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CHAPTER V.

THE TERRITORIES OF AUSTRALIA.

NOTE.—The internal Territories of Australia are the Northern Territory and the Australian Capital Territory. External Territories under the control of Australia are:—Norfolk Island; Papua (formerly British New Guinea); the Territory of New Guinea (under Trusteeship Agreement with the United Nations); Nauru (under Trusteeship Agreement with the United Nations); the Territory of Heard and McDonald Islands; the Australian Antarctic Territory; the Territory of Ashmore and Cartier Islands; and the Territory of Cocos (Keeling) Islands. 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 pp. 5, 23 and 24 of Chapter I.

THE NORTHERN TERRITORY.

§ 1. Area and Population.

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

2. **Population.**—(i) *Population excluding Full-blood Aborigines.* At the Census of 30th June, 1954, the population of the Northern Territory, excluding full-blood aborigines, was 10,288 males, 6,181 females, 16,469 persons. Corresponding figures at the Census of 30th June, 1947, were 7,378, 3,490 and 10,868 respectively. The estimated population, excluding full-blood aborigines, at 30th June, 1956, was 18,297 persons.

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

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

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

(ii) *The Aborigines.* The total number of full-blood aborigines at 30th June, 1956, was estimated at 15,971, of whom approximately 3,761 were in regular employment. By virtue of the Aborigines Ordinance No. 2 of 1953, part aborigines are not now deemed to be aborigines within the meaning of the Aborigines Ordinance 1918–1953, except children who were committed to institutions prior to the commencement of the ordinance and those who have requested the Director of Native Affairs to declare them aborigines within the meaning of the ordinance.* Aboriginal reserves comprise an area of approximately 67,000 square miles. (See also Chapter XVI.—Population.)

§ 2. Legislation and Administration.

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

* The Aborigines Ordinance was replaced by the Welfare Ordinance which came into operation on 11th May, 1957. Under the Aborigines Ordinance all aborigines were, as a race, deprived of citizenship rights and could only attain them by individual exemption from the legislation. The Welfare Ordinance recognizes that, from birth, they are Australian citizens, and temporarily deprives of full citizen rights only those who are committed by name as wards of the State under processes laid down by law. Their commitment is subject to the right of individual appeal. This is the same basic idea that is expressed in social legislation applying to those members of the white community who are not able to look after themselves or who have to be protected (e.g., neglected children).

The Northern Territory (Administration) Act 1947 enabled the Northern Territory to set up a Legislative Council. The Council consists of the Administrator as President, seven official and six elected members who make ordinances for the Territory, which must be submitted to the Administrator for assent. The Administrator may, or may not, assent to them, or he may reserve them for the Governor-General. The Governor-General may disallow any ordinance assented to by the Administrator within six months from the date of assent, and the operation of ordinances relating to certain matters including Crown Lands and aboriginal affairs is dependent on his approval. Money votes may be proposed in the Council only by the Administrator himself, or by his permission or direction.

The Territory elects a member to the House of Representatives, who has the right to take part in debates but not to vote.

§ 3. Physiography.

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

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

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

§ 4. Climate, Fauna and Flora.

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

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

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

§ 5. Production.

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

In 1946, the Commonwealth Scientific and Industrial Research Organization commenced scientific surveys to define more accurately the potentialities of the Territory. Surveys

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

The survey of the Katherine-Darwin Region also indicated various soil types in other parts of the Region on which agricultural production tests would be worthwhile. In order to carry out these tests economically and quickly, the Administration, in 1952, organized a mobile unit for the purpose of conducting trials on five soil types with pineapples, peanuts, sorghum, tobacco and other crops.

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

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

Cattle exported during 1956-57 numbered 135,988—76,528 to Queensland, 55,808 to South Australia and 3,652 to Western Australia—170 horses were also exported. Importations of livestock were—Bulls, 874; other cattle, 18,456; stallions, three; other horses, 151; rams, 26; other sheep, 1,825; and pigs, 10.

The estimated number of livestock in the Territory at the end of the years 1939 and 1952 to 1956 is given in the table hereunder:—

NORTHERN TERRITORY: LIVESTOCK.

31st December—			Horses.	Cattle.	Sheep.	Pigs.	Goats.	Camels.	Donkeys.	Mules.
1939	..	..	32,721	922,581	38,587	483	20,335	331	1,443	366
1952	..	..	34,645	935,602	33,773	799	11,861	100	873	546
1953	..	..	36,985	966,033	31,232	1,132	12,502	53	1,475	626
1954	..	..	33,035	968,755	28,644	911	11,152	50	661	364
1955	..	..	37,306	1,027,819	33,249	1,076	12,273	59	755	363
1957 (a)	..	..	38,180	1,175,997	30,466	755	11,189	51	450	286

(a) 30th June. No figures available for 31st December, 1956.

3. Hides and Skins.—The number of hides and skins exported from the Northern Territory during 1956-57 was as follows:—buffalo, 1,482; sheep, 1,408; crocodile, 229; and cattle, 4,063. Kangaroo skins also were exported, but details are not available.

4. **Mining.**—Alluvial gold digging in the Northern Territory commenced in 1869 and in 1881 the yearly return was valued at £111,945. The value of minerals produced in the Territory in 1956 reached an all-time peak of £2,789,000 compared with £1,691,000 in the previous year, mainly because of an increase in the value of copper production. Gold, which in the past has always returned the highest value of mineral production, was surpassed by copper in 1956. The total value of copper production in 1956 was £1,579,000, most of which was won at Tennant Creek, where production is concentrated on copper with gold as a by-product.

The value of gold production increased, most of the ore also being obtained from Tennant Creek. The ore is treated by plant at the mine. The value of wolfram production increased slightly. The Harts Range Mica Field continues to produce the bulk of Australian high grade mica. The production of tin concentrates continued to decline.

Uranium minerals were first discovered at Rum Jungle in September, 1949, and other deposits have been found since. Continued interest in uranium mining is being shown by Australian and overseas mining companies. The first full-scale uranium treatment plant was opened at Rum Jungle in 1954, and continuous production of uranium oxide is now being achieved. The production of manganese was first reported during 1955, and is being mined for use at the Rum Jungle treatment plant.

The following table shows the value of mineral production for the years 1952 to 1956:—

NORTHERN TERRITORY: VALUE OF MINERAL PRODUCTION.
(£'000.)

Year.	Gold.	Tin Concen- trates.	Copper Ore.	Mica.	Wolfram.	Total ¹ All Minerals. (a)
1952	681	10	53	125	413	1,282
1953	820	15	18	102	267	1,221
1954	839	13	114	124	54	1,145
1955	866	3	611	65	118	1,691
1956	996	1	1,579	42	141	2,789

(a) Excludes uranium. Includes small quantities of other minerals produced.

5. **Pearl and Other Fisheries.**—In 1884, mother-of-pearl-shell was discovered in the harbour of Port Darwin. Since that time, the areas fished have extended to the various banks to seaward and coastwise along the Northern Territory coast. Figures for production and value of shell for the seasons 1951–52 to 1955–56 are shown in the following table:—

NORTHERN TERRITORY: PEARL FISHING.

Season.	Boats Engaged.	Pearl-shell Taken.	
		Quantity. (’000 lb.)	Value. (£’000.).
1951–52	5	188	51
1952–53	7	260	59
1953–54	10	371	95
1954–55	9	343	89
1955–56	10	311	74

The price of shell remains high, £600 a ton for good grade shell being the average for 1955–56.

§ 6. Land Tenure.

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

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

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

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

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

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

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

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

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

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

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

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

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

Occupation Licences—granted for manufacturing, industrial or any prescribed purposes, for periods not exceeding 5 years.

Miscellaneous Licences—granted for periods not exceeding 12 months.

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

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

Gold-mining Leases—granted for a period of 21 years, renewable for further periods of 21 years, for areas not exceeding 20 acres each, at an annual rent of 2s. an acre and with payment of a royalty of 3d. in the £1 on the value of gold won, or 6d. in the £1 if on Aboriginal Reserves.

Mineral Leases—granted in blocks not exceeding 40 acres each, at an annual rent of 1s. an acre, with term, renewal, and royalty conditions as for gold-mining leases.

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

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

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

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

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

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

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

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

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

§ 7. Trade, Transport and Communication.

1. **Trade.**—No record is kept of the trade between the States and the Territory. In the post-war years 1945–46 to 1948–49, direct overseas imports averaged about £200,000 a year, but in the four years 1950–51 to 1953–54, the average was about £625,000 a year. In 1955–56, imports totalled £1,154,810. Direct overseas exports amounted to £558,879 in 1955–56.

2. **Shipping.**—Shipping services to Darwin are provided at intervals of about six weeks by ships of the Australian Shipping Board from the eastern States and a twice monthly service from Western Australia by ships of the Western Australian State Shipping Service. Oversea tankers visit Darwin approximately six times annually with supplies of aircraft fuel and other petroleum products. Other overseas vessels call at irregular intervals. During 1955–56, 54 calls were made by vessels at Darwin, landing approximately 52,235 tons of merchandise and 47,515 tons of petroleum products.

3. **Air Services.**—At 30th June, 1956, there were 33 government aerodromes and 103 licenced aerodromes in the Territory. Darwin, a first class international airport, is the first port of arrival in Australia for virtually all aircraft from Europe and Asia. Qantas Empire Airways Ltd. and British Overseas Airways Corporation operate, through Darwin, a Sydney–Singapore–London passenger and freight service, and Qantas also operates a Sydney–Japan service and a Sydney–Johannesburg service. The Air France service from Paris to New Zealand via Saigon and the K.L.M. London–Singapore–Sydney services also call at Darwin. Regular inland services calling at Darwin are Trans-Australia Airlines (from Adelaide, Melbourne, Sydney and Brisbane), and MacRobertson–Miller Airways Ltd. (from Perth and Wyndham). MacRobertson–Miller Airways Ltd. and Connellan Airways Ltd. operate a network of air services throughout the Territory, the latter company's base being at Alice Springs. The Aerial Medical Service operates aircraft, and charter services can be secured at Darwin and Alice Springs.

4. **Railways.**—The Commonwealth Railways Commissioner, under the Commonwealth Railways Act 1917–1955, operates the Central Australia Railway from Port Augusta to Alice Springs over a distance of 771 miles, of which about 200 are in the Northern Territory. The Commissioner also operates the North Australian Railway between Darwin and Birdum on a 3 ft. 6 in. gauge over a distance of 316 miles. The two inland terminals, Alice Springs and Birdum, are over 600 miles apart and are connected by road transport along the Stuart Highway. A road-rail passenger and freight service operates between Adelaide and Darwin.

The Clapp plan for the standardization of Australian railways recommended, *inter alia*, the construction of a standard gauge (4 ft. 8½ in.) strategic and developmental railway between Dajarra (Queensland) and Birdum, and the conversion to standard gauge of the Birdum–Darwin line, but not the conversion of the Port Augusta–Alice Springs line nor the construction of a 4 ft. 8½ in. line between Alice Springs and Birdum. Provision for both of the last two projects, however, was included in an agreement with South Australia enacted in 1949.

The Governments of the Commonwealth and South Australia agreed in 1950 that a standard gauge railway from Stirling North to Leigh Creek coalfields (157 miles) should be constructed. A further agreement, in 1954, provided for an extension to Maree, 56 miles north of Leigh Creek. This line was officially opened by the Acting Prime Minister, Sir Arthur Fadden, on 27th July, 1957.

