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CHAPTER V

THE TERRITORIES OF AUSTRALIA

NOTE.—The internal Territories of Australia are the Northern Territory and the Australian Capital Territory. External Territories under the control of Australia are:—Norfolk Island; Papua (formerly British New Guinea); the Territory of New Guinea (under Trusteeship Agreement with the United Nations); Nauru (under Trusteeship Agreement with the United Nations); the Territory of Heard and McDonald Islands; the Australian Antarctic Territory; the Territory of Cocos (Keeling) Islands; and the Territory of Christmas Island. There is also the Territory of Ashmore and Cartier Islands, to which the laws, ordinances and regulations of the Northern Territory, of which it is deemed to form part, apply wherever applicable. Information on all except Ashmore and Cartier Islands is contained in the following pages, and details of the acquisition of all the Territories will be found on pages 5, 23 and 24 of Chapter I.

THE NORTHERN TERRITORY

§ 1. Area and Population

1. **Area.**—Upon the extension of New South Wales westward to the 129th east meridian in 1825, the Northern Territory was incorporated in that colony, but in 1863 it was annexed by Royal Letters Patent to the province of South Australia. With the adjacent islands, it was transferred to the Commonwealth on 1st January, 1911. The total area is 520,280 square miles.

2. **Population.**—(i) *Population, excluding Full-blood Aborigines.* At the Census of 30th June, 1961, the population of the Territory, excluding full-blood Aborigines, was 16,206 males, 10,889 females, 27,095 persons. Corresponding figures at the Census of 30th June, 1954, were 10,288, 6,181 and 16,469 respectively.

The European population of the Territory increased slowly from 670 at the Census of 1881 to 3,767 in 1918. By 1921, it had decreased to 2,458, and in 1933 was still only 3,306. It had risen to 9,116 at the Census of 1947, to 14,031 at the Census of 1954 and to 23,599 at the Census of 1961. At 30th June, 1964, population, excluding full-blood Aborigines, was 32,317.

(ii) *The Aborigines.* For particulars relating to the Aboriginal population, see Chapter IX. Population. All Aborigines, by virtue of the *Nationality and Citizenship Act 1948–1960*, are British subjects and Australian citizens. Northern Territory Aborigines are not subject to special legislation, but the special welfare needs of individuals are met by the *Welfare Ordinance 1953–1963* (see § 9 below, p. 106). Reserves for Aborigines comprise an area of 94,025 square miles.

§ 2. Legislation and Administration

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

The *Northern Territory (Administration) Act 1910–1962* provides for the constitution of a Legislative Council consisting of the Administrator as President, six official members, three nominated non-official members and eight elected members. The Council makes ordinances for the Territory, which must be submitted to the Administrator for assent. The Administrator may or may not assent to them, or he may reserve them for the Governor-General. The Governor-General may disallow any ordinance assented to by the

Administrator within six months from the date of assent, and the operation of ordinances relating to certain matters, including Crown lands and Aboriginal affairs, is dependent on his approval. Money votes may be proposed in the Council only by the Administrator himself, or by his permission or direction.

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

§ 3. Physiography

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

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

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

§ 4. Climate, Fauna and Flora

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

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

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

§ 5. Production

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

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

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

Prospects for rice growing were indicated by the survey, and in 1952, the Administration established rice research stations at Humpty Doo and at a location known as Sixty Mile, on the Stuart Highway, 60 miles from Darwin. Since the 1959-60 season, rice research work on the sub-coastal plains has been carried out in the Territory by the C.S.I.R.O. at its Coastal Plains Research Station at Middle Point, near Humpty Doo. The Administration carries out rice investigational work outside the coastal plains at the Upper Adelaide River Agricultural Experiment Station. At the rice research stations, it has been demonstrated that rice can be grown in the Territory, but that the main problems are adequate water control and drainage, determination of cultivation techniques in the soil conditions, and the production of suitable rice varieties. Territory Rice Limited, a firm with Australian and American capital, carried out commercial scale operations near Humpty Doo from the 1954-55 season until the 1959-60 season. Under arrangements with the company, four former employees grew rice crops in the 1960-61, 1961-62 and 1962-63 seasons.

On 25th July, 1959, the Minister for Territories appointed an expert committee to investigate the prospects of promoting agricultural settlement in the Northern Territory on an economic basis and the major factors to be considered in shaping an agricultural policy for the Territory, including the areas best suited to agricultural settlement, the crops most likely to prove economic, the relationship of agriculture to the expansion of the pastoral industry, the availability of land and the distribution and tenure of land, credit and other forms of assistance to primary producers, marketing opportunities, research and agricultural extension work, and water use and conservation. The committee has presented its report, and some of its recommendations have been accepted and implemented, while others are under consideration.

A scientific liaison conference, convened jointly by the C.S.I.R.O. and the Northern Territory Administration, was held in Darwin during February, 1961. This conference was attended by various Commonwealth departments, universities, and the Australian Meat Board. Fifty-eight papers were presented to the conference, and all aspects of rural and pastoral activities in the Territory were covered.

Early in 1964, three pilot farms commenced operations in the Marrakai area, two being mixed farms based on rice growing and cattle fattening, and one on cattle fattening on native and improved pastures.

2. Pastoral Industry.—The pastoral possibilities of certain parts of the Territory were recognized at an early date, and both cattle and sheep raising have been attempted. For various reasons, sheep-raising has not been very successful, but the cattle industry has progressed steadily and is continuing to expand.

Cattle exported during 1963-64 numbered 107,872—65,605 to Queensland, 34,701 to South Australia, 4,295 to Western Australia and 3,271 to Hong Kong. Other livestock exports included 1,002 horses. Imports of livestock were—bulls, 912; other cattle, 18,518; horses, 150; sheep, 3,452; pigs, 341; and poultry, 17,724.

The estimated numbers of livestock in the Territory at 30th June, 1960 to 1964, are given in the following table.

NORTHERN TERRITORY: LIVESTOCK

At 30th June—				Horses	Cattle	Sheep	Pigs	Goats
1960	..	..	..	38,340	1,110,520	14,960	4,400	9,440
1961	..	..	..	40,054	1,154,656	16,089	2,845	5,958
1962	..	..	..	40,809	1,063,528	10,388	2,762	4,949
1963	..	..	..	38,191	1,086,627	9,469	1,842	4,275
1964	..	..	..	39,756	1,067,721	9,830	1,806	4,727

3. **Hides and Skins.**—The numbers of hides and skins exported from the Territory during 1963–64 were as follows: sheep, 2,563; crocodile, 13,416; cattle, 33,521; and buffalo 1,660.

4. **Mining.**—During 1963, the value of output of the mining industry in the Territory, excluding uranium mining, was £2,873,000.

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

Although some oversea contracts held by uranium producers have recently terminated, the Moline mine operated by a private company and the Rum Jungle mine operated on behalf of the Commonwealth continue to produce, the uranium product from the latter mine being stockpiled at present. Prospecting and survey programmes are being continued by the Commonwealth Bureau of Mineral Resources. An important incidental outcome of this work was the discovery during 1962 of a large deposit of rock phosphate near Castlemaine Hill.

Production of mica and wolfram concentrates, both of which were important in the past, is now negligible. Increasing interest is being shown in tin mining, and production is expanding.

Plans are now being put into operation to work large bauxite deposits at Gove Peninsula.

The following table shows the value of output of the mining industry in the Territory for the years 1959 to 1963. Particulars of the value of output from quarries are not included.

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

Year	Copper (b)	Gold	Manganese	Mica	Tin	Other	Total, all minerals
1959	.. 1,455	901	37	45	7	26	2,471
1960	.. 2,080	881	41	17	15	39	3,073
1961	.. 2,063	895	1	1	4	23	2,987
1962	.. 1,632	842	2	..	35	13	2,524
1963	.. 1,959	873	1	..	40	..	2,873

(a) Selling value at point of sale of mine products less transport costs from mine to point of sale.
(b) Ore and concentrate.

5. **Forestry.**—In August, 1958, the Commonwealth Government approved a six-year programme of forestry improvement and development to preserve existing forest areas and increase possible timber resources. The programme is being carried out by the Forestry and Timber Bureau. Experimental work in reforestation is being carried out in small plantation areas. Cypress pine appears the most promising species for large-scale commercial plantings. Local production of log timber, mainly cypress pine, amounted to 2,376,284 super. feet in 1963–64, but this was insufficient to meet local requirements, and about 2,950,000 super. feet of timber was imported from the States and overseas.

6. **Pearl Fisheries.**—In 1884, mother-of-pearl-shell was discovered in the harbour of Port Darwin. Since that time, the areas fished have extended to the various banks to seaward and coastwise along the Northern Territory coast. Figures for production and value of shell for the seasons ended January, 1960 to 1964, are shown in the following table.

NORTHERN TERRITORY: PEARL FISHING(a)

Season ended January—	Boats engaged	Pearl-shell taken	
		Quantity ('000 lb.)	Value (£'000)
1960.. .. .	5	188	36
1961.. .. .	5	222	45
1962.. .. .	3	147	29
1963.. .. .	2	115	20
1964.. .. .	2	11	2

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

Competition from plastic materials has reduced the price being paid for pearl-shell to a low level, and pearling has declined in recent years. Experimental work is being conducted on pearl culture operations in territorial waters, and it is hoped that a new industry will be established to replace the old pearling industry.

7. **Secondary Industries.**—The secondary industries that have so far been established in the Territory have been largely the service industries normally associated with a developing area, for example, home building, electrical repairs, printing, motor and marine engineering, plumbing, welding, joinery, sheet metal work, and blue metal crushing. Major industrial investments by private interests in recent years include two breweries and a factory for the manufacture of milk products, ice cream, and aerated waters. The total number of factories (i.e., establishments in which four or more persons are employed or where power—other than manual—is used in any manufacturing process) in 1962–63 was 141; the average number of employees, 967; the value of production (value added), £2,246,000; and the value of output, £3,964,000.

§ 6. Land Tenure

Almost half the land in the Territory is reserved or unoccupied and unreserved, the remainder, apart from a very small proportion alienated, being held under various forms of lease or licence, which are described in Year Book No. 48, pages 111–12, and in more detail in Year Book No. 39, pages 329–30. Chapter IV. Land Tenure and Settlement of this issue contains up-to-date statistical information concerning areas occupied under various forms of tenure.

§ 7. Trade, Transport and Communication

1. **Trade.**—No record is kept of the trade between the States and the Territory. The following table shows the values of the total direct oversea trade into and from the Northern Territory during the years 1959–60 to 1963–64.

NORTHERN TERRITORY: OVERSEA TRADE

(£)

Year						Imports	Exports
1959-60	..	..	..	..	..	1,484,791	551,199
1960-61	..	..	..	..	..	1,206,246	435,069
1961-62	..	..	..	..	..	2,084,216	611,722
1962-63	..	..	..	..	..	1,192,321	544,462
1963-64	..	..	..	..	..	1,468,626	1,236,978

2. **Shipping.**—Shipping services to Darwin are provided from the eastern States at intervals of about four weeks by ships of the Australian National Line, and from Western Australia by three to four ships a month of the Western Australian State Shipping Service. Oversea tankers visit Darwin approximately ten times annually with supplies of aircraft fuel and other petroleum products. Other overseas vessels call at irregular intervals. During 1963-64, approximately 180,000 tons of merchandise were discharged at Darwin. A vessel operated from Thursday Island serves settlements on the Gulf of Carpentaria, and some mission-owned boats carry cargo from Darwin to mission stations and government settlements along the coast.

3. **Air Services.**—At 30th June, 1964, there were 10 government aerodromes and 118 licensed aerodromes in the Territory. The overseas passenger services using the Darwin international airport are Air India; Qantas/B.O.A.C. (Sydney to London); B.O.A.C. (Sydney to Hong Kong); and K.L.M. (Sydney to Amsterdam). Qantas also conducts a freight service from Sydney to London. Regular inland services to Darwin, with, in some cases, intermediate stops at Territory centres, are operated by Trans-Australia Airlines and Ansett-A.N.A. (from Adelaide, Melbourne, Sydney and Brisbane), and MacRobertson-Miller Airways Ltd. (from Perth and Derby). MacRobertson-Miller Airways Ltd. and Connellan Airways Ltd. operate a network of air services throughout the Territory, the latter company's base being at Alice Springs. The Royal Flying Doctor Service also operates aircraft, while charter services can be secured at Darwin and Alice Springs.

4. **Railways.**—The Commonwealth Railways Commissioner operates the Central Australia Railway from Port Augusta in South Australia to Alice Springs over a distance of more than 750 miles, of which about 200 are in the Northern Territory. The line is standard gauge from Port Augusta to Maree, a distance of 217 miles, and 3 ft. 6 in. from Maree to Alice Springs. The Commissioner also operates the North Australia Railway between Darwin and Birdum on a 3 ft. 6 in. gauge over a distance of 317 miles. The two inland terminals, Alice Springs and Birdum, are about 630 miles apart and are connected by road transport along the Stuart Highway. Larrimah, on the highway and 6 miles north of Birdum, is the point of trans-shipment for passengers and goods and is, at present, the effective terminal. A road-rail freight service operates between Adelaide and Darwin via Alice Springs.

