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CHAPTER 29

THE TERRITORIES OF AUSTRALIA

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

THE NORTHERN TERRITORY

General description

Area

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

Legislation and administration

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

The *Northern Territory (Administration) Act 1910-1965* provides for the constitution of a Legislative Council consisting of six official members, three nominated non-official members and eight elected members. A president is elected from among the non-official and elected members. The Council makes ordinances for the Territory, which must be submitted to the Administrator. The Administrator is obliged to reserve Ordinances relating to certain matters, including Crown lands and Aboriginal employment, for the Governor-General's pleasure, but in other cases has a discretionary power either to assent, withhold assent or to return the Ordinance to the Legislative Council with recommended amendments. The Governor-General also has a power in respect of a reserved ordinance to recommend to the Administrator any amendments to the laws of the Territory he considers to be desirable arising out of his consideration of the Ordinance. Money votes may be proposed in the Council only on recommendation by message of the Administrator.

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

Physiography

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

The low flat coast-line seldom reaches a height of 100 feet. Sandy beaches and mud flats, thickly fringed with mangroves, prevail. Sandstone, marl and laterite form the occasional cliff

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 seventeenth or eighteenth parallel of south latitude, where the higher lands form the watershed between the rivers that flow northwards to the sea and those that form the scanty supply for the interior systems. Towards the centre of the continent the land over a wide area is of considerable elevation, and there are several mountain ranges, generally with an east and west trend.

Climate, fauna and flora

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

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

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

Population

See also the chapters Population and Vital Statistics.

At the census of 30 June 1961 the population of the Territory, excluding full-blood Aboriginals, was 16,206 males, 10,889 females, 27,095 persons. Corresponding figures at the census of 30 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 30 June 1965 the population, excluding full-blood Aboriginals, was 34,803.

For particulars relating to the Aboriginal population *see* the chapter Population. All Aboriginals, by virtue of the *Nationality and Citizenship Act* 1948–1960, are British subjects and Australian citizens. Northern Territory Aboriginals are equal at law with all other Northern Territory residents, although a few special privileges exclusive to Aboriginals have been retained. The *Social Welfare Ordinance* 1964 which repealed the *Welfare Ordinance* 1953–1963 provides for assistance without control for any person who is socially or economically in need of assistance. Reserves for Aboriginals comprise an area of 94,025 square miles.

Production

See also the chapters dealing with particular subjects.

Land tenure

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

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

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

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

Chapter 4, Land Tenure and Settlement, of this issue contains statistical information concerning areas occupied under various forms of tenure.

Agriculture

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

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

NORTHERN TERRITORY: AREA AND PRODUCTION OF CROPS 1960-61 TO 1964-65

Crop	1960-61	1961-62	1962-63	1963-64	1964-65
AREA(a) (acres)					
Fruit—Bananas	42	37	35	43	28
Pineapples	20	15	11	23	19
Other	58	84	90	83	83
<i>Total, fruit</i>	<i>120</i>	<i>136</i>	<i>136</i>	<i>149</i>	<i>130</i>
Peanuts	335	307	(b)	(b)	(b)
Sorghum for grain	95	(b)	(b)	527	1,269
Vegetables for human consumption	142	125	149	133	150
Other crops(c)	919	1,115	1,465	1,680	2,687
<i>Grand total(a)</i>	<i>1,611</i>	<i>1,683</i>	<i>1,750</i>	<i>2,489</i>	<i>4,236</i>
PRODUCTION					
Fruit—Bananas . . . bushels	963	1,252	1,909	2,174	2,448
Pineapples	765	1,163	778	943	1,142
Peanuts cwt.	1,215	1,343	(d)	(d)	(d)
Sorghum (grain) . . . bushels	893	(d)	(d)	6,210	10,693

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

Pastoral industry

The pastoral possibilities of certain parts of the Territory were 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, except in the Alice Springs District, which has experienced drought for eight years. There is substantial potential for further expansion in the higher rainfall area of the Territory through the introduction of improved pastures and the use of superphosphate. Cattle exported during 1964-65 numbered 85,130—38,588 to Queensland, 38,781 to South Australia and 7,761 to Western Australia. Other livestock exports included 1,035 horses. Imports of livestock were—bulls, 1,437; other cattle, 12,571; horses, 600; sheep, 4,449; pigs, 5; and poultry, 17,168.

NORTHERN TERRITORY: LIVESTOCK, JUNE 1961 TO 1965

30 June—	Horses	Cattle	Sheep	Pigs	Goats
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 .	38,391	1,105,161	10,023	1,806	4,727
1965 .	35,997	1,067,327	9,099	2,182	4,382

The numbers of hides and skins exported from the Territory during 1964-65 were as follows: sheep, 3,559; crocodile, 2,124; cattle, 35,902; and buffalo, 853.

Mining

During 1964 the value of output of the mining industry in the Territory, excluding uranium mining, was \$7,234,000.

The mining of copper ores and concentrates is the most important in terms of value of output, and accounts for more than half the Territory's total recorded production. Prior to 1956 gold minerals, first mined in 1869, accounted for most of the value of output, but from 1956 onwards gold production has remained relatively constant while copper production has increased considerably. The bulk of the copper and gold is won at Tennant Creek, where the government battery was re-opened in 1958 to encourage gold mining by smaller operators. The government also operates a battery at Mount Wells, about 100 miles south-east of Darwin, for the treatment of cassiterite (tin) and gold ores from that locality.

Plans are now being put into operation to work several large mineral deposits in the territory, bauxite at Gove, manganese on Groote Eylandt, iron at Frances Creek and Mount Bundy, and lead-zinc at McArthur River (*see also* the chapter Mineral Industry).

NORTHERN TERRITORY: MINING AND QUARRYING OPERATIONS, 1962 TO 1964

(Excluding uranium mining)

	1962	1963	1964
Number of mines and quarries	94	65	84
Average number of persons employed during whole year (including working proprietors)	424	457	585
Salaries and wages paid(a)(b) \$'000	1,520	1,590	2,138
Total fuel, materials, etc., used "	1,220	1,394	1,727
Value of additions and replacements to fixed assets(a) "	672	388	2,866
Value of output (at mine or quarry) "	5,364	6,480	7,234
Value of production(c) "	4,144	5,086	5,506

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

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 1,425,757 super. feet in 1964-65, but this was insufficient to meet local requirements, and about 3,360,465 super. feet of timber was imported from the States and overseas.

Pearl fisheries

In 1884 mother-of-pearl shell was discovered in the harbour of Port Darwin. Since then the areas fished have extended to the various banks to seaward and coastwise along the Northern Territory coast.

NORTHERN TERRITORY: FISHING AND PEARLING(a), 1960-61 TO 1964-65

—	1960-61	1961-62	1962-63	1963-64	1964-65
General fisheries—					
Boats engaged no.	27	33	30	30	28
Men employed "	64	63	68	54	69
Landed weight of fish catch '000 lb.	396	226	306	249	290
Gross value of fish . . . \$'000	80	46	38	44	55
Pearl-shell fisheries(b)—					
Boats engaged no.	5	3	2	2	2
Men employed "	39	37	22	23	22
Total take of pearl-shell '000 lb.	222	147	115	11	12
Gross value of pearl-shell \$'000	90	58	40	3	2

(a) Excludes operations of Japanese pearling fleet. (b) Season ended January.

Competition from plastic materials has reduced the price being paid for pearl-shell to a low level, and pearling has declined in recent years. The commercial production of cultured pearls has been commenced by a Territory enterprise and it is hoped that the new industry will succeed in replacing the old pearling industry.

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. A bitumen plant began operation early in 1966.

NORTHERN TERRITORY: FACTORIES, 1960-61 TO 1964-65

—	1960-61	1961-62	1962-63	1963-64	1964-65
Factories(a)	No. 122	No. 130	No. 141	No. 139	P No. 174
Average number employed(b)—					
Males	826	788	878	978	1,098
Females	88	77	89	97	112
Persons employed	914	865	967	1,075	1,210
	\$'000	\$'000	\$'000	\$'000	\$'000
Salaries and wages paid(c)—					
Males	1,820	1,874	2,146	2,628	3,298
Females	128	120	130	142	185
Total salaries and wages paid	1,948	1,994	2,276	2,770	3,483
Value of power, fuel, light, etc.(d) used	502	558	560	735	864
Value of materials(e) used	2,290	2,416	2,876	3,204	4,550
,, ,, production(f)	3,506	3,980	4,492	5,118	6,654
,, ,, output(g)	6,298	6,954	7,928	9,057	12,068
,, ,, land and buildings(h)	2,732	2,872	3,304	4,586	6,815
,, ,, plant and machinery(h)	2,812	3,058	6,338	6,046	6,103

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

Trade, transport and communication

Trade

No record is kept of the trade between the States and the Territory. The following table shows the values of the principal commodities imported into and exported from the Northern Territory from or to overseas countries during the years 1960-61 to 1964-65.

**NORTHERN TERRITORY: PRINCIPAL OVERSEA
IMPORTS AND EXPORTS, 1960-61 TO 1964-65**
(*\$'000*)

Commodity	1960-61	1961-62	1962-63	1963-64	1964-65
IMPORTS					
Petroleum and shale spirit—					
Aviation spirit	308	431	184	232	143
Other (motor spirit)	259	437	279	389	339
Aviation turbine fuel	696	1,371	521	670	1,022
Other oil(a)	179	201	293	310	487
Rotary oil-boring machinery and parts . . . . .	..	49	338	5	..
Sulphur	105	89	159	141	71
Portland cement	110	122	157	174	322
Timber, undressed hardwood	139	120	97	151	214
Other articles	616	1,348	357	865	1,526
Total imports	2 412	4,168	2,385	2,937	4,124
EXPORTS(b)					
Meats . . . . .	..	..	7	1,546	2,323
Hides and skins, raw	40	262	153	237	123
Non-ferrous base metals . . . . .	..	..	172	..	9
Live animals	97	237	355	131	..
Copper ores and concentrates	280	347	242	78	805
Pearls	51	5	30	180	170
Other articles	402	372	130	302	379
Total exports	870	1,223	1,089	2,474	3,809

(a) Includes kerosene, gas oil, diesel oil, residual oil, etc.

(b) Includes domestic exports and re-exports.

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 about four ships a month of the Western Australian State Shipping Service. Oil tankers visit Darwin approximately fourteen times annually with supplies of aircraft fuel and other petroleum products. Other overseas vessels call at irregular intervals. During 1964-65 approximately 213,000 tons of merchandise were discharged at Darwin. A vessel operated from Brisbane serves settlements on the Gulf of Carpentaria, and some mission-owned boats carry cargo from Darwin to mission stations and government settlements along the coast.

Air services

At 30 June 1965 there were nine government aerodromes and 125 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.

Railways

The Commonwealth Railways Commissioner operates the Central Australia Railway from Port Augusta in South Australia to Alice Springs over a distance of 822 miles, of which about 200 are in the Northern Territory. The line is standard gauge from Port Augusta to Maree, a distance of 217 miles, and 3 ft. 6 in. from Maree to Alice Springs. The Commissioner also operates the North Australia Railway between Darwin and Birdum on a 3 ft. 6 in. gauge over a distance of 317 miles. The two inland terminals, Alice Springs and Birdum, are about 630 miles apart and are connected by road transport along the Stuart Highway. Larrimah, on the highway and 6 miles north of Birdum, is the point of trans-shipment for passengers and goods and is, at present, the effective terminal. A road-rail freight service operates between Adelaide and Darwin via Alice Springs.

