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CHAPTER 7

THE TERRITORIES OF AUSTRALIA

The internal Territories of Australia are the Northern Territory and the Australian Capital Territory. External Territories under the control of Australia are: Norfolk Island; the Territory of 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 deemed to form part of the Northern Territory.

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 4, 5, 22, and 23 of Chapter 1. More detailed statistics and additional descriptive matter are to be found in the Annual Reports of the Administrations of the various Territories and in the *Northern Territory Statistical Summary* and the *Australian Capital Territory Statistical Summary* issued by this Bureau. Statistics for the Northern Territory and the Australian Capital Territory are also included in chapters dealing with particular subjects.

Responsibility for the general administration of the Northern Territory and the Territories of Norfolk Island, Papua, New Guinea, Nauru, Cocos (Keeling) Islands, Christmas Island and Ashmore and Cartier Islands is vested with the Commonwealth Department of Territories; for the Australian Capital Territory with the Department of the Interior; and for Antarctica and Heard and McDonald Islands with the Department of External Affairs Matters excepted are defence and civil aviation, and, in the Northern Territory and the Australian Capital Territory, public health, justice and the provision of the basic physical services, which are the responsibility of the Department of Health, the Attorney-General's Department and the Department of Works respectively.

THE NORTHERN TERRITORY

General description

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 1 January 1911. The total area is 520,280 square miles.

Legislation and administration

On 1 January 1911 the Territory was transferred from South Australia to the Commonwealth. The terms were outlined in 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 Year Book No. 38 and earlier issues.

The *Northern Territory (Administration) Act* 1910-1966 provides for the constitution of a Legislative Council consisting of six official members, three nominated non-official members and eight elected members. A president is elected from among the non-official and elected members. The Council makes ordinances for the Territory, which must be submitted to the Administrator. The Administrator is obliged to reserve Ordinances relating to certain matters, including Crown lands and Aboriginal employment, for the Governor-General's pleasure, but in other cases has a discretionary power either to assent, withhold assent or to return the Ordinance to the Legislative Council with recommended amendments. The Governor-General also has power in respect of a reserved ordinance to recommend to the Administrator any amendments to the laws of the Territory he considers to be desirable arising out of his consideration of the Ordinance. Money votes may be proposed in the Council only on recommendation by message of the Administrator. 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.

Physiography

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

The low flat coast-line seldom reaches a height of 100 feet. Sandy beaches and mud flats, thickly fringed with mangroves, prevail. Sandstone, marl and laterite form the occasional cliffy headlands. The sea frontage of more than 1,000 miles is indented by bays and inlets and intersected by numerous rivers, many of which are navigable for considerable distances from their estuaries. The only practicable deep-water port, however, is Darwin.

Inland the country generally is devoid of conspicuous landmarks. From the coast there is a general rise southwards to the vicinity of the seventeenth or eighteenth 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.

Climata, fauna and flora

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 all the rainfall occurs in the summer months. Further particulars appear in Year Book No. 6, page 1116.

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

The vegetation is north Australian in type, but a number of the forms belong to the Malayan and Oceanic regions. In the coastal regions tropical vegetation grows luxuriantly to the water's edge. In the north, cypress pine, bloodwood and paper-bark timbers are now cut and milled for local building purposes. Cypress pine is resistant to termites. On the wide expanses of plain country in the interior there is little vegetation, the principal orders represented being: *Euphorbiaceae*, *Compositae*, *Convolvulaceae*, *Rubiaceae*, *Goodeniaceae*, *Leguminosae*, *Utricaceae*.

Population

See also the chapters Population and Vital Statistics.

At the census of 30 June 1966 the population of the Territory, excluding full-blood Aborigines, was 21,319 males, 15,847 females, 37,166 persons. Corresponding figures at the census of 30 June 1961 were 16,206, 10,889 and 27,095 respectively. The European population of the Territory increased slowly from 670 at the census of 1881 to 3,767 in 1918. By 1921 it had decreased to 2,458, and in 1933 was still only 3,306. It had risen to 9,116 at the census of 1947, to 14,031 at the census of 1954 and to 23,599 at the census of 1961.

For particulars relating to the Aboriginal population *see the chapter Population*. All Aborigines, by virtue of the *Nationality and Citizenship Act 1948-1966*, are British subjects and Australian citizens. Northern Territory Aborigines are equal at law with all other Northern Territory residents, although a few special privileges exclusive to Aborigines have been retained. The *Social Welfare Ordinance 1964* which repealed the *Welfare Ordinance 1953-1963* provides for assistance without control for any person who is socially or economically in need of assistance. Reserves for Aborigines comprise an area of 94,025 square miles.

Production

See also the chapters dealing with particular subjects.

Land tenure

Three-sevenths of the land in the Territory is reserved or unoccupied and unreserved, the remainder, apart from a very small proportion alienated, being held under various forms of lease or licence, which are described in Year Book No. 48, pages 111-12. The following changes should, however, be noted.

Leases to Mission Organisations are now granted under the *Special Purposes Leases Ordinance 1953-1965* for fixed terms or in perpetuity.

Miscellaneous Leases are now granted in perpetuity for purposes such as a market garden, plantation, orchard, vineyard, poultry farm, piggery, or the like.

Darwin Town Area Leases are granted in perpetuity for business or residential purposes, or both, in the Darwin Town Area.

The chapter Rural Industry, of this issue contains statistical information concerning areas occupied under various forms of tenure.

Agriculture

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

Information concerning scientific surveys (commenced in 1946) conducted by the Commonwealth Scientific and Industrial Research Organization to determine more accurately the potentialities of the Northern Territory and the resulting establishment of an agricultural research station at Katherine and experimental farms at Katherine and Berrimah (near Darwin) is given in Year Book No. 51, page 101, and in earlier issues. Information is given also on the establishment of rice research stations and investigational work carried out and on subsequent rice crop commercial scale operations. The appointment by the Minister for Territories in 1959 of an expert committee to carry out investigations relative to agricultural settlement in the Territory and subsequent developments are also referred to.

NORTHERN TERRITORY: AREA AND PRODUCTION OF CROPS 1961-62 TO 1965-66

Crop	1961-62	1962-63	1963-64	1964-65	1965-66
AREA(a) (acres)					
Fruit—Bananas	37	35	43	28	20
Pineapples	15	11	23	19	12
Other	84	90	83	83	78
<i>Total, fruit</i>	<i>136</i>	<i>136</i>	<i>149</i>	<i>130</i>	<i>110</i>
Peanuts	307	(b)	(b)	(b)	16
Sorghum for grain	(b)	(b)	527	1,269	1,093
Vegetables for human consumption	125	149	133	150	144
Other crops(c)	1,115	1,465	1,680	2,687	2,699
Grand total(a)	1,683	1,750	2,489	4,236	4,062

PRODUCTION

Fruit—Bananas . . . bushels	1,252	1,909	2,174	2,448	1,985
Pineapples	1,163	778	943	1,142	990
Peanuts cwt	1,343	(d)	(d)	(d)	76
Sorghum (grain) . . . bushels	(d)	(d)	6,210	10,693	12,018

(a) Excludes rice; details are not available for publication. (b) Not available for publication, included in Other crops. (c) Principally fodder crops. (d) Not available for publication.

Pastoral industry

The pastoral possibilities of certain parts of the Territory were recognised at an early date, and both cattle and sheep raising have been attempted. For various reasons sheep-raising has not been very successful, but the cattle industry has progressed steadily and is continuing to expand, except in the Alice Springs District, which has experienced persistent drought conditions. There is substantial potential for further expansion in the higher rainfall area of the Territory through the introduction of improved pastures and the use of superphosphate.

**NORTHERN TERRITORY: LIVESTOCK
JUNE 1962 TO 1966**

30 June—	Horses	Cattle	Sheep	Pigs
1962 .	40,809	1,063,528	10,388	2,762
1963 .	38,191	1,086,627	9,469	1,842
1964 .	38,391	1,105,161	10,023	1,806
1965 .	35,997	1,067,327	9,099	2,182
1966 .	38,889	1,031,715	8,875	2,275

Mining

During 1965 the value of output of the mining and quarrying industry in the Territory, excluding uranium mining, particulars of which are not available for publication, was \$8,308,000.

The mining of copper ores and concentrates is the most important mining activity in terms of value of output, and accounts for more than half 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. The bulk of the copper and gold is won at Tennant Creek, where the government battery was re-opened in 1958 to encourage gold mining by smaller operators. The government also operates a battery at Mount Wells, about 100 miles south-east of Darwin, for the treatment of cassiterite (tin) and gold ores from that locality.

Plans are now being put into operation to work several large mineral deposits in the Territory, bauxite at Gove Peninsula, manganese on Groote Eylandt, and iron at Frances Creek and Mount Bundy. Lead-zinc deposits at McArthur River and the Woodcutters prospect near Rum Jungle are also being investigated (*see also* the chapter Mineral Industry).

NORTHERN TERRITORY: MINING AND QUARRYING OPERATIONS, 1962 TO 1965
(Excluding uranium mining)

	1962	1963	1964	1965
Number of mines and quarries	94	65	84	67
Average number of persons employed during whole year (including working proprietors)	424	457	585	688
Salaries and wages paid(a)(b) . . . \$'000	1,520	1,590	2,138	2,867
Total fuel, materials, etc., used	1,220	1,394	1,727	2,571
Value of additions and replacements to fixed assets(a) \$'000	672	388	2,866	5,677
Value of output (at mine or quarry)	5,364	6,480	7,233	8,308
Value of production(c)	4,144	5,086	5,506	5,736

(a) Excludes mines employing less than four persons. (b) Excludes drawings by working proprietors; the amounts are net after deducting value of explosives sold to employees. (c) Value of output less cost of power, fuel and light and other materials and stores used; depreciation and maintenance costs have not been deducted.

Natural gas was discovered in the Amadeus Basin in 1964. Combined reserves at Mereenie and Palm Valley are estimated at 1,500,000 million cubic feet. Possible ways of utilisation are being investigated. Petroleum exploration is being carried out in the Northern Territory in permit areas covering some 286,000 square miles of which over one-third is off-shore. Drilling from floating rigs may commence within the next twelve months.

Forestry

In February 1966 the Commonwealth Government approved a four-year programme of forest improvement and development to preserve existing forest areas and increase possible timber resources. The programme includes increasing the rate of planting cypress pine from 350 acres a year to 1,000 acres a year by 1969-70 and also makes provision for the employment and training of Aborigines. The programme is being carried out by the Forestry and Timber Bureau but it is planned that the operational functions will be taken over by the Northern Territory Administration as soon as practicable after June 1967. Local production of log timber, mainly cypress pine, amounted to 1,425,757 super feet in 1964-65, but this was insufficient to meet local requirements, and about 3,360,465 super feet of sawn timber was imported from the States and overseas.

Pearl fisheries

In 1884 mother-of-pearl shell was discovered in Darwin harbour. Since then the areas fished have extended to the various banks to seaward and along the Northern Territory coast. Because of competition from plastic materials pearling has declined in recent years, but it is hoped that the commercial production of cultured pearls will succeed in replacing the old pearling industry.

NORTHERN TERRITORY: FISHING AND PEARLING(a), 1961-62 TO 1965-66

	1961-62	1962-63	1963-64	1964-65	1965-66
General fisheries—					
Number of boats engaged . . .	33	30	30	28	43
Number of men employed . . .	63	68	54	69	120
Landed weight of fish catch '000 lb	226	306	249	290	325
Gross value of fish . . \$'000	46	38	45	55	57
Pearl-shell fisheries(b)—					
Number of boats engaged . . .	3	2	2	2	4
Number of men employed . . .	37	22	23	22	27
Total take of pearl-shell '000 lb	147	115	11	12	11
Gross value of pearl-shell \$'000	58	40	3	2	2

(a) Excludes operations of Japanese pearling fleet.

(b) Season ended January.

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, such as 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, a bitumen plant, and a factory for the manufacture of milk products, ice cream and aerated waters.

NORTHERN TERRITORY: FACTORIES, 1961-62 TO 1965-66

	1961-62	1962-63	1963-64	1964-65	1965-66 p
Number of factories(a) . . .	130	141	139	174	184
Average number employed(b)—					
Males	788	878	978	1,098	1,180
Females	77	89	97	112	112
<i>Persons employed</i> . . .	865	967	1,075	1,210	1,292
Salaries and wages paid(c)—					
Males \$'000	1,874	2,146	2,628	3,298	3,651
Females „	119	130	142	185	192
<i>Total salaries and wages paid</i>	1,993	2,275	2,770	3,483	3,844
Value of power, fuel, light, etc. used(d) \$'000	558	559	735	865	850
Value of materials used(e) . . „	2,417	2,876	3,204	4,550	5,445
„ „ production(f) . . „	3,981	4,493	5,118	6,654	7,032
„ „ output(g) „	6,956	7,928	9,057	12,068	13,326
„ „ land and buildings(h) „	2,873	3,304	4,586	5,668	6,122
„ „ plant and machinery(h), „	3,057	6,339	6,046	6,103	7,526

(a) Any factory, workshop or mill in which four or more persons are employed or power other than hand is used. (b) The aggregate of the average number of persons employed in each factory. Includes working proprietors. From 1962-63 figures represent average employment over the whole year; for 1961-62 figures are averages during period of operation. (c) Excludes drawings by working proprietors. (d) Includes water and lubricating oil. (e) Includes also containers, etc., tools replaced and repairs to plant. (f) Value added in process of manufacture (i.e. value of output less value of materials and fuel used). (g) Value of goods produced including amounts received for repair work and other work done. (h) Depreciated or book value at end of year, including estimated value of rented premises and machinery.

Trade, transport and communication

Trade

No comprehensive record is kept of the trade between the States and the Territory. The following table shows the values of the principal commodities imported into and exported from the Northern Territory from or to overseas countries during the years 1961-62 to 1965-66.

**NORTHERN TERRITORY: PRINCIPAL OVERSEAS
IMPORTS AND EXPORTS, 1961-62 TO 1965-66**
(\$'000)

Commodity	1961-62	1962-63	1963-64	1964-65	1965-66
IMPORTS					
Petroleum and shale spirit—					
Aviation spirit	431	184	232	143	158
Other (motor spirit)	437	279	389	339	456
Aviation turbine fuel	1,371	521	670	1,022	955
Other oil(a)	201	293	310	487	808
Sulphur	89	159	141	71	..
Portland cement	122	157	174	322	415
Timber (undressed hardwood)	120	97	151	214	334
Iron and steel manufactures					832
Machinery and transport equipment	(b)	(b)	(b)	(b)	922
Other articles	1,397	695	870	1,526	716
Total imports	4,168	2,385	2,937	4,124	5,596
EXPORTS(c)					
Meats . . . . .	..	7	1,546	2,323	3,348
Hides and skins, raw	262	153	237	123	134
Non-ferrous base metals . . . . .	..	172	..	9	173
Copper ores and concentrates	347	242	78	805	2,044
Pearls	5	30	180	170	28
Other articles	609	485	433	379	671
Total exports	1,223	1,089	2,474	3,809	6,398

(a) Includes kerosene, gas oil, diesel oil, residual oil, etc.
domestic exports and re-exports.

(b) Included in other articles.

(c) Includes

Shipping

Shipping services to Darwin are provided from the eastern States by ships of the Australian National Line and from Western Australia by the Western Australian State Shipping Service. Oil tankers carrying supplies of aircraft fuel and other petroleum products, overseas cargo ships and other miscellaneous vessels also visit Darwin. During 1965-66 fifteen cargo and passenger ships from the eastern States and 54 from Western Australia visited Darwin. Fifteen tankers, 37 overseas cargo ships and 101 other vessels also visited the port. Approximately 240,000 tons of cargo were discharged and 30,000 tons loaded at Darwin during the year. A vessel operated from Brisbane 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.