5. **Roads.**—The Stuart Highway, 954 miles long, connects Alice Springs with Darwin and runs via Larrimah and Tennant Creek. The Barkly Highway, 403 miles long, connects Mount Isa (Queensland) with Tennant Creek and joins the Stuart Highway some 16 miles north of Tennant Creek. These highways are used for carrying various freights including cattle, particularly to and from the railheads at Alice Springs, Larrimah and Mount Isa. The routes are used also for overland tourists and travellers from the southern States to Darwin. With the further development of the pastoral and mining industries in the Territory, road trains are now being used on both highways for the export of cattle and ore. Both roads have good water bores and communications. There are now approximately 11,200 miles of road in the Territory of which 1,430 miles are sealed.

Work on a programme for reconstruction of beef cattle roads, estimated to cost £4,570,000 over a period of three to four years, commenced in 1961-62. Expenditure to 30th June, 1964, was £2,235,000. The transport of cattle by road is expected to increase the number, quality and value of cattle turned off.

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

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

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

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

§ 8. Education

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

At 30th June, 1964, there were 20 government schools in the Territory, with 4,858 pupils, and four private schools, with 934 pupils, providing instruction according to the South Australian curriculum. There were also three subsidized schools on pastoral properties with a total enrolment of 26. High schools have been established with classes to Leaving Certificate level at Alice Springs and Leaving Honours level at Darwin.

All children who live more than 10 miles from an established school receive an allowance of up to £160 (£100 plus £60 on a graduated scale according to family income) per annum plus fare concessions if they board away from home in order to attend school. Twelve Intermediate exhibitions or 10 per cent. of the number of candidates, whichever is the greater, are available annually, and carry benefits of £5. There are also book allowances ranging from £8 to £10 per annum for secondary students.

Approximately 353 children receive correspondence education under the South Australian Correspondence School system. The radio session "School of the Air" supplements normal correspondence instruction for certain children in isolated areas.

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

2. **Special Aboriginal Schools.**—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. Nineteen schools have so far been established. A special syllabus and series of readers have been prepared for use in these schools. Free mid-day meals, milk, and school clothes are supplied to the pupils. In addition to the 19 Administration schools, 15 schools for Aboriginal children are conducted by missions with the aid of Government subsidies. Also, five schools aided by Government subsidies have been established on pastoral properties, and the establishment of others along similar lines is planned. Five pre-school centres are operated by the Administration for Aboriginal children, and three others are organized by the missions.

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

§ 9. Aboriginal Welfare

The Commonwealth and State Governments have adopted a common policy of assimilation which aims at ensuring that "all Aborigines and part-Aborigines will attain the same manner of living as other Australians and live as members of a single Australian community, enjoying the same rights and privileges, accepting the same responsibilities, observing the same customs and influenced by the same beliefs, hopes and loyalties as other Australians". In the Northern Territory, Aborigines, as such, are not subject to special conditions, but the *Welfare Ordinance* 1953–1963 provides that any person, regardless of race, may be declared a ward if by any reason of his manner of living, his inability without assistance to manage his own affairs, his standard of social habits and behaviour, and his personal associations, he stands in need of the special care and assistance the Ordinance provides. An intensive welfare programme to prepare Aboriginal wards for the demands of modern living is being carried out, and 13 Government settlements and 14 mission stations have been established, where Aborigines are encouraged to adopt a settled way of life, and health services, particularly child welfare services, education, housing, vocational training and employment are provided. Aborigines are also encouraged to take part in the social activities of the community.

§ 10. Finance

Details of revenue and expenditure of the Territory for the years 1959–60 to 1963–64 are shown below. The information given covers the transactions of the Commonwealth Consolidated Revenue Fund relating to the Northern Territory.

NORTHERN TERRITORY: REVENUE AND EXPENDITURE (£)

Particulars	1959–60	1960–61	1961–62	1962–63	1963–64
REVENUE					
Taxation—					
Stamp duties	15,177	20,923	24,656	38,092	20,728
Motor registration	60,429	70,602	75,360	81,374	93,904
<i>Total</i>	<i>75,606</i>	<i>91,525</i>	<i>100,016</i>	<i>119,466</i>	<i>114,632</i>
Business undertakings—					
Electricity supply	532,915	573,875	687,252	731,867	896,983
Other—					
Rent			289,940	292,442	333,576
Rates	394,651	418,299	212,620	198,453	232,815
Housing			111,511	122,190	169,423
Mining			40,462	64,932	65,846
Harbour and wharf	(a)	(a)	60,448	87,782	57,675
Health			135,528	184,005	217,804
Attorney-General	16,640	27,905	31,685	24,386	126,441
Miscellaneous	406,558	628,334	330,864	279,189	256,801
Grand Total	1,426,370	1,739,938	2,000,326	2,104,712	2,471,996

(a) Not available separately; included in Miscellaneous.

NORTHERN TERRITORY: REVENUE AND EXPENDITURE—*continued*

(£)

Particulars	1959-60	1960-61	1961-62	1962-63	1963-64
EXPENDITURE					
Business undertakings—					
Electricity supply ..	363,378	351,020	401,215	469,743	605,864
Water supply	101,783	115,861	167,930	199,578	213,284
Hostels' loss	42,738	18,000	14,000	14,000	3,175
<i>Total</i>	<i>507,899</i>	<i>484,881</i>	<i>583,145</i>	<i>683,321</i>	<i>822,323</i>
Social expenditure—					
Aboriginal affairs ..	979,984	965,227	1,011,983	1,297,386	1,522,608
Educational services ..	278,096	352,993	437,201	483,149	564,424
Public health, recreation and charitable	857,423	1,049,686	1,322,833	1,366,474	1,454,360
Law, order and public safety	118,831	123,735	129,860	135,906	205,710
<i>Total</i>	<i>2,234,334</i>	<i>2,491,641</i>	<i>2,901,877</i>	<i>3,282,915</i>	<i>3,747,102</i>
Capital works and services—					
Water supplies, roads, stock routes, etc.	386,583	509,516	751,580	1,652,949	1,335,810
Buildings, works, sites, etc. . .	2,705,798	2,967,054	4,015,773	3,830,763	3,937,774
Plant and equipment ..	322,440	348,552	1,013,264	1,072,141	1,004,872
Loans for housing ..	379,298	617,953	575,798	556,205	806,371
Loans for encouragement of primary production ..	10,038	23,315	23,863	21,996	47,939
Northern Territory Port Authority .. ..	..	..	..	..	60,000
Other	69,730	65,000	..	44,712	79,551
<i>Total</i>	<i>3,873,887</i>	<i>4,531,390</i>	<i>6,380,278</i>	<i>7,178,766</i>	<i>7,272,317</i>
All other—					
Territory administration ..	2,159,480	2,448,306	2,840,989	3,248,114	3,678,903
Developmental services ..	221,600	219,997	243,610	274,694	316,000
Municipal, sanitary and garbage services	223,632	206,710	228,900	270,026	320,833
Shipping subsidy	2,333	2,563	4,250	4,250	4,250
Railway freight subsidies ..	35,615	33,149	36,013	40,225	45,722
Airmail service subsidy ..	22,500	22,845	33,311	36,250	57,750
Rent, repairs and maintenance, n.e.i.	(a)837,021	(a)942,535	(a)885,408	(a)929,278	(a)1,248,476
<i>Total</i>	<i>3,502,181</i>	<i>3,876,105</i>	<i>4,272,481</i>	<i>4,802,837</i>	<i>5,671,934</i>
Grand Total	10,118,301	11,384,017	14,137,781	15,947,839	17,513,676

(a) Includes maintenance expenditure on Stuart and Barkly Highways: 1959-1960, £499,900; 1960-61, £515,892; 1961-62, £499,997; 1962-63, £498,364; 1963-64, £700,000.

THE AUSTRALIAN CAPITAL TERRITORY

§ 1. Population, Works and Services

1. **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.

Little growth was made thereafter until the later thirties, and at the outbreak of the 1939–45 War the population had reached just under 13,000 persons. During the war, growth was again slow, and at the Census of 30th June, 1947, the population was 16,905 persons. Subsequently, the population showed steady increases and at the Census of 30th June, 1954, it was 30,315 persons. With further transfers of departments from Melbourne, the population reached 58,828 persons (including 527 in Jervis Bay) at the Census of 30th June, 1961. At 30th June, 1964, the population was 80,413, made up of 77,644 in Canberra City and 2,769 in rural areas (including Jervis Bay).

2. **Progress of Works.**—(i) *National Capital Development Commission.* The *National Capital Development Commission Act 1957–1960* provides for a Commission to undertake and carry out the planning, development and construction of the City of Canberra as the National Capital of the Commonwealth. The year 1963–64 was the sixth year of the Commission's operations. Construction work was carried out by means of agency arrangements with the Department of Works and private consultants.

Details of expenditure by the Commission in each year from 1959–60 to 1963–64 are included in the table on page 114.

(ii) *Department of Works.* Apart from the work it carries out for the National Capital Development Commission, the Department of Works acts as design and supervision agent for other Commonwealth departments and instrumentalities. Total expenditure during 1963–64 on all operations amounted to £5,020,173 (£5,125,084 in 1962–63), comprising:—Building Works—Housing, £19,746, Other Building, £2,683,501; Engineering Works, £306,066; Repairs and Maintenance—Building, £826,706, Engineering, £1,112,077; Purchase of Plant, £72,077.

(iii) *Major Works.* The following major works were completed during 1964. *National Capital Development Commission:* The Australian National Mint; Watson Infants' School; Hackett Primary School; Russell Building, No. 5; Brassey House Extension; Zoology Building, Australian National University; Dickson Swimming Pool; and Hackett Reservoir.

Department of Works: A.B.C. Studios, Dickson; Land Research and Regional Surveys Laboratory; permanent officers' sleeping quarters, and communications and navigation building, R.A.A.F., Fairbairn; and mechanical workshop and store at civil aerodrome.

Works under construction at the beginning of 1965 included the following projects. *National Capital Development Commission.* Further buildings in the Defence Office Group at Russell and at the Canberra Technical College; National Library; Economics Building, Australian National University; Civic Auditorium; Commonwealth Hostel, Northbourne Avenue; Commonwealth Avenue Offices; Bureau of Mineral Resources Building; Anzac Parade West Building; Campbell High School; Curtin Primary School; Watson High School; Anzac Parade; Bachelor Flats (120 units); and New Oakey Hill Reservoir.

Department of Works: Additions and alterations to Canberra Community Hospital; computer building and laboratories for Council for Scientific and Industrial Research; Civic Telephone Exchange; and deep space tracking station, Tidbinbilla.

(iv) *Roads and Water Supply.* The total length of roads in the Territory at 30th June, 1964, was:—bitumen and concrete—379 miles; gravel—177 miles; and other formed roads—86 miles; total—642 miles.

At 30th June, 1964, about 17,500 homes were connected to the city water supply, drawn through nine service reservoirs from two storages on the Cotter River with a total capacity of nearly 3,500 million gallons. A third storage dam site is currently being investigated.

Treatment works at Weston Creek dispose of Canberra sewage. At 30th June, 1964, 283 miles of sewers were laid.

(v) *Housing Development.* To provide for additional home development three new suburbs are being opened in Yarralumla Creek Valley, south-west of the existing city area. The first of these, Hughes, is well advanced and 603 homes were completed by the end of 1964. In all parts of Canberra 1,609 houses and 248 flats were completed during 1964.

3. *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. Direct or linking services operate between Canberra and Sydney and Canberra and Melbourne.

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

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

There are three radio broadcasting stations in the Territory, 2CY and 2CN of the national broadcasting system, and 2CA, a commercial station, and two television stations, ABC Channel 3 of the national broadcasting system, and CTC Channel 7, a commercial station.

4. *Education, Health and Justice.*—The *Education Ordinance 1937–1959* provides for the compulsory attendance at school of children between the ages of six and fifteen years. The Commonwealth Department of the Interior is primarily responsible for the education of children in the Australian Capital Territory. By agreement, however, the New South Wales Department of Education arranges the teaching programme in accordance with its own curriculum and provides the teaching staff. It is reimbursed for expenses incurred.

At 31st December, 1964, there were four public secondary schools in Canberra providing courses to the Leaving Certificate standard—Canberra High School, Telopea Park High School, Lyneham High School, and Narrabundah High School. One high school, Dickson, is proceeding to fifth form in 1965 and two new high schools, Campbell and Watson, are scheduled to commence with first and second form pupils. Twenty schools provided courses for children in infants and primary classes, including two in the Jervis Bay area and three in rural districts. There were also a school for mentally handicapped children; a therapy clinic for children suffering from speech defects; a clinic for educational guidance; and a class for deaf children.

At the same date, there were sixteen private schools in Canberra. Of these, St. Edmund's Christian Brothers' College, the Catholic Girls' High School, the Canberra Grammar School (Boys), and the Canberra Church of England Girls' Grammar School provide courses leading to the Leaving Certificate Examination. A fifth private secondary school, Daramalan College, is annually extending its courses to reach Leaving Certificate standard in 1966. A sixth private secondary school, the Griffith Catholic Girls' High School, commenced with first and second form pupils at the beginning of 1965.