Roads

The Stuart Highway, 954 miles long, connects Alice Springs with Darwin and runs via Larrimah and Tennant Creek. The Barkly Highway, 403 miles long, connects Mount Isa (Queensland) with Tennant Creek and joins the Stuart Highway some 16 miles north of Tennant Creek. These highways are used for carrying various freights including cattle, particularly to and from the railheads at Alice Springs, Larrimah and Mount Isa. The routes are used also for overland tourists and travellers from the southern States to Darwin. With the further development of the pastoral and mining industries in the Territory, road trains are now being used on both highways for the export of cattle and ore. Both roads have good water bores and communications. There are now approximately 11,400 miles of roads in the Territory of which 1,474 miles are sealed.

Work on a programme for reconstruction of beef cattle roads, estimated to cost \$9,140,000 over a period of three to four years, commenced in 1961-62. Expenditure to 30 June 1965 was \$5,696,000. The transport of cattle by road is expected to increase the number, quality and value of cattle turned off.

Posts, telegraph, telephones and wireless

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

The overland telegraph line, covering a length of 2,230 miles, runs from Adelaide to Darwin, and links Darwin in telegraphic communication with other parts of the world. Long-distance telephone communication is established between Darwin and the capital cities of Australia, and 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.

Education

See also the chapter Education, Cultural Activities and Research.

European schools

Schools for European and part-European children in the Territory are conducted for the Commonwealth, on an agreed basis of reimbursement, by the South Australian Department of Education, which is represented in Darwin by an Assistant Supervisor of Education, Northern Territory Schools. At 30 June 1965 there were twenty-one government schools in the Territory, with 5,324 pupils, and four private schools, with 915 pupils, providing instruction according to the South Australian curriculum. There were also two subsidized schools on pastoral properties with a total enrolment of twenty-one. High schools have been established with classes to Leaving Certificate level at Alice Springs and Leaving Honours level at Darwin.

All children who live more than ten miles from an established school receive an allowance of up to \$320 (\$200 plus \$120 on a graduated scale according to family income) per annum plus fare concessions if they board away from home in order to attend school. Twelve Intermediate exhibitions or ten per cent of the number of candidates, whichever is the greater, are available annually, and carry benefits of \$10. There are also book allowances ranging from \$16 to \$20 per annum for secondary students. Approximately 350 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.

Special Aboriginals' schools

The social, cultural and educational background of the Aboriginals has made necessary the establishment of special schools for them. This is regarded as an interim measure only, and policy is that children are transferred into general community schools as they are judged capable of handling the curriculum. From the beginning of the 1956 school year control of these schools passed from the Commonwealth Office of Education to the Welfare Branch of the Administration. 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 nineteen Administration schools, fifteen 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 four others are organized by the missions.

Theoretical training of apprentices

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

Aboriginal welfare

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

Finance

Details of receipts and expenditure of the Territory for the years 1960-61 to 1964-65 are shown in the table following. In this table the receipts and expenditure of the Northern Territory have been reclassified into a National Accounts form. The table covers transactions relating to the Northern Territory in the Commonwealth Consolidated Revenue Fund and the following trust funds: Northern Territory Government Settlements Canteens, Northern Territory Housing Commission, Northern Territory Housing Loans, and Northern Territory Transport. Details of the financial transactions of the Darwin City Council are also incorporated in the table. Revenue derived by the Commonwealth from income taxes, customs duties etc. levied in the Northern Territory and expenditure by the Commonwealth in the Northern Territory on such items as defence, civil aviation, railways etc., and payments to residents from the National Welfare Fund are not included.

NORTHERN TERRITORY: RECEIPTS AND EXPENDITURE
 1960-61 TO 1964-65
 (\$'000)

—	1960-61	1961-62	1962-63	1963-64	1964-65
RECEIPTS					
Taxation—					
Stamp duties	42	50	76	42	42
Motor registration	142	150	162	188	214
Other	156	124	104	362	406
Interest, rent, etc.	520	664	590	694	752
Public enterprises income	190	162	114	452	396
Net sale of local and semi-governmental securities	-354	252	326	418	424
Other receipts—					
Net charge to Commonwealth budget	19,358	23,946	27,926	29,426	32,206
Other	104	-8	22	42	222
Total receipts	20,158	25,340	29,320	31,624	34,662
EXPENDITURE					
Net current expenditure on goods and services—					
Law, order and public safety	248	260	272	412	460
Education	706	854	920	1,052	1,320
Public health and welfare	4,502	4,630	5,300	5,994	6,986
Other	5,474	5,654	6,548	7,574	7,934
Capital expenditure on new assets and stocks—					
Roads	242	1,870	3,714	3,720	3,048
Housing	1,336	1,860	2,166	2,130	3,618
Other	7,042	9,392	9,632	9,680	10,262
Net purchase of existing assets	40	12	-48	-122	-118
Cash benefits	76	104	104	148	174
Subsidies	158	182	192	264	262
Interest paid	102	152	70	80	98
Net advances—					
Housing	186	264	350	546	198
Other	46	106	100	146	420
Total expenditure	20,158	25,340	29,320	31,624	34,662

THE AUSTRALIAN CAPITAL TERRITORY

General description

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

The primary responsibility for administering the Australian Capital Territory lies with the Department of the Interior, whose functions include housing, education, police, and municipal services. Public health, justice and the provision of basic physical services, including water supply, sewerage and roads, are the responsibility of the Departments of Health, Attorney-General's and Works. The National Capital Development Commission has the overall responsibility for the planning and development of the Canberra city area.

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

From 1911 until 1921 the population of the Australian Capital Territory remained almost static at about 2,000 persons. In 1922 it commenced to rise and by 1927 was nearing 6,000. The following year, with the transfer of departments from Melbourne, the population passed 8,000, and at the outbreak of the 1939-45 War had reached just under 13,000 persons. During the war growth was again slow, and at the Census of 30 June 1947 the population was 16,905 persons. In the post-war period the population increased more rapidly and at the Census of 30 June 1954 was 30,315 persons. With further transfers of departments from Melbourne it reached 58,828 persons (including 527 in Jervis Bay) at the Census of 30 June 1961. At 30 June 1965 the population was 88,571, made up of 85,779 in Canberra City and 2,792 in rural areas (including Jervis Bay). *See also* the chapters Population and Vital Statistics.

National Capital Development Commission

The *National Capital Development Commission Act 1957-1960* provides for a Commission to undertake and carry out the planning, development and construction of the City of Canberra as the National Capital of the Commonwealth. The year 1964-65 was the seventh 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 1964-65 are included in the table on page 1096. Total expenditure in 1964-65 was \$30.9 million, comprising national works, \$1.8m; Commonwealth offices, \$6.8m; Territory works, \$14.2m; city works, \$1.9m; land developments, \$4.4m; other \$1.6m.

The following major works were completed during 1965 by the Commission and its agents: Oriental Studies Building, Australian National University; Canberra Theatre Centre; Anzac Park East Building; Gowrie Hostel; Campbell High School; Watson High School; Curtin South Primary School; Parliament House Extensions; Oakey Hill Reservoir; and Russell Buildings 6 and 7.

Works under construction at the beginning of 1966 included the following projects: National Library; Economics Building, Australian National University; Commonwealth Avenue Offices; Anzac Park West Building; Deakin High School; E.D.P. Building No. 2; A.C.T. Police Headquarters; Administration and Library Building, Canberra Technical College; Lyons Primary School; North Curtin Primary School; Hackett Infants School and South Curtin Infants School.

Works and services

Housing

In 1911 there were only 448 dwellings in the Australian Capital Territory, but by June 1965 the number had risen to almost 21,000. The following are the numbers recorded at successive censuses or surveys over the period: 1911, 448; 1921, 558; 1933, 2,098; 1947, 3,667; 1954, 7,444; 1961, 14,734; 1963, 16,547; 1965, 20,610. Figures for the last two years relate to occupied dwellings in Canberra only. Until the period following the 1939-45 War most houses and flats were built and rented by the Department of the Interior. More recently, particularly over the past four or five years, an increasing number of houses and flats have been built by private enterprise. Between 1961 and 1963 the proportion of privately owned homes and flats rose from 29 per cent to 38 per cent, and by 1965 it was 57 per cent. Public authorities will continue to provide the bulk of all rented accommodation in the foreseeable future. In June 1965, of the total of 20,610 occupied dwellings in Canberra, 8,866 were owned by the Commonwealth. To provide for additional home development three new suburbs have been opened in the Yarralumla Creek Valley, south-west of the former city area. In these suburbs, Hughes, Curtin and Lyons, 2,094 homes were occupied by the end of 1965. In all parts of Canberra 22,182 houses and 2,916 flats were completed during 1965.

Municipal services

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

At 30 June 1965, 19,781 consumers were connected to the city water supply, drawn through nine service reservoirs from two storages on the Cotter River with a total capacity of nearly 3,500 million gallons. A third storage dam site is currently being developed. In 1964-65 some 4,800 million gallons of water were consumed in Canberra and in addition the system supplied 373 million gallons to Queanbeyan in New South Wales. Treatment works at Weston Creek dispose of Canberra sewage. At 30 June 1965, 295 miles of sewers, 6½ miles of rising sewerage mains and 298 miles of storm water drains were laid.

Department of Works

Apart from the work it carries out for the National Capital Development Commission, the Department of Works acts as design and supervision agent for other Commonwealth departments and instrumentalities. Total expenditure during 1964-65 on all operations amounted to \$10.8 million (\$10.0 million in 1963-64), comprising: building works—housing, \$8,460; other building, \$6,671,154; engineering works, \$135,546; repairs and maintenance—building, \$1,747,736, engineering, \$2,032,820; purchase of plant, \$194,460. Major works completed during 1965 included: additions and alterations to the old block at Canberra Community Hospital; computer building and laboratories for the Commonwealth Scientific and Industrial Research Organization; Civic telephone exchange; and deep space tracking station, Tidbinbilla. Works under construction at the beginning of 1966 included: stages 1 and 2 of the new main hospital block and stage 2 of the nurses' home at the Canberra Community Hospital and a new barracks block at the Royal Military College, Duntroon.

Production

See also the chapters dealing with particular subjects.

Lands

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

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

The Royal Australian Naval College is situated in the area of about 28 square miles at Jervis Bay acquired from New South Wales for possible use as a port in connection with the Territory. 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.

Forestry

Afforestation work has been undertaken, and plantations (mainly *Pinus radiata*) have been established at Uriarra, Mount Stromlo, Pierce's Creek, Green Hills, Kowen, and Tidbinbilla. 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 30 June 1965 was 27,377 acres, of which 24,944 acres were *Pinus radiata*, the balance consisting of other softwood species, chiefly *Pinus ponderosa* and *Pinus nigra*, and 461 acres of experimental planting at Jervis Bay, mainly *Pinus radiata* and *Pinus elliottii*.

Forestry operations in the Territory were begun on Mount Stromlo in 1915. Plantings up to 1925 were chiefly decorative, but since then a much wider programme has been undertaken. Continued thinning operations have improved the forests so that they now yield a wide variety of products. Poles, saw logs and case timber are now cut in addition to substantial quantities of fencing material and pulp-wood. The yearly output of pines has increased from 2,500 cubic feet in 1930-31 to 1.3 million cubic feet, worth \$376,000 delivered to purchasing mills in Canberra.