Air services

At 30 June 1966 there were nine government aerodromes and 126 licensed aerodromes in the Territory. The overseas passenger services using the Darwin international airport are Lufthansa (Sydney to Frankfurt); Qantas/B.O.A.C. (Sydney to London); B.O.A.C. (Sydney to Hong Kong); Union de Transports Aeriens (Paris to Los Angeles via Noumea); and T.A.A. on behalf of Transportes Aereos de Timor (Darwin to Baucau). Regular inland services to Darwin, with, in some cases, intermediate stops at Territory centres, are operated by Trans-Australia Airlines and

Ansett-A.N.A. (from Adelaide, Melbourne, Sydney and Brisbane), and MacRobertson-Miller Airways Ltd (from Perth and Derby). 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.

Railways

The Commonwealth Railways Commissioner operates the Central Australia Railway from Port Augusta in South Australia to Alice Springs over a distance of 822 miles, of which about 200 are in the Northern Territory. The line is standard gauge from Port Augusta to Maree, a distance of 217 miles, and 3 ft 6 in from Maree 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.

Roads

The Stuart Highway, 954 miles long, connects Alice Springs with Darwin and runs via Larrimah and Tennant Creek. The Barkly Highway, 403 miles long, connects Mount Isa (Queensland) with Tennant Creek and joins the Stuart Highway some 16 miles north of Tennant Creek. These highways are used for carrying various freights, including cattle, particularly to and from the railheads at Alice Springs, Larrimah and Mount Isa. The routes are used also for overland tourists and travellers from the southern States to Darwin. With the further development of the pastoral and mining industries in the Territory, road trains are now being used on both highways for the export of cattle and ore. Both roads have good water bores and communications. There are now approximately 11,600 miles of roads in the Territory of which 1,500 miles are sealed.

Work on a programme for reconstruction and development of beef cattle roads was commenced in 1961-62. To date \$10.6 million has been authorised for this work, and actual expenditure to 30 June 1966 was \$8.1 million. The transport of cattle by road is expected to increase the number, quality and value of cattle turned off.

Posts, telegraph, 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 overseas 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 radio transceivers 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.

Education

See also the chapter Education, Cultural Activities and Research.

European schools

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. In August 1966 there were twenty-three government schools in the Territory, with 5,989 pupils, and four non-government schools, with 898 pupils, providing instruction according to the South Australian curriculum. High schools have been established with classes to Leaving Certificate level at Alice Springs and Leaving Honours level at Darwin.

All children who live more than ten miles from an established school receive an allowance of up to \$320 (\$200 plus \$120 on a graduated scale according to family income) per annum plus fare concessions if they board away from home in order to attend school. Twelve Intermediate exhibitions or ten per cent of the number of candidates, whichever is the greater, are available annually, and carry benefits of \$10. There are also book allowances ranging from \$16 to \$20 per annum for secondary students. Approximately 300 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.

Fourteen pre-school centres are in operation 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.

Special Aborigines schools

The social, cultural and educational background of the Aborigines has made necessary the establishment of special schools for them. This is regarded as an interim measure only, and policy is that children are transferred into general community schools as they are judged capable of handling the curriculum. 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. Thirty-three schools had been established up to the middle of the year 1966. 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 thirty-three Administration schools, twelve schools for Aboriginal children were conducted by missions with the aid of Government subsidies. Also, five schools aided by Government subsidies had been established on pastoral properties, and the establishment of others along similar lines is planned. Five pre-school centres for Aboriginal children are operated by the Administration and four others are organised by the missions.

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.

Aboriginal welfare

The Commonwealth and State Governments have adopted a common policy of assimilation which seeks that all persons of Aboriginal descent will choose to attain a similar manner and standard of living to that of other Australians and live as members of a single Australian community enjoying the same rights and privileges, accepting the same responsibilities and influenced by the same hopes and loyalties as other Australians. Since the commencement of the *Social Welfare Ordinance* 1964 in September 1964, Aborigines in the Northern Territory have been equal at law with all other residents, although some special benefits have been retained for them. An intensive welfare programme to prepare Aborigines for the demands of modern living is being carried out, and fourteen Government settlements and thirteen mission stations have been established, where Aborigines are encouraged to adopt a settled way of life, and health services, particularly child welfare services, education, housing, vocational training, and employment are provided. Aborigines are also encouraged to take part in the social activities of the community.

Finance

Details of receipts and expenditure of the Territory for the years 1961-62 to 1965-66 are shown in the table following. In this table the receipts and expenditure of the Northern Territory have been classified into a National Accounts form. The table covers transactions relating to the Northern Territory in the Commonwealth Consolidated Revenue Fund and the following trust funds: Northern Territory Government Settlements Canteens, Northern Territory Housing Commission, Northern Territory Housing Loans, and Northern Territory Transport. Details of the financial transactions of the Darwin City Council are also incorporated in the table. Revenue derived by the Commonwealth from income taxes, customs duties, etc., levied in the Northern Territory and expenditure by the Commonwealth in the Northern Territory on such items as defence, civil aviation, railways, etc., and payments to residents from the National Welfare Fund are not included.

NORTHERN TERRITORY: RECEIPTS AND EXPENDITURE

1961-62 TO 1965-66

(\$'000)

	1961-62	1962-63	1963-64	1964-65	1965-66
RECEIPTS					
Taxation—					
Stamp duties	50	76	42	42	53
Motor registration	151	163	188	213	237
Other	123	103	362	435	447
Interest, rent, etc.	664	590	694	758	869
Public enterprises income	162	114	452	426	1,011
Net sale of local and semi-governmental securities	252	326	418	392	81
Other receipts—					
Net charge to Commonwealth budget	23,946	27,926	29,426	32,538	38,986
Other(a)	-8	22	42	-36	214
Total receipts	25,340	29,320	31,624	34,768	41,898

EXPENDITURE

Net current expenditure on goods and services—					
Law, order and public safety	260	272	412	460	556
Education	854	920	1,052	1,320	1,608
Public health and welfare	4,630	5,300	5,994	6,802	7,517
Other	5,654	6,548	7,574	8,406	10,624
Capital expenditure on new assets and stocks—					
Roads	1,870	3,714	3,720	2,950	4,356
Housing	1,860	2,166	2,130	3,850	5,371
Other	9,392	9,632	9,680	10,016	11,188
Net purchase of existing assets(b)	12	-48	-122	-114	-313
Cash benefits	104	104	148	174	193
Subsidies	182	192	264	260	361
Interest paid	152	70	80	112	65
Net advances—					
Housing	254	350	546	110	70
Other	106	100	146	422	302
Total expenditure	25,340	29,320	31,624	34,768	41,898

(a) Includes movements in cash, investments, etc. (b) Minus sign (-) denotes excess of receipts (from sales) over expenditure on, or purchases of, existing assets, including housing.

THE AUSTRALIAN CAPITAL TERRITORY

General description

The Commonwealth Constitution provides that the Seat of Government of the Commonwealth shall be in the state of New South Wales but distant not less than 100 miles from Sydney. After a number of alternative sites were considered, an area of 911 square miles lying approximately 200 miles south-west of Sydney was transferred to the Commonwealth as from 1 January 1911. A further 28 square miles at Jervis Bay were transferred as from 4 September 1915 to serve as a port for the Territory.

The primary responsibility for administering the Australian Capital Territory lies with the Department of the Interior, whose functions include housing, education, police, and municipal services. Public health, justice and the provision of basic physical services, including water

supply, sewerage and roads, are the responsibility of the Departments of Health, Attorney-General's, and Works. The National Capital Development Commission has the responsibility for the planning and development of the Canberra city area.

The Australian Capital Territory Advisory Council was established in 1930. It has eight elected members and a representative from each of the Departments of Interior, Works, and Health, and the National Capital Development Commission. The Council advises the Minister for the Interior on matters affecting the Australian Capital Territory. Ordinances are submitted in draft form to the Council for advice and comment before being implemented.

From 1911 until 1921 the population of the Australian Capital Territory remained almost static at about 2,000 persons. In 1922 it commenced to rise and by 1927 was around 6,000. The following year, with the transfer of departments from Melbourne, the population passed 8,000, and at the outbreak of the 1939-45 War had reached just under 13,000 persons. During the war growth was again slow, and at the census of 30 June 1947 the population was 16,905 persons. In the post-war period the population increased more rapidly and at the census of 30 June 1954 was 30,315 persons. With further transfers of departments from Melbourne it reached 58,828 persons (including 527 in Jervis Bay) at the census of 30 June 1961. At 30 June 1966 the population was 95,913, made up of 93,197 in Canberra City and 2,716 in rural areas (including Jervis Bay). See also the chapters Population and Vital Statistics.

National Capital Development Commission

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 1965-66 was the eighth 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 expenditure by the Commission in each year from 1961-62 to 1965-66 are included in the table on page 130. Total expenditure in 1965-66 was \$35.1 million, comprising national works, \$1.8m; Commonwealth offices, \$5.3m; Territory works, \$18.4m; city works, \$1.7m; land development, \$6.4m; other \$1.5m.

The following major works were completed during 1966 by the Commission and its agents: Deakin High School; Watson High School, Stage II; Narrabundah High School extensions; North Curtin Primary School; Lyons Primary School; Chifley Primary School; Garran Primary School; Hackett Infants School and South Curtin Infants School; Administration and Library Building, Canberra Technical College; A.C.T. Police Head-quarters; Fyshwick sewage treatment works; Weston Creek sewage treatment works; Corin Dam access road and construction camp; duplication of Canberra Avenue to Fyshwick; construction of Carruthers Street-Yarra Glen interchange and Hughes-Curtin link; roads and parking areas at Curtin shopping centre; Botanic Gardens Herbarium; and Deakin Swimming Pool.

Works under construction at the beginning of 1967 included the following projects: National Library; Anzac Park West Office Building; The Treasury Building; Forestry Research Institute; Woden Valley High School; Pearce Primary School; Torrens Primary School; Telopea Park High School extensions; Corin Dam; Bendora gravity main; water treatment works, Mount Stromlo; Belconnen trunk sewer; Yarra Glen (Deakin-Curtin); Hindmarsh Drive; Paddy's River Road; Commonwealth Gardens.

Works and services

Housing

In 1911 there were only 448 dwellings in the Australian Capital Territory, but by June 1965 the number had risen to almost 21,000. The following are the numbers recorded at successive censuses or surveys over the period: 1911, 448; 1921, 555; 1933, 2,098; 1947, 3,667; 1954, 7,444; 1961, 14,734; 1963, 16,689; 1965, 20,429. Figures for the last two years relate to occupied dwellings in Canberra only. Until the period following the 1939-45 War most houses and flats were built and rented by the Department of the Interior. More recently, particularly over the past four or five years, an increasing number of houses and flats have been built by private enterprise. Between 1961 and 1963 the proportion of privately owned homes and flats rose from 29 per cent to 38 per cent, and by 1965 it was 57 per cent. Public authorities will continue to provide the bulk of all rented accommodation in the foreseeable future. In June 1966, of the total of 23,091 occupied dwellings in Canberra, 9,132 were owned by the Commonwealth. To provide for additional home development six new suburbs have been opened in the Yarralumla Creek Valley, south-west of the former city area. In these suburbs, Hughes, Curtin, Lyons, Garran, Chifley, and Mawson, 3,150 homes were occupied by June 1966. In all parts of the Territory 2,143 houses and 285 flats were completed during 1966.

Municipal services

Canberra has been developed as a garden city. More than three million trees and many acres of lawns have been planted since 1927. The development of new areas of parkland and the maintenance of existing tree and lawn areas is the responsibility of the Parks and Gardens Section of the Department of the Interior. Municipal services are also provided by the Department of the Interior.

At 30 June 1966, 22,116 meters were connected to the city water supply, drawn through nine service reservoirs from two storages on the Cotter River with a total capacity of nearly 3,500 million gallons. A third storage dam site is currently being developed. In 1965-66 some 4,804 million gallons of water were consumed in Canberra and in addition the system supplied 356 million gallons to Queanbeyan in New South Wales. Treatment works at Weston Creek dispose of Canberra sewage. At 30 June 1966, 345 miles of sewers, 6½ miles of rising sewerage mains and 361 miles of storm water drains were laid.

Department of Works

Apart from the work it carries out for the National Capital Development Commission, the Department of Works acts as design and supervision agent for other Commonwealth departments and instrumentalities. Total expenditure during 1965-66 on all operations amounted to \$11.2 million (\$10.8 million in 1964-65), comprising: building works—housing, \$130,811; other building, \$5,485,771; engineering works, \$945,672; repairs and maintenance—building, \$2,218,681; engineering, \$2,033,646; purchase of plant, \$345,809. Major works completed during 1965-66 included: Cadets' Block No. 3 at the Royal Military College, Duntroon and the Apollo Tracking Station at Honeysuckle Creek together with a back-up wing at Tidbinbilla. The latter two projects are part of the Manned Space-flight Network. New major works under construction at the close of 1965-66 included Mawson and Belconnen telephone exchange buildings.

Production

See also the chapters dealing with particular subjects.

Lands

Reference has been made in earlier issues of the Year Book to the general conditions of land tenure in the Territory and to the area of alienated and leased land, and the chapter Rural Industry of this issue contains statistical information on the subject. (See also § 1. Canberra: Fifty Years of Development, page 123 of Year Book No. 49.)

Under the *Seat of Government (Administration) Act* 1910 Crown lands in the Territory may not be sold or disposed of for any estate in freehold except in pursuance of some contract entered into before the commencement of the Act. Leases of land in the city area are granted under the *City Area Leases Ordinance* 1936-1961, and leases of other lands under the *Leases Ordinance* 1918-1958. Land is also leased for various purposes in the city area under the *Church Lands Leases Ordinance* 1924-1932 and the *Leases (Special Purposes) Ordinance* 1925-1943, while one lease under the *Church of England Lands Ordinance* 1926 has been granted for church purposes. As considerable portions of the Territory lands are not immediately required in connection with the establishment of the city, large areas have been leased for agricultural or grazing purposes.

The Royal Australian Naval College is situated in the area of about 28 square miles at Jervis Bay acquired from New South Wales for possible use as a port in connection with the Territory. At the southern end of the Territory there are a limited number of holiday leases. Apart from some experimental planting and soil conservation activities, the area is being maintained for possible Commonwealth requirements.

Forestry

Forestry operations in the Territory were begun on Mt Stromlo in 1915. Plantings up to 1925 were chiefly decorative, but since then a much wider programme has been undertaken. In 1926 a comprehensive review was made of the Territory's potential for forest development and a programme for the development of commercial forests was approved. Most of the better native forest has since been placed under management and following survey and assessment work, forestry operations, including fire-control, have been extended to 100,000 acres of eucalypt forest in the lower Cotter Catchment Area.

Afforestation work has also been undertaken and softwood plantations (mainly *Pinus radiata*) have been established at Uriarra, Stromlo-Green Hills, Pierce's Creek, Kowen, Tidbinbilla, Jervis Bay and Boboyan. Experimental plots have been established at Jervis Bay and in the Brindabella Ranges, and soil conservation plantings made at various locations throughout the Territory. The total area of softwood plantations within the Australian Capital Territory at 30 June 1966 was 28,270 acres of which 26,056 acres were *Pinus radiata*, the balance consisting chiefly of *Pinus ponderosa* and *Pinus nigra*, plus 548 acres at Jervis Bay, mainly *Pinus radiata* and *Pinus elliptica*.