Twenty-six pre-school centres, including two occasional care centres and a mobile unit which visits outlying areas, provide pre-school facilities for approximately 2,040 children between the ages of three and five years.

The Canberra Technical College, which follows generally the curriculum set by the New South Wales Department of Technical Education, provides trade, post-trade, certificate and some hobby courses. At present 80 separate courses are provided and the number of enrolments exceeds 3,500. The college is located in two areas, Reid and Kingston. Eventually the Reid College will replace the Kingston College.

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

Further reference to education in the Australian Capital Territory appears in Chapter XIX. Education, Cultural Activities and Research.

The Canberra Community Hospital serves the population of Canberra and surrounding districts. At 30th June, 1964, it had 427 beds, an honorary medical staff of 78, seven salaried medical staff, and a nursing staff of 356. Extensions are being made to the hospital to enable it to cope better with the needs of Canberra's growing population. For further information see Chapter XVIII. Public Health.

The Australian Capital Territory has a Supreme Court and a Court of Petty Sessions. There is an Australian Capital Territory Police Force, which at the end of 1963 numbered 115, including two policewomen.

§ 2. Production

1. **Lands.**—Reference has been made in earlier issues of the Year Book to the general conditions of land tenure in the Territory and to the area of alienated and leased land, and Chapter IV. Land Tenure and Settlement of this issue contains statistical information on the subject. (See also § 1. Canberra: Fifty Years of Development, p. 123 of Year Book No. 49.)

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

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 is situated in this area. Some 5,000 acres of land in the area, mostly of little value agriculturally, are used for grazing purposes. The natural forest is being utilized for the production of hardwood building material, and the area treated is being reforested with softwoods on an experimental basis.

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

The total area of softwood plantations at 30th June, 1964, was 27,224 acres, of which 24,863 acres were *Pinus radiata*, the balance consisting of other softwood species, chiefly *Pinus ponderosa* and *Pinus nigra*, and 409 acres of experimental planting at Jervis Bay, mainly *Pinus radiata* and *Pinus elliotii*.

Forestry operations in the Territory were begun on Mount Stromlo in 1915. Plantings up to 1925 were chiefly on decorative lines, but since then a much wider programme has been undertaken. Sawmill timber is now being obtained, mainly from thinning operations. The yearly output of pine logs has increased from 2,500 cubic feet in 1930–31 to about 1.1 million cubic feet at the present time, the total amount cut to date being about 17.5 million cubic feet. The present output consists of approximately 45 per cent. case-making material, 40 per cent. logs yielding building material, and 15 per cent. cordwood, pulpwood, and fence posts.

In 1926, a comprehensive review was undertaken of the Territory's potentialities for forest development. The existing forest area has been placed under management and a considerable amount of survey and assessment work has been completed, resulting in the extension of operations, including fire protection, to 100,000 acres of hardwood forests in the Cotter catchment area. Hardwood log production during 1963–64 was 99,226 cubic feet, approximately 75 per cent. of this being cut in the Tidbinbilla forest and used locally, the balance cut in Jervis Bay, and used in New South Wales. The total amount of hardwood cut from Australian Capital Territory forests to date is about 4,066,917 cubic feet and only small quantities now remain unexploited.

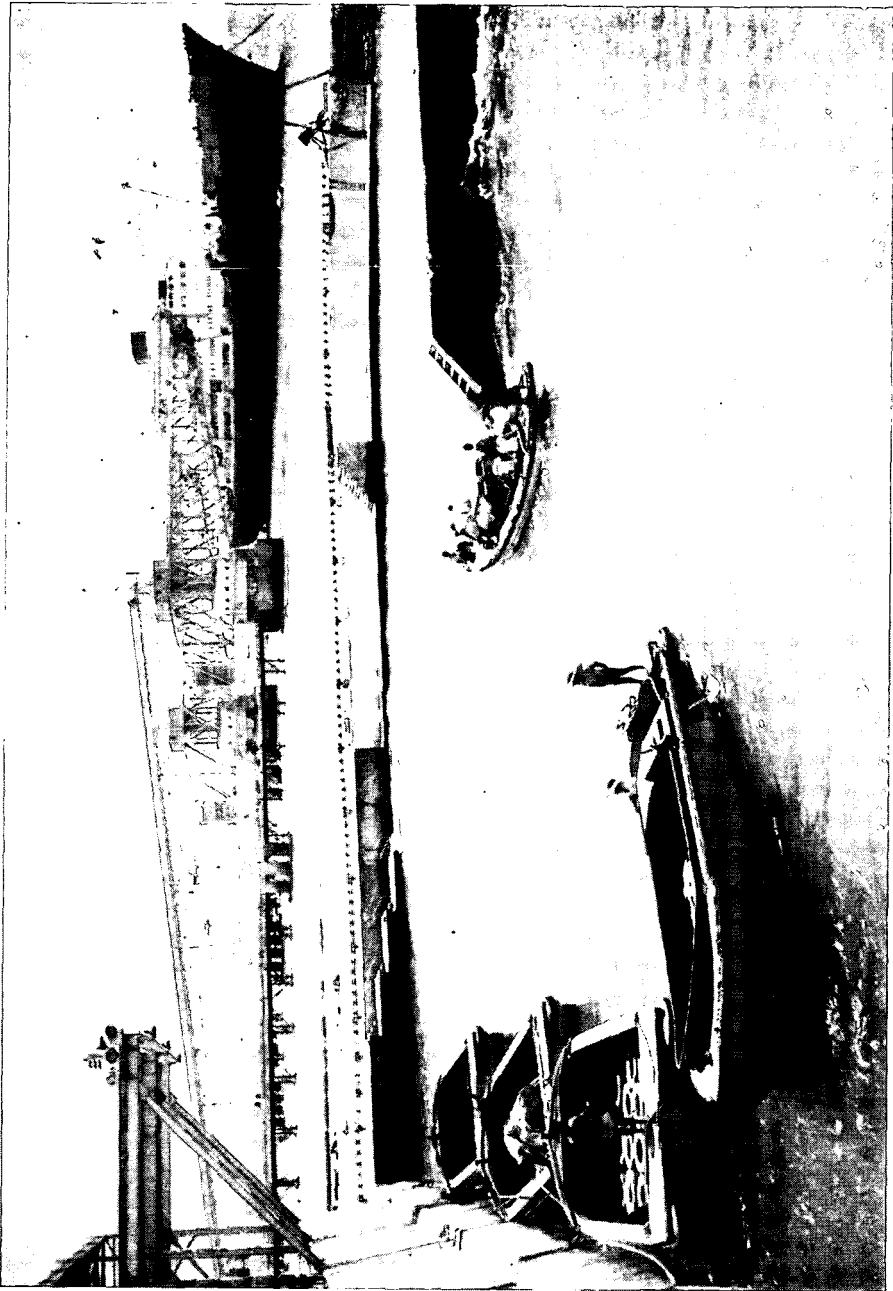
3. **Production.**—During 1963–64, the production of the more important items of the agricultural and pastoral industry was—wheat, 69,384 bushels; wool, 2,552,000 lb.; whole milk, 1,153,000 gallons; meat (carcass weight, fresh), 4,482 tons. The numbers of livestock depastured at 31st March, 1964, were—horses, 622; cattle, 14,399; sheep, 289,104; and pigs, 121.

As in the Northern Territory, the secondary industries established in the Australian Capital Territory are largely the service industries associated with the growth of the Territory. For the year 1963–64, factories (i.e. establishments in which four or more persons are employed or where power—other than manual—is used in any manufacturing process) numbered 170, the average number of employees was 2,694; the value of production (value added) was £5,548,000; and the value of output, £10,103,000.



Mining phosphate on Nauru from pockets in the coral pinnacles.

Photograph by courtesy of Australian News and Information Bureau.



Phosphate loading depot at Boat Harbour, Nauru.

Photograph by courtesy of Australian News and Information Bureau.

§ 3. Finance

Details of revenue and expenditure for the years 1959-60 to 1963-64 as recorded in the Commonwealth Consolidated Revenue Fund are given in the following table. Particulars of railways operations are excluded from this table.

AUSTRALIAN CAPITAL TERRITORY: REVENUE AND EXPENDITURE

(£)

Particulars	1959-60	1960-61	1961-62	1962-63	1963-64
REVENUE					
Taxation—					
Motor registration ..	143,884	161,421	185,297	203,797	236,906
Liquor	39,783	47,534	52,048	55,706	64,674
Department of Health licences	257	362	353	421	425
Medical, dental, pharmacy and nursing registrations ..	102	103	110	135	187
Stock rates	1,732	1,851	2,079	2,067	1,889
Rates	173,540	176,912	204,122	254,480	341,606
<i>Total</i>	<i>359,298</i>	<i>388,183</i>	<i>444,009</i>	<i>516,606</i>	<i>645,687</i>
Business undertakings(a)—					
A.C.T. Electricity Authority—interest and repayments of principal	(b)	(b)	(b)	(b)	155,200
Abattoirs	33,498	34,884	39,225	56,087	61,925
Rent—					
Housing	1,052,792	1,185,673	1,584,078	1,740,093	1,818,829
Land	214,920	259,986	278,079	336,568	396,615
Miscellaneous	17,146	25,217	33,326	20,978	37,593
<i>Total, Rent</i>	<i>1,284,858</i>	<i>1,470,876</i>	<i>1,895,483</i>	<i>2,097,639</i>	<i>2,253,037</i>
Fees for services and fines ..	120,397	245,481	283,305	297,978	335,757
Housing—interest and principal repayments	309,586	424,225	687,292	1,004,708	1,206,576
Premiums on lease sales	519,696	1,037,160	511,970	1,439,916	2,240,038
Other	139,081	110,951	130,934	211,819	145,152
<i>Grand Total</i>	<i>2,766,414</i>	<i>3,711,760</i>	<i>3,992,218</i>	<i>5,624,753</i>	<i>7,043,372</i>
EXPENDITURE					
Business undertakings(a)(c)—					
Water supply and sewerage ..	254,884	328,109	372,233	415,908	518,420
Abattoirs	32,010	35,698	35,629	39,806	40,729
Transport services(d)	62,000	60,000	62,000	58,000	87,300
Other .. .. .	..	10,359	..	..	..
<i>Total</i>	<i>348,894</i>	<i>434,166</i>	<i>469,862</i>	<i>513,714</i>	<i>646,449</i>
Social expenditure—					
Education—					
Primary and secondary ..	601,130	805,795	936,106	1,143,049	1,302,380
Technical college	68,719	75,687	84,545	97,541	127,687
University scholarships ..	11,000	10,723	13,756	15,426	18,848
Art, community activities, etc.	8,445	23,419	16,632	23,246	25,896
Nursery schools and pre-school centres	32,861	38,196	49,483	51,033	56,699
Public health and recreation	132,261	160,926	187,426	215,153	261,767

NOTE.—For footnotes see end of table, p. 114.

AUSTRALIAN CAPITAL TERRITORY: REVENUE AND EXPENDITURE

—continued

(£)

Particulars	1959-60	1960-61	1961-62	1962-63	1963-64
EXPENDITURE—continued					
Charitable—					
Hospital—general ..	396,250	408,800	457,400	536,600	560,000
Relief of aged, indigent, etc.	5,102	12,485	13,672	15,340	16,823
Other ..	38,674	51,805	51,271	59,451	69,478
Law, order and public safety—					
Justice ..	45,942	53,428	67,404	95,455	105,509
Police ..	168,952	197,275	215,921	263,148	304,973
Public safety ..	68,523	79,880	92,395	120,772	129,731
<i>Total</i> ..	<i>1,577,859</i>	<i>1,918,419</i>	<i>2,186,011</i>	<i>2,636,214</i>	<i>2,979,791</i>
Works and services(e)—					
National Capital Development Commission—					
National works ..	75,075	156,054	815,718	1,573,742	736,384
Commonwealth offices ..	738,121	1,391,219	1,119,074	831,952	4,211,611
Territory works—					
Education ..	1,036,265	1,500,804	1,103,433	782,808	1,046,655
Housing ..	4,616,827	3,426,679	3,247,651	3,440,502	3,138,020
Main roads, bridges, water, sewerage and storm water ..	1,487,460	1,505,599	1,991,431	1,823,032	1,399,253
Other buildings ..	463,979	333,866	248,347	370,390	122,266
City works ..	865,280	683,860	337,766	948,401	898,344
Land development ..	835,183	1,099,250	1,153,011	1,199,490	1,460,250
Minor works ..	197,047	254,684	264,673	250,520	253,337
Other ..	684,763	597,985	718,896	929,163	653,880
<i>Total</i> ..	<i>11,000,000</i>	<i>10,950,000</i>	<i>11,000,000</i>	<i>12,150,000</i>	<i>13,920,000</i>
Other authorities—					
Electricity ..	494,788	629,251	461,729	524,776	575,000
Transport services ..	67,406	79,500	243,717	193,639	293,526
Health buildings ..	52,498	284,881	316,495	797,615	1,074,151
Housing ..	317,000	350,000	275,000	1,240,000	1,200,000
Forestry ..	70,000	70,000	84,000	105,000	99,000
Loans to co-operative building societies ..	17,500	500,000	1,000,000	650,000	703,026
Public works. n.e.i. ..	392,182	293,470	430,152	812,979	501,619
<i>Total</i> ..	<i>1,411,514</i>	<i>2,207,102</i>	<i>2,811,093</i>	<i>4,524,009</i>	<i>4,440,522</i>
<i>Total, Works and Services</i>	<i>12,411,374</i>	<i>13,157,102</i>	<i>13,811,093</i>	<i>16,474,009</i>	<i>18,366,322</i>
All other—					
Roads and bridges ..	329,955	378,255	378,942	379,910	377,875
Parks and gardens, etc. ..	350,396	459,721	522,076	607,531	799,464
Surveys, land services, etc. ..	176,471	180,474	210,153	220,578	248,106
Legislative and general administration ..	658,043	590,257	595,082	780,422	967,793
Miscellaneous ..	507,996	687,700	658,056	686,964	633,319
<i>Total</i> ..	<i>2,022,861</i>	<i>2,296,407</i>	<i>2,364,309</i>	<i>2,675,405</i>	<i>3,026,557</i>
<i>Grand Total</i> ..	<i>16,360,988</i>	<i>17,806,094</i>	<i>18,831,275</i>	<i>22,299,342</i>	<i>25,019,119</i>

(a) Revenue collections in respect to water supply and sewerage are not available separately and are included in Rates and Other. (b) Electricity transactions included in Australian Capital Territory Electricity Supply Trust Account. (c) Other than Works and services. (d) Payment to Australian Capital Territory Transport Trust Account (loss on omnibus service). (e) Excludes repairs and maintenance.