In 1926 a comprehensive review was undertaken of the Territory's potential 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 from Jervis Bay and Tidbinbilla forests during 1964-65 was 30,000 cubic feet, valued at approximately \$10,000 delivered at the purchaser's mill. Only small quantities remain unexploited.

Approximately eighty men are directly employed in the establishment and protection of the forests with some further twenty men employed on contract for the utilization of the forest. Up to 30 June 1965 a total of 18.4 million cubic feet of pine logs had been cut from the plantations. At present day values these logs would be \$5,414,000 delivered to the purchasing mills. A total of 141 million cubic feet of hardwood logs, valued at \$418,000 delivered, has been cut from the forests of Jervis Bay and the remainder of the Territory.

Agricultural, pastoral and secondary industries

During 1964-65 the production of the more important items of the agricultural and pastoral industry was: wheat 57,792 bushels; wool 2,475,000 lb.; whole milk 1,094,000 gallons; meat (carcass weight, fresh), 4,253 tons. The numbers of livestock depastured at 31 March 1965 were: horses 627; cattle 14,049; sheep 289,826.

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

AUSTRALIAN CAPITAL TERRITORY: FACTORIES, 1960-61 TO 1964-65

	1960-61	1961-62	1962-63	1963-64	1964-65 p
	Number	Number	Number	Number	Number
Factories(a)	123	140	164	170	187
Average number employed(b)—					
Males	1,759	1,838	2,052	2,236	2,637
Females	334	394	404	458	593
<i>Persons employed</i>	<i>2,093</i>	<i>2,232</i>	<i>2,456</i>	<i>2,694</i>	<i>3,230</i>
	\$'000	\$'000	\$'000	\$'000	\$'000
Salaries and wages paid(c)—					
Males	4,000	4,126	4,776	5,666	7,864
Females	460	502	598	608	849
<i>Total salaries and wages paid</i>	<i>4,460</i>	<i>4,628</i>	<i>5,374</i>	<i>6,274</i>	<i>8,713</i>
Value of power, fuel, etc.(d) used	250	274	326	502	644
" " materials(e) used	4,882	5,374	6,922	8,428	11,500
" " production(f)	7,100	7,536	8,368	11,096	14,317
" " output(g)	12,232	13,184	15,616	20,026	26,462
" " land and buildings(h)	4,130	5,670	4,556	11,668	21,596
" " plant and machinery(h)	2,688	3,214	4,694	5,104	9,681

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

Transport and communication

Canberra is connected with the railway system of New South Wales at Queanbeyan by a line 4½ miles long. This line was opened for goods traffic on 25 May 1914 and for passenger traffic on 15 October 1923. Direct or linking services operate between Canberra and Sydney and Canberra and Melbourne. Two airlines provide several services daily each way on the Sydney-Canberra-Melbourne route. Regular motor-coach services link Canberra with towns in New South Wales, Victoria and South Australia. 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. The total length of roads in the Territory at 30 June 1965 was: bitumen and concrete, 415 miles; gravel, 185 miles; other formed roads, 90 miles; total, 690 miles.

Social

See also the chapter Education, Cultural Activities and Research.

Education

The *Education Ordinance 1937-1964* provides for the compulsory attendance at school of children between the ages of six and fifteen years. The Commonwealth Department of the Interior is primarily responsible for the education of children in the Australian Capital Territory. By agreement, however, the New South Wales Department of Education arranges the teaching programme in accordance with its own curriculum and provides the teaching staff. It is reimbursed for expenses incurred.

At 31 December 1965 there were seven public secondary schools in Canberra providing courses proceeding to the Higher School Certificate standard. A further secondary school commenced teaching classes at the beginning of 1966. Twenty schools provided courses for children in infants and primary classes, including one in the Jervis Bay area and three in rural districts. There were also a school for mentally handicapped children; a school for physically handicapped children, located at Canberra Community Hospital; a school for deaf children, located at the Ainslie Public School; a therapy clinic for children with speech defects; and a clinic for educational guidance. At the same date there were sixteen private schools in Canberra. Of these, St. Edmund's Christian Brothers' College, the Catholic Girls' High Schools at Braddon and at Griffith, the Daramalan College, the Canberra Grammar School (Boys), and the Canberra Church of England Girls' Grammar School provide courses leading to the Higher School Certificate. Twenty-nine pre-school centres, including two occasional care centres and a mobile unit which visits outlying areas, provide pre-school facilities for approximately 2,200 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. Over eighty courses are given, covering instruction in seventeen of the Department of Technical Education's twenty-seven schools of study. Enrolments at the two Colleges at Reid and Kingston exceed 4,300. An area of about 250 acres has been set aside at Acton for the Australian National University. Provision has been made for the University to establish such research schools as may be thought desirable, including a School of Medical Research and Research Schools of Physical Sciences, Social Sciences and Pacific Studies. Provision for undergraduate studies and some post-graduate study is made by the School of General Studies.

Health

The *Canberra Community Hospital* serves the population of Canberra and surrounding districts. At 30 June 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 the chapter Public Health.

Justice

The Australian Capital Territory has a Supreme Court and a Court of Petty Sessions. There is an Australian Capital Territory Police Force, which at the end of 1965 numbered 167, including 4 policewomen. Of these, 97 were engaged on general duties, the traffic branch comprised 41, including the specialist water police and accident investigation squads, 26 were engaged in criminal investigation, 2 in caring for the Police Boys Club, and 1 in the Jervis Bay area.

Finance

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

AUSTRALIAN CAPITAL TERRITORY: RECEIPTS AND EXPENDITURE
1960-61 TO 1964-65
(\$'000)

—	1960-61	1961-62	1962-63	1963-64	1964-65
RECEIPTS					
Taxation—					
Motor registration	322	370	408	474	540
Liquor tax	96	104	112	130	146
Other	176	218	238	294	436
Interest, rent, etc.	684	624	716	868	916
Public enterprises income	1,472	3,504	3,514	4,718	6,256
Net sale of semi-governmental securities	260	482	934	768	860
Other receipts—					
Net charge to Commonwealth budget	28,126	30,140	33,946	37,342	37,878
Other	54	140	-82	-660	84
Total receipts	31,190	35,582	39,786	43,934	47,116
EXPENDITURE					
Net current expenditure on goods and services—					
Law, order and public safety	178	190	366	422	524
Education	2,106	2,138	2,582	2,972	3,950
Public health and welfare	1,320	1,392	1,600	1,746	2,296
Other	2,708	3,934	3,366	4,566	5,802
Capital expenditure on new assets and stocks—					
Education	3,210	3,084	3,350	3,712	4,386
Cultural and recreational facilities	600	2,206	4,112	2,588	3,414
Public health and welfare	590	718	1,608	2,148	2,586
Water supply and sewerage	3,000	1,348	1,582	920	2,956
Roads and bridges	4,318	6,060	5,932	5,388	6,050
Power, fuel and light	1,282	964	1,084	1,256	1,658
Housing	7,276	6,956	7,484	6,602	7,822
Other	5,226	5,192	6,266	12,564	8,602
Net purchase of existing assets	-3,818	-5,744	-7,902	-11,714	-16,550
Cash benefits	34	30	32	38	50
Interest paid	82	162	140	212	276
Net advances for housing	3,078	6,952	8,184	10,514	13,294
Total expenditure	31,190	35,582	39,786	43,934	47,116

NORFOLK ISLAND

General description

Norfolk Island, discovered by Captain Cook in 1774, is situated in latitude 29° 3' 3" S., longitude 167° 57' 5" E. Its total area is approximately 14 square miles, the island being about 5 miles long and 3 miles wide. It is 1,035 miles from Sydney and 660 miles from Auckland. The length of the coast line is 20 miles, and its form that of an irregular ellipse. Except for a portion on the south side and the landing place at Cascade on the northern side almost inaccessible cliffs rise from the water's edge. The climate is equable, the temperature ranging between 47° and 82° F. with a mean of 68° F. The average annual rainfall is 56 inches.

After serving as a penal station from 1788 to 1813 and from 1826 to 1855 Norfolk Island in 1856 became the home of the remaining descendants of the *Bounty* mutineers. At the Census of 30 June 1961 the population was 844, consisting of 421 males and 423 females. Total population at 30 June 1965 was 980.

Administration

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

Economic activity

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

Primary industries. The soil on the island is particularly fertile, the climate equable and the rainfall fairly evenly distributed except for a pronounced dry period in November. This enables a wide range of temperate and semi-tropical products to be cultivated. However, the island's comparative isolation presents trading difficulties, and production of bean seed, formerly the major export, has declined rapidly since 1962-63.

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

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

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

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

Trade, transport and communication

Imports to Norfolk Island since the 1939-45 War have risen from \$65,000 in 1945-46 to \$1,715,000 in 1964-65. In 1964-65 the major proportion (\$988,000 or 58 per cent) came from Australia, while New Zealand and Pacific Islands supplied \$89,000 or 5.2 per cent. Exports rose from \$18,500 in 1945-46 to \$420,000 in 1960-61, but had declined to \$253,000 by 1964-65, after whaling had ceased in 1962-63. Exports to Australia, the principal market, amounted to \$199,000 in 1964-65, while exports to New Zealand and to Pacific Islands amounted to \$51,000. No duties are chargeable on goods imported into Australia from Norfolk Island if the goods are the produce or manufacture of Norfolk Island, shipped direct to Australia, and not goods which if manufactured or produced in Australia would be subject to excise duty.

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

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

Education

Education is free and compulsory up to the age of fifteen years. The school, which is conducted by the New South Wales Department of Education, conforms to the Australian standard of public education, ranging from kindergarten to the School Certificate examination. The teachers are provided by the New South Wales Education Department, but they are paid by the Norfolk Island Administration. The number of scholars enrolled at 30 June 1965 was 191.

Judiciary

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

Finance

The revenue of the Territory, together with an annual grant from the Commonwealth Government for administrative expenses, is paid to the credit of the Norfolk Island Trust Fund, and advances for administrative and developmental expenses are drawn from the account. The principal items of revenue and expenditure for the five years 1960-61 to 1964-65 were as follows.

NORFOLK ISLAND: REVENUE AND EXPENDITURE, 1960-61 TO 1964-65 (\$'000)

	1960-61	1961-62	1962-63	1963-64	1964-65
REVENUE					
Commonwealth subsidy	64	64	64	67	67
Customs duties	29	31	36	45	55
Sale of liquor	19	22	26	30	34
Post office	88	77	48	55	55
All other	17	24	23	33	33
Total revenue	218	217	197	232	245
EXPENDITURE					
Administrative	39	43	42	46	55
Miscellaneous services	21	24	28	20	21
Social expenditure	33	44	44	50	68
Repairs and maintenance	17	18	16	17	20
Capital works and services	14	42	46	48	55
Postal services	29	15	15	26	16
Other business undertakings	1	1	6	12	6
Total expenditure	154	186	199	219	241

PAPUA AND NEW GUINEA

The information under this heading is applicable to both the Territory of Papua and the Trust Territory of New Guinea. For details of the respective Territories *see* pages 1113 (Papua) and 1119 (New Guinea) and following pages.

