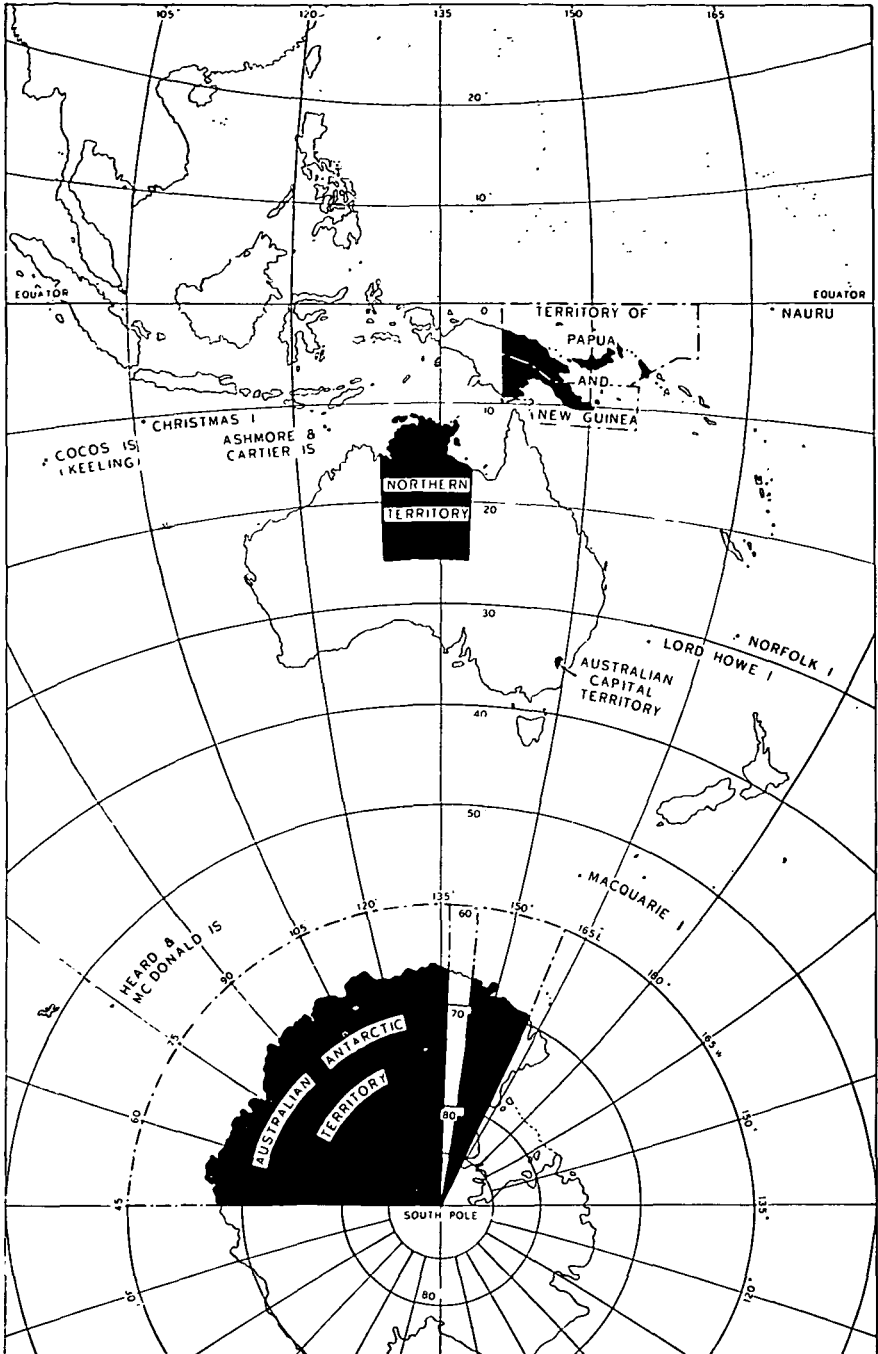
2. Native Population.—The enumerated and estimated native population of the Territory as at 30th June, 1960, numbered 1,386,808 persons, comprising enumerated, 1,306,308 (688,267 males and 618,041 females), and estimated, 80,500. The total population was distributed throughout the several districts as follows:—Eastern Highlands, 338,121 persons; Western Highlands, 256,114; Sepik, 247,453; Madang, 136,857; Morobe, 190,330; New Britain, 107,362; New Ireland, 38,813; Bougainville, 54,627; Manus, 17,131.