5. **Roads.**—During the war, roads were built connecting Alice Springs with Darwin, and Mount Isa (Queensland) with Tennant Creek. The first of these roads, known as the North–South Road or Stuart Highway, is 954 miles long, and runs via Larrimah and Tennant Creek. The Mount Isa–Tennant Creek Road (Barkly Highway) is 403 miles long and joins the Stuart Highway some 14 miles north of Tennant Creek. Both were used extensively during the war, the Stuart Highway, in particular, experiencing very heavy and continuous traffic. Since the war, the Stuart Highway has been used continually as a means of transporting foodstuffs and other supplies to Darwin and northern centres. The route is used also for overland tourists and travellers from the southern States to

Darwin. With the further development of the pastoral and mining industries in the Territory, road trains are now being used on both highways for the export of cattle and ore. Both roads have good water bores and communications. There are now approximately 12,000 miles of road in the Territory of which 1,287 miles are sealed.

6. Posts, Telegraphs, Telephones and Wireless.—Postal communication is maintained by road and rail transport between Darwin and the capital cities of Australia. In addition, vessels belonging to the Western Australian State Shipping Service give a regular service between Fremantle and Darwin. Mail is also carried between the capital cities of Australia and Darwin by the airway companies operating in each State. 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 transcontinental telegraph line, covering a length of 2,230 miles, runs in a northerly direction from Adelaide to Darwin, and links Darwin in telegraphic communication with other parts of the world.

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

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

§ 8. Education.

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

At the beginning of the 1957 school year, there were 10 Government schools for European children in the Northern Territory, with 2,298 pupils, providing instruction according to the South Australian curriculum. Classes up to the Leaving Certificate are provided at Alice Springs and at Darwin there is a separate High School with classes up to the Leaving Certificate.

Children of primary and pre-Intermediate secondary standard who live more than 10 miles from an established school receive an allowance of £80 per annum plus fare concessions if they board away from home in order to attend school. Nine exhibitions are available annually on the results of the Intermediate Certificate, the maximum benefits being £110 per annum and annual return fares if the recipients are required to board away from home in order to attend school.

Approximately 100 children receive correspondence education under the South Australian Correspondence School system. The "School of the Air" supplements normal correspondence instruction for certain children. Some of these live as much as 500 miles distant from Alice Springs, from which point the "School of the Air" is conducted. Three half-hourly sessions are given each day and the unique feature of the "School of the Air" is the "Question and Answer" section which forms a part of every session. Children with access to radio transceivers are able to ask questions of their teacher and all other pupils listen to the answers.

Six pre-school centres have been established in the Territory. Of these, four reach the required standards for subsidy by the Administration of the amount of the salary of a trained pre-school teacher. Two centres occupy buildings specially erected for the purpose at the expense of the Administration, and a third centre occupies a building purchased by the Administration. Two scholarships are offered each year for Territory girls to qualify as pre-school teachers.

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

and school clothes are supplied to the pupils. In addition to the 12 Administration schools, 13 schools for aboriginal children are conducted by Missions with the aid of Government subsidies. Three schools, also aided by Government subsidies, have been established on pastoral properties and the establishment of others along similar lines is planned.

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

§ 9. Native Welfare.

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

§ 10. Finance.

Details of revenue and expenditure of the Territory for the years 1951–52 to 1955–56 are shown below. The information given covers the transactions of the Commonwealth Consolidated Revenue Fund relating to the Northern Territory and the transactions of the North Australia Railway.

NORTHERN TERRITORY: REVENUE AND EXPENDITURE. (£.)

Item.	1951–52.	1952–53.	1953–54.	1954–55.	1955–56.
REVENUE.					
<i>Taxation—</i>					
Probate and Stamp Duties ..	6,201	5,565	6,292	9,928	7,765
Motor Registration ..	(a)	11,354	25,882	36,694	41,528
<i>Total ..</i>	<i>(a)</i>	<i>16,919</i>	<i>32,174</i>	<i>46,622</i>	<i>49,293</i>
<i>Business Undertakings—</i>					
North Australia Railway ..	48,929	42,160	68,411	69,494	85,559
Electricity Supply ..	139,572	260,521	259,687	264,969	311,158
<i>Total ..</i>	<i>188,501</i>	<i>302,681</i>	<i>328,098</i>	<i>334,463</i>	<i>396,717</i>
<i>Other—</i>					
Rent and Rates ..	101,263	115,758	127,852	143,152	187,068
Miscellaneous ..	167,536	177,839	227,110	188,169	189,064
<i>Total ..</i>	<i>268,799</i>	<i>293,597</i>	<i>354,962</i>	<i>331,321</i>	<i>376,132</i>
Grand Total ..	(b)463,501	613,197	715,234	712,406	822,142

(a) Not available.

(b) Incomplete.

NORTHERN TERRITORY: REVENUE AND EXPENDITURE—continued.

(£.)

Item.	1951-52.	1952-53.	1953-54.	1954-55.	1955-56.
EXPENDITURE.					
<i>Public Debt Charges—</i>					
Interest(a)	125,879	126,328	133,866	135,546	124,561
Debt Redemption(b) ..	62,783	65,907	69,194	72,651	76,283
Other(c) .. ..	..	79	..	7,029	..
<i>Total</i>	<i>188,662</i>	<i>192,314</i>	<i>203,060</i>	<i>215,226</i>	<i>200,844</i>
<i>Business Undertakings—</i>					
North Australia Railway ..	90,966	114,477	139,324	158,383	183,268
Electricity Supply ..	280,064	266,614	268,307	275,423	282,976
Water Supply	56,151	71,104	73,495	64,736	83,959
Hostels Loss	29,185	42,653	25,159	31,607	41,849
<i>Total</i>	<i>456,366</i>	<i>494,848</i>	<i>506,285</i>	<i>530,149</i>	<i>592,052</i>
<i>Social Expenditure—</i>					
Aboriginal Affairs ..	286,041	278,492	354,266	413,833	421,412
Educational Services ..	75,838	95,476	94,578	132,311	131,548
Public Health, Recreation and Charitable	389,158	508,166	547,680	586,158	668,835
Law, Order and Public Safety	31,357	35,063	32,738	48,520	52,291
<i>Total</i>	<i>782,394</i>	<i>917,197</i>	<i>1,029,262</i>	<i>1,180,822</i>	<i>1,274,086</i>
<i>Capital Works and Services—</i>					
North Australia Railway ..	20,209	162,020	229,861	141,529	93,371
Water Supplies, Roads, Stock Routes, etc. ..	215,366	174,780	142,402	115,873	106,344
Darwin Lands Acquisition ..	..	56,209	..	..	..
Buildings, Works, Sites, etc.	974,058	858,459	1,162,146	1,565,381	2,467,573
Plant and Equipment ..	91,651	116,707	137,096	137,338	214,117
Additional Working Account (Northern Territory Ser- vices Trust Account) ..	..	..	10,000	..	..
Loans for housing ..	..	..	..	..	73,000
<i>Total</i>	<i>1,301,284</i>	<i>1,368,175</i>	<i>1,681,505</i>	<i>1,960,121</i>	<i>2,954,405</i>
<i>All Other—</i>					
Territory Administration ..	529,127	683,711	735,215	772,476	1,048,967
Developmental Services ..	88,170	117,419	140,541	126,797	128,717
Municipal, Sanitary and Gar- bage Services	73,565	88,336	81,796	72,866	83,466
Shipping Subsidy	3,800	3,800	3,800	3,800	3,800
Airmail Service Subsidy ..	5,200	11,000	11,708	18,300	35,229
Railway Freight Concessions	26,323	22,955	20,367	24,039	20,200
Rent, Repairs and Mainte- nance, n.e.i.	125,233	153,608	152,768	178,242	191,528
<i>Total</i>	<i>851,418</i>	<i>1,080,829</i>	<i>1,146,195</i>	<i>1,196,520</i>	<i>1,511,907</i>
<i>Grand Total</i>	<i>3,580,124</i>	<i>4,053,363</i>	<i>4,566,307</i>	<i>5,082,838</i>	<i>6,533,294</i>

(a) Includes North Australia Railway Interest and Exchange, 1951-52, £83,959; 1952-53, £84,887; 1953-54, £83,633; 1954-55, £86,403; 1955-56, £76,634. (b) Includes North Australia Railway Debt Redemption, 1951-52, £36,303; 1952-53, £38,103; 1953-54, £40,000; 1954-55, £41,997; 1955-56, £44,096. (c) Railways Loan Redemption and Conversion Expenses.

THE AUSTRALIAN CAPITAL TERRITORY.

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

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

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

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

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

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

2. **Progress of Work.**—(i) *General.* Further progress in providing housing and allied community facilities was shown in the works programme in the Australian Capital Territory for the financial year 1954–55 and engineering services were kept abreast of developmental requirements. Planning was begun for the increase in population which will result from transferring other Departments to Canberra as the various sections of the new Administrative Building are completed.

The total expenditure on capital and maintenance works in the works programme amounted to £6,592,149 in 1955–56 and £6,378,707 in 1956–57.

The combined labour force of the Department of Works and contractors working for the Department totalled 2,194 men, at 30th June 1956, and 2,445 at 30th June, 1957.

(ii) *Works Programme.* (a) *Housing.* During 1956–57, 654 dwelling units were completed (621 built by contract and 33 by day labour) as compared with 454 (430 by contract and 24 by day labour) in 1955–56. The number of houses of each type completed in 1956–57 (1955–56 figures in parentheses) was as follows:—Brick 60 (55), brick veneer 84 (107), brick flats 236 (eight), timber 98 (181), monocrete 157 (102), and masonry veneer 19 (one). Of the total units built, in 1956–57 and 1955–56, 45 and 77 respectively were built in the suburb of Ainslie, 114 and nil in Braddon, 43 and 85 in Deakin, 87 and 160 in Narrabundah, 20 and 72 in O'Connor, 114 and nil in Reid, and 212 and 26 in Yarralumla. More than 90 per cent. of the units built were for the Department of the Interior. At 30th June, 1957, there were 310 houses and 460 flats under construction.

(b) *Other Building.* Major projects completed during the year 1955–56 included an infants' school at Yarralumla, the Olympic Swimming Pool at Parkes, additional nurse's quarters for the Canberra Community Hospital, a pre-school centre at North Ainslie and a Mothercraft Centre at Throsby Crescent, Griffith. In 1956–57 major projects completed

were alterations and additions to the Canberra High School, an air-conditioned brick insectory for the C.S.I.R.O. at Black Mountain, and new recreational buildings at the Royal Military College, Duntroon, and H.M.A.S. Harman.

Further progress was made on the permanent Administrative Building at Parkes and at 30th June, 1957, its erection was well advanced. The concrete structure has been completed, and "A" block has been occupied.

Further progress was made on the construction of a 20-chamber Hoffman brick kiln at Westridge and work was begun on the construction of a bitumen hot mix plant for the Department of Works.

At 30th June, 1957, work was well advanced on new primary schools at Turner, Griffith, Yarralumla, and North Ainslie, while the new North Ainslie Infants school was 46 per cent. complete.

Other major building works under construction at 30th June, 1957, were the erection of a plant industry laboratory for the C.S.I.R.O., new Sergeants' mess and quarters at the R.M.C., Duntroon, Airmen's Quarters at the R.A.A.F. station, Fairbairn, and alterations and additions to chilling halls at the Canberra abattoirs.

(c) *Engineering Works and Services.* During 1955-56, five miles of sub-divisional roads were constructed to serve newly built areas and a further 15 miles were constructed in 1956-57, bringing the length of city roads at 30th June, 1957, to 237 miles, comprising 3 miles of concrete, 139 miles of bitumen paved and 95 miles of gravel. At the same date, the length of city footpaths was 141 miles. During 1956-57, about 15 miles of city roads were sealed and road maintenance works included the resealing of 38 miles of city roads. Major projects were the completion of three concrete bridges over Sullivan's Creek and of Woden's Creek bridge on the Cooma road, reconstruction of Cooma road and sealing to Tharwa turn off, sub-divisional roads in Yarralumla, Narrabundah, Ainslie, Duntroon, Griffith, Parkes and the Molonglo industrial area. Other projects carried out were the widening of a section of London Circuit, the construction of roads, parking area, etc., at the Olympic pool, realignment of Kambah lane, and the construction of a parking area in Mort Street, City. Considerable maintenance work was carried out on all city and country roads particularly in 1955-56 after excessive rainfall and storm damage.