Administration

The *Papua-New Guinea Provisional Administration Act 1945-1946*, which provided for the transfer back of control from the military authorities to civil authorities after the 1939-45 War, was repealed by the *Papua and New Guinea Act 1949*, which came into force on 1 July 1949.

The latter Act approved the placing of the Territory of New Guinea under the International Trusteeship system and provided for an Administrative Union of the Territory of Papua and the Territory of New Guinea with one Administrator, a Legislative Council and an Executive Council, one Supreme Court, and one Public Service.

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

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

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

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

Judiciary

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

The Supreme Court is the highest judicial authority in the Territory and has unlimited criminal and civil jurisdiction. District Courts have criminal jurisdiction over the less serious offences which are punishable on summary conviction, but have no jurisdiction to try treason crimes, misdemeanours and other indictable offences. They also exercise a limited civil jurisdiction. The Local Courts exercise a substantially similar jurisdiction but at a more subordinate level. They replace the former Courts for Native Matters (Papua) and Courts for Native Affairs (New Guinea) which used to deal only with disputes or offences involving 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 is the Land Titles Commission set up under the *Land Titles Commission Ordinance* 1962-1965 to inquire into and determine rights in land, particularly native land. The Commission has the particular function under the *New Guinea Land Titles Restoration Ordinance* 1951-1965 to inquire into and determine claims to interest in land where the official records have been lost or destroyed as a result of the Japanese invasion of New Guinea. For the purposes of the latter Ordinance the jurisdiction of the Commission is exercised by the Chief Commissioner or a Commissioner appointed under the *Land Titles Commission Ordinance* who is a qualified legal practitioner.

Agriculture and animal industry

Soils

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

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

Climate

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

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

Although the Territory has no summer and winter it has a wide temperature range, due to differences in altitude, varying from an absolute highest temperature of about 100° F. along the coast to freezing point on its highest peak, Mt. Wilhelm (14,762 ft.).

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

Land tenure

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

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

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

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

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

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

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

The services of Commissioners under the *Land Titles Commission Ordinance 1962-1965* are used, as a first priority, on investigations into claims by the Administration that land is ownerless and may therefore be declared administration land, on investigation into the ownership under native custom of land proposed to be acquired by the Administration, on settlement of disputes about the ownership of land held under native custom, and on investigations into the rights held under native custom in land proposed to be converted to individual registered title. The Commissioners, as opportunity offers, continue investigations into the holding of land under native custom; the results of such investigations are recorded for use in connection with future acquisitions or conversions of title.

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

Suitable crops

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

Non-indigenous rural production

In 1964-65 there were 1,219 holdings in use by non-indigenous persons, 338 being in Papua and 881 in New Guinea. The total area of these holdings was 1,014,158 acres, 272,223 in Papua and 741,935 in New Guinea. The following tables summarize the information available for principal activities.

TERRITORY OF PAPUA AND NEW GUINEA NUMBER OF HOLDINGS, AREA, PRODUCTION AND NEW PLANTINGS 1962 TO 1965

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

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

(a) Includes mature and immature areas.

(b) Includes replacements.

**TERRITORY OF PAPUA AND NEW GUINEA: AREA UNDER PRINCIPAL CROPS
AND CROP PRODUCTION, YEAR ENDED 31 MARCH 1965**

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

Crop	Recorded area in acres			Unit	Recorded production			Average yield per productive acre		
	Papua	New Guinea	Total		Papua	New Guinea	Total	Papua	New Guinea	Total
Permanent crops—										
Copra—										
Plantation	35,290	226,749	262,039	Ton	9,277	75,757	85,034	0.30	0.40	0.39
Trade(a) . . . . .	..	..	..	Ton	799	3,958	4,757	..	..	..
Coconuts, for use as such . . . . .	..	..	..	Ton	86	545	631	..	..	..
Cacao—										
Plantation	11,618	105,363	116,981	Cwt (beans)	10,937	275,591	286,528	1.78	4.14	3.94
Trade(a) . . . . .	..	..	..	Cwt (beans)	800	13,523	14,323	..	..	..
Coffee—										
Plantation	649	11,579	12,228	Cwt (beans)	653	67,144	67,797	1.93	8.63	8.35
Trade(a) . . . . .	..	..	..	Cwt (beans)	27	7,359	7,386	..	..	..
Rubber	32,915	402	33,317	Ton (dry)	(b)	(b)	5,183	(b)	(b)	0.22
Tea	2	511	513	lb.	..	(b)	(b)	..	(b)	(b)
Grain crops—										
Maize	82	204	286	Bus.	1,170	3,255	4,425	14.27	15.96	15.47
Rice	170	8	178	Ton (paddy)	87	4	91	0.51	0.50	0.51
Sorghum	49	588	637	Bus.	1,191	5,613	6,804	24.31	9.55	10.68
Crops for green fodder—										
Maize	7	37	44	..	..	..	..	..	..	..
Sorghum	14	15	29	..	..	..	..	..	..	..
Other	11	56	67	..	..	..	..	..	..	..
Industrial crops—										
Peanuts	16	7,682	7,698	Cwt (kernel)	72	29,266	29,338	4.50	3.81	3.81
Vegetable crops—										
For sale—										
Beans (green)	12	26	38	Cwt	248	541	789	20.67	20.81	20.76
Tomatoes	15	26	41	Cwt	588	816	1,404	39.20	31.38	34.24
Potatoes, English	1	33	34	Cwt	25	1,003	1,028	25.00	30.39	30.24
Potatoes, sweet	79	118	197	Cwt	2,621	10,404	13,025	33.18	88.17	66.12
Pumpkins	57	37	94	Cwt	1,997	487	2,484	35.04	13.16	26.43
Other	34	398	432	..	(b)	(b)	(b)	(b)	(b)	(b)
For consumption on holding—										
Potatoes, sweet	771	3,489	4,260	Cwt	26,899	186,913	213,812	34.89	53.57	50.19
All other	531	1,313	1,844	..	(b)	(b)	(b)	(b)	(b)	(b)
Orchard fruit—										
Citrus	61	125	186	Bus.	263	1,046	1,309	10.96	15.85	14.54
Pineapples	36	47	83	Doz.	1,392	1,853	3,245	51.56	63.90	57.95
Bananas	171	450	621	Bus.	15,933	42,015	57,948	109.88	105.30	106.52
All other crops	71	529	600	..	(b)	(b)	(b)	(b)	(b)	(b)
Total	82,662	359,785	442,447							

(a) Includes all produce acquired by purchase during the year from sources outside the holding. (b) Not available for publication.

Livestock on non-indigenous holdings

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 has been constructed 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. Provision has been made only for immediate needs, but the design and layout make it possible to expand the abattoir to handle smallgoods manufacture, snap freezing and canning as the need develops.

The following table shows the numbers of the various kinds of livestock on non-indigenously occupied holdings in Papua and New Guinea at 31 March 1965.

**TERRITORY OF PAPUA AND NEW GUINEA: LIVESTOCK NUMBERS
31 MARCH 1965**

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

Kind of stock	Papua	New Guinea	Total
Horses—			
One year and over	507	786	1,293
Foals	85	106	191
<i>Total horses</i>	<i>592</i>	<i>892</i>	<i>1,484</i>
Cattle—			
For dairying—			
Cows—in milk	375	1,429	1,804
dry	404	907	1,311
Heifers, one year and over	165	511	676
Heifer calves, under one year	163	352	515
Bulls, one year and over	83	244	327
Total dairying cattle	1,190	3,443	4,633
For beef—			
Cows and heifers, one year and over	4,181	12,904	17,085
Calves, under one year	1,590	3,803	5,393
Other, one year and over	1,749	4,791	6,540
Bulls, one year and over	251	619	870
Total beef cattle	7,771	22,117	29,888
Calves, under one year	95	566	661
<i>Total, all cattle</i>	<i>9,056</i>	<i>26,126</i>	<i>35,182</i>
Sheep—			
Rams, one year and over	22	8	30
Ewes	20	112	132
Wethers	5	5	5
Lambs, under one year	5	18	23
<i>Total sheep</i>	<i>47</i>	<i>143</i>	<i>190</i>
Pigs—			
Boars	69	291	360
Breeding sows	291	908	1,199
Suckers, weaners, and slips	593	1,503	2,096
Other	135	490	625
<i>Total pigs</i>	<i>1,088</i>	<i>3,192</i>	<i>4,280</i>
Goats—			
Milkers	92	104	196
Others	531	617	1,148
<i>Total goats</i>	<i>623</i>	<i>721</i>	<i>1,344</i>
Poultry—			
Fowls	35,213	52,854	88,067
Ducks	2,579	3,565	6,144
Turkeys	163	619	782
Geese	10	178	188
<i>Total poultry</i>	<i>37,965</i>	<i>57,216</i>	<i>95,181</i>

Native agriculture

Most of the indigenous inhabitants of Papua and New Guinea are agriculturalists producing fruit and vegetables for their own consumption. The crops grown vary according to environment and altitude and include yams, taro and sweet potatoes, coconuts, bananas, papaws, maize, sugar cane, cassava, beans, peanuts, rice, cucurbits, and tobacco. Sago is the staple food in the extensive semi-inundated areas which occur along the lower valleys of the major rivers. In these areas it is cut largely from naturally occurring stands. In other parts of the country small areas of sago are grown along stream banks and in swampy patches and are regarded as a reserve in times of poor harvest. In recent years the indigenes have taken up the production of introduced crops such as peanuts, rice, cucurbits, and maize for their own consumption, and cocoa, coffee and pyrethrum for export. Some small-scale rubber growing is now being undertaken. In coconut areas large quantities of copra are produced. In 1964-65 native production of copra was 33,602 tons and that of cocoa and coffee 5,109 tons and 3,965 tons respectively. In many localities the indigenes follow a farming system known as bush fallowing rotation, which is described in Year Book No. 48 and earlier issues.

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

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

Survey of indigenous agriculture and ancillary surveys, 1961-62

A survey of the agriculture of indigenes of Papua and New Guinea was carried out in 1961-62 by the Territory Bureau of Statistics in conjunction with the Commonwealth Bureau of Census and Statistics and the Territory Department of Agriculture, Stock and Fisheries. The survey was designed to meet the requirements of the 1960 World Census of Agriculture, as set out by the Food and Agriculture Organization of the United Nations, and to provide basic data for the use of the administration. It was concerned primarily with subsistence crops and was carried out by sampling methods*. In addition to the main survey, two ancillary surveys were held. These related to indigenously owned coconut palms and auxiliary primary production, and were used to gauge the extent of dependence on sources of foodstuffs not measured in the main surveys. A comprehensive report on the surveys was published by the Territory Statistician in 1963, and reference should be made to this for further information. It is planned to hold further surveys of indigenous agriculture in the Territory of Papua and New Guinea in connection with future World Censuses of Agriculture. The following tables give a summary of the principal results of the survey.