NORFOLK ISLAND

1. **General.**—Norfolk Island, discovered by Captain Cook in 1774, is situated in latitude $29^{\circ} 3' 30''$ S., longitude $167^{\circ} 57' 5''$ E. Its total area is approximately 14 square miles, the island being about 5 miles long and 3 miles wide. It is 930 miles distant from Sydney and 660 miles from Auckland. The length of the coast line is 20 miles, and its form that of an irregular ellipse. Except for a portion on the south side and the landing place at Cascade on the northern side, almost inaccessible cliffs rise from the water's edge. The climate is equable, the temperature ranging between 49° and 85° F. with a mean of 68° F. The average annual rainfall is 53 inches.

Having served as a penal station from 1788 to 1813 and from 1826 to 1855, Norfolk Island in 1856 became the home of the remaining descendants of the *Bounty* mutineers. At the Census of 30th June, 1961, the population was 844, consisting of 421 males and 423 females. Total population at 30th June, 1964, was 896.

2. **Administration.**—In 1856 the island was created a distinct and separate settlement under the jurisdiction of New South Wales. In 1896 it was made a dependency under the Governor of that Colony, and finally, by the passage of the *Norfolk Island Act 1913*, it was accepted by the Commonwealth Parliament as a territory of Australia. It is controlled by the Minister for Territories through an Administrator. The *Norfolk Island Act 1957* provided for a local government body, the Norfolk Island Council, which replaced the former advisory council, retaining its advisory functions, but in addition having a certain autonomy in local government matters on the island. The Council did not in fact exercise its local government powers, and at its request the Act was again amended in 1963 to make it once more a purely advisory body. The amendment provided, however, for fuller consultation with the Council in the administration of the Territory, particularly in regard to the raising and spending of revenues. The amendment came into operation after the election of the Council in 1964.

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

(i) **Primary Industries.** The soil on the island is particularly fertile, the climate equable, and the rainfall fairly evenly distributed except for a pronounced dry period in November. This enables a wide range of temperate and semi-tropical products to be cultivated. However, the island's comparative isolation presents trading difficulties.

Bean seed is exported, but wide fluctuations in prices, as in recent years, react unfavourably against the industry. The conditions on Norfolk Island also favour the production of other types of seed.

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

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

(ii) **Tourists.** The unique history and unusual beauty of the island have always attracted a number of tourists. Before the 1939–45 War, the only means of transport to the island was by ship, but the building of the aerodrome in 1943 made the island far more accessible for tourists and the number of tourists has increased steadily during recent years. There are at present three licensed residential hotels and five guest houses; additional accommodation is being planned.

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

4. *Trade, Transport and Communication.*—Imports to Norfolk Island since the 1939–45 War have risen from £32,402 in 1945–46 to £601,830 in 1963–64. In 1963–64 the major proportion (£420,949 or 70 per cent.) came from Australia, while New Zealand and Pacific Islands supplied £17,485 or 2·9 per cent. Exports rose from £9,024 in 1945–46 to £210,182 in 1960–61, but declined to £79,679 in 1963–64, when the whaling industry ceased operations. Australia was the principal market, exports thereto amounting to £67,874 in 1963–64, while exports to New Zealand and to Pacific Islands amounted to £10,477.

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

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

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

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

5. *Education.*—Education is free and compulsory up to the age of fifteen years. The school, which is conducted by the New South Wales Department of Education, conforms to the Australian standard of public education, ranging from kindergarten to the School Certificate examination. The teachers are provided by the New South Wales Education Department, but they are paid by the Norfolk Island Administration. The number of scholars enrolled at 30th June, 1964, was 174.

6. *Judiciary.*—The judicial system of the Territory was reconstituted by the *Norfolk Island Act 1957*, which was proclaimed in the Territory on 7th April, 1960. There is now a Supreme Court of Norfolk Island and a Court of Petty Sessions, which replaced the Court of Norfolk Island in its full and limited jurisdictions. The Supreme Court is the highest judicial authority in the Territory with original criminal and civil jurisdiction. The jurisdiction of this Court is exercised by a judge sitting in Court to the extent provided by the *Supreme Court Ordinance 1960* or any other Ordinance or by rules of Court, and in all matters of practice and procedure by a judge sitting in Chambers. The jurisdiction of the Court of Petty Sessions is exercised by a Chief Magistrate or any three Magistrates other than the Chief Magistrate. This Court has jurisdiction to hear and determine in a summary manner, under the provisions of the *Court of Petty Sessions Ordinance 1960*, cases arising under a law in force in the Territory where, under the law, an offence is punishable by summary conviction, a person is made liable to a penalty or punishment or to pay a sum of money for any offence, and no other provision is made for the trial of the person committing the offence, or jurisdiction is conferred upon a Court of Petty Sessions. The Court can also hear and determine civil claims in respect of a sum or matter or issue that does not exceed, or the value of which does not exceed, £200. There is right of appeal to the Supreme Court from the Court of Petty Sessions, and, in certain circumstances, a right of appeal to the High Court of Australia from judgments of the Supreme Court.

7. *Finance.*—The revenue of the Territory, together with an annual grant from the Commonwealth Government for administrative expenses, is paid to the credit of the *Norfolk Island Trust Fund*, and advances for administrative and developmental expenses are drawn from the account. The principal items of revenue and expenditure for the five years 1959–60 to 1963–64 were as follows.

NORFOLK ISLAND: REVENUE AND EXPENDITURE
(£)

Item	1959-60	1960-61	1961-62	1962-63	1963-64
REVENUE					
Commonwealth subsidy	32,000	32,000	32,000	32,000	33,700
Customs duties	12,884	14,474	15,305	17,805	22,666
Sale of liquor	9,021	9,627	11,091	12,993	14,882
Post office	16,620	43,930	38,505	24,195	27,546
All other	11,479	8,806	11,565	11,476	16,993
Total Revenue	82,004	108,837	108,466	98,469	115,787
EXPENDITURE					
Administrative	24,196	23,643	27,758	28,181	26,979
Miscellaneous services	26,915	22,855	27,193	31,832	31,388
Repairs and maintenance	10,406	8,715	9,195	8,176	8,539
Capital works and services	12,748	7,010	21,093	23,014	28,810
Postal services	5,211	14,722	7,449	7,653	12,879
Other business undertakings .. .. .	..	299	287	467	680
Total Expenditure	79,476	77,244	92,975	99,323	109,275

PAPUA AND NEW GUINEA

NOTE.—The information under this heading is applicable to both the Territory of Papua and the Trust Territory of New Guinea. For details of the respective Territories see pages 124 (Papua) and 129 (New Guinea) and following pages.

§ 1. Administration

The *Papua-New Guinea Provisional Administration Act 1945-1946*, which provided for the transfer back of control from the military authorities to civil authorities after the 1939-45 War, was repealed by the *Papua and New Guinea Act 1949*, which came into force on 1st July, 1949. The latter Act approved the placing of the Territory of New Guinea under the International Trusteeship system and provided for an Administrative Union of the Territory of Papua and the Territory of New Guinea with one Administrator, one Supreme Court and one Public Service.

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

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

In October, 1960, the Commonwealth Parliament passed amendments to the Papua and New Guinea Act to change the composition of the Legislative Council, the new Council consisting of 37 members, namely:—the Administrator; 14 official members (to be either indigenous or non-indigenous); 12 elected members (six elected by the native people); and 10 nominated members, of whom at least five will be indigenes. The Executive Council was replaced by the Administrator's Council, consisting of the Administrator and six persons, appointed from the Legislative Council by the Minister for Territories, on the recommendation of the Administrator.

In May, 1963, the Commonwealth Government passed a further amendment to the Act, which made provision for a House of Assembly to replace the Legislative Council. The House now consists of 64 members—10 official members appointed by the Governor-General on the advice of the Administrator; 44 members elected by the people of the Territory on a common roll in 44 open electorates; and 10 non-indigenous persons elected on a common roll in 10 special electorates comprising one or more open electorates.

The first elections for the House of Assembly were held in February-March, 1964.

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

§ 2. Judiciary

The courts which exercise jurisdiction within the Territory are:—

- (i) The Supreme Court of the Territory of Papua and New Guinea;
- (ii) Courts of Petty Sessions (Papua), District Courts (New Guinea);
- (iii) Courts for Native Matters (Papua), Courts for Native Affairs (New Guinea); and
- (iv) Warden's Courts.

The Supreme Court is the highest judicial authority in the Territory and has unlimited criminal and civil jurisdiction. Courts of Petty Sessions and District Courts have criminal jurisdiction over the less serious offences which are punishable on summary conviction, but have no jurisdiction to try treason crimes, misdemeanours and other indictable offences. They also exercise a limited civil jurisdiction. The jurisdiction of the Courts for Native Matters and Native Affairs covers offences by indigenous inhabitants against the Native Administration Regulations, and civil actions of any kind other than matters relating to the ownership of land or water if all parties are indigenes. The Administrator has power to establish, in respect of each gold field or mineral field, warden's courts with jurisdiction over civil cases respecting mining or mining lands held under the *Mining Ordinance 1937-1959* and offences against the mining laws of the Territory.

In addition, there are the Native Land Commission set up under the *Native Land Registration Ordinance 1952* and the Commissioner of Titles appointed under the *New Guinea Land Titles Restoration Ordinance 1951-1955*, whose function is to inquire into and determine what land in the Territory is the rightful and hereditary property of persons or communities by customary right; and the persons or communities by whom, and the shares in which, that land is owned.

§ 3. Agriculture and Animal Industry

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

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 no great variation in day-length over the year. The two seasons which are experienced are generally described as the "south-east" and the "north-west", corresponding with the periods of the year when the south-east trade winds and the north-west monsoons direct the main Territory air-flow. The south-east season prevails approximately from May to October, the trade winds attaining maximum velocities during July and August. The north-west monsoon operates over a considerably shorter period, from the end of December to about March. During the periods between these seasons, November and early December, and about March to April, there are two short spells of calm weather.

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

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

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

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

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

Only the central Government (i.e., the Administration working through the Department of Lands and the Registrar of Titles) may issue and register land titles.

Land subject to native custom remains subject to native custom only until it is taken out of custom either by acquisition by the Administration or by a process, to be provided for by Ordinance of the Territory, of conversion of title to an individual registered title.

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

Land held under native custom may not be acquired outside of native custom by other than the Administration.

For the time being, land may not be acquired by the Administration unless the native owners are willing to sell and in the opinion of the Administration the land is not required by them; and conversion of title from native custom to individual registered title may take place only if the majority of those interested in the land under native custom consent to conversion and the method of conversion.

The services of Commissioners under the *Land Titles Commission Ordinance 1962*, which came into operation on 23rd May, 1963, are to be used, as a first priority, on investigations into claims by the Administration that land is ownerless and may therefore be declared administration land, on investigation into the ownership under native custom of land proposed to be acquired by the Administration, on settlement of disputes about the ownership of land held under native custom, and, when legislative provision has been made, on investigations into the rights held under native custom in land proposed to be converted to individual registered title. The aim is that all the time of the Commissioners should be taken up with this work. To the extent that at any time it is not, the Commissioners should continue investigations into the holding of land under native custom; the results of such investigations are to be recorded for use in connexion with future acquisitions or conversions of title, but are no longer to be registered.

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

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

5. Plantation Agriculture.—*Coconuts.* Territory coconut plantations suffered severely from damage and neglect during the 1939–45 War but rehabilitation was rapid. In 1962–63 about 680 plantations, together with native coconut stands, produced about 114,000 tons of copra and exported 72,499 tons valued at £4,718,000. In 1963–64, 21,096 tons of coconut oil, valued at £2,318,379, 11,742 tons of copra oilcake and meal, valued at £276,346, and 69,272 tons of copra, valued at £5,008,958 were exported. A copra crushing mill was established at Rabaul in 1952. Native stands produce about 25 per cent. of the copra exported.