During 1955-56, 47,348 feet of water mains were laid to reticulate water services to new buildings. A further 39,560 feet were laid in 1956-57. At 30th June, 1957, 8,081 houses were connected to the water supply system and of this number 6,926 were metered. The consumption for 1956-57 was 2,333 million gallons with an average daily consumption of about 176 gallons per head.

Construction of the 24" main from Lower Red Hill to London Circuit and a 36" suction main at the Cotter was completed.

Investigational work is being carried out at the site of the proposed new dam on the Upper Cotter River.

During 1955-56 and 1956-57, 61,811 feet and 61,104 feet respectively of sewer mains were laid to connect newly built houses to the sewerage system and 7,784 houses and buildings had been connected to the sewerage system by 30th June, 1957.

The main outfall sewer from Condamine Street to the Motel site was completed and the augmentation of the sewage treatment plant at Western Creek was nearly complete.

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

The total area of softwood plantations at 30th June, 1956, was 18,300 acres, of which 15,500 acres were *Pinus radiata*, the balance consisting of other softwood species, chiefly *Pinus ponderosa* and *Pinus laricio*.

Forestry operations in the Territory were begun on Mount Stromlo in 1915. Plantings up to 1925 were chiefly on decorative lines, but since then a much wider programme has been undertaken. Sawmill timber is now being obtained from the logs resulting from thinning operations and clear felling of mature plantations. The yearly output of pine timber has increased

from 30,000 super. feet in 1930–31 to approximately 12 million super. feet at the present time, the total amount cut to date being about 113 million super. feet. The present output consists of approximately 50 per cent. saw log timber producing building material, and 50 per cent. case-making materials.

In 1926, a comprehensive review was undertaken of the Territory's potentialities for forest development. A system of forest management was instituted in the existing forest area, and a considerable amount of survey and assessment work has been completed, resulting in the extension of operations, including fire protection, to 100,000 acres of hardwood forests in the Cotter catchment area. Hardwood produced during 1955–56 amounted to 2,000,000 super. feet log measure all of which was used in building operations in Canberra. The total amount of hardwood cut from Australian Capital Territory forests to date is about 33,000,000 super. feet.

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

Under the Seat of Government (Administration) Act 1910, Crown lands in the Territory may not be sold or disposed of for any estate in freehold except in pursuance of some contract entered into before the commencement of that Act. Leases of land in the city area are granted under the City Area Leases Ordinance 1936–1951, and leases of other lands under the Leases Ordinance 1918–1955. Land is also leased for various purposes in the city area under the Church Lands Leases Ordinance 1924–1932 and the Leases (Special Purposes) Ordinance 1925–1943, while one lease under the Church of England Lands Ordinance 1926 has been granted for church purposes.

Under the City Area Leases Ordinance 1936–1951, the Government may grant leases in the city area of any Crown land for business or residential purposes. Such leases may be issued for a period not exceeding 99 years at a rental equal to five per cent. of the unimproved value of the land, which value is subject to re-appraisal at the expiration of 20 years, and thereafter every 20 years. A suitable building must be commenced within six months and completed within 12 months unless an extension of time is allowed.

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

(ii) *Jervis Bay Territory.* The Commonwealth acquired from the State of New South Wales sovereign rights over the area comprising about 28 square miles of land and water at Jervis Bay for possible use as a port in connexion with the Australian Capital Territory. The Royal Australian Naval College was established in this area on a site known as Captain's Point, but was removed in 1930 to Flinders Naval Base, Victoria. It was, however, re-established at the original site as from the beginning of 1958. Some 13,000 acres of land in the Jervis Bay area, mostly of little value agriculturally, have been leased for short terms from time to time, chiefly for grazing purposes.

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

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

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

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

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

The population at the Census of 30th June, 1947, was 16,905 persons—15,156 in the city area, 1,389 in the rural districts and 360 in the Jervis Bay area—and at the Census of 30th June, 1954, it was 30,315 persons, 28,277 being in the Canberra city area and 517 in the Jervis Bay area. At 30th June, 1957, when a special count of Canberra City area was made, the population was 35,827 persons. The estimated population of the Territory at the same date was 37,865 persons.

7. Production.—During 1955–56, the production of the more important items of the agricultural and pastoral industry was—Wheat, 18,867 bushels; wool, 2,333,000 lb.; whole milk, 913,000 gallons; meat (bone-in weight, fresh), 3,332 tons. The numbers of livestock depastured at 31st March, 1956, were—Horses, 794; cattle, 9,489; sheep, 257,901; and pigs, 120.

8. Education.—The Commonwealth Department of the Interior is primarily responsible for the education of children in the Australian Capital Territory. The New South Wales Education Department, however, provides teachers and the curriculum for schools in the Territory and is reimbursed annually for expenses incurred.

There are two public secondary schools in Canberra providing courses to the Leaving Certificate standard, Canberra High School, Acton, and Telopea Park High School, Barton.

Twelve schools provide courses for children in infants and primary classes, including two in the Jervis Bay area and three in rural districts. A school for mentally handicapped children was opened early in 1955.

There are eight private schools in Canberra. Of these, St. Edmund's Christian Brothers College, St. Christopher's Convent, Canberra Grammar School (Boys) and Canberra Church of England Girls' Grammar School provide courses leading to the Leaving Certificate Examination.

The Australian Capital Territory Education Ordinance provides for the compulsory attendance at school of children between the ages of six and fifteen years.

Fifteen pre-school centres, including two sub-centres, an occasional care centre and a mobile unit which visits outlying areas provide pre-school facilities for approximately 1,250 children between the ages of three and five years.

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

Education at university level is provided by the Canberra University College, details of which will be found in Chapter XII.—Education.

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. Further reference to this University appears in § 8 of Chapter XII.—Education.

9. Finance.—Details of revenue and expenditure for the years 1951–52 to 1955–56 are given in the following table :—

AUSTRALIAN CAPITAL TERRITORY : REVENUE AND EXPENDITURE.

(£.)

Item.	1951–52.	1952–53.	1953–54.	1954–55.	1955–56.
REVENUE.					
<i>Taxation—</i>					
Motor Registration	37,723	41,973	47,998	53,768	79,229
Liquor	15,689	21,034	22,756	25,436	26,213
Rates	18,271	22,312	30,306	38,333	51,542
Other	765	1,196	935	1,149	990
<i>Total</i>	<i>72,448</i>	<i>86,515</i>	<i>101,995</i>	<i>118,686</i>	<i>157,974</i>
<i>Business Undertakings—</i>					
Railways	10,246	24,493	14,557	29,233	15,168
Electricity Supply	230,363	328,108	471,410	510,852	(a)
Water Supply and Sewerage	24,086	22,002	25,390	26,706	24,361
Abattoirs	22,337	28,706	27,115	29,254	31,410
<i>Total</i>	<i>287,032</i>	<i>403,309</i>	<i>538,472</i>	<i>596,045</i>	<i>70,939</i>
<i>Rent—</i>					
Housing	334,020	409,915	502,096	556,725	585,940
Land	77,832	91,038	110,080	88,150	115,970
Miscellaneous	11,246	13,299	16,196	8,473	8,956
<i>Total</i>	<i>423,098</i>	<i>514,252</i>	<i>628,372</i>	<i>653,348</i>	<i>710,866</i>
Interest	11,798	17,335	22,300	25,032	52,388
Fees for Services and Fines	18,456	21,325	21,559	40,273	45,991
Mortgages—Principal	267,399	128,037	155,596	113,453	210,270
Sale of Houses .. ..	..	..	..	170,298	151,029
Other	73,644	61,619	94,628	88,400	128,260
<i>Grand Total</i>	<i>1,153,875</i>	<i>1,232,392</i>	<i>1,562,922</i>	<i>1,805,535</i>	<i>1,527,717</i>
EXPENDITURE.					
<i>Public Debt Charges—</i>					
Interest	173,836	172,579	183,086	180,659	180,826
Debt Redemption	81,530	85,605	89,884	94,323	99,025
Other .. ..	..	42	..	336	..
<i>Total</i>	<i>255,366</i>	<i>258,226</i>	<i>272,970</i>	<i>275,318</i>	<i>279,851</i>
<i>Business Undertakings(b)—</i>					
Railways	37,058	45,802	42,721	39,705	44,530
Electricity Supply	329,707	436,271	504,559	542,939	(a)
Water Supply and Sewerage	59,040	69,279	83,047	81,642	166,781
Abattoirs	17,736	20,310	20,379	20,933	24,782
Brickworks Loss	(c)	25,000	30,000	18,000	18,000
Transport Services(d)	63,000	60,000	60,000	64,000	70,000
Firewood Supplies Loss	1,000	1,000	1,000	1,000	1,000
Hostels(e)	64,688	26,513	33,542	9,075	22,726
<i>Total</i>	<i>572,229</i>	<i>684,175</i>	<i>775,248</i>	<i>777,294</i>	<i>347,819</i>

NOTE.—For notes see end of table, page 120.

AUSTRALIAN CAPITAL TERRITORY : REVENUE AND EXPENDITURE

—continued.

(£.)

Item.	1951-52.	1952-53.	1953-54.	1954-55.	1955-56.
EXPENDITURE—continued.					
<i>Social Expenditure(b)—</i>					
<i>Education—</i>					
Primary and Secondary ..	158,298	183,356	239,525	296,783	327,162
Technical College	28,005	39,191	38,490	42,190	47,322
University	48,100	60,300	64,882	79,625	113,110
Science, Art, Research, etc. ..	4,444	5,459	5,727	5,691	6,351
Nursery Schools and Pre-School Centres	12,690	18,724	18,749	19,624	23,376
Public Health and Recreation..	62,218	75,369	88,820	89,755	95,314
<i>Charitable—</i>					
Hospital—General	135,487	144,733	135,328	141,831	189,211
Relief of Aged, Indigent, etc. ..	2,933	2,739	3,227	3,241	3,427
Other	8,459	11,250	14,801	17,225	20,450
<i>Law, Order and Public Safety—</i>					
Justice	14,297	17,399	22,467	25,767	26,773
Police	63,995	74,492	86,413	87,126	98,720
Public Safety	16,264	18,499	20,559	19,658	20,016
<i>Total</i>	<i>555,190</i>	<i>651,511</i>	<i>738,988</i>	<i>828,516</i>	<i>971,232</i>
<i>Capital Works and Services(f)—</i>					
<i>Business Undertakings—</i>					
Railways	7,620	3,166	2,562	7,432	5,948
Electricity Supply	223,297	272,038	138,162	160,045	201,988
Water Supply and Sewerage ..	362,735	364,006	408,365	408,781	625,760
Abattoirs	8,558	9,856	4,992	9,526	18,827
Transport Services	46,844	41,956	18,996	44,191	93,727
Hostels(g)	1,918	420	..	..	..
Brickworks .. .. .	..	7,738	21,154	..	..
<i>Total</i>	<i>650,972</i>	<i>699,180</i>	<i>594,231</i>	<i>629,975</i>	<i>946,250</i>
<i>Social Expenditure—</i>					
Primary and Secondary Education	} (c)				
Technical College		169,628	151,192	193,081	284,762
University					
Public Health and Recreation		17,884	23,741	10,309	7,770
Hospital—General		37,361	66,285	86,147	26,786
Police		146	3,238	2,485	..
Public Safety		2,214	5,528	3,664	8,212
<i>Total</i>	<i>43,352</i>	<i>262,563</i>	<i>245,756</i>	<i>297,749</i>	<i>329,660</i>
<i>Other—</i>					
Roads and Bridges	110,616	264,307	208,391	249,980	389,319
Parks and Gardens, etc. ..	24,695	26,540	23,927	21,348	34,164
Lands and Surveys	72	2,509	1,367	1,052	120
Forestry	80,370	33,050	45,871	67,805	72,771
Housing	2,287,179	1,578,790	1,168,499	1,507,204	2,545,520
Civil Aviation	(c)	(c)	(c)	(c)	12,787
Public Works, n.e.i.	661,900	382,661	356,351	573,934	869,514
<i>Total Capital Works and Services</i>	<i>3,859,156</i>	<i>3,249,600</i>	<i>2,644,393</i>	<i>3,349,047</i>	<i>5,200,105</i>

NOTE.—See next page for notes.