Continued thinning operations have improved all Australian Capital Territory forests so that they now yield a wide variety of products. Poles, board-logs and case timber form the bulk of production, but increasing amounts of fencing timber and pulpwood are now being produced. The yearly output from pine plantations has increased from 2,500 cubic feet in 1930-31 to 1.5 million cubic feet in 1965-66, valued at \$404,000 delivered at purchasing mills in Canberra. Hardwood log production from Jervis Bay forests during 1965-66 was 68,000 cubic feet valued at approximately \$22,000 at the purchasers' mill. Only small quantities of hardwood remain unexploited.

Up to 30 June 1966 a total of 20.3 million cubic feet of pine logs had been cut from plantations, while hardwood production from the Australian Capital Territory, including Jervis Bay, totalled 4.2 million cubic feet.

Agricultural, pastoral and secondary industries

During 1965-66 the production of the more important items of the agricultural and pastoral industry was: wheat 27,855 bushels; wool 1,873,000 lb.; whole milk 1,026,000 gallons; meat (carcass weight, fresh), 3,740 tons. The numbers of livestock depastured at 31 March 1966 were: horses 622; cattle 13,361; sheep 258,179.

As in the Northern Territory, the secondary industries established in the Australian Capital Territory are largely the service industries associated with the growth of the Territory.

AUSTRALIAN CAPITAL TERRITORY: FACTORIES, 1961-62 TO 1965-66

	1961-62	1962-63	1963-64	1964-65	1965-66
Number of factories(a)	140	164	170	187	220
Average number employed(b)—					
Males	1,838	2,052	2,236	2,634	2,933
Females	394	404	458	593	612
Persons employed	2,232	2,456	2,694	3,227	3,545
Salaries and wages paid(c)—					
Males \$'000	4,126	4,776	5,666	7,854	8,929
Females „	502	598	608	848	1,061
Total salaries and wages paid . . „	4,628	5,374	6,274	8,702	9,990
Value of power, fuel, etc. used(d) . . „	274	326	502	644	763
„ „ materials used(e) „	5,374	6,922	8,428	11,440	13,450
„ „ production(f)	7,536	8,368	11,096	14,060	17,633
„ „ output(g)	13,184	15,616	20,026	26,145	31,847
„ „ land and buildings(h)	5,670	4,556	11,668	20,583	22,067
„ „ plant and machinery(h) . . .	3,214	4,694	5,104	9,682	10,156

(a) Any factory, workshop or mill in which four or more persons are employed or power other than hand is used. (b) The aggregate of the average number of persons employed in each factory. Includes working proprietors. From 1962-63 figures represent average employment over the whole year; for earlier years figures are averages during period of operation. (c) Excludes drawings by working proprietors. (d) Includes water and lubricating oil. (e) Includes also containers, etc., tools replaced and repairs to plant. (f) Value added in process of manufacture (i.e. value of output less value of materials and fuel used). (g) Value of goods produced including amounts received for repair work and other work done. (h) Depreciated or book values at end of year including estimated value of rented premises and machinery.

Transport and communication

Canberra is connected with the railway system of New South Wales at Queanbeyan by a line 4½ miles long. This line was opened for goods traffic on 25 May 1914 and for passenger traffic on 15 October 1923. Direct or linking services operate between Canberra and Sydney and Canberra and Melbourne. Two airlines provide several services daily each way on the Sydney-Canberra-Melbourne route. Regular motor-coach services link Canberra with towns in New South Wales, Victoria and South Australia. The total length of roads in the Territory at 30 June 1966 was: bitumen and concrete, 440 miles; gravel, 231 miles; other formed roads, 90 miles; total, 761 miles. There are three radio broadcasting stations in the Territory, 2CY and 2CN of the national broadcasting system and 2CA, a commercial station, and two television stations, ABC Channel 3 of the national broadcasting system and CTC Channel 7, a commercial station.

Social

See also the chapter Education, Cultural Activities and Research.

Education

The *Education Ordinance 1937-1966* 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 31 December 1966 there were eight public secondary schools in Canberra providing courses proceeding to the Higher School Certificate. Twenty-four schools provided courses for children in infants and primary classes, including one in the Jervis Bay area and three in rural districts. There were also: a school for mentally handicapped children; a school for physically handicapped children, located at Canberra Community Hospital; a school for deaf children, located at the Ainslie Public School; a therapy clinic for children with speech defects; and a clinic for educational guidance. A further two primary schools were scheduled to commence at the beginning of the 1967 school year.

At 31 December 1966 there were seventeen private schools in Canberra. Of these, St Edmund's Christian Brothers' College, the Catholic Girls' High Schools at Braddon and at Griffith, the Daramalan College, the Canberra Grammar School (Boys), and the Canberra Church of England Girls' Grammar School provide courses leading to the Higher School Certificate.

Thirty-four pre-school centres, including two occasional care centres and a mobile unit which visits outlying areas, provide pre-school facilities for approximately 2,500 children between the ages of three and five years.

The Canberra Technical College, which follows generally the curriculum set by the New South Wales Department of Technical Education, provides trade, post-trade, certificate, and some hobby courses. In 1966 the Technical College provided instruction in ninety-nine courses in twenty schools. Student enrolments were 4,879.

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.

Health

The Canberra Community Hospital serves the population of Canberra and surrounding districts. At 30 June 1966 it had 481 beds, an honorary medical staff of 206, 12 salaried medical staff, and a nursing staff of 485. Extensions are being made to the hospital to enable it to cope better with the needs of Canberra's growing population. For further information *see* the chapter Public Health.

Justice

The Australian Capital Territory has a Supreme Court and a Court of Petty Sessions. There is an Australian Capital Territory Police Force, which at the end of 1966 numbered 205, including 4 policewomen. Of the total, 91 were engaged on general duties, the traffic branch comprised 45, including the specialist water police and accident investigation squads, 28 were engaged in criminal investigation, 15 on prosecuting, 2 in caring for the Police Boys Club, 1 in the Jervis Bay area, and there were 23 recruits on full-time training. *See also* the chapter Public Justice.

Finance

In the following table the receipts and expenditure of the Australian Capital Territory have been classified in a National Accounts form. The table covers transactions relating to the Australian Capital Territory in the Commonwealth Consolidated Revenue Fund and the following trust funds: Australian Capital Territory Electricity Supply (to 1962-63), Australian Capital Territory Forestry, Australian Capital Territory Housing, and Australian Capital Territory Transport. In addition, details of the financial transactions of the following semi-governmental authorities are also covered: Australian Capital Territory Electricity Authority (from 1963-64), Commonwealth Brickworks, and National Capital Development Commission. Revenue derived by the Commonwealth from income taxes, sales tax, etc. levied in the Australian Capital Territory and expenditure by the Commonwealth in the Australian Capital Territory on such items as defence, civil aviation, railways, etc., and payments to residents from the National Welfare Fund are not included.

AUSTRALIAN CAPITAL TERRITORY: RECEIPTS AND EXPENDITURE
1961-62 TO 1965-66
(\$'000)

	1961-62	1962-63	1963-64	1964-65	1965-66
RECEIPTS					
Taxation—					
Motor registration	371	408	474	540	604
Liquor tax	104	111	129	146	170
Other	217	239	295	698	561
Interest, rent, etc.	624	716	868	1,256	1,631
Public enterprises income	3,504	3,514	4,718	5,714	5,761
Net sale of semi-governmental securities	482	934	768	608	595
Other receipts—					
Net charge to Commonwealth budget	30,140	33,946	37,342	40,008	45,787
Other(a)	140	—82	—660	—514	19
Total receipts	35,582	39,786	43,934	48,456	55,128

EXPENDITURE					
Net current expenditure on goods and services—					
Law, order and public safety	190	366	422	528	697
Education	2,138	2,582	2,972	3,950	4,352
Public health and welfare	1,392	1,600	1,746	2,310	2,893
Other	3,934	3,366	4,566	5,934	5,854
Capital expenditure on new assets and stocks—					
Education	3,084	3,350	3,712	3,956	3,270
Cultural and recreational facilities	2,206	4,112	2,588	2,984	2,636
Public health and welfare	718	1,608	2,148	2,584	1,866
Water supply and sewerage	1,348	1,582	920	2,822	4,254
Roads and bridges	6,060	5,932	5,388	6,450	9,347
Power, fuel and light	964	1,084	1,256	1,346	1,585
Housing	6,956	7,484	6,602	7,724	7,454
Other	5,192	6,266	12,564	10,572	12,790
Net purchase of existing assets(b)	—5,744	—7,902	—11,714	—17,340	—12,326
Cash benefits	30	32	38	50	132
Interest paid	162	140	212	186	250
Net advances for housing	6,952	8,184	10,514	14,400	10,074
Total expenditure	35,582	39,786	43,934	48,456	55,128

(a) Includes movements in cash, investments, etc. (b) Minus sign (—) denotes excess of receipts (from sales) over expenditures on, or purchases of, existing assets, including housing.

NORFOLK ISLAND

General description

Norfolk Island, discovered by Captain Cook in 1774, is situated in latitude 29° S. longitude 168° E. approximately. Its total area is approximately 14 square miles, the island being about 5 miles long and 3 miles wide. It is 1,035 miles from Sydney and 660 miles from Auckland. 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 45° and 81° F. with a mean of 68° F. The average annual rainfall is 56 inches.

After serving as a penal station from 1788 to 1813 and from 1825 to 1855 Norfolk Island in 1856 became the home of the remaining descendants of the *Bounty* mutineers. At the Census of 30 June 1966 the population was 1,152, consisting of 566 males and 586 females.

Administration

In 1856 the island was created a distinct and separate settlement under the jurisdiction of New South Wales. In 1896 it was made a dependency under the Governor of that Colony, and finally, by the passage of the *Norfolk Island Act* 1913, it was accepted by the Commonwealth Parliament as a territory of Australia. It is controlled by the Minister for Territories through an Administrator. The Norfolk Island Council is established pursuant to the *Norfolk Island Act* 1957-1963 and is constituted in accordance with the provisions of the *Norfolk Island Council Ordinance* 1960-1964. The Council may consider and tender advice to the Administrator on any matter affecting the peace, order and good government of Norfolk Island, and must be consulted on certain legislative and financial matters. The Council comprises the Administrator as *ex officio* chairman and voting member and eight members elected biennially.

Economic activity

The major economic activities of the island are the tourist trade, primary production and Government instrumentalities.

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 presents trading difficulties, and production of bean seed, formerly the major export, has declined rapidly since 1962-63.

Fish abound off the island. In the past a number of ventures have been formed to exploit this resource but they have been short-lived, mainly because of the lack of a sheltered harbour. A modern whaling station was started on the island in 1955, and production commenced during the second half of 1956. The quota of 150 humpback whales in 1956, 120 in 1957 and in 1958, 150 in 1959, and 170 in 1960 and in 1961, was caught and processed at the station. Owing to a marked scarcity of whales, however, only four were caught in 1962, and the station has been closed down.

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

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 for tourists, and the number of tourists has increased steadily during recent years. There are at present three licensed residential hotels and five guest houses; additional accommodation is being planned.

Government instrumentalities. A large proportion of the population is employed by Commonwealth Government instrumentalities, namely: Department of Civil Aviation, Norfolk Island Administration, 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.

Trade, transport and communication

Imports to Norfolk Island since the 1939-45 War have risen from \$65,000 in 1945-46 to \$2,142,000 in 1965-66. In 1965-66 the major proportion (\$1,243,000 or 58 per cent) came from Australia, while New Zealand and Pacific Islands supplied \$148,000 or 6.9 per cent. Exports rose from \$18,500 in 1945-46 to \$420,000 in 1960-61, but had declined to \$308,000 by 1965-66, after whaling had ceased in 1962-63. Exports to Australia, the principal market, amounted to \$205,000 in 1965-66, while exports to New Zealand and to Pacific Islands amounted to \$100,000. No duties are chargeable on goods imported into Australia from Norfolk Island if the goods are the produce or manufacture of Norfolk Island, shipped direct to Australia, and not goods which if manufactured or produced in Australia would be subject to excise duty.

A shipping service to the island is maintained at approximately six-week intervals from Sydney via Norfolk Island to the New Hebrides, Solomon Islands and other island groups and thence back to Sydney, while other vessels plying between Sydney and Noumea call at Norfolk Island about every three weeks. Shipping between the island and New Zealand is infrequent.

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

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

A limited telephone service is operated during business hours with 24-hour connections to emergency services. The Overseas Telecommunications Commission provides a radio telegram service to Sydney.

Education

Education is free and compulsory up to the age of fifteen years. The school, which is conducted by the New South Wales Department of Education, conforms to the Australian standard of public education, ranging from kindergarten to the School Certificate examination. 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 30 June 1966 was 228.

Judiciary

The judicial system of Norfolk Island consists of a Supreme Court and a Court of Petty Sessions. The Supreme Court is the highest judicial authority in the Territory and is a superior court of record with original criminal and civil jurisdiction. The jurisdiction of this Court is exercised by one judge sitting in Court or, to the extent and in the cases provided by or under ordinance, 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.

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 1961-62 to 1965-66 were as follows.

NORFOLK ISLAND: REVENUE AND EXPENDITURE, 1961-62 TO 1965-66 (\$'000)

	1961-62	1962-63	1963-64	1964-65	1965-66
REVENUE					
Commonwealth subsidy . . .	64	64	67	67	66
Customs duties	31	36	45	55	85
Sale of liquor	22	26	30	34	41
Post office	77	48	55	55	174
All other	24	23	33	33	41
Total revenue	217	197	232	245	406
EXPENDITURE					
Administrative	43	42	46	55	72
Miscellaneous services . . .	24	28	20	21	22
Social expenditure	44	44	50	68	70
Repairs and maintenance . .	18	16	17	20	27
Capital works and services . .	42	46	48	55	57
Postal services	15	15	26	16	33
Other business undertakings .	1	6	12	6	9
Total expenditure	186	199	219	241	289

PAPUA AND NEW GUINEA

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 143 (Papua) and 149 (New Guinea) and following pages.

Administration

The *Papua-New Guinea Provisional Administration Act 1945-1946*, which provided for the transfer back of control from the military authorities to civil authorities after the 1939-45 War, was repealed by the *Papua and New Guinea Act 1949*, which came into force on 1 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, a Legislative Council and an Executive Council, one Supreme Court, and one Public Service.

For an outline of the development of the Legislative and Executive (later Administrator's) Councils between 1949 and 1963, see Year Book No. 51, page 117.

In May 1963 the Commonwealth Government passed an amendment to the Papua and New Guinea Act, making provision for a House of Assembly of 64 members to replace the Legislative Council. The House now consists of 10 official members appointed by the Governor-General on the advice of the Administrator, 44 members elected by the people of the Territory on a common roll in 44 open electorates, and 10 non-indigenous persons elected on a common roll in 10 special electorates comprising one or more open electorates. The first elections for the House of Assembly were held in February-March 1964, and the inaugural meeting of the new House convened on 8 June 1964.

The 1963 Act also increased the membership of the Administrator's Council from 7 to 11, seven of whom must be elected members of the House of Assembly.

In October 1966 the Commonwealth Parliament passed a further amendment to the Papua and New Guinea Act, providing for an increase in the membership of the House of Assembly to 94. After the elections due to be held early in 1968 the House will comprise 69 members representing open electorates, 15 from regional electorates and 10 official members.

Local government was introduced in 1949 by the Native Village Councils Ordinance which was replaced by the *Local Government Ordinance* 1963. The Administrator may establish by proclamation local government councils with authority in defined areas. Provision is also made for the establishment of multi-racial local councils.

Judiciary

The courts which exercise jurisdiction within the Territory are: the Supreme Court of the Territory of Papua and New Guinea, District Courts (Papua and New Guinea), Local Courts and Children's Courts (Papua and New Guinea), and Warden's Courts.