### § 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. 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, 1960, 198 schools were maintained by the Administration for 14,385 children, of whom 891 were Europeans, 270 Asians, 113 of mixed race and 13,111 natives. The total number of pupils in the various grades of mission schools was 115,884, of whom there were 375 Europeans, 32 Asians and 277 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 £158,689 was distributed, among the Missions as grants-in-aid during the year ended 30th June, 1960.

# THE TERRITORIES OF AUSTRALIA





3. **Health of Natives.**—The cases treated in hospital are mainly malaria, pneumonia, tropical ulcers, bronchitis, tubercular infections and tuberculosis, skin infections and confinements. The Department of Public Health is engaged in combating diseases with a staff of fully-trained medical officers, medical assistants and orderlies in native hospitals. Its staff also supervises hospitals on plantations. It has facilities for research in tropical medicine, and schemes for training natives as medical orderlies and nurses. At 30th June, 1960, there were 73 Administration hospitals, including four Hansenié colonies and two tuberculosis hospitals. The Missions have established an additional 75 hospitals, including three Hansenié colonies. There are 1,319 village aid posts (321 conducted by Missions) and 406 maternity and child welfare centres (72 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.

4. **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, the New Guinea Anglican Mission in the Eastern and Western 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 1922–1961, grants of freehold estates may be made, as a matter of policy all grants are now restricted to leaseholds. In New Guinea, however, the amount of freehold land of earlier origin held by private non-indigenous owners amounts to more than half a million acres. Freehold titles to this land, which includes a good deal of plantation land, may be transferred by purchase, subject only to the general provision that dealings in land require the approval of the Administrator.

The area of the Territory of New Guinea is estimated at 59,520,000 acres, of which at 30th June, 1960, only 1,435,829 acres were alienated. The following was the distribution of alienated land according to tenure at 30th June, 1960:—Held by private non-indigenous inhabitants—freehold, 541,253 acres, leasehold, 329,974 acres; held by Administration, 537,666 acres; native reserves, 26,936 acres.

Leases in force at 30th June, 1960, were as follows:—Agricultural, 828—223,351 acres; dairying, 6—1,300 acres; pastoral, 17—85,907 acres; residential and business, 2,345—1,649 acres; special, 327—9,367 acres; mission 741—3,885 acres; long period leases from German régime, 104—4,515 acres; total, 4,368—329,974 acres.

Under German law there was a system of registration of titles in a "Ground Book", but registration did not confer an indefeasible title. The German system has been replaced by one modelled on the Torrens plan, embodied in the Lands Registration Ordinance 1924–1955. The land registers were lost during the 1939–1945 War, but provision for restoration of the lost titles is made in the New Guinea Land Titles Restoration Ordinance 1951–1955. 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 near Rabaul, established in 1952, commenced crushing at about 18,000 tons of copra per annum, and its capacity is now about 60,000 tons of copra per annum. Crashing of about 40,000 tons of copra is in view for 1961. At Bulolo, a company (Commonwealth-New Guinea Timbers Ltd.), in which the Commonwealth Government has a controlling interest, is producing high quality moisture-proof plywood and veneers in a factory whose capacity is over 40 million square feet, on a  $\frac{3}{8}$ -in basis, per annum. Native subsistence agriculture, fishing, and hunting produce most of the food requirements of the 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 1959–60 was absorbed by the local market, exports continued to increase (*see* para. 2 below). The main products of fisheries exported from New Guinea are trochus and green snail shell, including that collected by 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 128–31. The following paragraphs relate to the timber, fishing and mining industries in the Territory of New Guinea alone.