AUSTRALIAN CAPITAL TERRITORY: REVENUE AND EXPENDITURE

—continued.

(£.)

Item.	1951-52.	1952-53.	1953-54.	1954-55.	1955-56.
EXPENDITURE—continued.					
<i>All Other—</i>					
Roads and Bridges	184,824	243,480	208,733	199,111	239,748
Parks and Gardens, etc. ..	189,546	204,905	220,008	246,933	252,251
Lands and Surveys	43,584	43,910	53,125	47,745	54,530
Agriculture and Pasture ..	26,162	19,291	18,386	22,208	22,874
Forestry	12,000	10,000	7,000	5,000	5,000
Housing	94,038	102,220	101,254	121,179	164,584
Civil Aviation	(c) ¹	(c)	(c) ¹	(c) ¹	24,368
Legislative and General Administration	175,458	183,442	211,726	266,081	296,385
Public Works, n.e.i.	27,112	28,093	25,828	30,290	31,543
Miscellaneous(h)	60,641	79,380	64,036	9,039	43,808
<i>Total</i>	<i>813,365</i>	<i>914,721</i>	<i>910,096</i>	<i>947,586</i>	<i>1,135,091</i>
<i>Grand Total</i>	<i>6,055,306</i>	<i>5,758,233</i>	<i>5,341,695</i>	<i>6,177,761</i>	<i>7,934,098</i>

(a) Transactions in Australian Capital Territory Electricity Supply Trust Account. (b) Other than Capital Works and Services. (c) Not available. (d) Payment to Australian Capital Territory Transport Trust Account (loss on omnibus service) (e) Includes loss on operations, 1951-52, £54,900 1952-53, £12,700; 1953-54, £24,000; 1954-55, £7,500; and, 1955-56, £7,500. (f) Excludes repairs and maintenance. (g) Expenditure on plant and equipment by Department of Interior only. (h) Includes restoration of bushfire damage, 1951-52, £54,441; 1952-53, £72,783; 1953-54, £53,701; 1954-55, £3,582; and 1955-56, £1,391.

The following table, which was prepared by the Department of the Interior, shows the total receipts and expenditure of the Australian Capital Territory from 1901-2 to 30th June, 1956:—

**AUSTRALIAN CAPITAL TERRITORY: RECEIPTS AND EXPENDITURE TO
30th JUNE, 1956.**

Receipts.	£	Expenditure.	£
Commonwealth Treasury—		Lands	932,595
Parliamentary Appropriations—		Engineering works	13,938,051
Revenue	51,177,605	Architectural works	20,016,766
Loan	5,695,967	Other capital expenditure, sundry debtors, etc.	5,913,786
		Seat of Government Establishment Account, being maintenance and administration less revenue; expenditure of a capital nature for which assets no longer exist; profit and loss accounts of trading activities, etc.	a 16,072,374
Total Receipts	56,873,572	Net Expenditure	56,873,572

(a) Excludes interest £5,991,920.

The foregoing figures exclude part cost of national buildings (Parliament House, the Secretariats, etc.), federal highways within the Territory, the Queanbeyan-Canberra Railway, the housing loan, etc.

NORFOLK ISLAND.

1. **Area, Location, etc.**—Norfolk Island, discovered by Captain Cook in 1774, is situated in latitude 29° 3' 30" South, longitude 167° 57' 5" East. Its total area is 8,528 acres, the island being about 5 miles long and 3 miles wide. From Sydney, it is distant 930 miles, and from Auckland, 660 miles. The length of the coast line is 20 miles, and its form that of an irregular ellipse. Except for a portion on the south side and the landing place at Cascade on the northern side, almost inaccessible cliffs rise from the water's edge. The climate is equable, the temperature ranging between 49° and 85° F. with a mean of 68° F. The average annual rainfall is 53 inches. It has been said that the healthy climate together with the beauty of its landscapes and seascapes, should make Norfolk Island "the Madeira of the Pacific". The island, both pre-war and post-war, has been popular as a tourist resort. Pre-war the only means of transport to the island was by ship. However, with the inauguration of direct air services from Australia and New Zealand the majority of tourists now take advantage of these services.

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

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

The descendants of the *Bounty* mutineers, having become too numerous to subsist on Pitcairn Island, were removed to Norfolk Island in 1856. The new community, numbering 94 males and 100 females, were the descendants of British sailors and Tahitian women. The last of those transferred died at Norfolk Island on 1st March, 1943. The population of the island as disclosed by the Census of 30th June, 1954, was 942, consisting of 478 males and 464 females. The estimated population at 30th June, 1956, was 1,039 persons.

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

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

(i) **Primary Industries.** The soil on the island is particularly fertile, the climate equable, and the rainfall fairly evenly distributed except for a pronounced dry period in November. This enables a wide range of temperate and semi-tropical products to be cultivated. However, the island's comparative isolation and trading difficulties with New Zealand have hampered production in the past. A relaxation of some restrictions enabled out-of-season fruit and vegetables up to a limit of 3,000 lb. per week to be sent by air freight to Auckland, but the air service was reduced to fortnightly from August, 1956.

Prior to 1939, the principal primary product was passion fruit pulp. However, the introduction of disease together with the high cost of trellising and land reclamation has led to the curtailment of this industry. The production of bean seed has now become the main export industry. The island's isolation from many plant diseases found on the mainland, plus the fairly reliable dry period (which is conducive to the setting and maturing of seed), together with improved prices, induced a rapid expansion of production. In 1955-56, 1,084 bushels were exported and prices ranged from £6 10s. to £8 10s. per bushel. (This yield is lower than normal as adverse harvesting weather occurred resulting in considerable loss of bean seed.) The conditions on Norfolk Island also favour the production of other types of seed. Some cut flowers are exported to New Zealand at suitable periods.

Island conditions are also conducive to good pasture growth but for a number of reasons meat production is insufficient to satisfy the demands of both the tourists and the local inhabitants. However, as a joint product to pastoral pursuits, quantities of hides and wool are exported.

Fish and, in certain months, whales abound off the island. In the past, a number of ventures have been formed to exploit these resources. They have been short-lived owing, for the most part, to the lack of a sheltered harbour. However, a modern whaling station was started on the island in 1955 and production commenced during the second half of 1956, the quota of 150 humpback whales being taken before the close of the season.

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

(ii) *Tourists.* The unique history and unusual beauty of the island had always attracted a number of tourists in pre-war days. The building of the airstrip during the war has made the island far more accessible and a considerable tourist industry has developed, particularly with visitors from New Zealand. The industry is at present limited only by the accommodation available. Approximately 120 can now be catered for and accommodation is being continually expanded.

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

5. *Trade, Transport and Communication.*—Imports to Norfolk Island in 1938–39 amounted to £27,590, mainly from Australia. Since the 1939–45 War, they have risen from £32,402 in 1945–46 to £264,023 in 1955–56. In 1955–56 the major proportion (£248,633 or 94 per cent.) still came from Australia, while New Zealand supplied six per cent. Exports were valued at £16,970 in 1938–39, and have risen from £9,024 in 1945–46 to £38,330 in 1955–56. Australia was again the principal country concerned, exports thereto amounting to £31,214.

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

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

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

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

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

6. *Social Condition.*—Education is free and compulsory up to the age of fifteen years. The school conforms to the Australian standard of public education, ranging from kindergarten to the intermediate certificate, with a two years' super-primary course of instruction in cultural subjects and in woodwork, needlework, leatherwork, basketry and hat-making. The headmaster and assistant teachers are lent by the New South Wales Education Department, but they are paid by the Norfolk Island Administration. The number of scholars enrolled at 30th June, 1956, was 148, including 43 in kindergarten. Dental examination and free dental service are provided for school children.

The Court of Norfolk Island is a court of record with dual jurisdiction. Sitting in its Limited Jurisdiction, the Court has power to hear and determine actions of claims not

exceeding £30 and to punish summarily all crimes and offences involving a pecuniary penalty or a sentence of imprisonment not exceeding six months. In its Full Jurisdiction, the Court can hear and determine all actions, punish all crimes and offences, grant probate and letters of administration, hear and determine appeals from any conviction of the Court sitting in its Limited Jurisdiction, and exercise authority in all other matters. An appeal lies to the High Court of Australia from any judgment, order, decree or sentence of the Court sitting in its Full Jurisdiction when constituted by a Judge or the Chief Magistrate.

7. Finance.—The revenue of the Territory, together with an annual grant from the Commonwealth Government in aid of 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 sources of revenue in 1955–56 were:—Sale of liquor, £26,552; Commonwealth subsidy, £26,600; customs duties, £10,711. The total revenue was £119,655. Major items of expenditure in 1955–56 were:—administrative, £21,493; miscellaneous services, £23,412; repairs and maintenance, £14,545; capital works and services, £3,214; business undertakings, £29,895. Total expenditure amounted to £109,438.

PAPUA AND NEW GUINEA.

§ 1. Administration.

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

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

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

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

Subject to the Act, provision may be made by Ordinance for the establishment of Advisory Councils for Native Matters and Native Village Councils.

The Act also makes provision for the continuance of the existing laws of the Territory of Papua and the Territory of New Guinea.

§ 2. Finance.

The following table shows particulars of the financial operations of the Papua and New Guinea Administration for the years 1951–52 to 1955–56. Further information on each Territory will be found on pages 132 and 139.

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

Particulars.	1951-52.	1952-53.	1953-54.	1954-55.	1955-56.
REVENUE.					
Taxation—					
Customs Duties	1,475,117	1,455,055	1,931,851	2,089,143	2,443,734
Motor Registration	27,374	30,914	36,544	42,372	47,994
Stamp Duties	10,742	7,217	36,266	32,043	35,756
Licences	13,221	20,785	24,759	26,312	37,717
Business Undertakings—					
Post Office	94,946	158,013	126,861	134,653	141,737
Harbour Dues, Wharfage, etc.	111,566	87,901	52,818	63,650	68,838
Electricity Supply	65,573	91,401	111,699	168,869	229,784
Sale of Timber	85,872	72,415	110,491	96,384	133,094
Copra and Rubber Production	65,786	54,100	41,352	44,508	69,722
Other Agricultural Production	9,873	12,345	16,760	13,970	17,564
Water Supply and Sewerage	375	9,371	23,462	15,267	16,946
Lands—					
Mining—					
Royalty on Gold	79,684	109,246	71,480	66,446	54,663
Other	9,079	9,612	8,977	9,412	9,597
Forestry	19,804	21,947	34,358	58,588	75,832
Land Sales, Rents, etc.	36,450	47,296	52,838	101,618	81,578
Commonwealth Grant	5,285,559	4,657,022	5,421,981	7,125,687	8,433,823
Fees and Fines	49,837	55,620	55,997	67,485	69,649
All Other	235,568	191,095	233,259	123,632	329,119
Total	7,676,426	7,091,355	8,391,383	10,280,039	12,297,147
EXPENDITURE.					
Business Undertakings—					
Post Office	246,527	255,187	275,457	363,989	546,510
Harbours	91,330	55,375	56,588	65,434	106,755
Electricity Supply	258,296	294,142	310,137	321,598	359,192
Saw-mill	52,958	87,646	88,897	85,358	99,700
Water Supply and Sewerage	60,699	58,160	71,693	83,284	109,354
Social Expenditure—					
Education	376,799	331,172	389,590	466,291	602,906
Grants to Missions for Education	68,994	85,959	90,342	107,036	102,045
Public Health, Hospitals, etc.	1,362,027	1,092,459	1,245,493	1,655,817	1,921,634
Mission Medical Services—Grants	117,517	153,200	130,043	191,295	245,701
Law, Order and Public Safety	557,380	511,523	542,221	608,729	701,236
District Services and Native Affairs—					
Compensation to Natives for War Damage	286,653	280,505	196,504	92,135	67,712
Other	951,419	737,692	750,218	808,941	1,003,001
Capital Works and Services	1,755,970	1,592,690	2,258,150	3,142,899	3,332,416
All Other	1,509,688	1,586,464	1,929,765	2,255,997	2,948,630
Total	7,696,257	7,122,174	8,335,098	10,248,803	12,146,792

§ 3. Agriculture and Animal Industry.