The Supreme Court is the highest judicial authority in the Territory and has unlimited criminal and civil jurisdiction. District Courts have criminal jurisdiction over the less serious offences which are punishable on summary conviction, but have no jurisdiction to try treason crimes, misdemeanours and other indictable offences. They also exercise a limited civil jurisdiction. The Local Courts exercise a substantially similar jurisdiction but at a more subordinate level. The Administrator has power to establish, in respect of each gold-field or mineral field, warden's courts with jurisdiction over civil cases respecting mining or mining lands held under the *Mining Ordinance* 1937-1966 and offences against the mining laws of the Territory.

In addition, there is the Land Titles Commission set up under the *Land Titles Commission Ordinance* 1962-1966 to inquire into and determine rights in land, particularly native land. The Commission has the particular function under the *New Guinea Land Titles Restoration Ordinance* 1951-1966 to inquire into and determine claims to interest in land where the official records have been lost or destroyed as a result of the Japanese invasion of New Guinea. For the purposes of the latter Ordinance the jurisdiction of the Commission is exercised by the Chief Commissioner or a Commissioner appointed under the *Land Titles Commission Ordinance* who is a qualified legal practitioner.

Agriculture and animal industry

Soils

Although a large part of Papua and New Guinea is covered by skeletal soils unsuitable for agriculture, there are extensive areas in all districts where fertile soils occur suitable for growing a wide range of crops. Most of the agriculture of the Territory up to the present has been on soils on the coastal plains, which, apart from the swamp soils, consist mainly of alluvium and podsolised alluvium. So far these have been mostly under coconut plantations, although other crops such as rubber, coffee 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.

Climate

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

Rainfall varies considerably from an average annual rainfall of 245 inches at Gasmata in New Britain and 231 inches at Kikori in Papua to about 88 inches at Wewak in New Guinea and 40 inches 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 (14,762 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.

Land tenure

The *Land Ordinance* 1962 of the Territory of Papua and New Guinea, which came into operation in 1963, replaced much land legislation previously in force separately in the two Territories. This simplification in legislation was a major step towards applying uniform principles to land tenure throughout the whole of the Territory of Papua and New Guinea. All land in the Territory other than native land or land subject to any estates, rights, titles, or interests in force from time to time is Administration land.

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

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

Only the Administration working through the Department of Lands, Surveys and Mines and through the Registrar of Titles may issue and register land titles.

Land subject to native custom remains subject only to native custom until it is taken out of custom either by acquisition by the Administration or by a process, provided for by the *Land (Tenure Conversion) Ordinance* 1963, of conversion of title to an individual registered title.

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

Land held under native custom may not be acquired outside of native custom by other than the Administration. Land may not be acquired by the Administration except for prescribed public purposes unless the native owners are willing to sell and the Administration is convinced, through its Department of District Administration, that the land is not required by them, and conversion of title from native custom to individual registered title may take place only if all those interested in the land under native custom consent to conversion and the method of conversion.

The services of Commissioners under the *Land Titles Commission Ordinance 1962-1966* are 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 on investigations into the rights held under native custom in land proposed to be converted to individual registered title. The Commissioners, as opportunity offers, continue investigations into the holding of land under native custom; the results of such investigations are recorded for use in connection with future acquisitions or conversions of title.

The legislation and administrative steps necessary to put the remainder of this policy into effect are well advanced.

Suitable crops

The crops which can be grown in Papua and New Guinea include coconuts, coffee, tea, rubber, cocoa, fibres, rice, pepper, tobacco, peanuts, kapok, cassava, pyrethrum, ginger, cinchona, nutmeg, vanilla, tropical fruits and vegetables, sago, and tung oil, but of these the only crops of any commercial importance are coconuts, cocoa, rubber, coffee, peanuts, pyrethrum and passion fruit. Major developments in the production of tea, pyrethrum and oil-palm are under way.

Non-indigenous rural production

In 1965-66 there were 1,218 holdings in use by non-indigenous persons, 348 being in Papua and 870 in New Guinea. The total area of these holdings was 1,020,854 acres, 277,121 in Papua and 743,733 in New Guinea. The following tables summarise the information available for principal activities.

TERRITORY OF PAPUA AND NEW GUINEA NUMBER OF HOLDINGS, AREA, PRODUCTION AND NEW PLANTINGS 1962 TO 1966

(Source: *Production Bulletin*, Part I: *Rural Industries*, Bureau of Statistics, Papua)

Year ended 31 March	Holdings	Area under crop(a)	Trees(a)	Production	New plantings	
					Area	Trees(b)
		acres	'000	tons	acres	'000
Coconuts—						
1962 . . .	667	261,269	11,732	83,470	5,585	387
1963 . . .	682	262,078	11,951	83,878	3,944	242
1964 . . .	687	267,578	12,076	83,667	2,771	242
1965 . . .	670	262,039	11,995	85,034	4,013	272
1966 . . .	667	262,303	11,969	90,258	5,552	427
Cacao—						
1962 . . .	427	97,913	15,290	6,971	12,427	2,780
1963 . . .	434	105,726	17,403	9,900	9,787	2,496
1964 . . .	429	112,404	18,360	11,285	6,349	1,809
1965 . . .	435	116,981	19,792	14,326	7,058	1,835
1966 . . .	437	122,141	20,677	14,427	8,354	1,870
Coffee—						
1962 . . .	236	9,369	5,343	1,986	1,578	931
1963 . . .	242	10,305	6,002	2,830	1,078	809
1964 . . .	247	10,851	6,865	3,032	890	800
1965 . . .	261	12,229	7,860	3,374	1,345	1,162
1966 . . .	257	13,399	8,773	3,874	1,283	1,204
Rubber—						
1962 . . .	57	31,058	3,491	4,499	1,580	303
1963 . . .	71	32,027	3,495	4,760	1,704	301
1964 . . .	73	33,797	3,703	4,941	1,419	314
1965 . . .	70	33,317	3,768	5,183	1,238	249
1966 . . .	81	35,417	3,998	6,185	1,847	344

(a) Includes mature and immature areas.

(b) Includes replacements.

**TERRITORY OF PAPUA AND NEW GUINEA: AREA UNDER PRINCIPAL CROPS
AND CROP PRODUCTION, YEAR ENDED 31 MARCH 1966**

(Source: Production Bulletin, Part I: Rural Industries, Bureau of Statistics, Papua)

Crop	Recorded area in acres			Unit	Recorded production			Average yield per productive acre		
	Papua	New Guinea	Total		Papua	New Guinea	Total	Papua	New Guinea	Total
Permanent crops—										
Copra—										
Plantation . . .	34,758	229,633	264,391	ton	9,371	80,838	90,209	0.30	0.42	0.40
Trade(a) . . .	..	..	..	ton	842	35,863	36,705	..	..	..
Coconuts, for use as such . . .	..	..	..	ton	129	681	810	..	..	..
Cacao—										
Plantation . . .	11,298	110,928	122,226	cwt (beans)	12,128	276,420	288,548	1.52	3.85	3.62
Trade(a) . . .	..	..	..	cwt (beans)	..	17,785	17,785	..	..	..
Coffee—										
Plantation . . .	682	12,733	13,415	cwt (beans)	562	76,919	77,481	1.25	9.05	8.66
Trade(a) . . .	..	..	..	cwt (beans)	29	7,176	7,205	..	..	..
Rubber . . .	34,197	1,220	35,417	cwt (dry)	(b)	(b)	123,709	(b)	(b)	4.93
Tea . . .	(c)	604	604	lb	..	(b)	(b)	..	(b)	(b)
Grain crops—										
Maize . . .	69	158	227	bus	902	3,220	4,122	13.07	20.38	18.16
Rice . . .	144	14	158	ton (paddy)	263	9	272	1.83	0.64	1.72
Sorghum . . .	67	377	444	bus	2,040	8,870	10,910	30.45	23.53	24.57
Crops for green fodder—										
Maize . . .	56	57	113	..	..	..	..	..	..	..
Sorghum . . .	35	350	385	..	..	..	..	..	..	..
Other . . .	43	156	199	..	..	..	..	..	..	..
Industrial crops—										
Peanuts . . .	47	6,221	6,268	cwt (kernel)	250	22,115	22,365	5.32	3.56	3.57
Vegetable crops—										
For sale—										
Beans (green) . . .	12	14	26	cwt	313	578	891	26.08	41.27	34.27
Tomatoes . . .	10	16	26	cwt	423	570	993	42.30	35.63	38.19
Potatoes, English . . .	11	11	22	cwt	307	375	682	27.91	34.09	31.00
Potatoes, sweet . . .	63	170	233	cwt	3,231	15,670	18,901	51.29	92.18	81.12
Pumpkins . . .	46	46	92	cwt	1,249	231	1,480	27.15	5.02	16.09
Other . . .	49	28	77	..	n.a.	n.a.	n.a.	n.a.	n.a.	n.a.
For consumption on holding—										
Potatoes, sweet . . .	691	3,498	4,189	cwt	23,462	174,167	197,629	33.95	49.79	47.18
All other . . .	574	1,606	2,180	..	n.a.	n.a.	n.a.	n.a.	n.a.	n.a.
Orchard fruit—										
Citrus . . .	47	122	169	bus	228	986	1,214	12.67	11.88	12.02
Pineapples . . .	45	45	90	doz	1,037	2,502	3,539	41.48	73.59	59.98
Bananas . . .	207	544	751	bus	13,382	38,250	51,632	86.34	92.39	90.74
All other crops . . .	102	679	781	..	n.a.	n.a.	n.a.	n.a.	n.a.	n.a.
Total . . .	83,253	369,230	452,483		..	..	..	..	..	..

(a) Includes all produce acquired by purchase during the year from sources outside the holding. (b) Not available for publication. (c) Included in All other crops.

Livestock on non-indigenous holdings

A number of British breeds of cattle are represented, but for best results the use of Zebu cross-bred types of cattle is necessary in virtually all beef cattle areas of the Territory. For dairying the Jersey seems to be the best breed and adapts admirably to tropical conditions. Sheep have not so far been successful in Papua and New Guinea.

Central abattoirs controlled by the Administration have been set up at Lae and Port Moresby and there are smaller private slaughterhouses at other centres.

The following table shows the numbers of the various kinds of livestock on non-indigenously occupied holdings in Papua and New Guinea at 31 March 1966.

TERRITORY OF PAPUA AND NEW GUINEA: LIVESTOCK NUMBERS
31 MARCH 1966

(Source: Production Bulletin, Part I: Rural Industries, Bureau of Statistics, Papua)

Kind of stock	Papua	New Guinea	Total
Horses—			
One year and over	460	756	1,216
Foals	93	162	255
<i>Total horses</i>	<i>553</i>	<i>918</i>	<i>1,471</i>
Cattle—			
For dairying—			
Cows—in milk	288	1,305	1,593
dry	332	787	1,119
Heifers, one year and over	165	607	772
Heifer calves, under one year	125	479	604
Bulls, one year and over	75	232	307
<i>Total dairying cattle</i>	<i>985</i>	<i>3,410</i>	<i>4,395</i>
For beef—			
Cows and heifers, one year and over	4,500	14,924	19,424
Calves, under one year	1,969	4,984	6,953
Other, one year and over	1,406	5,671	7,077
Bulls, one year and over	245	735	980
<i>Total beef cattle</i>	<i>8,120</i>	<i>26,314</i>	<i>34,434</i>
Bull calves, under one year	137	648	785
<i>Total, all cattle</i>	<i>9,242</i>	<i>30,372</i>	<i>39,614</i>
Sheep—			
Rams, one year and over	4	17	21
Ewes	31	174	205
Wethers	5	11	16
Lambs, under one year . . . . .	..	40	40
<i>Total sheep</i>	<i>40</i>	<i>242</i>	<i>282</i>
Pigs—			
Boars	81	212	293
Breeding sows	337	776	1,113
Suckers, weaners, and slips	617	1,607	2,224
Other	103	515	618
<i>Total pigs</i>	<i>1,138</i>	<i>3,110</i>	<i>4,248</i>
Goats—			
Milkers	95	91	186
Others	471	660	1,131
<i>Total goats</i>	<i>566</i>	<i>751</i>	<i>1,317</i>
Poultry—			
Fowls	44,184	50,624	94,808
Ducks	2,322	3,493	5,815
Turkeys	404	692	1,096
Geese	28	56	84
<i>Total poultry</i>	<i>46,938</i>	<i>54,865</i>	<i>101,803</i>

Native agriculture

Most of the indigenous inhabitants of Papua and New Guinea are agriculturalists producing fruit and vegetables for their own consumption. The crops grown vary according to environment and altitude and include yams, taro and sweet potatoes, coconuts, bananas, papaws, maize, sugar cane, cassava, beans, peanuts, rice, cucurbits, and tobacco. Sago is the staple food in the extensive semi-inundated areas which occur along the lower valleys of the major rivers. In these areas it is cut largely from naturally occurring stands. In other parts of the country small areas of sago are grown along stream banks and in swampy patches and are regarded as a reserve in times of poor harvest. In recent years the indigenes have taken up the production of introduced crops such as peanuts, rice, cucurbits, and maize for their own consumption, and cocoa, coffee and pyrethrum for export. Some small-scale rubber growing is now being undertaken. In coconut areas large quantities of copra are produced. In 1965-66 indigenous production of copra was 34,500 tons and that of cocoa and coffee, 6,800 tons and 4,000 tons respectively. In many localities the indigenes follow a farming system known as bush fallowing rotation, which is described in Year Book No. 48 and earlier issues.

The growing of food is done both by the men and the 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 the felling of forests is done by the men, and carrying the harvested food home to the village is done by the women. Other work, however, such as cultivating, planting and weeding may be done by either men or women according to the customs of the particular village or area.

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

Survey of indigenous agriculture and ancillary surveys, 1961-62

A survey of the agriculture of indigenes of Papua and New Guinea was carried out in 1961-62 by the Territory Bureau of Statistics in conjunction with the Commonwealth Bureau of Census and Statistics and the Territory Department of Agriculture, Stock and Fisheries. A comprehensive report on the surveys was published by the Territory Statistician in 1963, and reference should be made to this for further information. A summary of the principal results of the survey appears on pages 1104-10 of Year Book No. 52.

Co-operative societies

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

For the year ended 31 March 1966 primary societies numbered 303, with a membership of 102,120, a total capital of \$1,823,091, and a turnover of \$5,109,805. Secondary organisations numbered 14, with 242 member societies, a total capital of \$623,011, and a turnover of \$1,306,471.

Indigenous labour

At 31 March 1966 approximately 94,200 indigenes were engaged in wage employment, 66,300 of these being employed by private enterprise.

Minimum wages and conditions of employment for indigenous workers are prescribed under the *Native Employment Ordinance* 1958-1965. An employer is required to pay a minimum cash wage to every worker employed by him and provide the worker, and his family in appropriate cases, with food, clothing, cooking and eating utensils, towels, soap and other articles, medical attention, and, where necessary, accommodation. The estimated minimum cost of providing these entitlements, including accommodation, is \$173.00 a year per worker. The major portion of the workers employed under the conditions prescribed under the Ordinance are unskilled rural workers.

The legal minimum cash portion of the wage has been \$39.00 a year for the first year of employment and \$45.50 for subsequent years. Following the report of a board of inquiry which investigated rural wages and related matters, legislation is being introduced in 1966-67 to increase these rates to \$52.00 a year in the first year, \$58.50 in the second year, and \$65.00 in the third and subsequent years.

Industrial agreements negotiated between representatives of workers and employers in recent years have covered an increasing number of workers in urban areas. These agreements cover workers in the towns of Port Moresby, Rabaul, Lae, Madang, Wewak, Goroka, Popondetta,

Mount Hagen, Kavieng, and Samarai, providing for rates of payment of a total cash wage per week as follows: Port Moresby, Lae and Madang, unskilled adults and married male juniors \$6.50, unmarried juniors \$6.00; Rabaul, both rates \$6.50; elsewhere, both rates \$6.00.