2. **Timber.**—Various species of timber are found in the Territory, but the only accessible pure stand is the valuable pine forests of the Bulolo Valley. This timber is used mainly for the production of plywood and veneer by Commonwealth-New Guinea Timbers Ltd., which has an annual cut of about 10 million super. feet of logs. About 30.5 million square feet of plywood, on a  $\frac{3}{8}$ -in. basis, was produced by the company in 1959–60 from these logs and from the bulk of 47.5 million square feet of  $\frac{1}{8}$ -in. veneer produced by South Pacific Timbers Limited at Lae. Exports of plywood in 1959–60 were 30.5 million square feet, valued at £1,255,000, and 7 million square feet of veneer, on a  $\frac{1}{8}$ -in. basis, valued at £41,000. During the year, 1.3 million super. feet of logs, valued at £40,000, and nearly 5 million super feet of sawn timber, valued at £320,000, were also exported from the Territory. 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, 1960, 32 permits and four licences were current, the total area of forest involved being 300,232 acres and 3,703 acres respectively.

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 £59,598 and green snail shell to the value of £11,961 were exported during 1959–60.

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 since the 1939–45 War has been on a much smaller scale than before the war, averaging less than £900,000 in value per annum for the last five years. The 1960–61 production was valued at only £681,240.

The Petroleum Ordinance 1936 has been superseded by the Petroleum (Prospecting and Mining) Ordinance 1951–1961, 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. **Imports and Exports.**—(i) *Total Values.* The table below summarizes the values of imports and exports for the years 1955–56 to 1959–60.

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

(£.)

Particulars.	1955–56.	1956–57.	1957–58.	1958–59.	1959–60.
<i>Imports(a) . . . . .</i>	<i>10,371,231</i>	<i>11,020,742</i>	<i>11,545,880</i>	<i>11,938,628</i>	<i>12,622,354</i>
<i>Exports—</i>					
Domestic Exports . . . . .	9,220,446	9,548,624	8,815,592	11,903,187	14,117,463
Re-exports . . . . .	665,177	763,868	812,456	788,690	844,893
<i>Total Exports . . . . .</i>	<i>9,885,623</i>	<i>10,312,492</i>	<i>9,628,048</i>	<i>12,691,877</i>	<i>14,962,356</i>

(a) Includes outside packages previously excluded.

(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.	1955-56.	1956-57.	1957-58.	1958-59.	1959-60.
Australia .. ..	6,668,947	7,327,966	7,051,240	7,721,687	7,836,181
Germany (Federal Republic) ..	211,753	181,370	245,260	296,007	286,545
Hong Kong .. ..	474,583	421,191	482,085	521,455	745,040
India .. ..	149,805	116,006	145,865	170,687	139,720
Indonesia .. ..	299,616	462,091	632,274	500,814	629,332
Japan .. ..	468,185	478,364	790,436	703,058	945,853
United Kingdom .. ..	743,718	701,746	766,091	775,654	857,968
United States of America .. ..	797,869	785,611	790,151	651,024	688,035
Other Countries .. ..	465,553	444,636	548,610	478,206	493,680
<b>Total Imports ..</b>	<b>10,280,029</b>	<b>10,918,981</b>	<b>11,452,012</b>	<b>11,818,592</b>	<b>12,622,354</b> (a)

(a) Includes outside packages.