1. **Soils.**—Although a large proportion of Papua and New Guinea is covered by skeletal soils unsuitable for agriculture, there are extensive areas in all parts where fertile soils occur, suitable for growing a wide range of crops. Most of the agriculture of the Territory up to the present has been on soils on the coastal plains, which, apart from the swamp soils, consist mainly of alluvium and podsolized alluvium. So far, these have been mostly under coconut plantations, although other crops such as rubber and cocoa have also been grown. The swamp soils, of which there are extensive areas in the Delta plains and other parts of the Gulf of Papua, and in smaller areas, are found intermittently around the coasts and along the lower reaches of the rivers, and are in general quite unsuited to any form of agricultural development.

Volcanic soils probably offer the greatest prospects for development. They are found mostly on the Central Plateau and southern foothills of the main island, but there are also areas in New Britain (particularly in the Gazelle and Willaumez Peninsulas),

Bougainville and New Ireland, as well as in numbers of smaller islands. Other rich soils are the alluvials of the river valleys. The largest single area of this type is in the trough occupied by the Ramu and Markham Rivers.

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

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

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

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

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

4. Plantation Agriculture.—The principal plantation crops cultivated are coconuts, rubber, cocoa and coffee.

Coconuts. Territory coconut plantations suffered severely from damage and neglect during the 1939–45 War, but rehabilitation has been rapid and, in 1955–56, about 500 plantations together with native coconut stands produced 80,185 tons of copra for export valued at £6,186,055. The area (excluding native stands) planted with coconut palms in March, 1956, was 242,004 acres. In addition, 10,331 tons of coconut oil valued at £1,326,806 and about 6,127 tons of coconut meal and cake valued at £131,467 were exported in 1955–56. A copra crushing mill was established at Rabaul in 1952. Native stands produce about 20 per cent. of the copra exported.

A contract with the United Kingdom commenced on 1st March, 1949, for a period of nine years, for the sale of Territory copra in excess of Territory and Australian requirements. The price of copra sold for the first contract year, 1949, was £60 per ton f.o.b. Territory ports, and the contract provides that the price for each subsequent year is to be not more than 10 per cent. higher or lower than that for the preceding year and is to be negotiated before the end of the preceding year. Early in 1952, the termination date of the contract was varied to 31st December, 1957, and prices are now negotiated on the basis of calendar years. The price for the calendar year 1957 was £67 10s. per ton f.o.b. Territory ports for fair merchantable sun-dried copra with small price differentials for other grades.

Rubber. Rubber exports have more than doubled since before the Japanese invasion, increasing from an average of 1,352 tons per year during the three years 1937–38 to 1939–40 to 3,793 tons in 1955–56, valued at £1,386,787. A total area of 28,118 acres had been planted with rubber trees up to March, 1956.

Cocoa. Exports of cocoa beans increased from 207 tons in 1949–50 to 1,290 tons in 1955–56, valued at £360,864. The area (excluding native stands) planted with cocoa trees in March, 1956, was 39,310 acres, native stands comprised 7,450 acres.

Coffee. Exports of coffee beans increased from 21 tons in 1949–50 to 171 tons in 1955–56, valued at £93,829. The area (excluding native stands) planted with coffee trees in March, 1956, was 39,310 acres, native stands comprising 7,450 acres.

5. *Native Agriculture.*—Most of the native inhabitants of Papua and New Guinea are agriculturalists producing fruit and vegetables for their own consumption. The crops grown vary according to environment and altitude, and include yams, taro and sweet potatoes, coconuts, bananas, papaws, maize, sugar-cane, cassava, beans, peanuts, rice, cucurbits and tobacco. Sago is the staple food in the extensive semi-inundated areas which occur along the lower valleys of the major rivers. In these areas, it is usually cut largely from naturally occurring stands. In other parts of the country, small areas of sago are grown along stream banks and in swampy patches and are regarded as a reserve in times of poor harvest. In recent years, the natives have taken up the production of introduced crops such as peanuts, rice, cucurbits and maize for their own consumption and cocoa and coffee for export. In coconut areas, large quantities of copra are produced. In 1955–56, native copra production was estimated at about 20,000 tons.

In many localities, the natives follow a farming system known as "Bush Fallowing Rotation". The inhabitants of each village have, at any one time, a number of distinct and separate cleared garden areas in the land surrounding the village. The garden clearings may be located some miles from the village and are not usually contiguous. Each garden area may be made up of a number of distinct plots owned by individual natives or families. Communal ownership of gardens is rare. The number of garden clearings (and their area) attached to each village depends on the size of the village and the fertility of the land.

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

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

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

6. *Animal Industry.*—At 31st March, 1956, the livestock in the Territory consisted of 10,435 cattle, 1,714 sheep, 4,640 goats and 5,687 pigs, besides horses, mules and poultry. These figures exclude native-owned livestock. The introduction of rabbits, foxes, hares and monkeys is prohibited.

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

Most of the sheep now in the Territory are Romney Marsh breed located at Nondugi in the highlands of New Guinea. This breed has been tried in various parts of the Territory. It produces a good carcass, and in drier parts a useful sheep. There are also some Asiatic sheep and crossed with Romney Marsh they produce good carcasses and are hardy. Current investigations on sheep raising which include tests and observations to determine the most suitable breeds and areas for grazing for both mutton and wool are based on the Hallstrom Livestock Station in New Guinea.

7. *Co-operative Societies.*—There has been a rapid increase in organized co-operative societies in recent years. Societies now total 224, membership 61,385 and turnover £1,002,965, representing increases of 26, 7,135 and £40,362 respectively, for the year ended 31st March, 1956.

The following table sets out details of the number of societies, members, etc., for the year ended 31st March, 1956:—

CO-OPERATIVE SOCIETIES: YEAR ENDED 31st MARCH, 1956.

Type of Society.	Number of Societies.	Number of Members.	Turnover.	Rebates to Members.	Total Capital.	Total Fixed Assets.
			£	£	£	£
Consumer Societies ..	17	2,930	129,578	5,881	14,680	9,545
Producer Societies ..	39	10,940	90,014	8,367	52,182	8,399
Dual Purpose Societies ..	168	47,515	783,373	35,880	266,827	38,469
Total	224	61,385	1,002,965	50,128	333,689	56,413

PAPUA.

§ 1. General Description.

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

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

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

§ 2. Population.

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

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

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

The estimated non-indigenous population at 30th June, 1957 (30th June, 1956 in parentheses) was—Males, 4,897 (4,708); females, 3,225 (3,003); Europeans, 7,071 (6,683); Asians, seven (nine); and Others (mainly half-caste), 1,044 (1,019); Total, 8,122 (7,711).

2. **Native Population.**—It is not possible to give exact data regarding the number of natives, because part of the interior is not as yet under complete Government control. However, the enumerated and estimated population of the Territory of Papua at 30th June, 1956 numbered 444,448 persons. This comprised 299,018 enumerated persons (158,092 males and 140,926 females) and 145,430 estimated. The total number was distributed through districts as follows:—Southern Highlands, 116,037; Western, 48,357; Gulf (including the former Delta district), 64,086; Central, 86,181; Milne Bay, 83,318; and Northern, 46,469.

§ 3. Native Labour, Taxation and Health.

1. **Native Labour.**—The laws relating to the employment of natives are uniform in Papua and New Guinea, and are contained in the Native Labour Ordinance 1950–53. They provide for the engagement of natives under a permit. Permits are issued by a District Officer, and authorize the holder to engage natives for employment on his own behalf, or on behalf of a registered employer who has authorized him to act on his behalf. Under this Ordinance, a native may be issued with a Native Assistant's Permit, which authorizes him to solicit natives to work for his employer, or for other employers who have authorized him to act on their behalf.

Natives are employed under written agreements which have been sanctioned and attested by a District Officer. The period of the agreement must not exceed two years, but one further agreement, for a period not exceeding one year, may be drawn up, if both parties desire it. The period, in both cases, begins on the day on which the agreement is sanctioned and attested. Both parties may, by mutual consent, and with the approval of a District Officer, cancel an agreement. On the termination of an agreement, employers are required to repatriate workers to their own villages.

Natives under the age of sixteen years may not be employed. Employers must provide native employees with housing, medical attention, food and clothing free of charge. A minimum monthly wage of twenty-five shillings and a working week of 44 hours are prescribed by Ordinance. Provision is also made for compensation in the case of injury or death.

2. **Native Taxes.**—No direct taxes have been levied on natives since the war. Native Village Councils (which are formed voluntarily by the natives) are, however, empowered to levy rates on villagers for the purpose of providing for local services carried out by the Councils.

3. **Health.**—The Department of Health has the general oversight of all medical and dental services. It maintains a large number of hospitals, which are staffed by fully-trained European medical personnel and trained native assistants, for both European and native patients. The Department has adequate facilities for research in tropical medicine.

At 30th June, 1956, there were in the Territory three European hospitals (one privately controlled); 36 native hospitals (one private and 15 mission); one mental hospital; 245 village aid posts (76 mission); 148 welfare clinics (49 mission); and three Hansenide colonies. The Missions employ their own doctors and nurses in their medical establishments. A training school has been established for the purpose of training natives in first aid, elementary physics, chemistry, anatomy, physiology and pathology in preparation for their employment as Native Medical Assistants. Natives are also attending the Central Medical School at Suva, Fiji, to be trained as Native Medical Practitioners and for other medical occupations. The chief complaints treated in hospital are malaria, yaws, tropical ulcers, respiratory infections, hookworm, venereal and skin diseases.

§ 4. Land Tenure.

The basic principle of the land laws of Papua is that all land not specifically alienated by due process from the natives, or established to be vacant and ownerless, is native land. At 30th June, 1956, of the total estimated area of Papua, approximately 58,000,000 acres, only 1,901,543 acres had been alienated. The distribution of alienated land at 30th June, 1956, according to tenure, was as follows:—Held by private non-indigenous inhabitants—freehold, 24,280 acres, leasehold, 304,751 acres; held by administration, 1,505,185 acres; native reserves, 67,327 acres; total, 1,901,543 acres.

Although, as the figures above show, a small amount of freehold land exists in Papua, no further estates in freehold can be granted under the provisions of the Land Ordinance 1911–1953 of Papua. Leases of various kinds may be granted by the Administration. The principal types of leases available are agricultural leases, pastoral leases, leases of town allotments, business leases and residence leases of other than town allotments, and various forms of special leases and licences over land. Leasehold terms are liberal and, in general, leases may be granted for periods of up to 99 years. Rent is based on the unimproved value of the land. For agricultural leases, the rental rate per annum is 5 per cent. of the unimproved value and for pastoral leases the rate is 2½ per cent. Concessions regarding freedom from, or reduction of, rents apply during the early developmental periods of agricultural and pastoral leases. All leases are subject to improvement conditions which may be varied or relaxed under certain circumstances. The following classes of leases were in force in Papua at 30th June, 1956:—Agricultural, 659—259,492 acres; pastoral, 28—42,373 acres; residence, 160—226 acres; special, 189—1,108 acres; mission, 343—969 acres; business, 114—224 acres; town allotment, 591—254 acres; agricultural leases granted to missions, four—165 acres; total, 2,088—304,751 acres.