The agreements at Rabaul, Port Moresby and Kavieng have been declared by the Administrator-in-Council to be common rules, i.e. they are binding on all employers in these towns.

Agreements entered into in various localities and which have been registered as awards under the Territory's Industrial Relations Ordinance relate to: annual leave and sick leave (two weeks leave on full pay and six days sick leave per annum); the employment of qualified tradesmen (weekly rates of pay \$14.00 to \$16.00 for second class tradesmen and \$18.00 to \$20.00 for first class tradesmen); rates of pay and conditions of employment of stevedoring workers and ships' crews; tradesmen who have not completed a formal approved apprenticeship (weekly rates of pay \$15.00 to \$17.00); and rates of pay and conditions of employment of workers in the timber industry.

There has been a continued expansion of the trade union movement since industrial legislation for the Territory was introduced in March 1963. In March 1967 fourteen associations with a membership of 17,314 had been registered as industrial organisations of workers under the Industrial Organizations Ordinance.

Provision is made in other legislation for the establishment and maintenance of modern standards of industrial safety and for the payment of compensation for injury or disease arising out of, or in the course of, employment.

A local apprenticeship scheme was inaugurated in 1955. An Apprenticeship Board, comprising representatives of private enterprise and government, advises the Administration on apprenticeship matters. At 31 March 1967, 239 apprentices had received trade certificates and 1,086 were in training.

Secondary industries

Until recent years secondary industry, apart from several small service industries, was associated largely with the processing of local products for export. Initially this was confined to the processing of copra, fermenting of cocoa and coffee, and the curing of rubber, activities usually carried out on or near plantations. Then followed secondary industries in their own right with the establishment of a coconut oil plant, plywood factories, and a factory producing passion-fruit pulp and juice.

The emphasis has since tended to move to industries serving the growing internal market and using, in many cases, imported raw materials. These include the manufacture of cigarettes, twist tobacco, wire products, building materials, paints, concrete products, oil drums, and industrial gases; the assembly of electrical appliances; and boat building, brewing and furniture making. A wide variety of service industries has also been established, such as engineering workshops, plumbing establishments, motor repairs, and electrical services. Secondary industries processing primary products are still being established, a recent example being a plant to extract pyrethrum.

TERRITORY OF PAPUA AND NEW GUINEA: SUMMARY OF FACTORY OPERATIONS, 1964-65 AND 1965-66

(Source: *Production Bulletin*, Part II: *Secondary Industries*, Bureau of Statistics, Papua)

	Papua		New Guinea		Total	
	1964-65	1965-66	1964-65	1965-66	1964-65	1965-66
Number of factories(a)	138	137	259	270	397	407
Average number employed(b)	3,241	4,080	6,165	6,706	9,406	10,786
Salaries and wages paid(c) \$'000	2,961	3,655	4,300	5,177	7,261	8,832
Value of power, fuel, light, etc. used(d) ..	399	525	930	946	1,329	1,471
" " materials used(e)	5,422	6,690	15,811	18,556	21,233	25,246
" " production(f)	6,350	7,128	10,851	11,111	17,201	18,239
" " output(g)	12,171	14,343	27,593	30,613	39,764	44,956
" " land and buildings(h)	4,170	5,619	5,614	6,175	9,784	11,794
" " plant and machinery(h)	6,422	4,477	6,783	7,135	13,205	11,612

(a) Any factory, workshop or mill in which four or more persons are employed or power other than hand is used. (b) Average weekly employment including working proprietors. (c) Excludes drawings by working proprietors. (d) Includes water and lubricating oil. (e) Includes value of containers, packing, etc., tools replaced, and repairs to plant. (f) Value added in process of manufacture (i.e. value of output less value of materials and power, fuel, etc. used). (g) Value of goods produced including amounts received for repair work and other work done. (h) Depreciated or book value at end of year, including estimated value of rented premises and machinery.

**TERRITORY OF PAPUA AND NEW GUINEA: FACTORY OPERATIONS
BY CLASS OF INDUSTRY, 1965-66**

(Source: Production Bulletin, Part II: Secondary Industries, Bureau of Statistics, Papua)

	Class of industry				
	Industrial metals, machines and con- veyances	Food, drink and tobacco	Sawmills, plywood and joinery	Other industries	Total
Number of factories . . .	180	65	107	55	407
Number of employees—					
Non-indigenous . . .	918	158	447	240	1,763
Indigenous . . .	2,124	2,287	3,567	1,045	9,023
<i>Total employees</i> . . .	<i>3,042</i>	<i>2,445</i>	<i>4,014</i>	<i>1,285</i>	<i>10,786</i>
Salaries and wages paid . \$'000	3,810	1,091	2,630	1,301	8,832
Value of power, fuel and light, etc. . . "	220	349	280	622	1,471
" " materials used . . "	4,894	7,441	5,205	7,706	25,246
" " production . . "	5,403	3,797	5,495	3,544	18,239
" " output . . "	10,518	11,586	10,980	11,872	44,956

See footnotes to previous table.

Finance

Revenue and expenditure

Information on the financial operations of each Territory will be found on pages 147-8 and 153-4.

Taxation

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

Income Tax was imposed on 1 August 1959 to operate from 1 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 20c in the \$1, which is little more than half the predominant rate of company tax in Australia, while on private companies the rate is 12.5c in the \$1 for the first \$10,000 and 17.5c in the \$1 for the remainder, and generally comparable deductions are allowed. On 1 January 1958 a *Personal Tax* was introduced for all males (including non-indigenous) in Papua and New Guinea of 18 years of age and over. The maximum tax is \$4 per annum; the tax assessed is subject to the taxpayers' ability to pay, and consequently large areas have been exempted. Native Local Government Councils (which are formed voluntarily by the indigenes) are, however, empowered to levy taxes on villagers for the purpose of providing for local services carried out by the Councils. These taxes are set off against the indigene's Personal Taxation.

The present *Customs Tariff* provides high revenue rates on imports of ale, spirits, tobacco and cigarettes, timepieces, cigarette papers, fancy goods, and jewellery, but allows entry of most necessities affecting living and building costs duty free or at a low rate of duty. Under the Customs Tariff, plant, machinery and chemicals to be used mainly for industrial and developmental purposes are generally duty-free. A by-law covers 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 agricultural goods produced in and imported direct from the Territory (see the chapter Overseas Transactions). In addition, goods produced or manufactured in the Territory and imported directly into Australia are exempted from primage duty.

To encourage the development of secondary industry, complete exemption from Territory income tax for a period of five years may be granted to companies engaging in approved new pioneer industries. Exemptions from Australian income tax may also be granted on dividends paid out of the income of such companies to Australian residents.

Banking

Average weekly deposits of cheque-paying banks in the Territory of Papua and New Guinea for the year 1965-66 were \$29,176,000 and loans, advances, etc., \$9,447,000. Average weekly debits to customers' accounts amounted to \$10,452,000. Savings banks depositors' balances at 30 June 1966 amounted to \$25,833,000, comprising indigenous \$9,182,000 and non-indigenous \$16,652,000, having increased since June 1957 from \$2,134,000 and \$5,802,000 respectively.

Census of Papua and New Guinea, 1966

Introduction

Censuses of the non-indigenous population of the Territory of Papua and New Guinea have been taken in conjunction with censuses of the Commonwealth of Australia. For the indigenous population of the Territory of Papua and New Guinea, estimates of size, geographic location, and the broad age distribution of the population were available from the results of the Department of District Affairs census (formerly known as the Tax Census). This was conducted over most of the Territory, but was continuous rather than conducted at a common date for all areas covered. No regular pattern of operations was adopted, although once the census had been taken in an area it was in general repeated fairly frequently. Although these estimates were of great value, the limitations of the information on population characteristics and the lack of simultaneous collection for all areas made them insufficient for many purposes. The 1966 Census was therefore planned to cover both indigenous and non-indigenous populations, and thus superseded the traditional census of non-indigenes.

Figures for the non-indigenous population as enumerated at censuses held in conjunction with Commonwealth censuses and estimates of the indigenous population based on the Department of District Affairs censuses are set out below.

TERRITORY OF PAPUA AND NEW GUINEA POPULATION AT CENSUSES, 1921 TO 1961

Year	Indigenous					Non-Indigenous		
	Enumerated			Persons estimated	Total persons	Males	Females	Persons
	Males	Females	Persons					
PAPUA								
1921	59,825	52,687	112,512	..	..	1,408	670	2,078
1933	..	..	170,836	..	..	1,232	941	2,173
1941	..	..	..	..	..	..	..	..
1947	..	..	..	..	..	2,057	1,182	3,239
1950	117,455	104,474	221,929	146,630	368,559	..	..	..
1954	151,464	134,732	286,196	202,200	488,396	3,867	2,446	6,313
1961	236,676	209,632	446,308	67,340	513,648	5,490	4,304	9,794
NEW GUINEA								
1921	(a) 100,445	(a) 66,276	(a) 166,721	..	..	2,502	671	3,173
1933	218,218	182,911	401,129	..	..	3,709	1,507	5,216
1941	324,830	318,988	(b) 684,284	300,000	984,284	..	..	..
1947	..	..	..	..	..	4,369	1,831	6,200
1950	415,939	354,116	770,055	301,050	1,071,105	..	..	..
1954	538,113	472,480	1,010,593	184,714	1,195,307	7,201	4,241	11,442
1961	721,806	647,277	1,369,083	64,300	1,433,383	9,158	6,378	15,536

(a) 1920: figures for 1921 not available. (b) Includes 34,087 indentured labourers, 1,127 native constabulary, 4,823 attending approved mission schools, and 429 patients at Anelaua Leprosarium and Taskul Observation Colony (New Ireland), for which particulars of sex are not available.

It was envisaged that, because of lack of resources, the inhabitants of only about ten per cent of the rural villages would be included in the census together with the entire non-village population, both indigenous and non-indigenous, and that the collection of information would be by personal interviews, except in cases of householders wishing and able to fill in a census schedule.

Development operations

In October and November 1965 a large scale pre-test was held in several village areas. This test proved the feasibility of census operations in villages, and provided information on which to decide the type of schedule, the size of interviewing team, and the required level of education of interviewers. The rate of enumeration achieved in the test confirmed the belief that sampling techniques would have to be used if the census was to be completed with the resources available.

A small pre-test held in an urban settlement in Port Moresby in November 1965 was followed by a full pre-test of urban operations in January 1966. It was not until the results of this test were available that it was definitely known that a census was possible and by what methods it could be carried out. The January field trials led to considerable changes in the wording of census forms, and to substantially complete drafts of instructions for collectors and interviewers.

As a final test of the suitability of the census forms and procedures, and as a test of the training programme, a further field trial was held in March. As a result of this field trial a few minor amendments were made to the census forms, and training methods were considerably improved.

Census operations

The 1966 Census Ordinance provided for a Statistician, with responsibility for the census as a whole, to be appointed by the Administrator. The Statistician appointed for this purpose was Mr K. M. Archer, the Commonwealth Statistician. The Census Regulations provided also for a field organisation in the Territory, headed by a field supervisor, deputy field supervisor, and five assistant field supervisors appointed to assist in particular fields such as training and logistics.

The remainder of the supervisory field staff consisted of nineteen enumerators and more than seventy sub-enumerators appointed from the staff of the Department of District Administration. Each enumerator was responsible for the entire organisation of the census within a district of the Territory, while the sub-enumerators' task included training and assigning census teams, supervising them in the field, and checking their results for such factors as consistency, credibility, and completeness of coverage.

Approximately 500 collectors and 1,300 interviewers were supplied by various Departments of the Administration. The bulk of these were from the Department of Education, which reorganised its school year to provide a three-week school holiday in June-July. Training commenced in March 1966 with the Enumerators' Conference, which lasted nearly a fortnight. The sub-enumerators were trained in four schools, each lasting about a week and a half, during the second half of May and the first half of June. Collectors and interviewers for the remote areas were trained from 14 to 18 June, but the main training period was from 20 to 24 June.

The main enumeration period was the fortnight 27 June-9 July, and well over ninety per cent of the enumeration was carried out within this fortnight. A few remote areas, however, were enumerated by teams which set out on 20 June, returning on or after 9 July. The least permanently settled groups were enumerated as close to the night of 30 June as possible. Enumeration was, with minor exceptions, *de facto* (i.e. in respect of the population *actually resident* at a specific date) in all areas.

The results of the pre-test confirmed that it would be impracticable to enumerate much more than a ten per cent sample of rural villages within a reasonable length of time. It was decided to enumerate completely all non-village areas in view of their specialised character and small population, and the ease of interviewing. A sample of approximately ten per cent of rural villages was therefore selected to represent all rural villages, while all other areas were completely enumerated.

For ease of enumeration, rural villages were grouped together in small clusters of approximately 1,000 persons called 'neighbourhoods'. Neighbourhoods with similar geographical and social characteristics were grouped into 102 strata, each stratum generally containing around 20,000 persons. Two neighbourhoods were selected from each stratum with total probability of selection proportional to population size and without replacement. All persons living in the villages within the selected neighbourhoods were enumerated.

The questions asked in the census in the Territory followed the Australian census questions as closely as possible. This ensured as far as practicable the comparability of census statistics throughout the entire Commonwealth and its Territories and with those for previous censuses of the non-indigenous population of the Territory. Furthermore, this approach permitted certain economies in the planning and conduct of the census field work and processing. To meet the particular circumstances of the Territory, however, certain additional questions were asked—these included questions on language, literacy, subsistence occupation, and polygamous marriage, some questions were asked somewhat differently—for instance the questions on number of children, education, qualifications, and occupation, and the question on duration of existing marriage was omitted.

Responsibility for the processing of results was taken by the census processing staff of the Commonwealth Bureau of Census and Statistics. Preliminary field counts were issued during September and October 1966.

TERRITORY OF PAPUA

General description

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 930 miles; towards either end the breadth from north to south is about 320 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 86,100 square miles, of which 83,325 are on the mainland and 2,775 on the islands. A description of the physical characteristics of the Territory appears in earlier issues of the Year Book (*see* No. 18, p. 633).

Administration

Particulars of the early administration of Papua are given in Year Book No. 19, page 576. The Territory was placed under the authority of the Commonwealth on 1 September 1906 by proclamation issued in pursuance of Letters Patent of 18 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 seven administrative districts, Southern Highlands, Chimbu (part), Western, Gulf, Central, Milne Bay, and Northern.

Population

Non-indigenous population

At the Census of 30 June 1966 the non-indigenous population of Papua was 8,357 males, 6,093 females, 14,450 persons. The total non-indigenous population at the Censuses of 1921, 1933, 1947, 1954, and 1961 was, respectively, 2,078, 2,173, 3,239, 6,313, and 9,794 persons. The European population of Papua increased slowly, and with some reversals in trend, from less than 700 in 1906, the year in which the Territory came under Commonwealth control, to 1,343 at the Census of 1921. At the 1961 Census it amounted to 8,260 persons.

Indigenous population

Within the major division, Melanesian, into which most indigenous inhabitants of the Territory are classified, a distinction may be made between a Melanesian type and a Papuan type, the former representative of the eastern mainland and the island archipelagos to the east and south-east, and the latter representative of the western third and the interior of the Territory. Some negrito traits have been noted in a few of the inland mountain groups. The total indigenous population of the Territory of Papua at the Census of 30 June 1966 totalled 586,147 persons of whom 307,979 were males and 278,168 were females. The total number was distributed through districts as follows: Southern Highlands, 183,939; Western, 60,843; Gulf, 55,358; Central, 130,443; Milne Bay, 99,050; and Northern, 56,514. The foregoing figures exclude the population of that part of the district of Chimbu within the Territory of Papua; the total population of that district is shown on page 149.