Rubber. Exports of rubber have increased from 1,952 tons, valued at £802,177, in 1950–51 to 5,005 tons, valued at £1,226,031, in 1963–64.

Cocoa. Exports of cocoa beans increased from 317 tons, valued at £92,181, in 1950–51 to 15,640 tons, valued at £3,421,466, in 1963–64. Nearly 50 per cent. of the exports go to Australia. At present, native growers produce about 33 per cent. of the cocoa production in the Territory.

Coffee. Exports of coffee rose from 33 tons, valued at £8,359, in 1950–51, to 6,831 tons valued at £2,682,929, in 1963–64. Of the 25,000 acres planted to coffee in the Territory, about 60 per cent. is in native-owned groves and the rest grown by Europeans in plantations. More than half of the Territory coffee production is marketed in Australia.

6. Native Agriculture.—Most of the indigenous inhabitants of Papua and New Guinea are agriculturalists producing fruit and vegetables for their own consumption. The crops grown vary according to environment and altitude, and include yams, taro and sweet potatoes, coconuts, bananas, papaws, maize, sugar-cane, cassava, beans, peanuts, rice, cucurbits and tobacco. Sago is the staple food in the extensive semi-inundated areas which occur along the lower valleys of the major rivers. In these areas, it is cut largely from naturally occurring stands. In other parts of the country, small areas of sago are grown along stream banks and in swampy patches, and are regarded as a reserve in times of poor harvest. In recent years, the indigenes have taken up the production of introduced crops such as peanuts, rice, cucurbits, and maize for their own consumption and cocoa and coffee for export. Some small-scale rubber growing is now being undertaken. In coconut areas, large quantities of copra are produced. In 1962–63, native production of copra was 30,157 tons, and that of cocoa and coffee 3,441 tons and 2,390 tons respectively. In many localities, the indigenes follow a farming system known as bush fallowing rotation, which is described in Year Book No. 48 and previous issues.

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

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

7. Animal Industry.—Livestock in the Territory as at 31st March, 1963, included cattle, sheep, goats and pigs, approximate figures for each species being:—cattle, 27,120; sheep, 334; goats, 2,525; and pigs, 5,015. Other livestock includes horses, mules and poultry. These figures represent European-owned livestock only; native-owned livestock consists almost entirely of pigs and poultry.

A number of British breeds of cattle are represented in Territory herds. For dairying, Jersey and Australian Illawarra Shorthorns are most popular; Black Polled, Polled and Horned Shorthorns, and Red Polled cattle are raised for meat production. Under good management these breeds have done well in the Territory. There are a small number of Romney Marsh sheep at Nondugl in the highlands of New Guinea.

A central abattoir controlled by the Administration is under construction at Lae to provide slaughtering facilities for beef producers in the Wau-Bulolo Area, the Markham and Ramu Valleys, and part of the Eastern Highlands District. At first, provision will be made only for immediate needs, but the design and layout will make it possible to expand the abattoir to handle smallgoods manufacture, snap freezing, and canning as the need develops.

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

For the year ended 31st March, 1964, primary societies numbered 280, with a membership of 85,699, a total capital of £643,795, and a turnover of £1,259,075. Secondary organizations numbered 14, with 236 member societies, a total capital of £304,375, and a turnover of £814,630.

§ 4. Native Labour

At 31st March, 1964, approximately 80,000 indigenous persons were engaged in wage employment, 57,000 of these being employed by private enterprise.

Minimum wages and conditions of employment for indigenous workers are prescribed under the *Native Employment Ordinance* 1958-1963. An employer is required to pay a minimum cash wage to every worker employed by him and provide the worker, and his family in appropriate cases, with accommodation, food, clothing, cooking and eating utensils, towels, soap and other articles, and medical attention. The major portion of the workers employed under the conditions prescribed under the Ordinance are unskilled rural workers.

In recent years an increasing number of workers in the urban areas have obtained employment under the conditions laid down in industrial agreements negotiated between representatives of workers and employers. These agreements, covering the majority of workers in the towns of Port Moresby, Rabaul, Lae, Madang, Wewak and Goroka, provide for the payment of a total cash wage, as distinct from the payment of cash-and-kind, to the workers covered by them. The agreements are registered as awards under the Territory's Industrial Relations Ordinance.

There has been a continued expansion of the trade union movement since industrial legislation for the Territory was introduced in March, 1963. In December, 1964, 10 associations with a membership of over 11,000 had been registered as industrial organizations of workers under the Industrial Organizations Ordinance.

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

A local apprenticeship scheme was inaugurated in 1955. An Apprenticeship Board, comprising representatives of private enterprise and government, advises the Administrator on apprenticeship matters. At 30th June, 1964, a total of 177 apprentices had already received trade certificates and over 449 were currently being trained.

A Department of Labour handles matters relating to industrial organizations, industrial relations, industrial safety and workers' compensation, carries out labour inspections, and provides industrial services and training in industrial fields.

§ 5. Secondary Industries

Secondary industries which have been established in the Territory are most frequently of the type associated with the elementary processing for export of local products such as copra, rubber, cocoa, coffee, passion-fruit and timber on or near the plantations. There has been a gradual growth in the manufacture of more highly processed products, and industries already established include a paint factory, cigarette factory, twist tobacco factories, a copra crushing mill, a plywood factory, bakeries, biscuit factories, soft drink factories and breweries. Large service industries already well established include air, sea, and land transport services and the building industry, which is serviced by sawmilling, joinery, furniture and metal industries, concrete products manufactures, brickworks, etc.

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

The following table shows details of factory operations for the year ended 30th June, 1963.

TERRITORY OF PAPUA AND NEW GUINEA: FACTORY OPERATIONS, 1962-63

Particulars	Class of industry				
	Industrial metals, machines and conveyances	Food, drink and tobacco	Sawmills, plywood and joinery	Other industries (a)	Total
Number of factories	151	62	76	42	331
Employees—					
Non-indigenous	716	113	318	174	1,321
Indigenous	1,422	1,270	2,269	664	5,625
<i>Total</i>	<i>2,138</i>	<i>1,383</i>	<i>2,587</i>	<i>838</i>	<i>6,946</i>
	£'000	£'000	£'000	£'000	£'000
Salaries and wages paid	1,163	287	727	366	2,543
Value of output	3,444	2,635	3,227	3,893	13,199
power, fuel and light, etc. . .	71	74	97	195	437
materials and fuel used	1,607	1,532	1,562	2,876	7,577
production (b)	1,837	1,103	1,665	1,017	5,622

(a) Includes coconut oil processing, tyre retreading, paint manufacture, printing, powerhouses, etc.
 (b) Value added.

§ 6. Finance

1. General.—The following table shows particulars of the financial operations of the Papua and New Guinea Administration for the years 1959–60 to 1963–64. Further information on each Territory will be found on pages 129 and 135.

TERRITORY OF PAPUA AND NEW GUINEA: REVENUE AND EXPENDITURE

Particulars	1959–60	1960–61	1961–62	1962–63	1963–64
REVENUE					
Taxation—					
Income tax	1,812,963	2,347,978	2,211,929	2,578,706	3,255,830
Customs duties	2,411,529	2,433,732	2,678,514	3,053,995	3,530,733
Motor registration	77,770	87,768	102,380	112,648	125,972
Stamp duties	81,672	86,489	123,169	119,582	97,353
Licences	31,497	34,251	38,644	45,092	65,518
Personal	175,489	146,867	111,174	94,830	52,652
Business undertakings—					
Post office	412,428	496,256	580,911	658,479	780,445
Harbour dues, wharfage, etc.	156,323	189,211	192,108	203,061	229,507
Electricity supply	471,060	521,673	576,628	670,966	(a)116,595
Sale of timber	128,497	129,326	74,258	21,305	..
Agricultural production	128,619	103,746	180,687	145,711	197,750
Water supply	22,800	27,301	32,846	42,631	52,434
Transport	40,795	22,277	..	..	..
Lands—					
Mining—					
Royalties	9,230	7,417	7,942	6,913	7,205
Other	8,650	9,418	8,814	9,062	8,634
Forestry	101,415	121,394	147,078	159,959	194,468
Land sales, rents, etc.	99,515	127,328	113,191	145,107	167,401
Commonwealth grant	12,808,282	14,796,648	17,293,398	20,000,207	25,249,308
Fees and fines	159,940	166,949	185,429	215,391	242,165
All other	263,736	392,719	340,097	738,923	b2,252,217
Total	19,402,210	22,248,748	24,999,197	29,024,568	36,626,187
EXPENDITURE					
Business undertakings—					
Post office	815,305	881,968	1,031,191	1,160,622	1,368,319
Harbours	138,773	122,411	142,422	137,526	161,156
Electricity supply	409,070	447,354	511,092	570,864	(a)217,461
Saw-mill	84,397	76,678	43,577	..	..
Water supply and sewerage	120,416	128,107	139,039	149,881	172,142
Social expenditure—					
Education	1,290,592	1,641,296	2,138,048	2,763,260	3,471,902
Grants to missions for education	261,093	405,260	341,272	374,233	489,506
Public health, hospitals, etc.	2,113,460	2,401,447	2,783,561	3,236,629	3,677,756
Mission medical services—grants	286,233	305,264	304,583	240,487	144,691
Law, order and public safety	862,115	1,023,707	1,234,428	1,407,992	1,505,155
District services and native affairs	1,246,727	1,372,150	1,465,154	1,470,207	1,669,199
Capital works and services	4,822,424	5,133,965	5,381,834	6,584,986	8,341,407
All other	6,882,042	8,391,451	9,484,599	10,941,229	15,407,360
Total	19,332,647	22,331,058	25,000,800	29,037,916	36,626,054

(a) Subsequent to the takeover by the Electricity Commission of the complete operation of major power houses, the Administration is responsible for the operation of minor power houses only.

(b) Owing to changes in accounting practices affecting motor transport usage, output by the Government Printer, and stores issued by the Government Stores, this figure is not comparable with those for earlier years.

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

Income Tax was imposed on 1st August, 1959, to operate from 1st July, 1959. The scale of taxation is about 50 per cent. of the tax payable on the same taxable income in Australia. Deductions for dependants the taxpayer is maintaining, and maximum deductions for medical, dental and educational expenses, are considerably higher than those allowed in Australia. The tax on public companies is at a flat rate of 4s. in the £1, which is a little over half the predominant rate of company tax in Australia, while on private companies the rate is 2s. 6d. in the £1 for the first £5,000 and 3s. 6d. for the remainder,

and generally comparable deductions are allowed. On 1st January, 1958, a Personal Tax was introduced for all males (including non-indigenous) of 18 years of age and over in Papua and New Guinea. The maximum tax is £2 per annum; the tax assessed is subject to the taxpayers' ability to pay, and consequently large areas have been exempted. Native Local Government Councils (which are formed voluntarily by the indigenes) are, however, empowered to levy taxes on villagers for the purpose of providing for local services carried out by the Councils. These taxes are set off against the indigene's Personal Taxation.

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

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

PAPUA

§ 1. General Description

1. *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 86,100 square miles, of which 83,325 are on the mainland, and 2,775 on the islands. A description of the physical characteristics of the Territory appears in previous issues of the Year Book (see No. 18, p. 633).

2. *Administration.*—Particulars of the early administration of Papua are given in Year Book No. 19, page 576. The Territory was placed under the authority of the Commonwealth on 1st September, 1906, by proclamation issued in pursuance of Letters Patent of 18th March, 1902, and was accepted by the Commonwealth by the *Papua Act* 1905, which came into force by virtue of the aforesaid proclamation. The transfer was made under the authority of Section 122 of the Constitution. The Territory is under the control of the Commonwealth, but not included within it, and is divided into six magisterial districts, Southern Highlands, Western, Gulf, Central, Milne Bay and Northern.

§ 2. Population

1. *Non-indigenous Population.*—At the Census of 30th June, 1961, the non-indigenous population of Papua was 5,490 males, 4,304 females, 9,794 persons. The total non-indigenous population at the Censuses of 1921, 1933, 1947 and 1954 was, respectively, 2,078, 2,173, 3,239 and 6,313 persons. At 30th June, 1964, the total non-indigenous population was 12,888.

The European population of Papua increased slowly, and with some reversals in trend, from less than 700 in 1906, the year in which the Territory came under Commonwealth control, to 1,343 at the Census of 1921. At the 1961 Census, it amounted to 8,260 persons.

2. *Indigenous Population.*—It is not possible to give exact data regarding the number of indigenes 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, 1964, numbered 548,852 persons. This comprised 530,772 enumerated persons and 18,080 estimated. The total number was distributed through districts as follows:—Southern Highlands, 176,934; Western, 59,135; Gulf (including the former Delta district), 58,835; Central, 108,486; Milne Bay, 93,772; and Northern, 51,690.

§ 3. Land Tenure

The basic principle of the land laws of Papua is that all land not specifically alienated by due process from the native people, or established to be vacant and ownerless, is native land. At 30th June, 1964, of the total area of Papua, approximately 55,000,000 acres, only 1,888,172 acres had been alienated. The distribution of alienated land at 30th June, 1964, according to tenure, was as follows:—held by private non-indigenous inhabitants, freehold, 24,280 acres, leasehold, 369,299 acres; native reserves, 68,192 acres; other, including public reserves and land available for leasing, 1,426,401 acres.