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

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

§ 5. Production.

1. *General.*—The products of the Territory are obtained from its agricultural, forest, mining and fishing industries. A factory for the extraction of cutch from mangrove bark has been established at Kikori in the Gulf District. Native subsistence agriculture, fishing and hunting produce most of the food requirements of the native population. The main native agricultural products are taro, yams, sweet potatoes, bananas and pawpaws. Peanuts are becoming of increasing importance in native diet. Non-indigenous enterprise produces most of the commodities exported. Natives however, do produce copra for export, while native enterprise in other fields of agricultural production for export purposes, e.g., cocoa and coffee, is being encouraged. The principal agricultural products of Papua for the export trade are copra and rubber. Practically all the timber milled during 1955-56 was absorbed by local building requirements. The main products of fisheries exported from Papua are trochus and green snail shell. Gold and manganese, zinc-lead and copper ores have been mined in commercial quantities.

Agricultural and pastoral conditions in Papua and New Guinea have, for the sake of convenience, been dealt with as a whole, and reference should be made to pp. 124-127 for information on the soils, climate, crops, methods of cultivation, etc., throughout both Territories. The following paragraphs relate to forestry, mining, fisheries and water-power resources in Papua.

2. *Forestry.*—(i) *General.* A general description of the forest policy which applies in Papua as well as in the Trust Territory of New Guinea is given under the heading "Timber" on page 135.

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

(iii) *Survey Work.* Forestry field work is being carried out in Papua with a view to assessing the forest resources available and to survey areas that will be thrown open for cutting. In the middle of 1956, tenders were called for approximately 50 million super. feet of logs on the Brown River area near Port Moresby, and the contract was subsequently let to a Port Moresby sawmiller.

(iv) *Permits.* At 30th June, 1956, 15 permits and two licences were current. The total areas of forest involved were 71,234 acres and 11,123 acres respectively. The total number of mills was 17, and the total sawn-timber produced for the year was 3.6 million super feet, most of which was used locally. There were also 250,000 acres of mangrove swamp being utilized for cutch production.

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

Gold was discovered in 1888 and has been found in many parts of Papua. Before the 1939-45 War, gold was an important item in the Territory's production and it was the major export in 1938-39 (valued at more than £150,000), but has dwindled to insignificance since the war. Gold production in 1955-56 was 491 fine oz. and in 1954-55 1,065 fine oz. compared with an average of almost 28,000 fine oz., for the last three pre-war years. During 1955-56, the production of gold realized £7,675, bringing the total value of gold won up to 30th June, 1956, to £3,323,043.

Manganese ore valued at £540 was exported from Papua during the year ended 30th June, 1956. Large quantities of copper ore were mined and exported, up to 1940. Good samples of galena (sulphide of lead) have been obtained, but other minerals are not found in commercial quantities.

(ii) *Oil Search.* Since the search for oil began in Papua in 1911, nearly £22 million has been spent. The existence of petroleum has been traced at scattered intervals over a large area, but commercial quantities have not been discovered. At 30th June, 1956, three companies held petroleum prospecting permits under the provisions of the Petroleum (Prospecting and Mining) Ordinance 1951–1955. Oil prospecting is, at present, confined mainly to the Gulf and Western Divisions.

4. *Fisheries.*—Surveys have been carried out of the resources of swimming fish. They have been demonstrated to be considerable and efforts are being made to increase the small degree of utilization. Shell fishing, particularly trochus, provides the main cash return, exports being valued at £138,000 in 1955–56.

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

§ 6. Trade, Transport and Communication.

1. *Customs Tariff.*—The present customs tariff provides high revenue rates on ale, spirits, wines, timepieces, cigarette papers, fancy goods and jewellery but allows duty-free treatment of most necessities. There is a by-law provision under the Customs Tariff to enable duty-free admission to be granted for plant and machinery to be used mainly for developmental purposes and for goods imported by passengers. No preferential rates are specified in the schedule. Export duties are imposed on copra, cocoa, rubber, mother-of-pearl, trochus and burgos shell, and gold.

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

2. *Imports and Exports.*—(i) *Total Values.* The table below summarizes and compares the values of imports and exports for the pre-war year 1938–39 and the post-war years 1953–54 to 1955–56.

TERRITORY OF PAPUA : IMPORTS AND EXPORTS.

(£. f.o.b.)

Particulars.					1938–39.	1953–54.	1954–55.	1955–56.
<i>Imports</i>	..	..	..	..	514,808	5,201,969	7,471,221	8,975,834
<i>Exports—</i>								
Domestic Exports	..	..	..	..	410,666	1,683,188	2,517,526	2,965,559
Non-Domestic Exports	..	..	..	..	79,492	304,376	308,170	398,976
<i>Total Exports</i>	..	..	..	..	490,158	1,987,564	2,825,696	3,364,535

(ii) *Imports.* The following table summarizes the countries of origin of imports. In the post-war years Australia has supplied a far greater proportion of the imports than was the case pre-war and this proportion has continued to increase in each successive post-war year. The increase in total imports in 1955–56 was due partly to increased purchasing power arising from the higher Commonwealth Government grant and from increased exports.

TERRITORY OF PAPUA : COUNTRY OF ORIGIN OF IMPORTS.

(£.)

Country of Origin.	1938-39.	1953-54.	1954-55.	1955-56.
Australia	239,105	3,788,492	5,119,030	5,759,504
Canada	(a)	3,914	6,473	7,254
China .. .. .	..	10,609	(a)	352
Hong Kong .. .. .	..	120,215	147,786	163,424
India .. .. .	..	32,908	43,255	49,938
United Kingdom	56,699	381,883	619,807	1,131,401
United States of America	73,446	384,235	804,331	1,020,436
Other Countries	145,558	479,713	730,539	843,525
Total Imports	514,808	5,201,969	7,471,221	8,975,834

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

(iii) *Exports. (a) Countries of Destination.* The countries of destination of Papuan exports are shown below. The increase during 1955-56 in the value of total exports, and of exports to Australia in particular, was due mainly to the higher price of rubber. Australia imports practically the whole of the Territory's production of this crop.

TERRITORY OF PAPUA : COUNTRY OF DESTINATION OF EXPORTS.

(£.)

Country of Destination.	1938-39.	1953-54.	1954-55.	1955-56.
Australia	409,408	1,749,049	2,231,659	2,699,059
United Kingdom	25,840	161,896	536,724	610,832
Other Countries	54,910	76,619	57,313	54,644
Total Exports	490,158	1,987,564	2,825,696	3,364,535

(b) *Principal Commodities.* The following table provides details of the value of the principal domestic exports for the same years. The increase in value of total domestic exports during 1955-56 was caused mainly by higher returns from rubber and shell.

TERRITORY OF PAPUA : PRINCIPAL DOMESTIC EXPORTS.

(£.)

Commodity.	1938-39.	1953-54.	1954-55.	1955-56.
Rubber	114,949	612,788	953,623	1,386,787
Copra	57,999	950,216	1,381,372	1,390,068
Other Coconut Products	48,140	27,211	..	..
Cocoa Beans .. .. .	..	3,638	13,314	8,759
Gold	152,103	4,785	16,548	8,837
Shell (Marine)	9,600	38,803	111,652	137,938
Hides and Skins (Crocodile)	105	23,038	22,136	23,791
Other	27,770	22,709	18,881	9,379
Total Domestic Exports	410,666	1,683,188	2,517,526	2,965,559

3. **Shipping.**—In 1954–55, 154 British vessels and four of other nationality called at Territory ports and discharged 88,602 tons of cargo and loaded 29,106 tons. Corresponding figures for 1955–56 were 131, nine, 98,522 and 29,617 respectively.

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

4. **Other Forms of Transport and Communication.**—Air services link Papua with Australia, New Guinea and the British Solomon Islands. There were 41 aerodromes and seaplane alighting areas in Papua at 30th June, 1956, and of these, 16 were the responsibility of the Department of Civil Aviation, 15 were operated and maintained by the Administration, and 10 owned and maintained by Missions, plantations and mining interests. Much of the internal traffic and freight is carried on a charter basis. Regular air services operate from Port Moresby to Daru and Lake Kutubu in the West, Samarai in the East, and to various centres in New Guinea.

There are nearly 1,332 miles of road in Papua, of which about 578 miles are suitable for medium and heavy traffic, the greater proportion being located in the Central and Northern Districts, which are north-east of Port Moresby.

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

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

§ 7. Finance.

The principal source of revenue for the Territory of Papua is the annual grant received from the Commonwealth Government, which in 1955–56 amounted to £3,532,086. Customs duties, £910,752 in 1955–56, are next in importance. The total revenue during 1955–56 was £4,983,550 compared with £3,875,385 in 1954–55. Of a total expenditure of £4,833,194 in 1955–56, £2,279,599 was spent on public works, £647,975 on medical services, £315,574 on native affairs and £1,590,046 on ordinary votes. Expenditure amounted to £3,844,169 in 1954–55.

For particulars of the finances of the combined Territory administration, *see* p. 123.

TRUST TERRITORY OF NEW GUINEA.

§ 1. General Description.

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

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

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

§ 2. Government.

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

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

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

3. 1939–45 War.—For the events following the outbreak of the Pacific War and the formation of the Papua-New Guinea Provisional Administration in 1945, *see* p. 123 of this chapter and earlier issues of the Official Year Book.

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

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

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

§ 3. Population.

1. Non-indigenous Population.—At the Census of 30th June, 1954, the non-indigenous population of the Territory of New Guinea was 7,201 males, 4,241 females, 11,442 persons. The total non-indigenous population at the Censuses of 1921, 1933 and 1947 was, respectively, 3,173, 5,216 and 6,200 persons.

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

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

2. Native Population.—The enumerated and estimated native population of the Territory of New Guinea as at 30th June, 1956 numbered 1,273,837 persons, comprising enumerated, 1,154,360 (610,110 males and 544,250 females), and estimated, 119,477. The total population was distributed throughout the several districts as follows :—Eastern Highlands, 305,859 persons ; Western Highlands, 242,097 ; Sepik, 215,887 ; Madang, 119,435 ; Morobe, 192,691 ; New Britain, 96,822 ; New Ireland, 36,102 ; Bougainville, 49,071 ; Manus, 15,873.

§ 4. The Natives.

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

2. **Land Tenure.**—There is considerable variation throughout the Territory in the nature of customary ownership of land. In most areas some rights remain in the landholding group, and individuals within the group have limited rights of use, either for life or for a shorter period. Thus the normal system by which the rights of ownership in land use are acquired is by birth to a landholding group. Transfer of rights between individuals by sale and purchase appears to have been unusual in the past, but this practice is now an established custom in some localities and appears to be increasing. Inheritance may be based on either patrilineal or matrilineal descent, or both. In parts of the Territory, however, there is a tendency for the whole inheritance system to change, particularly in communities where it is based on matrilineal descent. In some cases, local government councils are discussing changes in land inheritance systems, and the Administration is also giving attention to the problem.

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

4. **Education.**—Education in the Territory is provided by the Administration and various mission organizations. Schools for natives have also been established by Native Village Councils. The Education Ordinance 1952 enables the Administrator to establish an education advisory board, district education committees, European and native schools and to grant financial aid for educational purposes. European teachers are recruited from Australia, and native teachers are trained in the Territory by the Administration and the Missions. During the year ended 30th June, 1956, 132 schools were maintained by the Administration for 7,239 children, of whom 614 were Europeans, 364 Asians, 22 of mixed race and 6,239 natives. The total number of pupils in the various grades of mission schools was 110,672, of whom there were 107 Europeans, 244 Asians and 178 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 £60,638 was distributed among the Missions as grants-in-aid during the year ended 30th June, 1956.