TABLE 1.—TERRITORY OF PAPUA AND NEW GUINEA: AREA OF GARDENS IN USE BY INDIGENES^(a) DURING SURVEY YEAR 1961-62

Garden area	Area ('000 acres)			Area per person (acres)		
	Papua	New Guinea	Papua and New Guinea	Papua	New Guinea	Papua and New Guinea
At time of first visit—						
Cultivated	74	271	345	0.17	0.22	0.21
Newly cleared not yet cultivated	7	15	22	0.01	0.01	0.01
Total	81	286	367	0.18	0.23	0.22
During the survey year—						
Brought under cultivation	43	141	184	0.10	0.11	0.11
Cleared	38	140	178	0.09	0.11	0.10
Entire area in use at any time during the survey year	119	426	545	0.27	0.34	0.32

(a) These figures refer only to indigenous inhabitants of the Territory living in villages other than villages in the Port Moresby Urban Area, and therefore do not include those living in towns or on plantations.

* See pages 1108-10.

TABLE 2.—TERRITORY OF PAPUA AND NEW GUINEA: AREAS UNDER PRINCIPAL CROPS AT FIRST VISITS AND AREAS PLANTED TO PRINCIPAL CROPS DURING SURVEY YEAR 1961-62
(*000 acres)

Crop	First visits			New plantings during survey year		
	Papua	New Guinea	Papua and New Guinea	Papua	New Guinea	Papua and New Guinea
Bananas	11.9	48.3	60.2	7.2	28.7	35.9
Sugar cane	4.3	7.7	12.0	2.6	5.3	7.9
Taro <i>Colocasia</i> (a)	10.6	34.0	44.6	17.7	36.7	54.4
Taro <i>Xanthosoma</i> (b)	0.8	9.2	10.0	0.5	5.6	6.1
Yams(c)	6.6	11.3	17.9	8.0	10.4	18.4
Tapioca	0.5	1.8	2.3	0.6	2.3	2.9
Pineapples	0.2	0.4	0.6	0.2	0.2	0.4
Maize	4.2	11.1	15.3	4.5	32.9	37.4
'Pit' or 'pit pit'(d)	4.8	7.7	12.5	1.2	6.3	7.5
'Highland pit pit'(e)	3.1	3.4	6.5	1.2	1.8	3.0
'Aibika'(f)	0.2	1.9	2.1	0.4	1.6	2.0
Wing beans(g) . . . . .	..	2.7	2.7	..	3.2	3.2
Other pulses(h)	0.1	0.8	0.9	0.1	1.4	1.5
Sweet potato	31.6	146.0	177.6	19.2	85.8	105.0
Rice	0.6	1.2	1.8	1.2	0.8	2.0
Peanuts . . . . .	..	2.5	2.5	..	6.1	6.1
Tobacco . . . . .	..	..	..	0.2	0.2	0.4

(a) Includes other types resembling taro *Colocasia*. (b) Includes other types resembling taro *Xanthosoma*.
(c) Includes mammies. (d) *Saccharum edule*. (e) *Setaria palmaefolia*. (f) *Hibiscus manihot*.
(g) *Psophocarpus tetragonolobus*. (h) Excludes wing beans and peanuts.

TABLE 3.—TERRITORY OF PAPUA AND NEW GUINEA: PRODUCTION OF PRINCIPAL CROPS AND OF SAGO DURING SURVEY YEAR 1961-62

Crop	Production (*000 tons)			Ounces per head per day		
	Papua	New Guinea	Papua and New Guinea	Papua	New Guinea	Papua and New Guinea
Bananas	157	453	610	35.0	35.4	35.3
Sugar cane	96	211	307	21.4	16.5	17.7
Taro <i>Colocasia</i> (a)	92	220	312	20.5	17.2	18.0
Taro <i>Xanthosoma</i> (b)	10	136	146	2.2	10.6	8.4
Yams(c)	91	142	233	20.3	11.1	13.5
Tapioca	16	36	52	3.6	2.8	3.0
Pineapples	2	3	5	0.4	0.2	0.3
Maize(d)	15	46	61	3.3	3.6	3.5
Sweet potato	237	964	1,201	52.8	75.3	69.4
Rice(e)	1	2	3	0.2	0.2	0.2
Peanuts(e) . . . . .	..	3	3	..	0.2	0.2
Sago	75	40	115	16.7	3.1	6.7

(a) Includes other types resembling taro *Colocasia*. (b) Includes other types resembling taro *Xanthosoma*.
(c) Includes mammies. (d) Weight of immature cobs as harvested. (e) Includes production for sale as shown in the table on page 1108.

TABLE 4.—TERRITORY OF PAPUA AND NEW GUINEA: IMPLEMENTS AND LIVESTOCK OWNED BY INDIGENES^(a) AT TIME OF FIRST VISITS DURING SURVEY YEAR 1961-62

Type of implement or livestock	Number ('000)			Number per 100 persons		
	Papua	New Guinea	Papua and New Guinea	Papua	New Guinea	Papua and New Guinea
Implements—						
Indigenously-constructed canoes . . .	42	19	61	10	2	4
Fish nets	29	61	90	7	5	5
Fish traps	27	72	99	6	6	6
Bush knives	132	549	681	30	44	40
Adzes and axes	136	488	624	31	39	37
Spades, shovels and forks	31	414	445	7	33	26
Livestock—						
Pigs	149	816	965	34	65	57
Poultry	76	621	697	17	49	41
Goats . . . . .	..	15	15	..	1	1

(a) These figures refer only to indigenous inhabitants of the Territory living in villages other than villages in the Port Moresby Urban Area, and therefore do not include those living in towns or on plantations.

TABLE 5.—TERRITORY OF PAPUA AND NEW GUINEA: AREAS UNDER MAJOR INDIGENOUSLY-PRODUCED CASH CROPS, JUNE 1961 AND 1962

(Source: Department of Agriculture, Stock and Fisheries)
(Acres)

Crop	Area at 30 June 1961			Area at 30 June 1962		
	Papua	New Guinea	Papua and New Guinea	Papua	New Guinea	Papua and New Guinea
Cacao	1,200	19,800	21,000	2,530	20,240	22,770
Coffee—						
Arabica	210	11,000	11,210	290	12,070	12,360
Robusta	1,080	600	1,680	1,230	730	1,960
<i>Total, coffee</i>	<i>1,290</i>	<i>11,600</i>	<i>12,890</i>	<i>1,520</i>	<i>12,800</i>	<i>14,320</i>
Rice (for sale)	100	700	800	75	625	700
Peanuts (for sale)	90	1,150	1,240	12	833	845
Rubber	326	..	326	607	..	607

TABLE 6.—TERRITORY OF PAPUA AND NEW GUINEA
INDIGENOUSLY-OWNED COCONUT PALMS AT TIME OF
THIRD VISITS DURING SURVEY YEAR 1961-62
(‘000)

Maturity and spacing of palms	Papua	New Guinea	Papua and New Guinea
Immature—			
Well spaced(a)	1,272	3,956	5,228
Crowded(b)	1,541	4,836	6,377
Overcrowded(c)	720	1,077	1,797
<i>Total, immature</i>	<i>3,533</i>	<i>9,869</i>	<i>13,402</i>
Mature—			
Well spaced(a)	2,163	3,084	5,247
Crowded(b)	2,181	2,415	4,596
Overcrowded(c)	441	399	840
<i>Total, mature</i>	<i>4,785</i>	<i>5,898</i>	<i>10,683</i>
All palms—			
Well spaced(a)	3,435	7,040	10,475
Crowded(b)	3,722	7,251	10,973
Overcrowded(c)	1,161	1,476	2,637
Grand total	8,318	15,767	24,085

(a) A well spaced palm is one which is 20 feet or more distant from its nearest neighbour of similar or greater maturity. (b) A crowded palm is one which is between 10 and 20 feet distant from its nearest neighbour of similar or greater maturity, unless it is not bearing because of overcrowding. (c) An overcrowded palm is one which is less than 10 feet distant from its nearest neighbour of similar or greater maturity or one which is not bearing because of overcrowding.

TABLE 7.—TERRITORY OF PAPUA AND NEW GUINEA
INDIGENOUSLY-OWNED CACAO AND COFFEE TREES
(Source: Department of Agriculture, Stock and Fisheries)
(‘000)

Crop	Number at 30 June 1961			Number at 30 June 1962		
	Papua	New Guinea	Papua and New Guinea	Papua	New Guinea	Papua and New Guinea
Cacao—						
Mature	28	2,420	2,448	67	3,459	3,526
Immature	220	1,951	2,171	455	1,014	1,469
<i>Total, cacao</i>	<i>248</i>	<i>4,371</i>	<i>4,619</i>	<i>522</i>	<i>4,473</i>	<i>4,995</i>
Coffee—						
Mature	n.a.	n.a.	n.a.	384	4,052	4,436
Immature	n.a.	n.a.	n.a.	447	2,577	3,024
<i>Total, coffee</i>	<i>700</i>	<i>6,010</i>	<i>6,710</i>	<i>831</i>	<i>6,629</i>	<i>7,460</i>

TABLE 8.—TERRITORY OF PAPUA AND NEW GUINEA
INDIGENOUS PRODUCTION OF CASH CROPS

(Source: Department of Agriculture, Stock and Fisheries)

Crop	1960-61			1961-62		
	Papua	New Guinea	Papua and New Guinea	Papua	New Guinea	Papua and New Guinea
	tons	tons	tons	tons	tons	tons
Copra	5,850	20,660	26,510	5,819	23,032	28,851
Cacao beans	12	1,908	1,920	20	2,133	2,153
Coffee beans	42	710	752	56	1,424	1,480
Rice (for sale)	48	352	400	35	307	342
Peanuts (for sale)	23	295	318	3	213	216
Passion fruit(a) . . . . .	..	418	418	..	579	579
Rubber	24	..	24	24	..	24
Gums and resins	76	..	76	85	..	85
Truck crops(b)	800	12,000	12,800	3,000	10,000	13,000
Tobacco	lb.	lb.	lb.	lb.	lb.	lb.
	..	4,100	4,100	..	7,360	7,360

(a) Passion fruit are processed into juice and pulp.

(b) Indigenous crops (mainly root crops) grown for sale.

Accuracy of survey results. As the estimates obtained from the surveys of indigenous agriculture and indigenously-owned coconut palms are based on samples they will generally differ from the results which would have been obtained from complete censuses of the areas covered by the surveys, using the same operators and procedures. Variations of this kind occur by chance and are known as sample errors. In addition to these there are non-sample errors of two kinds. One of these is caused by the exclusion of certain areas (i.e. those not fully under Administration control and those affected by the disease kuru) from any possibility of selection and the imputation of figures for these areas on the basis of similar areas which were given a chance of selection. The other kind of non-sample error arises from a few unavoidable subjective elements in the field procedures and from the use of yield factors and crop area conversion factors at the processing stage.

The standard error of an estimate is a measure of the sampling variability. Estimated standard error of all the non-derived statistics given in Tables 1-4 and 6 are shown in Tables 1(s)-4(s) and 6(s) respectively on pages 1109-10 as percentages of the estimates to which they refer. Where the percentage standard error is relatively small, say less than 10 per cent, there are about two chances in three that the estimate would differ from the figure which would have been obtained from a comparable complete enumeration by less than the standard error; about nineteen in twenty that the difference would be less than twice the standard error; and about ninety-nine in 100 that the difference would be less than two and a half times the standard error. Larger percentage standard errors, although still measures of sampling variability, cannot be assumed to obey this relationship. Standard errors greater than 25 per cent of the estimate indicate that only an order of magnitude has been obtained for the relevant item.