Although a small amount of freehold land exists in Papua, no further estates in freehold can be granted under the provisions of the *Land Ordinance* 1911–1961 of Papua. Leases of various kinds may be granted by the Administration. The principal types of leases available are agricultural leases, pastoral leases, leases of town allotments, business leases and residence leases of other than town allotments, and various forms of special leases and licences over land. Leasehold terms are liberal, and, in general, leases may be granted for periods of up to 99 years. Rent is based on the unimproved value of the land.

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.

§ 4. Production

1. **General.**—The products of the Territory are obtained principally from its agricultural, forestry, mining and fishing industries. Native subsistence agriculture, fishing and hunting produce most of the food requirements of the indigenous population. The main native agricultural products are taro, yams, sweet potatoes, bananas and papaws. Peanuts are becoming of increasing importance in native diet. Non-indigenous enterprise produces most of the commodities exported. Indigenous, however, produce copra for export, while native enterprise in other fields of agricultural production for export purposes, e.g., cocoa and coffee, is undertaken. The principal agricultural products of Papua for the export trade are copra and rubber. Native production of copra is increasing. In 1963–64 nearly 3 million super. feet of logs were exported, valued at £60,700. The main products of fisheries exported from Papua are trochus shell and mother-of-pearl. Gold, manganese, zinc-lead and copper ores have been mined in commercial quantities in the past, but current production is limited.

For the sake of convenience, agricultural and pastoral conditions in Papua and New Guinea have been dealt with as a whole, and reference should be made to pages 118–21 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.**—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 pages 131–2.

Mixed species tropical rain forest covers most of Papua, although north-east of Port Moresby there is an area of monsoonal savannah country. Because of the mixed nature of the timbers in any one area, their utilization on an economical basis is somewhat difficult. Mangroves occur in large areas fringing the Gulf of Papua. Forestry field work is carried out in Papua with a view to assessing the forest resources available and also to survey areas subsequently made available for cutting.

At 30th June, 1964, 18 permits and 21 licences were current. The total areas of forest involved were 214,921 acres and 38,076 acres respectively. The total number of mills was 21, and the total sawn-timber produced for the year was 5.2 million super. feet, most of which was used locally.

3. **Mining.**—Although a large number of minerals have been found in Papua, including platinum, gold, silver, copper, tin, lead, zinc, cinnabar, iron, osmiridium, manganese, sulphur, chromite, gypsum, and lignite, current mineral production is not of economic importance.

Gold was discovered in 1888 and has been found since in many parts of Papua. Before the 1939–45 War, gold was an important item in the Territory's production, but it has since dwindled to insignificance.

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.

Since the search for oil began in Papua in 1911, approximately £36 million has been spent. The existence of petroleum has been proved at scattered intervals over a large area, but commercial quantities have not been discovered. At 30th June, 1964, eight companies held interests in petroleum prospecting permits and licences under the provisions of the *Petroleum (Prospecting and Mining) Ordinance 1951–1962*. Oil prospecting is confined mainly to the Gulf and Western Districts, including off-shore areas in the Gulf of Papua.

4. **Fisheries.**—Surveys have been carried out of the fisheries resources of Papua. These have been demonstrated to be considerable, and efforts are being made to increase the present small degree of utilization. Assistance is also being given by the Administration in improving the indigenous methods of fishing, and the use of improved gear is being encouraged by extension workers. Shell fishing, particularly trochus, provides the main cash return, exports being valued at £12,000 in 1963–64.

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 at least 10 million horse-power could be developed.

§ 5. Trade, Transport and Communication

1. **Imports and Exports.**—(i) *Total Values.* The table below summarizes the values of imports and exports for the years 1959–60 to 1963–64.

TERRITORY OF PAPUA: IMPORTS AND EXPORTS

(£)

Particulars	1959–60	1960–61	1961–62	1962–63	1963–64
<i>Imports(a)</i>	8,409,546	9,935,271	9,850,986	10,719,230	13,808,532
Exports—					
Domestic exports	2,986,448	2,468,161	2,389,825	2,524,738	2,659,004
Re-exports	871,111	1,420,992	729,892	812,633	928,290
<i>Total Exports</i>	3,857,559	3,889,153	3,119,717	3,337,371	3,587,294

(a) Includes outside packages.

(ii) *Imports.* The following table shows the countries of origin of imports.

TERRITORY OF PAPUA: COUNTRY OF ORIGIN OF IMPORTS (a)
(£)

Country of origin	1959-60	1960-61	1961-62	1962-63	1963-64
Australia	5,439,082	6,496,989	6,071,044	6,790,355	8,784,170
Canada	6,991	8,801	33,501	17,814	30,021
Germany (Federal Republic) ..	140,250	168,359	186,745	210,110	291,119
Hong Kong	278,796	335,999	416,614	425,076	482,990
Indonesia	365,920	332,358	320,979	403,650	431,176
Japan	407,997	502,695	523,660	508,980	787,717
United Kingdom	552,241	738,164	723,205	772,983	823,786
United States of America	754,548	697,646	676,974	577,086	887,736
Other countries	463,721	654,260	898,264	1,013,176	1,289,817
Total	8,409,546	9,935,271	9,850,986	10,719,230	13,808,532

(a) Includes outside packages except for 1958-59.

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

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

Country of destination	1959-60	1960-61	1961-62	1962-63	1963-64
Australia	3,102,673	2,894,485	2,428,595	2,675,303	2,876,012
United Kingdom	603,453	447,368	423,097	363,800	324,883
Other countries	151,433	547,300	268,025	298,268	386,399
Total	3,857,559	3,889,153	3,119,717	3,337,371	3,587,294

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

TERRITORY OF PAPUA: PRINCIPAL DOMESTIC EXPORTS
(£)

Commodity	1959-60	1960-61	1961-62	1962-63	1963-64
Rubber	1,500,197	1,292,151	1,203,786	1,165,370	1,216,948
Copra	1,362,650	1,032,724	945,578	1,042,087	983,805
Cocoa beans	19,185	30,264	22,127	24,066	49,761
Gold	2,003	1,171	295	745	446
Shell (marine)	37,970	19,556	27,486	10,269	12,227
Crocodile skins	21,360	51,577	126,962	157,529	264,337
Other	43,083	40,718	63,591	124,672	131,480
Total	2,986,448	2,468,161	2,389,825	2,524,738	2,659,004

2. **Shipping.**—In 1963–64, 197 British vessels and 40 of other nationalities called at Territory ports and discharged 154,019 tons of cargo and loaded 33,103 tons.

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

3. **Other Forms of Transport and Communication.**—Scheduled flights provide a network of air transport throughout Papua and regular air services link the Territory with Australia and neighbouring Territories. There were 98 aerodromes and seaplane alighting areas in Papua at 30th June, 1964, and of these 11 were the responsibility of the Department of Civil Aviation, 46 were operated and maintained by the Administration, and 41 owned and maintained by Missions, plantation and mining interests. Much of the internal traffic and freight is carried on a charter basis.

At 30th June, 1964, there were 2,016 miles of road in Papua, of which 1,101 miles were suitable for medium and heavy traffic, the greater proportion being located in the Central, Milne Bay, and Northern Districts.

Telephone services operate in the main centres. The radio station at Port Moresby for both transmission and reception is jointly shared by the Overseas Telecommunications Commission and the Administration. The former provides a service between Papua, Australia and the Territory of New Guinea, while the latter operates radio telephone and radio telegraph services from Port Moresby, Samarai, Kerema, and Daru to 197 outstations.

Medium and short-wave programmes are broadcast from the Australian Broadcasting Commission stations 9PA and VLT6 located at Port Moresby.

§ 6. Education and Health

1. **Education.**—Education in the Territory is provided by the Administration and various Mission organizations. Schools for indigenes have been also established by Local Government Councils. The *Education Ordinance 1952–1957* enables the Administration to establish an education advisory board, district education committees and European and native schools, and to grant financial aid for educational purposes. European teachers are recruited from Australia and overseas, and indigenous teachers are trained in the Territory by the Administration and Missions. During the year ended 30th June, 1964, 169 schools were maintained by the Administration for 22,365 children, of whom 1,224 were Europeans, 137 Asian or of mixed race, and 21,004 indigenes. A further 1,522 children, all indigenes, were receiving tuition by correspondence. The total number of pupils in the various grades of mission schools was 49,636, of whom there were 256 Europeans, and 38 Asian or of mixed race. To assist the educational work of the Missions, the Administration provides expert advice, educational equipment, and text-books. In addition, the sum of £134,370 was distributed among the Missions as grants-in-aid during the year ended 30th June, 1964.

2. **Health.**—The Department of Public Health of the Territory of Papua and New Guinea has the general oversight of all dental and medical services. The Department has the following seven functional divisions: medical services; preventive medicine; medical training; infant, child and maternal health; medical research; administration; and mental health. The services for the Territory of Papua are under the administrative control of a regional medical officer, with headquarters staff at Port Moresby.

At 30th June, 1964, the Administration had established 27 general hospitals, two hospitals (together with special wards in four general hospitals) for the treatment of Hansen's disease, one Hansenide-tuberculosis hospital, two tuberculosis hospitals and one mental hospital; the Missions had established 34 general hospitals, with special wards at Eroro, Sideia and Orokolo for the treatment of Hansen's disease and two Hansenide hospitals. There were 416 village aid posts or medical centres (100 Mission) and 145 maternal and child welfare clinics (5 Mission). School medical examinations, immunization, ante-natal and post-natal care and pre-school services are also provided. The Missions employ their own doctors and nurses in their medical establishments.

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

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

§ 7. Finance

The following table shows the principal items of revenue and expenditure for the Territory for each year from 1959-60 to 1963-64.

TERRITORY OF PAPUA: REVENUE AND EXPENDITURE (£)

Item	1959-60	1960-61	1961-62	1962-63	1963-64
REVENUE					
Commonwealth grant	4,948,361	5,515,054	7,179,031	7,864,056	10,011,051
Customs duties(a)	868,813	1,023,644	1,089,571	1,269,993	1,554,320
Income tax	882,558	1,136,394	1,248,973	1,434,735	1,808,281
All other	1,017,446	1,162,620	1,173,730	1,499,561	1,881,929
Total Revenue	7,717,178	8,837,712	10,691,305	12,068,345	15,255,581
EXPENDITURE					
Public health	899,370	1,004,342	1,166,258	1,243,088	1,387,347
Native affairs	446,895	490,154	519,225	521,818	615,417
Education	672,504	754,051	913,156	1,166,377	1,503,601
Maintenance	862,487	1,026,019	1,252,818	1,320,114	1,570,351
Capital works and assets	1,996,824	2,277,046	2,662,845	3,490,684	4,977,893
All other	2,769,535	3,368,410	4,178,606	4,339,612	5,200,839
Total Expenditure	7,647,615	8,920,022	10,692,908	12,081,693	15,255,448

(a) Includes harbour dues and wharfrage.

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

TRUST TERRITORY OF NEW GUINEA

§ 1. General Description

1. Area, etc.—The land area of the Territory of New Guinea is 92,160 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 coastlines have not been completely surveyed, the areas of the various islands are known only approximately.

The approximate area of the New Guinea mainland is 69,095 square miles and that of adjacent islands, including the Solomon Islands and the Bismarck Archipelago is 23,065 square miles.

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

2. **Early Administration.**—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.

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

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

For particulars of the administration of the Territory of New Guinea prior to the setting-up of the Papua and New Guinea Administration, *see* Year Book No. 36 and earlier issues, and for events following the outbreak of the Pacific War *see* Year Book No. 37 and subsequent issues up to No. 48.

3. **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 Year Book No. 39, pages 355–7.

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.

§ 2. Population

1. **Non-indigenous Population.**—At the Census of 30th June, 1961, the non-indigenous population of the Territory was 9,158 males, 6,378 females, 15,536 persons. The total non-indigenous population at the Censuses of 1921, 1933, 1947 and 1954 was, respectively, 3,173, 5,216, 6,200 and 11,442 persons. At the 1961 Census, the European population numbered 11,702 persons. At 30th June, 1964, the total non-indigenous population was estimated to be 16,920.

2. **Indigenous Population.**—The indigenes 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* Year Book No. 16, p. 670, and *Official Handbook of the Territory of New Guinea*, Pt. V.)

The enumerated and estimated indigenous population of the Territory as at 30th June, 1964, numbered 1,522,156 persons, comprising enumerated, 1,505,586 (791,501 males and 714,085 females), and estimated, 16,570. The total population was distributed throughout the several districts as follows:—Eastern Highlands, 362,243 persons; Western Highlands, 291,718; Sepik, 257,486; Madang, 149,599; Morobe, 214,379; New Britain, 122,196; New Ireland, 41,438; Bougainville, 64,080; Manus, 19,017.