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

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

Country of Destination.	1955-56.	1956-57.	1957-58.	1958-59.	1959-60.
Australia .. ..	4,575,510	4,923,756	4,956,187	5,806,798	6,150,483
United Kingdom .. ..	4,727,759	4,556,808	3,686,900	4,435,284	5,371,634
Other Countries .. ..	582,354	831,928	984,961	2,449,795	3,440,239
<b>Total Exports ..</b>	<b>9,885,623</b>	<b>10,312,492</b>	<b>9,628,048</b>	<b>12,691,877</b>	<b>14,962,356</b>

(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.	1955-56.	1956-57.	1957-58.	1958-59.	1959-60.
Copra .. ..	4,795,987	4,706,142	3,673,687	4,451,148	4,763,793
Other Coconut Products .. ..	1,458,273	1,441,187	1,649,503	2,933,110	4,160,072
Cocoa Beans .. ..	352,105	454,463	814,633	1,468,572	1,652,132
Coffee Beans .. ..	91,698	179,510	222,794	448,869	709,445
Peanuts .. ..	23,336	48,701	138,146	286,684	273,797
Gold .. ..	1,064,279	1,225,447	851,506	736,354	632,729
Shell (Marine) .. ..	303,215	220,361	68,460	68,174	71,609
Timber .. ..	285,505	256,286	235,247	316,292	360,769
Plywood .. ..	749,179	919,478	1,023,365	1,027,748	1,254,734
Veneer .. ..	9,440	1,036	6,649	3,299	41,136
Other .. ..	87,429	96,013	131,602	162,937	197,247
<b>Total Domestic Exports</b>	<b>9,220,446</b>	<b>9,548,624</b>	<b>8,815,592</b>	<b>11,903,187</b>	<b>14,117,463</b>

2. **Shipping.**—Regular passenger and freight services operate between Australia, Papua and the Territory of New Guinea. Vessels trading between Australia and the East and also some on voyages to the United Kingdom and to North America call at Territory ports. Coastal and inter-island shipping services are maintained by vessels operating from the principal ports of the Territory. Shipping within the Territory is regulated by the Shipping 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 1959–60, 186 British vessels and 83 vessels of other nationalities called at Territory ports and discharged 154,933 tons of cargo and loaded 159,163 tons. Corresponding figures for 1958–59 were 180, 76, 141,180 and 139,420 respectively.

3. **Other Forms of Transport and Communication.**—There are no railways in New Guinea, but a road construction programme is being undertaken progressively to assist the economic development of the Territory. Road transport services operate in the main towns and on the trunk roads linking Rabaul and Kokopo; Lae, Bulolo and Wau; Kavieng and Namatanai; and on the network in the Eastern and Western Highland Districts centred on Goroka and Mt. Hagen. The total mileage of roads in the Territory of New Guinea at 30th June, 1960, was 4,564, of which 1,846 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 151 aerodromes and seaplane alighting areas in New Guinea at 30th June, 1960, and of these 25 are controlled by the Department of Civil Aviation, 59 by the Administration, and 67 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 out-stations have been established at Lae, Madang, Rabaul, Kavieng, Wewak and Lorengau. From these centres, radio telegraph services are also available to 111 out-stations.

## § 8. Finance.

The principal items of revenue and expenditure for the Territory of New Guinea during the years 1956–57 to 1960–61 are shown in the following table.

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

(£.)

Item.	1956–57.	1957–58.	1958–59.	1959–60.	1960–61.
<b>REVENUE.</b>					
Commonwealth Grant ..	5,498,179	6,188,821	6,706,373	7,859,921	9,281,595
Customs Duties(a) ..	1,702,884	1,894,125	2,415,514	1,699,039	1,599,298
Income Tax ..	..	..	..	930,405	1,211,584
All Other ..	949,633	1,031,901	1,139,859	1,195,667	1,318,559
<b>Total Revenue ..</b>	<b>8,150,696</b>	<b>9,114,847</b>	<b>10,261,746</b>	<b>11,685,032</b>	<b>13,411,036</b>

(a) Includes Harbour Dues and Wharfage.

## TRUST TERRITORY OF NEW GUINEA: REVENUE AND EXPENDITURE

—continued.

(£.)