The standard errors of many items shown are much larger than would normally be desired for general purpose publication. These high standard errors are partly attributable to the necessarily small sample size, and partly to the high intrinsic variability between families and between villages—even after allowance is made for the different numbers of persons involved in any comparison. The decision to publish these figures, despite the high sampling errors attached to many of them, was taken on the ground that no relevant quantitative information was available from any other source. It is evident that estimates to which high standard errors are attached must be treated with very considerable caution.

The random component of the error introduced by the exclusion of certain areas from any possibility of selection has been allowed for in calculating the standard errors. The residual bias, analogous to non-response bias in other surveys, is believed to be small compared with the sampling variability.

Of the remaining non-sample errors, the most important are those introduced by the use of crop area conversion factors and yield factors in obtaining estimates of crop areas and production.

Tables 5, 7 and 8 are derived from complete collections by the Territory Department of Agriculture, Stock and Fisheries and sampling error therefore does not apply.

ESTIMATED STANDARD ERROR
TABLE 1(s).—AREA OF GARDENS IN USE BY INDIGENES
DURING SURVEY YEAR 1961-62

Garden area	Estimated standard error of area (per cent)		
	Papua	New Guinea	Papua and New Guinea
At time of first visit—			
Cultivated	14	6	5
Newly cleared, not yet cultivated	33	27	21
Total	14	5	5
During the survey year—			
Brought under cultivation	14	7	6
Cleared	15	7	7
Entire area in use at any time during the the survey year	14	5	5

TABLE 2(s).—AREAS UNDER PRINCIPAL CROPS AT FIRST VISITS
AND AREAS PLANTED TO PRINCIPAL CROPS DURING
SURVEY YEAR 1961-62

Crop	Estimated standard error of area (per cent)					
	First visits			New plantings during survey year		
	Papua	New Guinea	Papua and New Guinea	Papua	New Guinea	Papua and New Guinea
Bananas	42	19	17	9	12	9
Sugar cane	16	17	12	13	14	10
Taro <i>Colocasia</i>	16	16	13	15	15	11
Taro <i>Xanthosoma</i>	35	35	32	43	20	19
Yams	17	22	15	36	23	20
Tapioca	40	18	17	41	23	20
Pineapples	27	35	26	25	29	20
Maize	68	18	23	59	13	14
'Pit' or 'pit pit'(a)	95	34	42	58	37	32
'Highland pit pit'(b)	45	26	26	25	23	17
'Aibika'(c)	79	21	21	44	15	15
Wing beans(d)	..	50	50	..	40	40
Other pulses	54	24	23	62	21	20
Sweet potato	13	8	7	11	9	8
Rice	108	59	54	108	56	67
Peanuts	..	24	23	..	38	37
Tobacco	..	..	..	108	52	56

(a) *Saccharum edule*. (b) *Setaria palmaefolia*. (c) *Hibiscus manihot*.
(d) *Psophocarpus tetragonolobus*.

TABLE 3(s).—PRODUCTION OF PRINCIPAL CROPS AND OF SAGO
DURING SURVEY YEAR 1961-62

Crop	Estimated standard error of production (per cent)		
	Papua	New Guinea	Papua and New Guinea
Bananas	46	20	19
Sugar cane	17	13	10
Taro <i>Colocasia</i>	9	13	10
Taro <i>Xanthosoma</i>	36	42	40
Yams	20	16	13
Tapioca	43	18	18
Pineapples	29	39	26
Maize	56	14	17
Sweet potato	15	12	10
Rice	108	52	49
Peanuts	..	30	30
Sago	20	19	15

TABLE 4(s).—IMPLEMENTS AND LIVESTOCK OWNED BY INDIGENES AT TIME OF FIRST VISITS DURING SURVEY YEAR 1961-62

Type of implement or livestock	Estimated standard error of number (per cent)		
	Papua	New Guinea	Papua and New Guinea
Implements—			
Indigenously-constructed canoes	18	38	17
Fish nets	52	61	45
Fish traps	30	58	43
Bush knives	11	6	5
Adzes and axes	9	5	5
Spades, shovels and forks	21	22	20
Livestock—			
Pigs	9	10	9
Poultry	34	16	15
Goats . . . . .	..	72	72

TABLE 6(s).—INDIGENOUSLY-OWNED COCONUT PALMS AT TIME OF THIRD VISITS DURING SURVEY YEAR 1961-62

Maturity and spacing of palms	Estimated standard error of number of palms (per cent)		
	Papua	New Guinea	Papua and New Guinea
Immature—			
Well spaced	35	12	13
Crowded	22	17	14
Overcrowded	43	22	22
<i>Total immature</i>	<i>27</i>	<i>10</i>	<i>10</i>
Mature—			
Well spaced	22	10	11
Crowded	30	16	17
Overcrowded	41	17	23
<i>Total mature</i>	<i>23</i>	<i>10</i>	<i>12</i>
All palms—			
Well spaced	26	10	11
Crowded	24	14	13
Overcrowded	40	19	21
Grand total	23	9	10

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 31 March 1965 primary societies numbered 297, with a membership of 94,094, a total capital of \$1,580,706, and a turnover of \$3,865,120. Secondary organizations numbered 14, with 239 member societies, a total capital of \$593,776, and a turnover of \$1,261,834.

Native labour

At 31 March 1965 approximately 92,000 indigenous persons were engaged in wage employment, 63,000 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 food, clothing, cooking and eating utensils, towels, soap and other articles, medical attention, and, where necessary, accommodation. The major portion of the workers employed under the conditions prescribed under the Ordinance are unskilled rural workers.

Industrial agreements negotiated between representatives of workers and employers in recent years have covered an increasing number of workers in urban areas. 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 March 1965 twelve associations with a membership of over 12,000 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 30 June 1965 a total of 206 apprentices had already received trade certificates, and 577 were being trained in 1964-65.

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.

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.

TERRITORY OF PAPUA AND NEW GUINEA: SUMMARY OF FACTORY OPERATIONS, 1963-64 AND 1964-65

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

	Papua		New Guinea		Total	
	1963-64	1964-65	1963-64	1964-65	1963-64	1964-65
	No.	No.	No.	No.	No.	No.
Factories(a)	122	138	232	259	354	397
Average number employed(b)	2,756	3,241	4,822	6,165	7,578	9,406
	\$'000	\$'000	\$'000	\$'000	\$'000	\$'000
Salaries and wages paid(c)	2,504	2,961	3,649	4,300	6,153	7,261
Value of power, fuel, light, etc. used(d)	356	399	846	930	1,202	1,329
„ „ materials used(e)	4,242	5,422	12,876	15,811	17,118	21,233
„ „ production(f)	6,184	6,350	8,949	10,851	15,133	17,201
„ „ output(g)	10,782	12,171	22,671	27,593	33,453	39,764
„ „ land and buildings(h)	4,028	4,170	5,082	5,614	9,110	9,784
„ „ plant and machinery(h)	6,068	6,422	6,300	6,783	12,368	13,205

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

**TERRITORY OF PAPUA AND NEW GUINEA: FACTORY OPERATIONS
BY CLASS OF INDUSTRY, 1964-65**

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

	Class of industry				
	Industrial metals, machines and con- veyances	Food, drink and tobacco	Sawmills, plywood and joinery	Other industries	Total
Factories	179	61	110	47	397
Employees—					
Non-indigenous	813	141	355	262	1,571
Indigenous	1,793	1,958	3,017	1,067	7,835
<i>Total employees</i>	2,606	2,099	3,372	1,329	9,406
	\$'000	\$'000	\$'000	\$'000	\$'000
Salaries and wages paid	3,177	879	1,963	1,242	7,261
Value of power, fuel and light, etc.	203	265	236	626	1,329
" " materials used	4,870	5,751	3,277	7,335	21,233
" " production	4,383	4,354	4,723	3,740	17,201
" " output	9,456	10,370	8,236	11,702	39,764

See footnotes to previous table.

Finance

Revenue and expenditure

Information on the financial operations of each Territory will be found on pages 1117-18 and 1123-4.

Taxation

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

Income Tax was imposed on 1 August 1959 to operate from 1 July 1959. The scale of taxation is about 50 per cent of the tax payable on the same taxable income in Australia. Deductions for dependants the taxpayer is maintaining and maximum deductions for medical, dental and educational expenses are considerably higher than those allowed in Australia. The tax on public companies is at a flat rate of 20c in the \$1, which is little more than half the predominant rate of company tax in Australia, while on private companies the rate is 12.5c in the \$1 for the first \$10,000 and 17.5c in the \$1 for the remainder, and generally comparable deductions are allowed. On 1 January 1958 a *Personal Tax* was introduced for all males (including non-indigenous) in Papua and New Guinea of 18 years of age and over. The maximum tax is \$4 per annum; the tax assessed is subject to the taxpayers' ability to pay, and consequently large areas have been exempted. Native Local Government Councils (which are formed voluntarily by the indigenes) are, however, empowered to levy taxes on villagers for the purpose of providing for local services carried out by the Councils. These taxes are set off against the indigene's Personal Taxation.

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

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

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

PAPUA

General description

Area, etc.

Papua lies wholly within the tropics. The northernmost point touches 5° S. Latitude; its southernmost portion, comprising Tagula and Rossel Islands, lies between 11° S. and 12° S. latitude. It is separated from Australia by Torres Strait. The length of Papua from east to west is upwards of 930 miles; towards either end the breadth from north to south is about 320 miles, but about the centre it is considerably narrower. The Territory comprises also the islands of the Trobriand, Woodlark, D'Entrecasteaux, and Louisiade groups. The length of coast-line is estimated at 3,664 miles—1,728 on the mainland and 1,936 on the islands. The total area is 86,100 square miles, of which 83,325 are on the mainland and 2,775 on the islands. A description of the physical characteristics of the Territory appears in previous issues of the Year Book (*see* No. 18, p. 633).

Administration

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

Population**Non-indigenous population**

At the Census of 30 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 30 June 1965 the total non-indigenous population was 14,040. The European population of Papua increased slowly, and with some reversals in trend, from less than 700 in 1906, the year in which the Territory came under Commonwealth control, to 1,343 at the Census of 1921. At the 1961 Census it amounted to 8,260 persons.

Indigenous population

Within the major division Melanesian, into which most indigenous inhabitants of the Territory are classified, a distinction may be made between a Melanesian type and a Papuan type, the former representative of the eastern mainland and the island archipelagos to the east and south-east, and the latter representative of the western third and the interior of the Territory. Some negro traits have been noted in a few of the inland mountain groups. The enumerated and estimated population of the Territory of Papua at 30 June 1965 totalled 559,397 persons. This comprised 545,597 enumerated persons and 13,800 estimated. The total number was distributed through districts as follows: Southern Highlands, 181,066; Western, 59,161; Gulf (including the former Delta district), 61,203; Central, 109,061; Milne Bay, 95,841; and Northern, 53,065.

Land tenure

The basic principles applying to land tenure in Papua are the same as those applying to the whole of the Territory of Papua and New Guinea described on pages 1100-1. At 30 June 1965, of the total area of Papua, 55,104,000 acres, only 1,895,856 acres had been alienated. The distribution of alienated land at 30 June 1965 according to tenure was as follows: held by private non-indigenous inhabitants, freehold, 24,280 acres, leasehold, 371,864 acres; native reserves, 67,257 acres; other Administration land, including land reserved for public purposes, 1,432,455 acres.