Land tenure

The basic principles applying to land tenure in Papua are the same as those applying to the whole of the Territory of Papua and New Guinea described on pages 134–5. At 30 June 1966, of the total area of Papua, 55,104,000 acres, only 1,903,589 acres had been alienated. The distribution of alienated land at 30 June 1966 according to tenure was as follows: held by private non-indigenous inhabitants, freehold, 24,280 acres, leasehold, 367,414 acres; native reserves, 67,257 acres; other Administration land, including land reserved for public purposes, 1,444,638 acres.

Although a small amount of freehold land exists in Papua, present legislation does not provide for the granting of estates in freehold. 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 ninety-nine years. Rent is based on the unimproved value of the land.

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

The registration of titles, interests and dealings in alienated land is provided for under the *Real Property Ordinance 1913-1962* modelled on the Torrens system of land registration.

Production

Primary production

The products of the Territory are obtained principally from its agricultural, forestry, mining, and fishing industries. Native subsistence agriculture, fishing and hunting produce most of the food requirements of the indigenous population. The main native agricultural products are taro, yams, sweet potatoes, bananas, and papaws. Peanuts are becoming of increasing importance in native diet. Non-indigenous enterprise produces most of the commodities exported. Indigenous, however, produce copra for export, while native enterprise in other fields of agricultural production for export purposes, e.g. cocoa and coffee, is undertaken. The principal agricultural products of Papua for the export trade are copra and rubber. Native production of copra is increasing. In 1965-66 nearly 1,351 million super. feet of logs were produced. The main products of fisheries exported from Papua are trochus shell and mother-of-pearl. Gold, manganese, zinc-lead, and copper ores have been mined in commercial quantities in the past, but current production is limited.

For information on the agricultural and animal industries, which for the sake of convenience covers the Territories of Papua and New Guinea singly and combined, see pages 133-8. The following paragraphs relate to forestry, mining, fisheries, and water-power resources in Papua.

Forestry

A general description of the forest policy, which applies in Papua as well as in the Trust Territory of New Guinea, is given under the heading, Timber, on page 150.

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

At 30 June 1966 twenty permits and seventeen licences were current. The total areas of forest involved were 387,472 acres and 64,328 acres respectively. The total number of logging mills was 33, and the total sawn-timber produced for the year was 10.2 million super feet, most of which was used locally.

Mining

Although a large number of minerals have been found in Papua, including platinum, gold, silver, copper, tin, lead, zinc, cinnabar, iron, osmiridium, manganese, sulphur, chromite, gypsum, and lignite, current mineral production is not of economic importance. Before the 1939-45 War gold was an important item in Papuan production, but it has since dwindled to insignificance. Large quantities of copper ore were mined and exported up to 1940. Extensive deposits of magnetite sands exist along the Gulf of Papua coastline but these contain the undesirable impurity titanium and ways of separating this from magnetite are under investigation. The *Mining Ordinance 1937-1966* and the *Mining Development Ordinance 1955-1960* control mining in Papua.

Since the search for oil began in Papua in 1911 approximately \$73 million has been spent. The existence of petroleum has been proved at scattered locations over a large area, but commercial quantities have not been discovered. Natural gas has been found in several wells but its commercial use is not yet economically feasible. At 31 December 1966 fourteen prospecting permits and licences were effective under the provisions of the *Petroleum (Prospecting and Mining) Ordinance 1951-1965*. Oil prospecting is confined mainly to the Gulf and Western Districts, including off-shore areas in the Gulf of Papua.

Fisheries

Surveys have been carried out of the fisheries resources of Papua. These have been demonstrated to be considerable, and efforts are being made to increase the present small degree of utilisation. Assistance is also being given by the Administration in improving the indigenous methods of fishing, and the use of improved gear is being encouraged by extension workers. Shell fishing, particularly trochus, provides the main cash return, exports being valued at \$17,116 in 1965-66.

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 at least 1,850 MW could be developed.

The Rouna No. 1 hydro station on the Laloki River near Port Moresby has a capacity of 5.5 MW. A second hydro station at Rouna No. 2 is expected to come into operation in the first half of 1967 with an initial installed capacity of 18 MW. Total planned capacity of this station is 30 MW.

Trade, transport and communication**Value of imports and exports**

TERRITORY OF PAPUA: IMPORTS AND EXPORTS
1961-62 TO 1965-66
 (\$'000)

	1961-62	1962-63	1963-64	1964-65	1965-66
<i>Total imports(a)</i>	19,702	21,438	27,617	32,733	42,865
Exports—					
Domestic exports	4,780	5,049	5,318	6,075	6,113
Re-exports	1,460	1,625	1,857	2,971	2,827
<i>Total exports</i>	6,239	6,675	7,175	9,046	8,940

(a) Includes outside packages.

Country of origin or destination

TERRITORY OF PAPUA: COUNTRY OF ORIGIN OF IMPORTS
1961-62 TO 1965-66
 (\$'000)

Country of origin	1961-62	1962-63	1963-64	1964-65	1965-66
Australia	12,142	13,581	17,568	20,305	25,986
Canada	67	36	60	73	220
Germany (Federal Republic of)	373	420	582	567	676
Hong Kong	833	850	966	1,011	1,132
Indonesia	642	807	862	493	31
Japan	1,047	1,018	1,575	1,977	3,119
United Kingdom	1,446	1,546	1,648	2,186	3,027
United States of America	1,354	1,154	1,775	2,924	2,925
Other countries	1,797	2,026	2,580	3,197	5,749
Total	19,702	21,438	27,617	32,733	42,865

TERRITORY OF PAPUA: COUNTRY OF DESTINATION OF EXPORTS
1961-62 TO 1965-66
 (\$'000)

Country of destination	1961-62	1962-63	1963-64	1964-65	1965-66
Australia	4,858	5,351	5,752	6,836	6,771
United Kingdom	846	728	650	1,220	1,172
Other countries	536	597	773	990	997
Total	6,239	6,675	7,175	9,046	8,940

Principal commodities exported**TERRITORY OF PAPUA: PRINCIPAL DOMESTIC EXPORTS, 1961-62 TO 1965-66**
($\$^{\circ}000$)

Commodity	1961-62	1962-63	1963-64	1964-65	1965-66
Rubber	2,408	2,331	2,434	2,551	2,562
Copra	1,891	2,085	1,968	2,805	2,550
Cocoa beans	44	48	100	71	123
Gold	1	1	1	2	2
Shell (marine)	55	21	24	26	17
Crocodile skins	254	315	529	392	623
Other	127	249	263	228	236
Total	4,780	5,049	5,318	6,075	6,113

Shipping

In 1965-66 shipping entries at Territory ports totalled 460, and 279,426 tons of cargo were discharged and 86,278 were loaded.

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 services from continental and United Kingdom ports. Coastal and inter-island shipping services are maintained by vessels operating from the two principal ports of Port Moresby and Samarai.

Other forms of transport and communication

Scheduled flights provide a network of air transport throughout Papua, and regular air services link the Territory with Australia and neighbouring Territories. There were 93 aerodromes and seaplane alighting areas in Papua at 30 June 1966, and of these 2 were the responsibility of the Department of Civil Aviation, 47 were operated and maintained by the Administration, and 44 were owned and maintained by Missions. plantation and mining interests. Much of the internal traffic and freight is carried on a charter basis.

At 30 June 1966 there were 2,482 miles of road in Papua, of which 1,360 miles were suitable for medium and heavy traffic, the greater proportion being located in the Central, Milne Bay and Southern Highlands Districts. Total motor vehicle registrations (excluding defence force vehicles) at 31 December 1966 were 6,534.

Telephone services operate in the main centres. The radio station at Port Moresby for both transmission and reception is shared by the Overseas Telecommunications Commission and the Administration. The former provides all external radio-telephone and telex circuits, while the latter operates internal telephone and telegraph services. Local telephone services are provided from automatic exchanges at Port Moresby and Sogeri and from manual exchanges at Popondetta, Samarai and Daru. Services are also being connected at Kerema, Mendi and Tapini. Port Moresby is connected by direct radio-telephone trunk circuits with Popondetta and Samarai and with Lae, Rabaul and Wewak in New Guinea. Radio telegraph services are provided from Port Moresby, Samarai, Kerema, and Daru to over 200 outstations. Medium and short-wave programmes are broadcast from the Australian Broadcasting Commission stations 9PA, VLK3, VLT4, and VLT9 located at Port Moresby. Administration Broadcasting Stations VL8BK, Kerema and VL8BD, Daru also operate.

Education and health**Education**

Education in the Territory is provided by the Administration and various Mission organisations. Schools for indigenes, also, have been established by Local Government Councils. The *Education Ordinance* 1952-1963 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 overseas, and indigenous teachers are trained in the Territory by the Administration and Missions. During the year ended 30 June 1966, 172 schools were maintained by the Administration for 28,419 children, of whom 1,422 were Europeans, 171 Asian or of mixed race, and 26,826 indigenes. The total number of pupils in the various grades of mission schools was 48,157, of whom there

were 1,754 Europeans, and 219 of Asian or 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 \$414,824 was distributed among the Missions as grants-in-aid during the year ended 30 June 1966.

Health

The Department of Public Health of the Territory of Papua and New Guinea has the general oversight of all medical and dental 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.

The cases treated in hospital are mainly malaria, tropical ulcers, pneumonia, tubercular infections and tuberculosis, bronchitis, and confinements. At 30 June 1966 the Administration had established 29 general hospitals, 1 hospital for the treatment of Hansen's disease, 1 Hansenide-tuberculosis hospital, 2 tuberculosis hospitals, and 1 mental hospital; the Missions had established 47 general hospitals, 2 Hansenide hospitals, and 1 tuberculosis hospital. There were 495 village aid posts or medical centres (163 Mission), 70 maternal and child welfare clinics (60 Mission), and 535 mobile clinic centres (382 Mission). School medical examinations, immunisation, ante-natal, and post-natal care and pre-school services are also provided. The Missions employ their own doctors and nurses in their medical establishments.

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

Finance

TERRITORY OF PAPUA: REVENUE AND EXPENDITURE, 1961-62 TO 1965-66 (\$'000)

	1961-62	1962-63	1963-64	1964-65	1965-66
REVENUE					
Customs	2,179	2,540	3,109	3,548	4,832
Licences	97	112	136	156	192
Stamp duties	87	99	81	145	158
Postal	667	803	856	1,090	1,437
Land revenue	108	172	152	151	318
Mining receipts	8	7	7	10	12
Fees and fines	26	29	36	56	85
Health revenue	76	89	93	92	108
Forestry	47	48	74	73	97
Agriculture	129	79	96	76	91
Public utilities	691	811	315	279	352
Direct taxation(a)	2,558	2,919	3,646	4,917	5,705
Miscellaneous	351	701	1,888	2,428	3,475
Territory loans . . . . .	..	..	..	..	(b) 2,485
Total internal revenue	7,025	8,409	10,489	13,023	19,347
Grant by Commonwealth of Australia	14,358	15,728	20,022	22,125	23,821
Total revenue	21,383	24,137	30,511	35,148	43,168

(a) Includes Personal Tax.

(b) Previously deducted from expenditure.

TERRITORY OF PAPUA: REVENUE AND EXPENDITURE

1961-62 TO 1965-66—continued

(\$'000)

	1961-62	1962-63	1963-64	1964-65	1965-66
EXPENDITURE					
Expenditure from revenue—					
Special appropriations	394	450	556	874	1,333
Departments—					
Administrator—					
Administrator	356	386	627	380	446
Legislative and Administra- tor's Councils(a)	25	31	43	97	123
Information and Extension Services	60	133	175	200	296
Public Service Commis- sioner(b)	209	186	222	246	319
Treasury—					
Central Treasury	1,223	1,231	1,501	1,641	1,705
Taxation Branch	48	44	52	60	69
Motor Transport Branch	(c)	(c)	512	564	702
Stores and Supply Branch(d)	1,645	1,688	2,712	2,761	3,019
Government Printing Office	(e)	(e)	76	88	110
Public Health	2,333	2,486	2,775	2,997	3,308
District Administration(f)	1,038	1,044	1,231	1,547	1,812
Agriculture, Stock and Fisheries Education	853	894	1,062	1,334	1,564
Labour	1,826	2,333	3,007	3,852	4,554
Police	83	82	99	140	186
Law—	676	690	716	893	1,193
Law(g)	157	170	200	241	357
Corrective Institutions Branch Lands, Surveys and Mines	80	97	116	137	191
Forests	367	430	515	645	617
Posts and Telegraphs	146	141	178	220	316
Trade and Industry(h)	936	995	1,200	1,311	1,585
Public Works—	312	463	542	746	936
Public works	377	440	575	1,300	1,274
General maintenance	2,506	2,640	3,141	3,573	3,569
Capital works and services(i)	4,913	6,228	7,158	7,525	11,801
Purchase of capital assets	824	883	1,520	1,618	1,883
Expenditure from revenue	21,386	24,163	30,511	34,988	43,268
Expenditure chargeable to Loan Fund	413	754	1,277	2,407	..
Total expenditure	21,798	24,917	31,787	37,395	43,268

(a) Includes the Administrator's Council which replaced the Executive Council during 1960-61 and the House of Assembly which replaced the Legislative Council during 1963-64. (b) Includes expenditure of the Administrative College. (c) Transport costs transferred to consuming departments. (d) Includes costs of general stores for all departments except Public Works. (e) Printing costs transferred to consuming departments. (f) Before 1964-65, Department of Native Affairs. (g) Up to 1963-64 the Land Titles Commission was included in the Department of Law. The two figures have been combined for 1964-65 and 1965-66. (h) Includes Trade and Industry, Customs and Migration, and Marine. (i) Additional expenditure on this item included under 'Expenditure chargeable to Loan Fund'.

TRUST TERRITORY OF NEW GUINEA

General description

Area, etc.

The Trust Territory of New Guinea extends from the equator to latitude 8° S., a distance of 400 nautical miles, and from longitude 141° E. to 160° E., a distance of 1,000 nautical miles. The land area is 92,160 square miles, that of the New Guinea mainland being 69,095 square miles and that of adjacent islands, including the Solomon Islands and the Bismarck Archipelago, 23,065 square miles. Information regarding physiography and climate will be found in Year Book No. 22, page 613, in the *Official Handbook of the Territory of New Guinea*, and in the Administration Annual Reports.

Administration

The terms of the League of Nations mandate (1920) of the former German possession of New Guinea are given in Year Book No. 33 (*see* page 264). Particulars of the administration of the Territory of New Guinea prior to the setting-up of the Papua and New Guinea Administration are given in Year Book No. 36 and earlier issues, and of events following the outbreak of the Pacific War in Year Book No. 37 and subsequent issues up to No. 48.

Following the 1939–45 War 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 13 December 1946. The terms of the Agreement are shown in Year Book No. 39, pages 355–7.

For administrative purposes the Territory is divided into the following twelve districts: East New Britain and West New Britain, comprising New Britain and the adjacent islands; Morobe, Madang, Eastern Highlands, Chimbu, Western Highlands, East Sepik and West 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.

Population

Non-indigenous population

At the Census of 30 June 1966 the non-indigenous population of the Territory was 11,732 males, 8,554 females, 20,286 persons. The total non-indigenous population at the Censuses of 1921, 1933, 1947, 1954, and 1961 was, respectively, 3,173, 5,216, 6,200, 11,442, and 15,536 persons. At the 1961 Census the European population numbered 11,702 persons.