5. **Health of Natives.**—The main diseases affecting the native people are malaria, yaws, respiratory diseases, dysentery, tropical ulcers, hookworm and filariasis. The Department of Health is engaged in combating these diseases with a staff of fully-trained medical officers, medical assistants and orderlies in native hospitals. Its staff also supervises hospitals on plantations. It has adequate facilities for research in tropical medicine, and a training scheme for natives as medical orderlies. The Department also provides the Missions with much of their medical stores and supplies, and maintains two Hansenide colonies for the treatment of natives suffering from Hansen's Disease. The Department also undertakes the general oversight of sanitary conditions in the Territory.

6. **Missions.**—A number of mission societies operate in the Territory. The Society of the Sacred Heart of Jesus works in the Bismark Archipelago, the Society of the Holy Ghost, the Franciscan Order and the Society of the Divine Word along the coast of north-east New Guinea from Sepik to the Dutch border and in the Central Highlands, and the Marists in Buka and Bougainville. These are Roman Catholic Missions. The Protestant Missions include the Methodist Overseas Mission in New Britain and New Ireland, the New Zealand Methodist Mission in Bougainville, the Lutheran Mission (supported and staffed by the Lutheran Churches in Australia and America) which works in Morobe, Madang, the Eastern and Western Highlands, New Britain and Manus, the New Guinea Anglican Mission in New Britain, the Seventh Day Adventist Mission in Bougainville, New Britain and the Mainland of New Guinea, the East and West Indies Bible Mission and the Baptist Mission in the Central Highlands. The South Seas Evangelical Mission (Udenominational) and the Assemblies of God Mission are also working in the Sepik area. All these societies include teaching with their missionary work.

§ 5. Land Tenure.

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

The area of the Territory of New Guinea is estimated at 59,520,000 acres, of which at 30th June, 1956, 1.9 per cent. was alienated. The following was the distribution of alienated land according to tenure at 30th June, 1956 :—held by private non-indigenous inhabitants—freehold, 518,490 acres, leasehold, 261,876 acres ; held by Administration, 356,645 acres ; native reserves, 26,926 acres ; total, 1,163,937 acres.

Leases in force at 30th June, 1956 were as follows :—Agricultural, 715—201,723 acres ; dairying, 6—1,300 acres ; pastoral, 13—47,245 acres ; residential and business, 1,350—1,257 acres ; special, 157—3,425 acres ; mission, 623—2,249 acres ; leases granted to Chinese in towns, 526—162 acres ; long period leases from German regime, 104—4,515 acres ; total, 3,494—261,876 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 an Ordinance entitled the Lands Registration Ordinance 1924—1955. The land registers were lost during the 1939—45 War, and provision for restoration of the lost titles is made in the New Guinea Land Titles Restoration Ordinance 1951—55. A start has been made on the recording of native land interests under the Native Land Registration Ordinance 1952.

§ 6. Production.

1. **General.**—The products of the Territory are obtained from its agricultural, mining, fishing and forestry industries. A joint government-private enterprise copra crushing mill at Toboi, near Rabaul, is producing coconut oil at the rate of about 8,000—10,000 tons a year. At Bulolo, a company (Commonwealth-New Guinea Timbers Ltd.), in which the Commonwealth Government has a controlling interest, is producing high quality waterproof plywood and veneers in a factory whose capacity is over 40 million square feet, on a $\frac{3}{8}$ -in. basis, per annum. Native subsistence agriculture, fishing and hunting produce most of the food requirements of the native population. The main native agricultural products are taro, yams, sweet potatoes, coconuts, bananas and papaw. Non-indigenous enterprise produces most of the commodities exported. Natives, however, produce copra for export and, in recent years, have taken up the production of introduced crops such as peanuts, rice, cucurbits and maize for their own consumption and cocoa and coffee for export. The principal agricultural products of New Guinea for the export trade are copra and cocoa. While most of the timber milled during 1955—56 was absorbed by the local market, exports (especially of sawn timber) increased over 1954—55 figures (see para. 2 below). The main products of fisheries exported from New Guinea are trochus and green snail shell, including that collected by natives. Gold is the principal mineral mined.

For information on the agricultural and pastoral industries, which, for the sake of convenience covers the Territory of Papua and New Guinea as a whole, see pp. 124—127. The following paragraphs relate to the timber, fishing and mining industries in the Territory of New Guinea.

2. **Timber.**—Various species of timber are found in the Territory, but the only accessible pure stand is the valuable pine forests of the Bulolo Valley. The main use of this timber is for the production of plywood and veneer by Commonwealth-New Guinea Timbers Ltd., which is consuming a little over 10 million super. feet of logs per annum to produce the equivalent of approximately 30 million square feet of plywood on a $\frac{3}{8}$ inch basis (26 million in 1955—56). Exports of plywood in 1955—56 were 21 million square feet, valued at £750,000, while veneer exports of 920,000 square feet were valued at £9,000 on a $\frac{1}{16}$ inch basis. During the year 2.6 million super. feet of logs (some suitable for plywood manufacture) to the value of £62,000, and 3.8 million super. feet of sawn timber valued at £230,000 were also exported. The Territory forests also provided fitches, battery veneer and egg-case parts for export.

The Administration sawmill previously operated at Yalu has been moved to Lae. It and the Administration mill at Keravat in New Britain, provide a considerable amount of sawn timber for local consumption, and serve as a training centre for operatives in the sawmilling industry. The Administration also operates a training centre for forestry workers, nurseries and a herbarium.

The Forestry Ordinance 1936—1951 provides for the issue of permits and licences to cut timber. Present policy calls for the orderly development of the timber industry on sound forestry principles to ensure no waste of the resources and no over-exploitation ; the grant

of emergency timber permits for limited quantities to assist in providing timber for Territory requirements; the disposal by public tender of timber areas designated by forest officials of the Territory; and the development of the pine stand in the Bulolo Valley by Commonwealth-New Guinea Timbers Ltd. Timber growing on native lands cannot be acquired by private purchasers direct from the natives but must be obtained through the Administration. Royalty is payable on all forest produce taken under permit or licence. Re-afforestation on areas dedicated for forestry in perpetuity is carried out by the Administration.

At 30th June, 1956, 21 permits and eight licences were current, the total area of forest involved being 255,078 acres and 1,061 acres respectively. Forty-two sawmills and also some benches on private property were operating.

3. **Fisheries.**—The wealth of the waters of the Territory has been little exploited, but as the result of surveys and the development of the Administration fisheries service, action is being taken to promote increased use of the resources. Fish are caught at many places along the coast to supply the small local demand of the natives and of Europeans. Trochus shell to the value of £230,000 and green snail shell to the value of £73,000 were exported during 1955–56.

4. **Mining.**—The production of gold and associated silver is the most important mining activity in New Guinea. Gold has been discovered on the Waria, the Ramu, the Francisco, and the Markham Rivers, and in tributaries of the Sepik River. Rich gold deposits were discovered in the Morobe District in 1926; the field is situated about 80 miles (40 by air) inland from Lae, the nearest coastal port. Communication is established with the coast by regular air service and by road transport. Silver is found, usually associated with the gold in these deposits. Osmiridium is reported to have been found on the upper tributaries of the Ramu, and platinum on the Kabenau River. Copper has been discovered in the form of chalcopyrite and malachite in the Baining District. Iron occurs as magnetite and haematite in the Baining District, apparently in large quantities. Sulphur occurs in several localities in the volcanic regions of the Territory. Brown coal has been found on the mainland in the vicinity of Astrolabe Bay, and in the southern portion of New Ireland. The commercial production of minerals other than gold and silver has not been undertaken to date.

The granting of rights, leases and claims for mining purposes is provided for in the Mining Ordinance 1928–1947 and Regulations thereunder.

The production of gold in New Guinea during the last three pre-war years averaged about 228,000 fine oz. a year, valued at £2,000,000. In 1940–41, it amounted to 263,113 fine oz., valued at £2,808,835. Although the market price of gold has been fixed at a much higher level than in 1938–39, mining costs have risen to a much greater extent and consequently production since the war has been on a much smaller scale, averaging 91,000 fine oz., at a value of £1,200,000 a year over the five years ended 1951–52. Production in 1955–56 amounted to 71,519 fine oz., valued at £1,117,483 and in 1954–55 to 85,726 fine oz., valued at £1,339,474.

The Petroleum Ordinance 1936 has been superseded by the Petroleum (Prospecting and Mining) Ordinance 1951–1955, which has facilitated the carrying out of geological surveys and prospecting activities generally. At present one company has a permit to search for petroleum in the Sepik River area.

§ 7. Trade, Transport and Communication.

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

Export duties are imposed on cocoa, copra, trepang, tortoise shell, mother-of-pearl and trochus shell, cassowary, crown pigeon and heron feathers, rubber, sulphur and sulphur-bearing substances.

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

2. Imports and Exports.—(i) *Total Values.* The table below summarizes and compares the values of imports and exports for the pre-war year 1938–39 and the post-war years 1953–54 to 1955–56.

TERRITORY OF NEW GUINEA : IMPORTS AND EXPORTS.
(£.)

Particulars.	1938–39.	1953–54.	1954–55.	1955–56.
<i>Imports</i>	1,340,835	8,586,024	9,577,088	10,280,029
<i>Exports—</i>				
Domestic Exports	2,960,753	9,534,072	9,589,317	9,220,446
Non-Domestic Exports	13,142	510,322	471,324	665,177
<i>Total Exports</i>	2,973,895	10,044,394	10,060,641	9,885,623

(ii) *Imports.* The following table summarizes the countries of origin of imports. In the post-war years, Australia has supplied a far greater proportion of the imports than she did pre-war and this proportion has continued to increase.

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

Country of Origin.	1938–39.	1953–54.	1954–55.	1955–56.
Australia	563,594	5,745,001	5,888,143	6,668,947
Canada	6,333	14,483	91,845	13,939
China	69,831	630	(a)	180
Hong Kong	(a)	380,425	522,455	474,583
India	20,235	137,879	121,465	149,805
United Kingdom	154,501	526,766	701,524	743,718
United States of America	265,591	901,083	972,947	797,869
Other Countries	260,750	879,757	1,278,709	1,430,988
<i>Total Imports</i>	1,340,835	8,586,024	9,577,088	10,280,029

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

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

TERRITORY OF NEW GUINEA ; COUNTRY OF DESTINATION OF EXPORTS.
(£.)

Country of Destination.	1938–39.	1953–54.	1954–55.	1955–56.
Australia	2,313,127	3,651,008	4,338,701	4,575,510
United Kingdom	337,605	5,302,264	5,079,801	4,727,759
Other Countries	310,021	1,091,122	642,139	582,354
<i>Total Exports</i>	2,960,753	10,044,394	10,060,641	9,885,623
<i>Domestic Exports</i>	2,960,753	9,534,072	9,589,317	9,220,446
<i>Re-exports</i> .. .. .	..	510,322	471,324	665,177

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

TERRITORY OF NEW GUINEA: PRINCIPAL DOMESTIC EXPORTS.

(£.)