§ 3. Land Tenure

The principles governing the acquisition and ownership of land and types of tenure available in New Guinea are in general similar to those which obtain in Papua, and although, under the *Land Ordinance* 1922–1961, grants of freehold estates may be made, as a matter of policy all grants are now restricted to leaseholds. In New Guinea, however, the amount of freehold land of earlier origin held by private non-indigenous owners amounts to more than half a million acres. Freehold titles to this land, which includes a good deal of plantation land, may be transferred by purchase, subject only to the general provision that dealings in land require the approval of the Administrator.

The area of the Territory of New Guinea is estimated at 59,000,000 acres, of which at 30th June, 1964, only 1,534,638 acres were alienated. The following was the distribution of alienated land according to tenure at 30th June, 1964:—held by private non-indigenous inhabitants—freehold, 537,401 acres, leasehold, 371,973 acres; held by Administration, 588,637 acres; held by New Guineans 8,961 acres; native reserves, 27,666 acres.

Under German law there was a system of registration of titles in a Ground Book, but registration did not confer an indefeasible title. The German system has been replaced by one modelled on the Torrens plan, embodied in the *Lands Registration Ordinance* 1924–1955. The land registers were lost during the 1939–1945 War, but provision for restoration of the lost titles is made in the *New Guinea Land Titles Restoration Ordinance* 1951–1955. A start has been made on the recording of native land interests under the *Native Land Registration Ordinance* 1952.

§ 4. Production

1. **General.**—The products of the Territory are obtained principally from its agricultural, mining, fishing and forestry industries. A copra crushing mill near Rabaul, established in 1952, commenced crushing at about 18,000 tons of copra per annum, and its capacity is now about 60,000 tons of copra per annum. Crushing of about 40,000 tons of copra was in view for 1964. At Bulolo, a company is producing high quality moisture-proof plywood in a factory whose capacity is 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 indigenous population. The main native agricultural products are taro, yams, sweet potatoes, coconuts, bananas and papaw. Non-indigenous enterprise produces most of the commodities exported. Indigenes, however, produce copra for export, and in recent years have taken up the production of introduced crops such as peanuts, rice, cucurbits and maize for their own consumption and cocoa and coffee for export. The principal agricultural products of New Guinea for the export trade are copra and coconut oil, cocoa, and coffee, but exports of timber and timber products are at a high level (*see* para. 2 below). The main products of fisheries exported from New Guinea are trochus and green snail shell, including that collected by indigenes. Gold is the principal mineral mined. Indigenes are taking an increasing interest in mining for alluvial gold on their own account, and production from this source is continually rising, in contrast to falling European production.

For information on the agricultural and pastoral industries, which for the sake of convenience covers the Territory of Papua and New Guinea as a whole, *see* pages 118–21. The following paragraphs relate to the timber, fishing and mining industries in the Territory of New Guinea alone.

2. **Timber.**—Various species of timber are found in the Territory, and one accessible pure stand is the valuable pine forests of the Bulolo Valley. This timber is used mainly for the production of plywood and veneer by Commonwealth-New Guinea Timbers Ltd., which has an annual cut of about 10 million super. feet of logs. About 23.3 million square feet of plywood, on a $\frac{3}{8}$ -in. basis, were produced by the company in 1963–64 from these logs and from veneer produced by South Pacific Timbers Limited at Lae. In 1963–64, 20.7 million square feet of plywood valued at £974,199, and 4.5 million square feet of veneer, on a $\frac{1}{8}$ -in. basis, valued at £34,164, were exported. During the year, 16.3 million super. feet of logs, valued at £313,368, and 4.6 million super. feet of sawn timber, valued at £350,952, were also exported from the Territory. The Territory forests also provided fitches, battery veneer and egg-case parts for export.

The Administration operates a training centre for forestry workers, nurseries and a herbarium, and is establishing a research institute in Port Moresby.

The *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 native people, but must be obtained through the Administration. Royalty is payable on all forest produce taken under permit or licence. Reforestation of areas dedicated for forestry in perpetuity is carried out by the Administration.

At 30th June, 1964, 40 permits and nine licences were current, the total area of forest involved being 479,133 acres and 24,542 acres respectively.

3. Fisheries.—The wealth of the waters of the Territory has been little exploited, but as the result of surveys and the development of the Administration fisheries service, action is being taken to promote increased use of the resources. Fish are caught at many places along the coast to supply the small local demand of the natives and of Europeans. Trochus shell to the value of £14,862 and green snail shell to the value of £3,214 were exported during 1962–63.

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

The granting of rights, leases and claims for mining purposes is provided for in the *Mining Ordinance 1928–1962* and regulations thereunder.

The production of gold in New Guinea since the 1939–45 War has been on a much smaller scale than before the war, averaging less than £700,000 in value per annum for the last five years. The 1963–64 production was valued at only £661,741.

The *Petroleum (Prospecting and Mining) Ordinance 1951–1961* has facilitated the carrying out of geological surveys and prospecting activities generally. There are, however, no prospecting permits for oil current at the present time.

§ 5. Trade, Transport and Communication

1. Imports and Exports.—(i) *Total Values.* The table below summarizes the values of imports and exports for the years 1959–60 to 1963–64.

TERRITORY OF NEW GUINEA: IMPORTS AND EXPORTS

(£)

Particulars	1959–60	1960–61	1961–62	1962–63	1963–64
<i>Imports(a)</i>	12,622,354	16,803,152	16,078,490	17,825,814	21,559,406
<i>Exports—</i>					
Domestic exports	14,117,463	11,788,503	11,932,091	13,844,472	15,671,145
Re-exports	844,893	928,386	849,235	960,300	1,185,921
<i>Total Exports</i>	14,962,356	12,716,889	12,781,326	14,804,981	16,857,066

(a) Includes outside packages.

(ii) *Imports.* The following table summarizes the countries of origin of imports.

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

Country of origin	1959-60	1960-61	1961-62	1962-63	1963-64
Australia	7,836,181	9,741,714	8,710,921	9,724,175	12,014,433
Germany (Federal Republic) ..	286,545	511,325	615,541	644,774	716,344
Hong Kong	745,040	1,050,158	1,053,324	995,368	1,312,446
India	139,720	257,170	146,957	146,406	151,503
Indonesia	629,332	788,183	649,482	823,151	213,415
Japan	945,853	1,246,878	1,406,688	1,310,168	1,874,558
United Kingdom	857,968	1,451,073	1,191,493	1,364,060	1,376,107
United States of America	688,035	965,060	1,142,092	1,227,253	1,300,907
Other countries	493,680	791,591	1,161,992	1,590,459	2,599,693
Total	12,622,354	16,803,152	16,078,490	17,825,814	21,559,406

(a) Includes outside packages except for 1958-59.

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

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

Country of destination	1959-60	1960-61	1961-62	1962-63	1963-64
Australia	6,150,483	5,494,956	5,544,437	6,026,824	7,468,150
United Kingdom	5,371,634	5,013,038	4,594,178	5,265,794	5,487,895
Other countries	3,440,239	2,208,895	2,642,711	3,512,363	3,901,021
Total	14,962,356	12,716,889	12,781,326	14,804,981	16,857,066

(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
(£)

Commodity	1959-60	1960-61	1961-62	1962-63	1963-64
Copra	4,763,793	4,080,590	3,664,845	3,675,913	4,025,153
Other coconut products	4,160,072	2,644,813	2,238,451	2,662,871	2,594,725
Cocoa beans	1,652,132	1,636,060	1,960,436	2,931,632	3,371,705
Coffee beans	709,445	1,094,104	1,546,263	2,011,935	2,662,821
Peanuts	273,797	278,691	303,866	296,012	286,360
Gold	632,729	680,224	717,596	666,787	659,760
Shell (marine)	71,609	34,427	28,589	18,930	38,320
Timber	360,769	260,496	229,070	557,675	664,320
Plywood	1,254,734	865,610	935,100	695,065	974,199
Veneer	41,136	38,051	31,574	36,242	34,164
Other	197,247	175,437	276,301	291,410	359,618
Total	14,117,463	11,788,503	11,932,091	13,844,472	15,671,145

2. **Shipping.**—Regular passenger and freight services operate between Australia, Papua and the Territory of New Guinea. Vessels trading between the East and Australia and the Pacific Islands call at Territory ports, and there are monthly services from continental and United Kingdom ports. Coastal and inter-island shipping services are maintained by vessels operating from the principal ports of the Territory. Shipping within the Territory is regulated by the *Shipping Ordinance 1951–1960* and the Coastal Shipping, Ports and Harbours Regulations.

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

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

In 1963–64, 289 British vessels and 106 vessels of other nationalities called at Territory ports and discharged 226,594 tons of cargo and loaded 171,729 tons. Corresponding figures for 1962–63 were 268, 111, 199,509 and 177,524 respectively.

3. **Other Forms of Transport and Communication.**—There are no railways in New Guinea, but a road construction programme is being undertaken progressively to assist the economic development of the Territory. Road transport services operate in the main towns and on the trunk roads linking Rabaul and Kokopo; Lae, Bulolo and Wau; Kavieng and Namatanai; and on the network in the Eastern and Western Highland Districts centred on Goroka and Mt. Hagen. The total mileage of roads in the Territory of New Guinea at 30th June, 1964, was 5,577, of which 3,650 were suitable for heavy and medium traffic.

Scheduled flights provide a network of air transport throughout New Guinea and regular air services link the Territory with Australia and neighbouring territories. There were 182 aerodromes and seaplane alighting areas in New Guinea at 30th June, 1964, and of these 11 were controlled by the Department of Civil Aviation, 68 by the Administration, and 103 by private interests.

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. Nine zone or group centres for radio telegraph communication with out-stations have been established at Lae, Rabaul, Kavieng, Lorengau, Madang, Mt. Hagen, Wewak, Sohano and Goroka. From these centres, radio telegraph services are also available to 508 out-stations.

§ 6. Education and Health

1. **Education.**—Education in the Territory is provided by the Administration and various Mission organizations. Schools for indigenes have also been established by Local Government Councils. The *Education Ordinance 1952–1957* enables the Administrator to establish an education advisory board, district education committees and European and native schools, and to grant financial aid for educational purposes. European teachers are recruited from Australia and overseas, and indigenous teachers are trained in the Territory by the Administration and the Missions. During the year ended 30th June, 1964, 316 schools were maintained by the Administration for 36,113 children, of whom 1,439 were Europeans, 369 Asians, 190 of mixed race and 34,115 indigenes. In addition, 1,819 indigenes were studying by correspondence. The total number of pupils in the various grades of mission schools was 134,494, of whom 239 were Europeans, 132 Asians and 322 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 £355,136 was distributed among the Missions as grants-in-aid during the year ended 30th June, 1964.

For details of the missions operating in the Territory, see Year Book No. 48 and earlier issues.

2. Health.—The cases treated in hospital are mainly malaria, pneumonia, tropical ulcers, bronchitis, tubercular infections and tuberculosis, skin infections and confinements. At 30th June, 1964, there were 70 Administration hospitals, including three Hansenié colonies, two tuberculosis hospitals and one Hansenié and tuberculosis hospital. The Missions have established an additional 79 hospitals, including two Hansenié colonies and one Hansenié and tuberculosis hospital. There are 1,198 village aid posts or medical centres (140 conducted by Missions) and 584 maternity and child welfare centres (110 provided by Missions). The Missions staff their own medical establishments but receive financial assistance from the Administration, which also provides much of their medical stores and supplies.

§ 7. Finance

The principal items of revenue and expenditure for the Territory of New Guinea during the years 1959-60 to 1963-64 are shown in the following table.

TRUST TERRITORY OF NEW GUINEA: REVENUE AND EXPENDITURE (£)

Item	1959-60	1960-61	1961-62	1962-63	1963-64
REVENUE					
Commonwealth grant	7,859,921	9,281,595	10,114,366	12,136,151	15,238,257
Customs duties ^(a)	1,699,039	1,599,298	1,781,050	1,987,063	2,205,920
Income tax	930,405	1,211,584	962,956	1,143,972	1,447,549
All other	1,195,667	1,318,559	1,449,520	1,689,038	2,478,880
Total Revenue	11,685,032	13,411,036	14,307,892	16,956,224	21,370,606
EXPENDITURE					
Public health	1,449,560	1,644,306	1,844,215	2,159,662	2,350,999
Native affairs	801,832	871,085	948,503	948,390	1,053,782
Education	873,159	1,286,235	1,560,054	1,968,847	2,455,677
Police	404,793	459,703	535,688	619,389	626,480
Agriculture, stock and fisheries	552,375	627,431	680,851	777,753	957,758
Posts and telegraphs	446,519	516,499	563,253	663,270	768,562
Trade and industry	144,569	168,722	179,437	276,469	336,929
Forestry	282,786	310,435	305,161	320,017	337,106
Public works department	253,472	315,503	256,538	373,236	477,153
Maintenance	1,204,329	1,319,104	1,551,346	1,814,699	1,863,717
Capital works and assets	2,825,600	<i>b</i> 3,122,576	<i>b</i> 2,803,782	<i>b</i> 3,550,982	<i>b</i> 5,061,718
Other	2,446,038	3,129,769	3,369,500	4,004,985	6,140,404
Total Expenditure	11,685,032	<i>b</i> 13,771,368	<i>b</i> 14,598,328	<i>b</i> 17,477,699	<i>b</i> 22,430,285

(a) Includes harbour dues and wharfage. (b) Includes expenditure chargeable to Loan Fund, £360,332 in 1960-61, £290,436 in 1961-62, £521,475 in 1962-63, and £1,059,679 in 1963-64.