Indigenous population

The indigenous people of the Territory may in general be grouped with the Melanesians who occupy the greater part of the Western Pacific. They may be divided into two main types—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* Year Book No. 16, page 670, and *Official Handbook of the Territory of New Guinea*, Part V.)

The indigenous population of the Territory at the census of 30 June 1966 numbered 1,562,153 persons, (813,174 males and 748,979 females). The total population was distributed throughout the several districts as follows: Eastern Highlands, 201,779 persons; Chimbu, 166,931; Western Highlands, 291,620; West Sepik, 99,112; East Sepik, 157,491; Madang, 150,306; Morobe, 204,887; West New Britain, 43,933; East New Britain, 104,884; New Ireland, 49,246; Bougainville, 71,762; Manus, 20,202. The figure for Chimbu includes particulars of population for that part of the district within the Territory of Papua.

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 grants of estates are restricted to leasehold tenure. 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 approximately 59,000,000 acres, of which at 30 June 1966 only 1,561,496 acres were alienated. The following was the distribution of alienated land according to tenure at 30 June 1966: held by private non-indigenous inhabitants—freehold, 528,098 acres, leasehold, 407,957 acres; native reserves, 27,150 acres; other Administration land, including land reserved for public purposes, 598,291 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 1924–1962*. 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 1951–1966*.

Production

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. At Bulolo a company is producing high quality moisture-proof plywood in a factory with an approximate annual plywood production of 28 million square feet (on a $\frac{3}{8}$ -in basis). Native subsistence agriculture, fishing and hunting produce most of the food requirements of the indigenous population. The main native agricultural products are taro, yams, sweet potatoes, coconuts, bananas, and papaws. Non-indigenous enterprise produces most of the commodities exported. Indigenes, however, produce copra for export, and in recent years have taken up the production of introduced crops such as peanuts, rice, cucurbits, and maize for their own consumption and cocoa, coffee and pyrethrum for export. The principal agricultural products of New Guinea for the export trade are copra and coconut oil, cocoa, and coffee, but exports of timber and timber products are at a high level (*see below*). The main products of fisheries exported from New Guinea are trochus and green snail shell, including that collected by indigenes. Gold is the principal mineral mined. Indigenes are taking an increasing interest in mining for alluvial gold on their own account, and production from this source is continually rising, in contrast to falling European production.

For information on the agricultural and animal industries, which for the sake of convenience covers the Territories of Papua and New Guinea singly and combined, *see* pages 133–8. The following paragraphs relate to the timber, fishing and mining industries in the Territory of New Guinea alone.

Timber

Various species of timber are found in the Territory, and one 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 23.3 million square feet of plywood, on a $\frac{3}{8}$ -in basis, were produced by the company in 1965–66 from these logs and from veneer produced by South Pacific Timbers Limited at Lae. In 1965–66, 17.8 million square feet of plywood, valued at \$1,902,953, and 5.8 million square feet of veneer, on a $\frac{3}{8}$ -in basis, valued at \$83,190, were exported. During the year 26.5 million super feet of logs, valued at \$876,616, and 5.1 million super feet of sawn timber, valued at \$806,778, were also exported from the Territory. The Territory forests also provided fitches, battery veneer and egg-case parts for export. The Administration operates a training centre for forestry workers, nurseries and a herbarium, and is establishing a research institute in Port Moresby.

The Government intends to make available a number of large-scale permit areas containing from 2,000 to 5,000 million super feet of timber to help overcome the problems of multiplicity of species and continuity of supply of particular species. In opening up these major permit areas consultants are being employed to investigate the forest resources, assess the market potential and recommend working places and forms of processing for each area. 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. Timber growing on native lands cannot be acquired by private purchasers direct from the native people, but must be obtained through the Administration. Royalty is payable on all forest produce taken under permit or licence. Reforestation of areas dedicated for forestry in perpetuity is carried out by the Administration. At 30 June 1966, 54 permits and 13 licences were current, the total area of forest involved being 575,101 acres and 27,409 acres respectively.

Mining

The production of gold and associated silver is the most important mining activity in New Guinea, although other minerals, such as osmiridium, platinum, copper, iron ore, sulphur, and brown coal, have been discovered. The production of gold in New Guinea since the 1939-45 War has been on a much smaller scale than before the war, decreasing from \$1,410,000 in 1959-60 to \$925,000 in 1965-66. The discovery of extensive low-grade copper deposits on Bougainville has given impetus to the copper industry in the Territory.

The laws in operation governing mining are the *Mining Ordinance* 1928-1966, the *Mines and Works Regulation Ordinance* 1935-1966 and the *Mining Development Ordinance* 1955-1960 and the regulations made thereunder.

The *Petroleum (Prospecting and Mining) Ordinance* 1951-1965 deals with the issue of permits and the granting of licences and leases for oil exploration. There are two prospecting permits for oil current at the present time.

Water Power

A proposal to establish a hydro-electric power station on the upper Ramu River near Kainantu is under consideration. The proposed scheme would supply Lae, Madang, Kainantu, Goroka, and Mount Hagen. The firm capacity of this station would be 60 MW (72 MW installed) with an initial capacity in the first stage of 24 MW.

Trade, transport and communication**Value of imports and exports**

TERRITORY OF NEW GUINEA: IMPORTS AND EXPORTS
1961-62 TO 1965-66
 (\$'000)

	1961-62	1962-63	1963-64	1964-65	1965-66
<i>Total imports(a)</i>	32,157	35,652	43,119	54,113	67,566
Exports—					
Domestic exports	23,864	27,689	31,342	37,237	37,431
Re-exports	1,698	1,921	2,372	2,858	3,458
<i>Total exports</i>	25,563	29,610	33,714	40,095	40,889

(a) Includes outside packages.

Countries of origin or destination

TERRITORY OF NEW GUINEA: COUNTRY OF ORIGIN OF IMPORTS(a)
1961-62 TO 1965-66
 (\$'000)

Country of origin	1961-62	1962-63	1963-64	1964-65	1965-66
Australia	17,422	19,448	24,029	29,355	36,466
Germany (Fed. Republic of)	1,231	1,290	1,433	1,909	1,644
Hong Kong	2,107	1,991	2,625	2,657	2,913
India	294	293	303	250	449
Indonesia	1,299	1,646	427	184	98
Japan	2,813	2,620	3,749	5,427	6,884
United Kingdom	2,383	2,728	2,752	4,404	5,617
United States of America	2,284	2,455	2,782	3,436	4,583
Other countries	2,324	3,181	5,019	6,491	8,912
<i>Total</i>	32,157	35,652	43,119	54,113	67,566

(a) Includes outside packages

TERRITORY OF NEW GUINEA: COUNTRY OF DESTINATION OF EXPORTS
1961-62 TO 1965-66
 (\$'000)

Country of destination	1961-62	1962-63	1963-64	1964-65	1965-66
Australia	11,089	12,054	14,936	16,758	16,274
United Kingdom	9,188	10,532	10,976	13,849	15,405
Other countries	5,285	7,025	7,802	9,488	9,210
Total	25,563	29,610	33,714	40,095	40,889

Principal commodities exported

TERRITORY OF NEW GUINEA: PRINCIPAL DOMESTIC EXPORTS
1961-62 TO 1965-66
 (\$'000)

Commodity	1961-62	1962-63	1963-64	1964-65	1965-66
Copra	7,330	7,352	8,050	9,604	11,749
Other coconut products	4,477	5,326	5,189	7,425	6,589
Cocoa beans	3,921	5,863	6,743	6,977	4,311
Coffee beans	3,093	4,024	5,326	7,276	8,712
Peanuts	608	592	573	461	527
Gold	1,435	1,334	1,320	1,076	945
Shell (marine)	57	38	77	47	30
Timber	458	1,115	1,329	1,416	1,683
Plywood	1,870	1,390	1,948	2,021	1,903
Veneer	63	72	68	73	83
Other	553	583	719	861	899
Total	23,864	27,689	31,342	37,237	37,431

Shipping

Regular passenger and freight services operate between Australia, Papua and the Territory of New Guinea. Vessels trading between the East and Australia and the Pacific Islands call at Territory ports, and there are monthly services from continental and United Kingdom ports. Coastal and inter-island shipping services are maintained by vessels operating from the principal ports of the Territory. Shipping within the Territory is regulated by the *Shipping Ordinance 1951-1960* and the Coastal Shipping, Ports and Harbours Regulations. Main ports of call for overseas vessels are Lae, Madang, Wewak (mainland), Rabaul (New Britain), and Kavieng (New Ireland). In 1965-66 shipping entries at Territory ports totalled 912, and 436,390 tons of cargo were discharged and 262,576 tons loaded. Corresponding figures for 1964-65 were 847, 401,416, and 247,490, respectively. There are no inland waterways, and the natural river system is not generally suitable for vessels except those of small tonnage.

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 Mount Hagen. The total mileage of roads in the Territory of New Guinea at 30 June 1966 was 6,427, of which 3,864 were suitable for heavy and medium traffic. Total motor vehicle registrations (excluding defence force vehicles) at 31 December 1966 were 10,727.

Scheduled flights provide a network of air transport throughout New Guinea, and regular air services link the Territory with Australia and neighbouring territories. There were 230 aerodrome and seaplane alighting areas in New Guinea at 30 June 1966, and of these 10 were controlled by the Department of Civil Aviation, 73 by the Administration, and 147 by private interests.

Telephone services operate in the main centres. Radio telephone trunk circuits link Port Moresby with Lae, Rabaul, Wewak, and Madang, and the latter is connected via the SEACOM cable with Australia and south-east Asia. Nine zone or group centres for radio telegraph

communication with about 600 out-stations have been established at Lae, Rabaul, Kavieng, Lorengau, Madang, Mount Hagen, Wewak, Sohano, and Goroka. Medium wave broadcasting programmes are transmitted by the Australian Broadcasting Commission station 9RB Rabaul.

Education and health

Education

Education in the Territory is provided by the Administration and various Mission organisations. Schools for indigenes have also been established by Local Government Councils. The *Education Ordinance* 1952-1965 enables the Administrator to establish an education advisory board, district education committees and schools for all sections of the community, and to grant financial aid for educational purposes. Expatriate teachers are recruited from Australia and overseas, and indigenous teachers are trained in the Territory by the Administration and the Missions. During the year ended 30 June 1966, 348 schools were maintained by the Administration for 49,840 children, of whom 1,670 were Europeans, 393 Asians, 310 of mixed race, and 47,467 indigenes. In addition, 4,324 indigenes were studying by correspondence. The total number of pupils in the various grades of mission schools, excluding exempt schools, was 96,985, of whom 1,895 were Europeans, 495 Asians and 506 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 \$1,144,291 was distributed among the Missions as grants-in-aid during the year ended 30 June 1966.

Health

The cases treated in hospital are mainly malaria, pneumonia, tropical ulcers, bronchitis, tubercular infections and tuberculosis, skin infections, and confinements. At 30 June 1966 there were 70 Administration hospitals, including 3 Hansenide colonies, 2 tuberculosis hospitals, and 1 Hansenide and tuberculosis hospital. The Missions have established an additional 82 hospitals, including 6 Hansenide colonies and 1 Hansenide and tuberculosis hospital. There are 1,233 village aid posts or medical centres (163 conducted by Missions) and 1,813 maternity and child welfare centres (1,219 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.

Finance

TRUST TERRITORY OF NEW GUINEA: REVENUE AND EXPENDITURE 1961-62 TO 1965-66 (\$'000)

	1961-62	1962-63	1963-64	1964-65	1965-66
REVENUE					
Customs	3,562	3,974	4,412	5,332	6,951
Licences	171	191	231	275	331
Stamp duties	159	141	114	99	191
Postal	495	514	705	963	1,111
Land revenue	126	133	195	205	335
Mining receipts	26	25	25	26	29
Fees and fines	46	42	55	74	101
Health revenue	104	123	128	141	154
Forestry	396	318	315	389	453
Agriculture	232	213	299	338	494
Direct taxation(a)	2,088	2,428	2,971	3,876	4,478
Public utilities	655	765	207	153	204
Miscellaneous	327	773	2,608	3,034	3,627
Territory loans(b) . . . . .	..	..	..	..	3,671
<i>Total internal revenue</i>	<i>8,387</i>	<i>9,640</i>	<i>12,265</i>	<i>14,906</i>	<i>22,130</i>
Grant by Commonwealth of Australia	20,229	24,272	30,477	33,873	38,179
Total revenue	28,616	33,912	42,741	48,780	60,309

(a) Includes Personal Tax.

(b) Previously deducted from expenditure.

TRUST TERRITORY OF NEW GUINEA: REVENUE AND EXPENDITURE
 1961-62 TO 1965-66—*continued*
 (\$'000)

	1961-62	1962-63	1963-64	1964-65	1965-66
EXPENDITURE					
Expenditure from revenue—					
Special appropriations . . .	536	763	923	1,420	1,969
Departments—					
Administrator—					
Administrator	471	527	942	606	423
Legislative and Administra- tor's Councils(a)	34	52	71	157	182
Information and Extension Services	95	213	285	332	354
Public Service Commissioner(b)	284	315	369	400	471
Treasury—					
Central Treasury	1,796	1,835	2,124	2,297	2,302
Taxation Branch	65	74	87	97	102
Motor Transport Branch . .	(c)	(c)	1,147	1,304	1,550
Stores and Supply Branch(d)	2,335	2,842	4,502	4,516	4,949
Government Printing Office	(e)	(e)	126	142	163
Public Health	3,688	4,319	4,702	5,079	6,119
District Administration(f) .	1,897	1,897	2,108	2,511	2,940
Department of Agriculture, Stock and Fisheries	1,362	1,556	1,916	2,372	2,771
Education	3,120	3,938	4,911	5,945	6,902
Labour	172	210	235	286	286
Police	1,071	1,239	1,253	1,454	1,769
Law—					
Law(g)	273	358	417	472	660
Corrective Institutions Branch	82	131	185	221	318
Lands, Surveys and Mines . .	596	690	869	967	1,241
Forests	610	640	674	773	828
Posts and Telegraphs	1,127	1,327	1,537	1,782	1,943
Trade and Industry(h)	359	553	674	785	809
Public Works	513	746	954	2,248	2,078
General maintenance	3,103	3,629	3,727	4,428	5,157
Capital works and services(i) .	4,050	4,689	5,919	6,107	11,422
Purchase of capital assets . .	977	1,370	2,085	2,077	2,601
Expenditure from revenue .	28,616	33,912	42,741	48,780	60,309
Expenditure chargeable to Loan Fund—					
Capital works and services . .	581	1,043	2,119	3,911	..
Total expenditure	29,197	34,955	44,861	52,691	60,309

(a) Includes the Administrator's Council, which replaced the Executive Council during 1960-61, and the House of Assembly, which replaced the Legislative Council during 1963-64. (b) Includes the Administrative College. (c) Transport costs transferred to consuming departments. (d) Includes costs of general stores for all departments except Public Works. (e) Printing costs transferred to consuming departments. (f) Before 1964-65, Department of Native Affairs. (g) Up to 1963-64 the Land Titles Commission was included in the Department of Law. The two figures have been combined for 1964-65 and 1965-66. (h) Includes Trade and Industry, Customs and Migration, and Marine. (i) Additional expenditure on this item included under Expenditure chargeable to Loan Fund.

TRUST TERRITORY OF NAURU

General description

Nauru is an oval-shaped atoll about twelve miles in circumference, having an area of about 8½ square miles, 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 comparatively 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. 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 Nauruans. The temperature range is from 76° F. at night to 94° F. during the day, and the average humidity is about 80 per cent. Normally the rainfall is comparatively low for islands of the Pacific, the annual average for the twenty years from 1920 to 1940 being 80.5 inches. However, falls as high as 180 inches during 1930 and as low as 11 inches during 1950 have been recorded.