Although a small amount of freehold land exists in Papua, present legislation does not provide for the granting of estates in freehold. Leases of various kinds may be granted by the Administration. The principal types of leases available are agricultural leases, pastoral leases, leases of town allotments, business leases and residence leases of other than town allotments, and various forms of special leases and licences over land. Leasehold terms are liberal, and, in general, leases may be granted for periods of up to ninety-nine years. Rent is based on the unimproved value of the land.

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

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

Production

Primary production

The products of the Territory are obtained principally from its agricultural, forestry, mining, and fishing industries. Native subsistence agriculture, fishing and hunting produce most of the food requirements of the indigenous population. The main native agricultural products are taro, yams, sweet potatoes, bananas, and papaws. Peanuts are becoming of increasing importance in native diet. Non-indigenous enterprise produces most of the commodities exported. Indigenous, however, produce copra for export, while native enterprise in other fields of agricultural production for export purposes, e.g. cocoa and coffee, is undertaken. The principal agricultural products of Papua for the export trade are copra and rubber. Native production of copra is increasing. In 1964-65 nearly 17.5 million super. feet of logs were produced. The main products of fisheries exported from Papua are trochus shell and mother-of-pearl. Gold, manganese, zinc-lead, and copper ores have been mined in commercial quantities in the past, but current production is limited.

For information on the agricultural and animal industries, which for the sake of convenience covers the Territories of Papua and New Guinea singly and combined, see pages 1101-10. The following paragraphs relate to forestry, mining, fisheries, and water-power resources in Papua.

Forestry

A general description of the forest policy, which applies in Papua as well as in the Trust Territory of New Guinea, is given under the heading, Timber, on page 1120.

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 30 June 1965 fifteen permits and twenty-six licences were current. The total areas of forest involved were 228,919 acres and 64,811 acres respectively. The total number of mills was twenty, and the total sawn-timber produced for the year was 6.8 million super. feet, most of which was used locally.

Mining

Although a large number of minerals have been found in Papua, including platinum, gold, silver, copper, tin, lead, zinc, cinnabar, iron, osmiridium, manganese, sulphur, chromite, gypsum, and lignite, current mineral production is not of economic importance. Before the 1939-45 War gold was an important item in 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 \$73 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 30 June 1965 fourteen prospecting permits and licences were effective 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.

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 \$26,000 in 1964-65.

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 ten million horse-power could be developed.

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

TERRITORY OF PAPUA: IMPORTS AND EXPORTS
1960-61 TO 1964-65
(\$'000)

—	1960-61	1961-62	1962-63	1963-64	1964-65 p
<i>Total imports(a)</i>	19,871	19,702	21,438	27,617	32,733
Exports—					
Domestic exports	4,936	4,780	5,049	5,318	6,075
Re-exports	2,842	1,460	1,625	1,857	2,971
<i>Total exports</i>	7,778	6,239	6,675	7,175	9,046

(a) Includes outside packages.

Country of origin or destination

TERRITORY OF PAPUA: COUNTRY OF ORIGIN OF IMPORTS
1960-61 TO 1964-65
(\$'000)

Country of origin	1960-61	1961-62	1962-63	1963-64	1964-65 p
Australia	12,994	12,142	13,581	17,568	20,305
Canada	18	67	36	60	73
Germany (Federal Republic)	337	373	420	582	567
Hong Kong	672	833	850	966	1,011
Indonesia	665	642	807	862	493
Japan	1,005	1,047	1,018	1,575	1,977
United Kingdom	1,476	1,446	1,546	1,648	2,186
United States of America	1,395	1,354	1,154	1,775	2,924
Other countries	1,309	1,797	2,026	2,580	3,197
<i>Total</i>	19,871	19,702	21,438	27,617	32,733

TERRITORY OF PAPUA: COUNTRY OF DESTINATION OF EXPORTS
1960-61 TO 1964-65
(\$'000)

Country of destination	1960-61	1961-62	1962-63	1963-64	1964-65 p
Australia	5,789	4,858	5,351	5,752	6,836
United Kingdom	895	846	728	650	1,220
Other countries	1,095	536	597	773	990
<i>Total</i>	7,778	6,239	6,675	7,175	9,046

Principal commodities exported

TERRITORY OF PAPUA: PRINCIPAL DOMESTIC EXPORTS, 1960-61 TO 1964-65
(\$'000)

Commodity	1960-61	1961-62	1962-63	1963-64	1964-65p
Rubber	2,584	2,408	2,331	2,434	2,551
Copra	2,065	1,891	2,085	1,968	2,805
Cocoa beans	61	44	48	100	71
Gold	2	1	1	1	2
Shell (marine)	39	55	21	24	26
Crocodile skins	103	254	315	529	392
Other	81	127	249	263	228
Total	4,936	4,780	5,049	5,318	6,075

Shipping

In 1964-65, 247 British vessels and 42 of other nationalities called at Territory ports and discharged 179,071 tons of cargo and loaded 31,455 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.

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 102 aerodromes and seaplane alighting areas in Papua at 30 June 1965, and of these eleven were the responsibility of the Department of Civil Aviation, forty-seven were operated and maintained by the Administration, and forty-four were owned and maintained by Missions, plantation and mining interests. Much of the internal traffic and freight is carried on a charter basis.

At 30 June 1965 there were 2,257 miles of road in Papua, of which 1,229 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 shared by the Overseas Telecommunications Commission and the Administration. The former provides all external telephone and radio-telephone circuits, while the latter operates radio telephone and radio telegraph services from Port Moresby, Samarai, Kerema, and Daru to 215 outstations. Medium and short-wave programmes are broadcast from the Australian Broadcasting Commission stations 9PA, VLK3, VLT4, and VLT9 located at Port Moresby.

Education and health

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 30 June 1965, 173 schools were maintained by the Administration for 28,139 children, of whom 1,309 were Europeans, 152 Asian or of mixed race, and 26,678 indigenes. A further 2,728 children, all indigenes, were receiving tuition by correspondence. The total number of pupils in the various grades of mission schools was 43,367, of whom there were 285 Europeans, and thirty-four of Asian or mixed race. To assist the educational work of the Missions the Administration provides expert advice, educational equipment and text-books. In addition, the sum of \$341,840 was distributed among the Missions as grants-in-aid during the year ended 30 June 1965.

Health

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

The cases treated in hospital are mainly malaria, tropical ulcers, pneumonia, tubercular infections and tuberculosis, bronchitis, and confinements. At 30 June 1965 the Administration had established thirty-three 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 fifty general hospitals, with special wards at Eroro, Sideia and Orokolo for the treatment of Hansen's disease, and two Hansenide hospitals. There were 493 village aid posts or medical centres (135 Mission) and 147 maternal and child welfare clinics (fifty-six 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.

Finance

The following table shows the principal items of revenue and expenditure for the Territory for each year from 1960-61 to 1964-65.

TERRITORY OF PAPUA: REVENUE AND EXPENDITURE, 1960-61 TO 1964-65
(**\$'000**)

—	1960-61	1961-62	1962-63	1963-64	1964-65
REVENUE					
Customs	2,047	2,179	2,540	3,109	3,548
Licences	81	97	112	136	156
Stamp duties	102	87	99	81	145
Postal	561	667	803	856	1,090
Land revenue	116	108	172	152	151
Mining receipts	4	8	7	7	10
Fees and fines	20	26	29	36	56
Health revenue	66	76	89	93	92
Forestry	39	47	48	74	73
Agriculture	106	129	79	96	76
Public utilities	624	691	811	315	279
Direct taxation ^(a)	2,352	2,558	2,919	3,646	4,917
Miscellaneous	528	351	701	1,888	2,428
<i>Total internal revenue</i>	<i>6,645</i>	<i>7,025</i>	<i>8,409</i>	<i>10,489</i>	<i>13,023</i>
Grant by Commonwealth of Australia	11,030	14,358	15,728	20,022	22,125
Total revenue	17,675	21,383	24,137	30,511	35,148

(a) Includes Personal Tax.

TERRITORY OF PAPUA: REVENUE AND EXPENDITURE
1960-61 TO 1964-65—*continued*
(\$'000)

—	1960-61	1961-62	1962-63	1963-64	1964-65
EXPENDITURE					
Expenditure from revenue—					
Special appropriations	209	394	450	556	874
Departments—					
Administrator—					
Administrator	243	356	386	627	380
Legislative and Executive Councils(b)	19	25	31	43	97
Information and Extension Services	52	60	133	175	200
Public Service Commis- sioner(c)	176	209	186	222	246
Treasury—					
Central Treasury	885	1,223	1,231	1,501	1,641
Taxation Branch	35	48	44	52	60
Motor Transport Branch	(d) 14	(e)	(e)	512	564
Stores and Supply Branch(f)	1,693	1,645	1,688	2,712	2,761
Government Printing Office	(g)	(g)	(g)	76	88
Public Health	2,009	2,333	2,486	2,775	2,997
District Administration(h)	980	1,038	1,044	1,231	1,547
Agriculture, Stock and Fisheries Education	717	853	894	1,062	1,334
Education	1,508	1,826	2,333	3,007	3,852
Labour	15	83	82	99	140
Police	539	676	690	716	893
Law—					
Law	122	157	170	200	241
Corrective Institutions Branch Lands, Surveys and Mines	44	80	97	116	137
Forests	276	367	430	515	645
Posts and Telegraphs	112	146	141	178	220
Trade and Industry	731	936	995	1,200	1,311
Public Works—	264	312	463	542	746
Public works	403	377	440	575	1,300
General maintenance	2,052	2,506	2,640	3,141	3,573
Capital works and services(i)	4,171	4,913	6,228	7,158	7,525
Purchase of capital assets	572	824	883	1,520	1,618
<i>Expenditure from revenue</i>	<i>17,840</i>	<i>21,386</i>	<i>24,163</i>	<i>30,511</i>	<i>34,988</i>
Expenditure chargeable to Loan Funds	383	413	754	1,277	2,407
Total expenditure	18,223	21,798	24,917	31,787	37,395

(a) Includes Personal Tax. (b) Includes the Administrator's Council which replaced the Executive Council during 1960-61 and the House of Assembly which replaced the Legislative Council during 1963-64. (c) Includes expenditure of the Administrative College. (d) Transport costs with the exception of bus operational costs have been transferred to consuming departments. (e) Transport costs have been transferred to consuming departments. (f) Includes costs of general stores for all departments except Public Works. (g) Printing costs transferred to consuming departments. (h) Before 1964-65, Department of Native Affairs. (i) Additional expenditure on this item included under 'Expenditure chargeable to Loan Fund'.

TRUST TERRITORY OF NEW GUINEA

General description

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*.

Administration

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

Following the 1939-45 War the Commonwealth Government undertook to place the Territory of New Guinea under the Trusteeship System established under the Charter of the United Nations. The Trusteeship Agreement for the Territory, under which the Government of Australia is the sole administering authority, was approved by the General Assembly of the United Nations Organization on 13 December 1946. The terms of the Agreement are shown in Year Book No. 39, pages 355-7.

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

Population

Non-indigenous population

At the Census of 30 June 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 30 June 1965 the total non-indigenous population was estimated to be 17,446.