For information on the finances of the combined Territory administration see Papua and New Guinea, § 6, page 123.

TRUST TERRITORY OF NAURU

1. **General.**—Nauru is an oval-shaped atoll about 12 miles in circumference, having an area of about $8\frac{1}{2}$ square miles, of which approximately two-thirds is phosphate-bearing. It is situated in latitude $0^{\circ} 32' S.$ and longitude $166^{\circ} 55' E.$ Portion of the island between the sandy beach and the coral cliffs is comparatively fertile, and it is there that most of the Nauruans reside. With the exception of a small fringe around an inland lagoon, the plateau which contains the phosphate deposits possesses few food plants and is uninhabited, 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 $76^{\circ} F.$ at night to $94^{\circ} F.$ during the day and the average humidity about 80 per cent. Normally the rainfall is comparatively low for islands of the Pacific, the annual average for twenty years from 1920 to 1940 being 80.5 inches. However, falls as high as 181.76 inches during 1940 and as low as 12.29 inches during 1950 have been recorded.

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

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

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

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

4. **Administration.**—The administration of the island is vested in an Administrator, who is obliged to conform to instructions issued by the Government which appointed him. The Administrator is advised on matters affecting the Nauruan community by the Nauru Local Council, consisting of nine Nauruan Councillors elected by adult suffrage. This Council also carries out works and supplies certain services for the Nauruan community, and acts as the Board of Directors of the Nauru Co-operative Society. Until the Government of Australia ceases to exercise full powers of legislation, administration, and jurisdiction in and over the Territory on behalf of the Administering Authority in pursuance of Article 4 of the Trusteeship Agreement, all ordinances made by the Administrator are subject to confirmation or disallowance by the Governor-General of Australia acting on the advice of the Federal Executive Council. All administration expenses are met from local revenue and phosphate royalties.

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, 1964, had risen to 2,661. Chinese have, for many years, formed a considerable part of the population of Nauru, but their numbers are not as great as formerly; at 30th June, 1964, they amounted to 835. The number of other Pacific Islanders in the early 1920's was almost 300, but they subsequently decreased, then rose again, and at 30th June, 1964, there were 1,023. The European population after 1921 fluctuated, but with a generally upward trend, between one and two hundred, and in recent years has gradually increased, reaching 395 at 30th June, 1964. The total population of Nauru at the Census of 30th June, 1961, was 3,019 males, 1,594 females, 4,613 persons.

Investigations were made to find a suitable alternative home for the Nauruan people after the exhaustion of the phosphate deposits towards the end of this century. After inspection of several islands, Curtis Island, off the Queensland coast, was agreed upon as a suitable location for resettlement purposes. The Nauruans subsequently expressed their intention to remain on Nauru and not resettle elsewhere.

6. **Phosphate Deposits.**—(i) *General.* From 1906 to 1919, the deposits were worked by the Pacific Phosphate Company, which also worked the deposits on Ocean Island (about 165 miles east of Nauru and part of the Gilbert and Ellice Islands Colony administered by the Colonial Office). The quantity remaining on Nauru has been estimated at about 64 million net tons, and the exports average 85 per cent. to 88 per cent. of tricalcium phosphate.

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

(ii) *Royalty on Phosphate.* Under an agreement between the British Phosphate Commissioners and the Nauruan landowners, a royalty has been payable since 1st July, 1953, for each ton of phosphate exported. As from 1st July, 1962, the rate was increased to 3s. 8d. a ton made up as follows:—

- 10d. to the Nauru Royalty Trust Fund to be used for the benefit of Nauruans;
- 1s. 10d. to the landowner, being an immediate payment of 1s. 2d. a ton, and 8d. a ton to be invested on his account;
- 1s. to the Nauruan Community Long Term Investment Fund.

From 1st July, 1962, the lump sums payable to landowners from whom phosphate-bearing lands are leased were also increased to £120 an acre in respect of land above the 80 ft. contour line.

(iii) *Phosphate Industry.* Exports of phosphate from Nauru in 1963–64 amounted to 1,654,980 tons, valued at £4,427,072, 58 per cent. to Australia, 29 per cent. to New Zealand and 13 per cent. to the United Kingdom. During the five years ended 30th June, 1964, 7,377,150 tons of phosphate were exported.

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

7. **Trade.**—The *Customs Tariff* of Nauru provides for the free admission of all goods other than cigars, cigarettes, tobacco, spirits, wines, beer, cider and perry. Articles imported by the Administration for its own use and spirits for scientific purposes are exempt. The tariff rates apply to all countries alike. In 1963–64 imports were valued at £5,604,100 and exports, 1,654,980 tons of phosphate, at £4,427,072. Of the total imports in 1963–64, Australia supplied 94 per cent. valued at £5,253,508; the balance came mainly from Hong Kong, New Zealand and the United Kingdom.

In 1963–64, 961,530 tons of phosphate were exported to Australia, 480,650 tons to New Zealand and 212,800 tons to the United Kingdom.

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

There is relatively frequent communication by sea with the island. Most of the vessels are run or chartered by the British Phosphate Commissioners for the carriage of phosphate. Many of them also provide for the carriage of passengers and other cargo as required. The total calls by vessels were 178 in 1963-64.

9. **Health.**—Cases of the usual diseases known in the Pacific occur, but the health of all sections of the population is generally satisfactory. An area has been set apart for the segregation of sufferers from Hansen's disease, and the latest methods of treatment are applied. The total number of persons receiving treatment at 30th June, 1964, was 37, of whom, however, only three were in segregation at the Hansenside colony. Three hospitals are maintained on the island, one by the Administration for Nauruans, and two by the British Phosphate Commissioners, one for European and one for non-European employees. The Administration also conducts eleven maternity and child health centres. A regular anti-mosquito campaign is conducted. Steps have been taken by the authorities to improve the water supply and to provide efficient sanitation generally. Every Nauruan is required to undergo medical examination at intervals of three months.

10. **Education.**—The Administration assumed full responsibility for education on 1st October, 1923. Prior to that date, the education of Nauruan children was undertaken by the Missions, which were subsidized by the Administration. There are four infant schools, three primary schools, one Nauruan secondary school and one mission school providing primary and secondary classes. At 30th June, 1964, 1,019 Nauruans, 94 other Pacific Islanders, 13 Chinese and 80 Europeans were enrolled in the infant and primary schools, and 254 at the two secondary schools.

The curriculum is based generally on that used in Victorian schools, and the teaching is generally in English. Education is compulsory for Nauruan children from six to seventeen years of age. At 30th June, 1964, 58 Nauruans were studying in Australia. Of these, 44 were at secondary schools, and the remainder were receiving vocational training. Thirty-five held Administration scholarships, 12 were Administration cadets, and the remaining 11 were privately sponsored. In addition to these, there were three students at the Central Medical School, Suva, one at the Papuan Medical College, Port Moresby, and two apprentices and one tradesman in Victoria.

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

12. **Revenue and Expenditure.**—The revenue of the Administration for the year 1963-64 amounted to £919,921 and expenditure to £734,724.

Of the revenue, payments by the British Phosphate Commissioners amounted to £878,995, post office and radio receipts, £23,576, and import duties, £6,247. Expenditure comprised salaries, £294,933, general expenses, £56,458, miscellaneous services, £220,993, and capital works and services, £162,340.

HEARD ISLAND AND McDONALD ISLANDS

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

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

AUSTRALIAN ANTARCTIC TERRITORY

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

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

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

On 1st December, 1959, Australia signed the Antarctic Treaty with Argentina, Belgium, Chile, France, Japan, New Zealand, Norway, South Africa, the U.S.S.R., the United Kingdom and the United States of America. Poland and Czechoslovakia subsequently acceded to the Treaty. The Treaty reserves the Antarctic area south of 60° S. latitude for peaceful purposes, provides for international co-operation in scientific investigation and research, and preserves, for the duration of the Treaty, the *status quo* with regard to territorial sovereignty, rights and claims. The Treaty entered into force on 23rd June, 1961. Since then, the Antarctic Treaty powers have held three consultative meetings under the Treaty, the first at Canberra in July, 1961, the second at Buenos Aires in July, 1962, and the third at Brussels in June, 1964. A meeting on telecommunications was held in Washington in June, 1963.

COCOS (KEELING) ISLANDS

1. **General.**—The Cocos (Keeling) Islands, two separate atolls comprising some 27 small coral islands with a total area of about 5½ square miles, are situated in the Indian Ocean in latitude 12° 5' S. and longitude 96° 53' E. They lie some 1,720 miles north-west of Perth and 2,290 miles almost due west of Darwin, while Johannesburg is some 3,800 miles further distant to the south-west, and Colombo is 1,400 miles to the north-west of the group.

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

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

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

The population at 30th June, 1964, was 663.

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 by 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.

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

3. **Administration.**—Responsibility for the administration of the Territory rests with the Minister for Territories. The first Official Representative was appointed on 23rd November, 1955, to take charge of the local administration of the Territory. Under the *Official Representative Ordinance 1955-1961* of the Territory, the Official Representative is given such powers and functions in relation to the Territory as are delegated to him by the Minister under the *Cocos (Keeling) Islands Act 1955-1958* or are otherwise conferred on him under that Act or by or under any other law of the Territory. The laws of the Colony of Singapore which were in force in the islands immediately before the date of the transfer were, with certain exceptions, continued in force by the *Cocos (Keeling) Islands Act 1955-1958*. They may be amended or repealed by Ordinances made under the provisions of that Act which empower the Governor-General to make Ordinances for the peace, order and good government of the Territory.

4. **Transport.**—There is an international airport at West Island under the control of the Department of Civil Aviation. This is a re-fuelling point for aircraft of Qantas Empire Airways Ltd., which operates a weekly service between Australia and South Africa, and also for South African Airways, which operates a fortnightly service on the same route. Although there is no regular shipping service, vessels from Australia and Singapore call at intervals.

CHRISTMAS ISLAND

1. **General.**—Christmas Island is an isolated bank situated in the Indian Ocean in latitude 10° 25' 19" S., longitude 105° 42' 57" E. It is approximately 220 miles south from Java Head, at the south entrance to Sunda Strait, 810 miles from Singapore and 1,625 miles from Fremantle. Christmas Island covers an area of about 52 square miles. It

consists of a central plateau at about 600 to 800 feet with several prominent rises up to 1,170 feet. The plateau descends to the sea in a series of steep slopes alternating with terraces, the last dropping in a cliff of 200 to 300 feet to a shore terrace, terminating in a sea cliff of 10 to 150 feet, which is continuous round the island except in a few places, the chief of which is Flying Fish Cove where the shore is formed of coral shingles.

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

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

The population of Christmas Island at 30th June, 1961, was 3,099 (1,963 males and 1,136 females). At 30th June, 1964, the total population was 3,382.

2. **Education.**—At 30th June, 1964, there were two school systems on the Island—the Christmas Island school system which serves the majority of the children, and a European school which serves a small number of children. The Christmas Island school system follows the Singapore curriculum, with 23 teachers, mostly Singapore trained, and 787 pupils (641 primary and 146 secondary). The European school follows the Western Australian primary school syllabus, with one teacher seconded from the Western Australian Department of Education, and 30 pupils.

Four Administration scholarships are available each year for Asian students who have completed a three year secondary course to enable them to receive further secondary education at Singapore or Malaya up to University Matriculation level. An education allowance of £145 per annum, plus annual return fare for the scholar, is paid to Europeans resident in the Territory who send their children to Australia for secondary education. The British Phosphate Commission awards scholarships from time to time.

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

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

The Straits Settlements (Repeal) Act 1946, passed by the United Kingdom, repealed the Act establishing the whole of the Straits Settlements as a single colony. Subsequently, the Singapore Colony Order in Council, in 1946, decreed that the Island of Singapore and its dependencies, the Cocos or Keeling Islands and Christmas Island should be governed and administered as a separate Colony and called the Colony of Singapore. From 1st January, 1958, pending transfer to Australia, Christmas Island was administered by the United Kingdom as a separate Crown Colony. The Island was transferred to the Commonwealth of Australia on 1st October, 1958, by the *Christmas Island Act 1958*, and is now administered as a Territory under the authority of the Commonwealth.

Responsibility for the administration and government of the Territory rests with the Minister for Territories, and day to day affairs on the island are administered by an Official Representative under delegation from the Minister. The laws which were in force in the island at 30th September, 1958, were continued as the laws of the Territory after its transfer to Australia on 1st October.

4. Phosphate Deposits.—The only commercial activity carried out is the mining of phosphate. The British Phosphate Commissioners act as managing agents for the Christmas Island Phosphate Commission.

There are three principal phosphate deposits on the island of which the largest is that now being worked at South Point. This field is situated on the 600 feet to 800 feet level and is approximately 11 miles from the drying and shipping plant at Flying Fish Cove. During 1963-64, 747,809 tons of phosphate ore were mined and exported to Australia; 4,202 tons of phosphate dust were shipped to Australia and 66,865 tons to Malaya. The extraction rate is being progressively increased.

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

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