Item.	1956-57.	1957-58.	1958-59.	1959-60.	1960-61.
EXPENDITURE.					
Public Health .. ..	1,504,191	1,225,650	1,256,924	1,449,560	1,644,306
Native Affairs .. ..	732,705	641,078	713,902	801,832	884,340
Education .. ..	540,181	637,238	775,429	873,159	1,286,235
Civil Affairs .. ..	62,110	432,243	460,999	507,754	669,379
Police .. ..	407,457	237,893	264,751	404,793	459,703
Agriculture, Stock and Fisheries	416,094	389,552	449,334	552,375	627,431
Posts and Telegraphs ..	331,257	361,444	395,679	446,519	516,499
Customs and Marine ..	127,401	125,579	141,369	144,569	168,722
Forestry .. ..	235,073	239,908	257,112	282,786	310,435
Public Works Department ..	252,091	362,116	248,561	253,472	315,503
Maintenance .. ..	776,962	885,944	955,891	1,204,329	1,319,104
Capital Works and Assets ..	1,843,763	2,063,908	2,566,358	2,825,600	3,122,576
Other .. ..	921,411	1,512,294	1,775,437	1,938,284	2,447,135
<b>Total Expenditure ..</b>	<b>8,150,696</b>	<b>9,114,847</b>	<b>10,261,746</b>	<b>11,685,032</b>	<b>13,771,368</b>

For information on the finances of the combined Territory administration see Papua and New Guinea, § 2, page 127.

## 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 1899, 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. The Administrator is advised on matters affecting the Nauruan community by the Nauru Local Council, consisting of nine Nauruan Councillors elected by adult suffrage. This Council also carries out works and supplies certain services for the Nauruan community, and acts as the Board of Directors of the Nauru Co-operative Society. Until the Government of Australia ceases to exercise full powers of legislation, administration, and jurisdiction in and over the Territory on behalf of the Administering Authority in pursuance of Article 4 of the Trusteeship Agreement, all ordinances made by the Administrator are subject to confirmation or disallowance by the Governor-General of Australia acting on the advice of the Federal Executive Council. All administration expenses are met from local revenue and phosphate royalties. 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, 1960, had risen to 2,328. Chinese have, for many years, formed a considerable part of the population of Nauru, but their numbers are not as great as formerly, and at 30th June, 1960, they amounted to 715. The number of other Pacific Islanders in the early 1920's was almost 300, but they subsequently decreased to rise again, and at 30th June, 1960, there were 1,052. The European population after 1921 fluctuated, but with a generally upward trend, between one and two hundred, and in recent years has gradually increased, reaching 373 in 1957. The total population of Nauru at 30th June, 1961, was 3,019 males, 1,594 females, 4,613 persons.

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, 1960, was 48, of whom, however, only four 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, 1960, 658 Nauruans, 86 other Pacific Islanders, 19 Chinese and 62 Europeans were enrolled in the primary schools, and 137 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, 1960, 32 Nauruans were studying in Australia. Of these, 17

were at secondary schools, and the remainder were receiving vocational training. Nineteen held Administration scholarships, four were Administration Cadets, and the remaining nine were privately sponsored. In addition to these, there were three 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 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 64 million tons, and the exports average 85 per cent. to 88 per cent. of tricalcium phosphate.

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

(ii) *Royalty on Phosphate.* Under an agreement between the British Phosphate Commissioners and the Nauruan landowners, a royalty of 1s. 6d. for each ton of phosphate exported has been payable since 1st July, 1953. As from 1st July, 1959, this rate was increased to 2s. 1d. a ton as follows:—

- (a) 7d. to the Nauru Royalty Trust Fund to be used for the benefit of Nauruans;
- (b) 1s. 4d. to the landowner, being an immediate payment of 1s. 1d. 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 1959–60 were:—1,545,151 tons exported (including Ocean Island 317,351 tons), 60 per cent. to Australia, 28 per cent. to New Zealand and 12 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 1959–60, receipts from sales, etc., amounted to £3,835,535, and costs, etc., to £3,824,056.

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, 1960, this indebtedness had been reduced to £3,248,950.