Administration

The island, discovered by Captain Fearn in 1798, was annexed by Germany in 1888, and prior to 1914 was part of the protectorate of German New Guinea. Following the 1914-18 War a League of Nations mandate for its administration was conferred upon His Britannic Majesty, and on 2 July 1919 the British, Australian and New Zealand Governments agreed that the administration should be vested in an Administrator. Following the 1939-45 War, 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 Year Book No. 39, pages 370-1.

Until 31 January 1966 power to make laws for the Island was vested in the Administrator. On that date a Legislative Council was established, consisting of the Administrator, nine elected Nauruan members and five official members. The Legislative Council is empowered to make Ordinances for the peace, order and good government of the Territory, except in respect of the phosphate industry as such, defence and external affairs. Legislative powers in respect of these subjects are vested in the Governor-General. At the same time an Executive Council was established with power to advise the Administrator. The Executive Council consists of the Administrator, two elected members of the Legislative Council and two official members of that Council. The Nauru Local Government Council, established in 1951 to advise the Administrator on matters affecting the Nauruan community, to carry out works and supply certain services for that community and to direct the Nauru Co-operative Society, also continues to function for the time being. All administration expenses are met from local revenue and phosphate royalties.

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 30 June 1966 was about 3,000. Chinese have, for many years, formed a considerable part of the population of Nauru, but their numbers are not as great as formerly; at 30 June 1966 they were about 1,100. The number of other Pacific Islanders in the early 1920's was almost 300, but they subsequently decreased, then rose again, and at 30 June 1966 were about 1,500. The European population after 1921 fluctuated, with a generally upward trend, between one and two hundred, and in recent years has gradually increased, being about 400 at 30 June 1966. The total population of Nauru at the Census of 30 June 1966 was 3,696 males, 2,360 females, 6,056 persons.

Future of Nauruans

Resettlement. Some years ago investigations were made to find a suitable home for the Nauruan people after the exhaustion of the phosphate deposits towards the end of this century. After inspection of several islands, Curtis Island off the Queensland coast was agreed upon as a suitable location for resettlement purposes. However, at subsequent discussions with representatives of the Australian Government the Nauruans made it clear that, although Curtis Island was regarded as a place which would be suitable for Nauruan resettlement, the powers reserved to Australia in that event should be only those which relate to defence, quarantine and possibly external affairs and civil aviation. The Australians informed the Nauruans that the Commonwealth Government could not accept the proposal that the Nauruan people be established on Curtis Island on such terms, but gave further expression to the sympathy of the Australian Government with the desire of the Nauruan people to retain their identity as a distinct community and said that the Government was prepared to see what else could be done to achieve this end.

The Nauruans informed the Australians that the Nauru Local Government Council considered that there were no prospects of an agreement on the proposal for resettlement at Curtis Island because of the differences in the Australian and Nauruan views on the political aspects of the proposal, and they considered, therefore, that there should be no further discussion of

resettlement on Curtis Island. The Council nevertheless expressed its willingness, if the Australian Government thought further talks would achieve a useful end, to take part in them. The Nauru Local Government Council then informed the Australian Government that the people of Nauru would elect to remain on Nauru.

At a later series of discussions held in May and June 1965 the Australian Government agreed to pursue any proposals that might give promise of enabling the Nauruan people to resettle on a basis acceptable to them and one which would preserve their national identity.

Further discussions were held with representatives of the Nauruans in June and July 1966, when the Nauruans were informed that if they asked the Administering Authority to consider the resettlement question further they should submit any new proposals in as specific a form as possible.

Reclamation of worked-out lands. At the conference in July and August 1964 the Nauruans raised the question of the possibility of reclaiming the worked-out phosphate land and suggested that if this land were covered with soil, it would be possible to use it for agriculture. Australia drew attention to the report made by the Commonwealth Scientific and Industrial Research Organization some years ago which said that there seemed to be little hope of widespread utilisation in the future of the worked-out lands. The question was further discussed during the second series of talks in May and June 1965 between Australian Government representatives and a delegation from the Nauru Local Government Council, particularly in connection with the decision of the Nauruans to pursue their future on the Island of Nauru. It was agreed to establish at the earliest practicable date an independent technical committee of experts to examine what would be involved in, and the practicability of the rehabilitation of, the worked-out phosphate lands. The committee, comprising an Australian engineering consultant, a Professor of Agricultural Economics from an Australian university, and a soils scientist from FAO, was appointed towards the end of 1965, and visited Nauru in February 1966. The committee's report is currently being considered by the Nauru Local Government Council and the Australian Government.

Phosphate deposits

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 of phosphate remaining on Nauru has been estimated at 61,409,000 wet tons.

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 25 June 1920 for £Stg3,500,000, the purchase money being contributed in the proportions of 42, 42 and 16 per cent respectively. The Agreement of 2 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. In practice Britain has never taken its full entitlement of phosphate from Nauru. Consequently the bulk of the exports are to Australia and New Zealand.

Exports of phosphate from Nauru in 1965-66 amounted to 1,528,300 tons, of which approximately 816,000 tons went to Australia, 516,000 tons to New Zealand, and 196,000 tons to the United Kingdom. During the five years ended 30 June 1966, 8,026,600 tons of phosphate were exported.

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

Royalties on phosphate

Dating from the establishment of the British Phosphate Commissioners in 1919 royalties have been payable for each ton of phosphate exported in amounts agreed upon between the Commissioners and the Nauru Local Government Council from time to time. Following the talks with the Nauruan delegation in May and June 1965, agreement was reached for royalties to be increased from 37c a ton to \$1.35 a ton for 1964-65 and to \$1.75 a ton for 1965-66.

In addition, payments are made, currently at \$240 per acre, for land leased for phosphate mining or for sites for permanent installations on phosphate land. Payments are also made for coconut and other trees removed or destroyed during the mining.

Trade, transport and communication

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 1965-66 imports were valued at \$6,366,248 and exports, 1,528,295 tons of phosphate, at \$8,659,472. Of the total imports in 1965-66, Australia supplied 82 per cent valued at \$5,221,445, the balance coming mainly from Hong Kong, New Zealand and the United Kingdom.

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 157 in 1965-66.

Nauru is linked by telecommunications with Australia and, via Australia, other parts of the world. Regular radio schedules are operated with Sydney and with other Pacific island stations, and a daily radio teleprinter service with Australia has been in operation since November 1966.

Education

The Administration assumed full responsibility for education on 1 October 1923. Prior to that date the education of Nauruan children was undertaken by the Missions, which were subsidised by the Administration. The Administration operates six infant schools, two primary schools and a secondary school, and there is a mission school which also provides instruction at these three levels. At 30 June 1966 there were 833 Nauruans, 278 other Pacific Islanders, 106 Chinese, and 81 Europeans enrolled in the infant and primary schools, and 317 at secondary level.

The curriculum is based generally on that used in Victorian schools, and the teaching is generally in English. Education is compulsory for Nauruan children from six to seventeen years of age. At 30 June 1966 ninety-two Nauruans were studying in Australia. Of these, 50 held Administration scholarships, 12 were Administration cadets, three were Administration sponsored apprentices, and 27 were privately sponsored. In addition to these there was one Administration sponsored student attending the Papuan Medical College and one privately sponsored student studying in Papua and New Guinea.

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 30 June 1966 was 43, of whom, however, only 3 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. 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.

Judiciary

By virtue of the *Nauru Act 1965* there is a Central Court which is a superior court of record consisting of a judge appointed by the Governor-General and such magistrates as are appointed by the Administrator. A Court of Appeal, comprising a judge or judges appointed by the Governor-General, has also been constituted under the Act. The District Court established by the *Judiciary Ordinance 1957-1965* of the Territory is continued in existence by the same Act.

Revenue and expenditure

The revenue of the Administration for the year 1965-66 amounted to \$1,940,704 and expenditure to \$1,778,214. Of the revenue, payments by the British Phosphate Commissioners amounted to \$1,724,272, post office and radio receipts, \$160,559, and import duties, \$8,736. Expenditure comprised salaries, \$684,091, general expenses, \$352,311, miscellaneous services, \$444,430, and capital works and services, \$297,382.

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 26 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. Australian expeditions have since visited the island from time to time. Heard Island is about twenty-seven miles long and thirteen miles wide. The McDonald Islands are twenty-six miles to the west of Heard Island. They are small, rocky and precipitous.

AUSTRALIAN ANTARCTIC TERRITORY

An Imperial Order in Council of 7 February 1933 placed under Australian authority all the islands and territories other than Adelie Land situated south of 60° S. latitude and lying between 160° E. longitude and 45° E. longitude. The Order came into force with a Proclamation issued by the Governor-General on 24 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 1 April 1938 as the islands and territories south of 60° S. latitude lying between 136° E. longitude and 142° E. longitude. 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 13 February 1954 the Australian National Antarctic Research Expeditions (ANARE) established a base on MacRobertson Land at latitude 67° 36' S. and longitude 62° 53' E. The base was named Mawson in honour of the late Sir Douglas Mawson and was the first permanent Australian station to be set up on the Antarctic continent. Meteorological and other scientific research is conducted at Mawson, which is the centre for coastal and inland survey expeditions.

A second Australian scientific research station was established on the coast of Princess Elizabeth Land on 13 January 1957 at latitude 68° 34' 36" S. and longitude 77° 58' 36" E. The station was named Davis in honour of Captain John King Davis of Melbourne, who commanded a number of famous Antarctic ships. The station was temporarily closed down in January 1965. In February 1959 the Australian Government accepted from the United States Government custody of Wilkes Station, which was established by the United States on 16 January 1957 on Vincennes Bay, at latitude 66° 15' S. and longitude 110° 33' E. The station was named in honour of Lieut. Charles Wilkes, who commanded the 1838-40 United States expedition to the area. A new station of advanced design is being constructed close to Wilkes which it will eventually replace. ANARE 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 1 December 1959 Australia signed the Antarctic Treaty with Argentina, Belgium, Chile, France, Japan, New Zealand, Norway, South Africa, the U.S.S.R., the United Kingdom, and the United States of America. Poland, Czechoslovakia and Denmark have subsequently acceded to the Treaty. The Treaty reserves the Antarctic area south of 60° S. latitude for peaceful purposes, provides for international co-operation in scientific investigation and research, and preserves, for the duration of the Treaty, the *status quo* with regard to territorial sovereignty, rights and claims. The Treaty entered into force on 23 June 1961. Since then the Antarctic Treaty powers have held four consultative meetings under the Treaty, the first at Canberra in July 1961, the second at Buenos Aires in July 1962, the third at Brussels in June 1964, and the fourth at Santiago in 1966.

COCOS (KEELING) ISLANDS

General description

The Cocos (Keeling) Islands, two separate atolls comprising some twenty-seven small coral islands with a total area of about 5½ square miles, are situated in the Indian Ocean in latitude 12° 5' S. and longitude 96° 53' E. They lie some 1,720 miles north-west of Perth and 2,290 miles almost due west of Darwin, while Johannesburg is some 3,800 miles further distant to the south-west, and Colombo is 1,400 miles to the north-west of the group.

The main islands of the Territory are West Island, the largest, about six miles from north to south, on which are the aerodrome and most of the European community; Home Island, the head-quarters of the Clunies-Ross Estate; Direction Island, on which was situated (until August 1966) the Cable and Wireless Station operated by the Overseas Telecommunications Commission (Australia) and the Department of Civil Aviation's marine base; and Horsburgh Island. North Keeling Island, which forms part of the Territory, lies about fifteen miles to the north of the groups and has no inhabitants.

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

The climate is equable and pleasant, usually being under the influence of the south-east trade winds for about three-quarters of the year. However, the winds vary at times, and meteorological reports from the Territory are particularly valuable to those engaged in forecasting for the eastern Indian Ocean. The temperature varies between 70° and 89° F., and the average rainfall is about 67 inches. There are occasional violent storms. The worst cyclone in the recorded history of the islands was in 1909, when about 400,000 coconut palms were uprooted or decapitated and the accompanying tidal wave left only five buildings standing.

The population at the Census of 30 June 1966 was 684.

History and administration

Summarised particulars of the discovery of the islands and their history up to 1946, when they became a dependency of the Colony of Singapore, are given in Year Book No. 51, page 140, and in earlier issues. On 23 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.

Responsibility for the administration of the Territory rests with the Minister for Territories. The first Official Representative was appointed on 23 November 1955 to take charge of the local administration of the Territory. Under the *Official Representative Ordinance 1955-1961* 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 1955-1966* 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 1955-1966*. 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.

Transport and communication

There is an international airport at West Island under the control of the Commonwealth Department of Civil Aviation. This is a re-fuelling point for aircraft of Qantas Empire Airways Ltd, South African Airways and British Eagle International Airways, which operate weekly services between Australia and South Africa. Although there is no regular shipping service, vessels from Australia and Singapore call at intervals. A telegraph station, operated and staffed by the Overseas Telecommunications Commission (Australia), on Direction Island, was closed down in August 1966. A teleprinter service has been inaugurated between West Island and Australia. It is operated by the Administration on behalf of the Commission.

CHRISTMAS ISLAND

Christmas Island is an isolated bank situated in the Indian Ocean in latitude 10° 25' 22" S., longitude 105° 39' 59" E. It is approximately 220 miles south from Java Head at the south entrance to Sunda Strait, 815 miles from Singapore and 1,630 miles from Fremantle. Christmas Island covers an area of about fifty-two square miles. It consists of a central plateau of 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 principal settlement is located and which is also the only known anchorage.

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

The economy of the Territory is based almost entirely on the mining and extraction of phosphate. Because of the nature of the land there appears little prospect of establishing any other economic activity.

The population of Christmas Island at 30 June 1961 was 3,099 (1,963 males and 1,136 females). At the census of 30 June 1966 the total population was, 3,381 (2,151 males and 1,230 females).

Education

At 30 June 1966 there were two school systems on the Island—the Christmas Island school system which serves the majority of the children and a European school which serves a small number of children. The Christmas Island school system follows the Singapore curriculum, with 27 teachers, mostly Singapore trained, and 840 pupils (667 primary and 173 secondary). The European school follows the Western Australian primary school syllabus, with one teacher seconded from the Western Australian Department of Education, and 37 pupils.

Four Administration scholarships are available each year for Asian students who have completed a three year secondary course to enable them to receive further secondary education at Singapore or Malaya up to University Matriculation level. An education allowance of \$290 per annum, plus annual return fare for the scholar, is paid to Europeans resident in the Territory who send their children to Australia for secondary education. The British Phosphate Commission awards scholarships from time to time.

History and administration

Summarised particulars of the history of Christmas Island up to its administration by the United Kingdom as a separate Crown Colony from 1 January 1958, pending transfer to Australia, are given in Year Book No. 51, page 141, and in earlier issues. On 1 October 1958 the Island was transferred to the Commonwealth of Australia 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 30 September 1958 were continued as the laws of the Territory after its transfer to Australia.

Phosphate deposits

The only commercial activity carried out is the mining of phosphate. The British Phosphate Commissioners act as managing agents for the Christmas Island Phosphate Commission. There are three principal phosphate deposits on the island of which the largest is that now being worked at South Point. This field is situated on the 600 feet to 800 feet level and is approximately 12 miles from the drying and shipping plant at Flying Fish Cove. During 1965-66 approximately 782,000 tons of phosphate were exported to Australia and New Zealand. In addition some 83,508 tons of phosphate dust were exported to Malaysia, Singapore and Australia.

Transport and communication

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.

An internal telephone system is operated by the British Phosphate Commissioners. It includes three major automatic exchanges and three small subscriber-attended exchanges. A radio station is also operated by the Commissioners for messages via Perth and Singapore and for communication with ships at sea, and installation of a radio teleprinter link with Perth is planned.