Item.	1938-39.	1953-54.	1954-55.	1955-56.
Copra	727,949	5,883,960	5,144,352	4,795,987
Other Coconut Products	72,274	1,501,796	1,297,185	1,458,273
Cocoa Beans	6,580	245,950	512,204	352,105
Coffee Beans	843	58,367	72,575	91,698
Peanuts	105	28,809	27,628	23,336
Gold	2,129,263	1,409,480	1,339,473	1,064,279
Shell (Marine)	10,649	170,321	218,956	303,215
Timber	6,911	113,941	212,199	285,505
Plywood .. .. .	..	66,112	644,929	749,179
Veneer .. .. .	..	1,677	36,196	9,440
Other	6,179	53,659	83,620	87,429
Total Domestic Exports	2,960,753	9,534,072	9,589,317	9,220,446

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

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

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

In 1954-55, 96 British vessels and 36 vessels of other nationalities called at Territory ports and discharged 114,433 tons of cargo and loaded 114,923 tons. Corresponding figures for 1955-56 were 94, 26, 104,720 and 113,121 respectively.

4. *Other Forms of Transport and Communication.*—There are no railways, but an extensive road construction programme is progressively being undertaken to assist the economic development of the Territory. Road transport services operate in the main towns and on the trunk roads linking Rabaul and Kokopo; Lae, Bulolo and Wau; Kavieng and Namatanai; and on the network in the Eastern and Western Highland Districts centred on Goroka and Mt. Hagen. The total mileage of roads in the Territory of New Guinea at 30th June, 1956, was 3,879, of which 1,104 were suitable for heavy and medium traffic.

Air services link the Territory with Papua, Australia, Netherlands New Guinea and the British Solomon Islands. There are 105 aerodromes and seaplane alighting areas in New Guinea, and of these 27 are controlled by the Department of Civil Aviation, 38 by the Administration, 39 by private interests and one by the Royal Australian Air Force.

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

§ 8. Finance.

The principal sources of revenue for the Territory of New Guinea are the grant by the Commonwealth Government and customs duties. Total revenue in 1955-56 amounted to £7,313,598, towards which the grant contributed £4,901,737 and customs duties, £1,601,820. The major groupings into which expenditure during 1955-56 may be classed were as follows:—Health, £1,503,501; district services and native affairs, £714,233; education, £439,039; justice, £400,172; agriculture, etc., £383,320; customs and marine, £124,073; forestry, £216,268; capital works and services, £1,658,328; maintenance, £713,346. Total expenditure in 1955-56 was £7,313,598 as compared with £6,404,654 in 1954-55.

For information on the finances of the combined Territory administration *see* Papua and New Guinea, § 2, p. 123.

TRUST TERRITORY OF NAURU.

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

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

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

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

3. **Trusteeship Agreement.**—On 1st November, 1947, the General Assembly of the United Nations approved a Trusteeship Agreement for the Territory of Nauru submitted by the Governments of Australia, New Zealand and the United Kingdom in substitution

for the terms of the mandate under which the Territory had been administered. This Agreement designates the Governments of Australia, New Zealand and the United Kingdom as the Joint Administering Authority, with the Government of Australia continuing, on behalf of the Administering Authority, to exercise full powers of legislation, administration and jurisdiction in and over the Territory. The terms of the Agreement were given in Official Year Book No. 39, pp. 370-1.

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

5. **Population.**—The Nauruan component of the population numbered about 1,100 in 1921, but had grown to more than 1,800 before the Japanese invasion in August, 1942. In 1946, it numbered less than 1,400 but by 30th June, 1955, had risen again to 1,935. Chinese have for many years formed a considerable part of the population of Nauru; their numbers increased, with some reversals of trend, from about 600 in 1921 to more than 1,500 before the 1939-45 War. After the war, they increased from about 800 in 1946 to 1,491 in 1950, but at 30th June, 1956, numbered only 696. The number of other Pacific islanders in the early 1920's was almost 300, but they subsequently declined to less than 40. In recent years, the numbers have increased, and at 30th June, 1956, there were 935 persons. The European population after 1921 fluctuated, but with a generally upward trend, between one and two hundred persons, and in 1940 numbered 192. In 1948, it numbered 247 and in 1956 it was 286. The total non-indigenous population of Nauru at 30th June, 1956, was 1,917 persons, while the total population was 3,893.

6. **Health.**—Cases of the usual diseases known in the Pacific occur. Venereal disease is rare, but elephantiasis is occasionally met with. An area has been set apart for the segregation of sufferers from Hansen's disease, and the latest methods of treatment are applied. The total number of persons receiving treatment at 30th June, 1956, was 42 of whom, however, only 3 were in segregation at the Hansenide colony. Two hospitals are maintained on the island, one by the Administration for Nauruans, and one by the British Phosphate Commissioners for their employees. 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 a medical examination at intervals of three months. Baby clinics have been established to give help and advice to Nauruan mothers in respect of infant nurture.

7. **Education.**—The Administration assumed full responsibility for education on 1st October, 1923. Prior to that date, the education of native children was undertaken by the Missions, which were subsidized by the Administration. There are three primary schools, one each for European, Nauruan and Gilbertese students, one Nauruan secondary school and one mission school providing primary and secondary classes. Primary education only is provided for European children, allowances being provided to those who proceed to secondary schools in Australia. At 30th June, 1956, 419 Nauruans, 74 other Pacific Islanders, 25 Chinese and 51 Europeans were enrolled in the primary schools, and 83 at the two secondary schools. A teacher, who is on loan from the Victorian Education Department, is in charge of the European school, but education generally is controlled by a Director of Education.

The curriculum is based generally on that used in Australian schools, and the teaching is generally in English. Education is compulsory for Nauruan children from six to sixteen years of age. At 30th June, 1956, 40 Nauruans were attending secondary schools in Australia, or undertaking post-secondary training, nineteen as scholarship holders and the balance sponsored by their families. In addition to these, there were two students at the Central Medical School, Suva, and one private student in New Zealand.

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

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

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

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

(ii) *Royalty on Phosphate.* Under an agreement between the British Phosphate Commissioners and the Nauruan landowners, an increased royalty of 1s. 6d. per ton of phosphate exported was payable from 1st July, 1953, as follows:—

- (a) 3d. to the Nauru Royalty Trust Fund to be used for the benefit of Nauruans;
- (b) 10d. to the landowner, being an immediate payment of 8d. per ton, and 2d. per ton to be invested on his account;
- (c) 5d. to the Nauruan Community Long Term Investment Fund.

From 1st July, 1947, the lump sums payable to landowners from whom phosphate-bearing lands are leased were also increased to £45 per acre, with a minimum payment of £7 10s. for areas less than an acre.

(iii) *Nauru and Ocean Island Phosphate Industry.* Exports of phosphate from Nauru and Ocean Island in 1939–40 amounted to 1,243,428 tons, of which Australia received 54 per cent. and New Zealand 32 per cent. Following the interruption to production by the war in the Pacific, this figure was not exceeded until 1949–50 when 1,285,998 tons were exported (76 per cent. to Australia, 24 per cent. to New Zealand). Figures for 1955–56 were:—1,771,353 tons exported, 61 per cent. to Australia, 34 per cent. to New Zealand and five per cent. to the United Kingdom.

Receipts from the sale of phosphate in 1939–40 amounted to £1,041,418, and the f.o.b. cost, including interest on capital, sinking fund, etc., amounted to £1,037,208. In 1946–47, sales and costs each amounted to about £500,000, but they have since increased to more than £3,000,000. In 1955–56, receipts from sales, etc., amounted to £3,405,077, and costs, etc., to £3,386,564.

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

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

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

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

(v) *Christmas Island Phosphates.* It may be appropriate to refer here to the phosphate deposits on Christmas Island in which the Australian Government is interested. The concession to work phosphate at Christmas Island, situated in the Indian Ocean near Java, was held from 1897 by the Christmas Island Phosphate Company Limited, a private company incorporated in England.

The Australian and New Zealand Governments, jointly, acquired the Company's interests and assets at Christmas Island as at 31st December, 1948.

The undertaking is controlled by a Board of Commissioners appointed by the Australian and New Zealand Governments. Phosphate is distributed by the British Phosphate Commissioners who have been appointed by the Board as its managing agents.

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

There is relatively frequent sea communication with the island. During 1955–56, 179 vessels called there. 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.

12. *Trade.*—The Customs Tariff of Nauru provides for the free admission of all goods other than cigars, cigarettes, tobacco, spirits, wines, beer, cider and perry, and cylinder blocks for motor cycle engines. Articles imported by the Administration for its own use and spirits for scientific purposes are exempt. The tariff rates apply to all countries alike. Imports into Nauru were valued at £192,749 in 1940 and exports, 808,400 tons of phosphate, at £541,168. In 1955–56, imports were valued at £877,264 and exports, 1,467,794 tons of phosphate, at £2,568,640. Of the total imports in 1955–56, Australia supplied 69 per cent. valued at £603,180; the balance came mainly from the United Kingdom, New Zealand, Hong Kong and the United States in that order.

In 1955–56, 882,025 tons of phosphate were exported to Australia, 483,619 tons to New Zealand and 102,150 tons to the United Kingdom.

13. *Revenue and Expenditure.*—The revenue of the Administration has risen from £33,084 in 1939 to £261,164 in 1955–56, and expenditure from £29,391 to £257,274.

Of the revenue for the year ended 30th June, 1956, payments by the British Phosphate Commissioners amounted to £244,763, post office and radio receipts, £7,497, and customs duties, £3,527. Main items of expenditure were salaries and general expenses, £143,406, miscellaneous services (health, education, etc.), £63,153 and capital works and services, £50,715.

TERRITORY OF HEARD AND McDONALD ISLANDS.

On 26th December, 1947, by an exchange of notes with the United Kingdom Government, the United Kingdom sovereignty over the Heard and McDonald Islands was transferred to the Commonwealth of Australia. The laws of the Australian Capital Territory were declared to be in force in the Territory of Heard and McDonald Islands by the Heard and McDonald Islands Act passed 18th March, 1953.

At the end of 1947, an Australian scientific post was established on Heard Island and maintained as a scientific base. Following the establishment of a base at Mawson, on MacRobertson Land in the Australian Antarctic Territory, the Heard Island base has been discontinued. Heard Island lies 2,500 miles south-west of Fremantle in the South Indian Ocean, and is about 27 miles long and 13 miles wide. The McDonald Islands are 26 miles to the west of Heard Island. They are small, rocky and precipitous.

AUSTRALIAN ANTARCTIC TERRITORY.

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

A second Australian scientific research station was established on the coast of Princess Elizabeth Land on 13th January, 1957 at latitude 68° 34.6' S. and longitude 77° 58.6' E. The station was named Davis in honour of Captain John King Davis of Melbourne, who commanded a number of famous Antarctic ships.

TERRITORY OF COCOS (KEELING) ISLANDS.

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

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

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

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

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

Other items of significance in the islands' history are:—1901—small cable relay station was established at Direction Island; 1903—lands were incorporated in the Settlement of Singapore; 1909—worst cyclone in the history of the islands struck; 1914—German cruiser *Emden* raided Direction Island but was destroyed by H.M.A.S. *Sydney*; 1944—Islands were under military administration with allied troops stationed there (a military Administrator was appointed during the minority of the Clunies Ross heir who came of age in 1949); 1945—a R.A.F. air-strip was constructed on West Island; 1946—Civil administration was re-established.

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

4. **Administration.**—Responsibility for the administration of the Territory, in terms of the Cocos (Keeling) Islands Act 1955, rests with the Minister for Territories. An Official Representative was appointed on 23rd November, 1955, to take charge of the local administration of the Territory under delegation from the Minister. The laws of the

Colony of Singapore which were in force in the islands immediately before the date of the transfer have, with certain exceptions, been continued in force by the Cocos (Keeling) Islands Act 1955. Those laws may be amended or repealed by Ordinances made under the provisions of that Act which empower the Governor-General to make Ordinances for the peace, order and good government of the Territory.

5. **Population.**—The population of the Territory in June, 1956, was estimated to be 649, comprising 137 Europeans, 464 Cocos Islanders and 48 Asians. The Cocos Islanders reside on Home Island.

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