(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 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 1959–60, imports were valued at £1,342,201 and exports, 1,227,800 tons of phosphate, at £2,823,940. Of the total imports in 1959–60, Australia supplied 81 per cent. valued at £1,090,318; the balance came mainly from the United Kingdom, Hong Kong, New Zealand and the United States.

In 1959–60, 705,200 tons of phosphate were exported to Australia, 339,650 tons to New Zealand and 182,950 tons to the United Kingdom.

13. *Revenue and Expenditure.*—The revenue of the Administration has risen from £33,084 in 1939 to £438,246 in 1959–60, and expenditure from £29,391 to £408,906.

Of the revenue for the year ended 30th June, 1960, payments by the British Phosphate Commissioners amounted to £412,052, post office and radio receipts, £9,370, and import duties, £3,586. Main items of expenditure were administration, £101,470, miscellaneous services (health, education, etc.), £145,702 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  $67^{\circ} 36' S.$  and longitude  $62^{\circ} 53' E.$  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  $66^{\circ} 15' S.$  and longitude  $110^{\circ} 33' E.$  The station was named in honour of Lieut. Charles Wilkes, who commanded the 1838–40 United States expedition to the area. Scientists from both countries participate in the programme of research at Wilkes. A.N.A.R.E. have also operated a station, since the 1947–48 Antarctic season, at Macquarie Island, approximately 850 miles south-east of Hobart. Macquarie Island is a dependency of the State of Tasmania.

On 1st December, 1959, Australia signed the Antarctic Treaty with Argentina, Belgium, Chile, France, Japan, New Zealand, Norway, South Africa, U.S.S.R., United Kingdom and the United States of America. The Treaty reserves the Antarctic area south of  $60^{\circ} S.$  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. The Treaty entered into force on 23rd June, 1961.

### 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  $12^{\circ} 5' S.$  and longitude  $96^{\circ} 53' E.$  They lie some 1,720 miles north-west of Perth and 2,290 miles almost due west of Darwin, while Johannesburg is some 3,800 miles further distant to the south-west, and Colombo is 1,400 miles to the north-west of the group.

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

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

The climate is equable and pleasant, usually being under the influence of the south-east trade winds for about three-quarters of the year. However, the winds vary at times and meteorological reports from the Territory are particularly valuable to those engaged in forecasting for the eastern Indian Ocean. The temperature varies between  $70^{\circ}$  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 Representative Ordinance 1955 of the Territory, the Official Representative is given such powers and functions in relation to the Territory as are delegated to him by the Minister under the Cocos (Keeling) Islands Act 1955–1958 or are otherwise conferred on him under that Act or by or under any other law of the Territory. The laws of the Colony of Singapore which were in force in the islands immediately before the date of the transfer were, with certain exceptions, continued in force by the Cocos (Keeling) Islands Act 1955–1958. They may be amended or repealed by Ordinances made under the provisions of that Act which empower the Governor-General to make Ordinances for the peace, order and good government of the Territory.

5. **Population.**—The population of the Territory at 30th June, 1961, was 606, comprising 180 Europeans and 426 others, all except 4 being Malay race.

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 of Qantas Empire Airways Ltd., which operates a weekly service between Australia and South Africa, and South African Airways which operates a fortnightly service on the same route. Although there is no regular shipping service, vessels from Australia and Singapore call at intervals.

## TERRITORY OF CHRISTMAS ISLAND.

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

The principal settlement is at Flying Fish Cove which is also the only known anchorage. Vessels are moored close inshore opposite two piers with extension conveyors by which means direct loading to ships is carried out. The main installations of the phosphate industry are located here together with the European married quarters and the Chinese and



Malay settlements. There is a secondary settlement with maintenance shops, etc., at South Point, and several other small settlements or camps across the central plateau and at the small pumping plants at springs and wells.

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

**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, 1961, was 3,099 (1,963 males and 1,136 females); including 204 Europeans, 2,088 Chinese, 619 of Malay race, and 88 of Javanese.

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