Indigenous population

The indigenous people of the Territory may in general be grouped with the Melanesians who occupy the greater part of the Western Pacific. They may be divided into two main types—Melanesian and Papuan—the former, with a few exceptions, constituting the population of the Bismarck Archipelago, the Solomon Islands and the coastal districts of the New Guinea mainland, the latter inhabiting the interior of the mainland. Some tribes of Negritos exist in the mountains of New Guinea. There is a strain of Papuan, and, possibly, of Polynesian blood in the Admiralty Islanders, while the Western Islanders and the inhabitants of the small islands east and south-east of New Ireland are Micronesians. (See Year Book No. 16, page 670, and *Official Handbook of the Territory of New Guinea*, Part V.)

The enumerated and estimated indigenous population of the Territory as at 30 June 1965 numbered 1,558,520 persons, comprising enumerated, 1,547,210 (811,952 males and 735,258 females), and estimated, 11,310. The total population was distributed throughout the several districts as follows: Eastern Highlands, 372,713 persons; Western Highlands, 295,509; Sepik, 266,696; Madang, 153,169; Morobe, 215,979; New Britain, 125,949; New Ireland, 42,349; Bougainville, 66,942; Manus, 19,214.

Land tenure

The principles governing the acquisition and ownership of land and types of tenure available in New Guinea are in general similar to those which obtain in Papua, and grants of estates are restricted to leasehold tenure. In New Guinea, however, the amount of freehold land of earlier

origin held by private non-indigenous owners amounts to more than half a million acres. Freehold titles to this land, which includes a good deal of plantation land, may be transferred by purchase, subject only to the general provision that dealings in land require the approval of the Administrator.

The area of the Territory of New Guinea is estimated at 59,000,000 acres, of which at 30 June 1965 only 1,525,113 acres were alienated. The following was the distribution of alienated land according to tenure at 30 June 1965: held by private non-indigenous inhabitants—freehold, 536,711 acres, leasehold, 393,604 acres; native reserves, 27,150 acres; other Administration land, including land reserved for public purposes, 567,648, acres.

Under German law there was a system of registration of titles in a Ground Book, but registration did not confer an indefeasible title. The German system has been replaced by one modelled on the Torrens plan, embodied in the *Lands Registration Ordinance* 1924–1962. The land registers were lost during the 1939–1945 War, but provision for restoration of the lost titles is made in the *New Guinea Land Titles Restoration Ordinance* 1951–1965.

Production

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

For information on the agricultural and animal industries, which for the sake of convenience covers the Territories of Papua and New Guinea singly and combined, *see* pages 1101–10. The following paragraphs relate to the timber, fishing and mining industries in the Territory of New Guinea alone.

Timber

Various species of timber are found in the Territory, and one accessible pure stand is the valuable pine forests of the Bulolo Valley. This timber is used mainly for the production of plywood and veneer by Commonwealth-New Guinea Timbers Ltd., which has an annual cut of about 10 million super. feet of logs. About 23.3 million square feet of plywood, on a $\frac{3}{8}$ -in. basis, were produced by the company in 1964–65 from these logs and from veneer produced by South Pacific Timbers Limited at Lae. In 1964–65, 21.7 million square feet of plywood, valued at \$2,021,000, and 4.4 million square feet of veneer, on a $\frac{1}{8}$ -in. basis, valued at \$73,112, were exported. During the year 14.5 million super. feet of logs, valued at \$592,558, and 5.2 million super. feet of sawn timber, valued at \$823,604, 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. In addition, three large timber stands containing over 5,000 million super. feet of logs are being opened up and will be the subject of direct negotiation with major sawmill operators. Timber growing on native lands cannot be acquired by private purchasers direct from the native people, but must be obtained through the Administration. Royalty is payable on all forest produce taken under permit or licence. Reforestation of areas dedicated for forestry in perpetuity is carried out by the Administration. At 30 June 1965 forty-six permits and thirteen licences were current, the total area of forest involved being 506,194 acres and 23,949 acres respectively.



PLATE 63

Course for Census interviewers, Papua and New Guinea Census, 1966

Photographs for Plates 63 and 64 by courtesy of Administration of Papua and New Guinea



PLATE 64

Interviewing a family, Papua and New Guinea Census, 1966

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 \$40,512 and green snail shell to the value of \$4,262 were exported during 1964-65.

Mining

The production of gold and associated silver is the most important mining activity in New Guinea, although other minerals, such as osmiridium, platinum, copper, iron ore, sulphur, and brown coal, have been discovered. The production of gold in New Guinea since the 1939-45 War has been on a much smaller scale than before the war, averaging only about \$1,278,000 in value per annum for the last five years. The 1964-65 production was valued at \$1,053,244. The discovery of extensive low-grade copper deposits on Bougainville has given impetus to the industry in the Territory.

The granting of rights, leases and claims for mining purposes is provided for in the *Mining Ordinance* 1928-1962 and regulations thereunder. The *Petroleum (Prospecting and Mining) Ordinance* 1951-1963 has facilitated the carrying out of geological surveys and prospecting activities generally. There are two prospecting permits for oil current at the present time.

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

TERRITORY OF NEW GUINEA: IMPORTS AND EXPORTS
1960-61 TO 1964-65
(\$'000)

—	1960-61	1961-62	1962-63	1963-64	1964-65p
<i>Total imports(a)</i>	33,606	32,157	35,652	43,119	54,113
Exports—					
Domestic exports	23,577	23,864	27,689	31,342	37,237
Re-exports	1,857	1,698	1,921	2,372	2,858
<i>Total exports</i>	25,434	25,563	29,610	33,714	40,095

(a) Includes outside packages.

Countries of origin or destination

TERRITORY OF NEW GUINEA: COUNTRY OF ORIGIN OF IMPORTS(a)
1960-61 TO 1964-65
(\$'000)

Country of origin	1960-61	1961-62	1962-63	1963-64	1964-65 p
Australia	19,483	17,422	19,448	24,029	29,355
Germany (Federal Republic)	1,023	1,231	1,290	1,433	1,909
Hong Kong	2,100	2,107	1,991	2,625	2,657
India	514	294	293	303	250
Indonesia	1,576	1,299	1,646	427	184
Japan	2,494	2,813	2,620	3,749	5,427
United Kingdom	2,902	2,383	2,728	2,772	4,404
United States of America	1,930	2,284	2,455	2,782	3,436
Other countries	1,583	2,324	3,181	5,019	6,491
<i>Total</i>	33,606	32,157	35,652	43,119	54,113

(a) Includes outside packages.

TERRITORY OF NEW GUINEA: COUNTRY OF DESTINATION OF EXPORTS
1960-61 TO 1964-65
(\$'000)

Country of destination	1960-61	1961-62	1962-63	1963-64	1964-65 p
Australia	10,990	11,089	12,054	14,936	16,758
United Kingdom	10,026	9,188	10,532	10,976	13,849
Other countries	4,418	5,285	7,025	7,802	9,488
Total	25,434	25,563	29,610	33,714	40,095

Principal commodities exported

TERRITORY OF NEW GUINEA: PRINCIPAL DOMESTIC EXPORTS
1960-61 TO 1964-65
(\$'000)

Commodity	1960-61	1961-62	1962-63	1963-64	1964-65 p
Copra	8,161	7,330	7,352	8,050	9,604
Other coconut products	5,290	4,477	5,326	5,189	7,425
Cocoa beans	3,272	3,921	5,863	6,743	6,977
Coffee beans	2,188	3,093	4,024	5,326	7,276
Peanuts	557	608	592	573	461
Gold	1,360	1,435	1,334	1,320	1,076
Shell (marine)	69	57	38	77	47
Timber	521	458	1,115	1,329	1,416
Plywood	1,731	1,870	1,390	1,948	2,021
Veneer	76	63	72	68	73
Other	351	553	583	719	861
Total	23,577	23,864	27,689	31,342	37,237

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, Wewak (mainland), Rabaul (New Britain), and Kavieng (New Ireland). In 1964-65, 303 British vessels and 109 vessels of other nationalities called at Territory ports and discharged 300,874 tons of cargo and loaded 180,961 tons. Corresponding figures for 1963-64 were 289,106, 226,594, and 171,729 respectively. There are no inland waterways, and the natural river system is not generally suitable for vessels except those of small tonnage.

Other forms of transport and communication

There are no railways in New Guinea, but a road construction programme is being undertaken progressively to assist the economic development of the Territory. Road transport services operate in the main towns and on the trunk roads linking Rabaul and Kokopo; Lae, Bulolo and Wau; Kavieng and Namatanai; and on the network in the Eastern and Western Highland Districts centred on Goroka and Mount Hagen. The total mileage of roads in the Territory of New Guinea at 30 June 1965 was 5,747, of which 3,639 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 214 aerodromes and seaplane alighting areas in New Guinea at 30 June 1965, and of these 11 were controlled by the Department of Civil Aviation, 72 by the Administration, and 131 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, Mount Hagen, Wewak, Sohano, and Goroka. From these centres radio telegraph services are also available to 577 out-stations. Medium wave broadcasting programmes are transmitted by the Australian Broadcasting Commission station 9RB Rabaul.

Education and health

Education

Education in the Territory is provided by the Administration and various Mission 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 schools for all sections of the community, and to grant financial aid for educational purposes. Expatriate teachers are recruited from Australia and overseas, and indigenous teachers are trained in the Territory by the Administration and the Missions. During the year ended 30 June 1965, 326 schools were maintained by the Administration for 43,302 children, of whom 1,503 were Europeans, 386 Asians, 284 mixed race, and 41,129 indigenes. In addition, 2,906 indigenes were studying by correspondence. The total number of pupils in the various grades of mission schools was 131,866, of whom 167 were Europeans, 135 Asians and 230 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 \$932,874 was distributed among the Missions as grants-in-aid during the year ended 30 June 1965.

Health

The cases treated in hospital are mainly malaria, pneumonia, tropical ulcers, bronchitis, tubercular infections and tuberculosis, skin infections, and confinements. At 30 June 1965 there were 69 Administration hospitals, including three Hansenide colonies, two tuberculosis hospitals, and one Hansenide and tuberculosis hospital. The Missions have established an additional 73 hospitals, including two Hansenide colonies and one Hansenide and tuberculosis hospital. There are 1,212 village aid posts or medical centres (131 conducted by Missions) and 619 maternity and child welfare centres (115 provided by Missions). The Missions staff their own medical establishments but receive financial assistance from the Administration, which also provides much of their medical stores and supplies.

Finance

The principal items of revenue and expenditure for the Territory of New Guinea during the years 1960-61 to 1964-65 are shown in the following table.

TRUST TERRITORY OF NEW GUINEA: REVENUE AND EXPENDITURE 1960-61 TO 1964-65 (\$'000)

	1960-61	1961-62	1962-63	1963-64	1964-65
REVENUE					
Customs	3,199	3,562	3,974	4,412	5,332
Licences	151	171	191	231	275
Stamp duties	71	159	141	114	99
Postal	431	495	514	705	963
Land revenue	147	126	133	195	205
Mining receipts	29	26	25	25	26
Fees and fines	44	46	42	55	74
Health revenue	87	104	123	128	141
Forestry	463	396	318	315	389
Agriculture	102	232	213	299	338
Direct taxation(a)	2,637	2,088	2,428	2,971	3,876
Public utilities	597	655	765	207	153
Miscellaneous	299	327	773	2,608	3,034
<i>Total internal revenue</i>	<i>8,259</i>	<i>8,387</i>	<i>9,640</i>	<i>12,265</i>	<i>14,906</i>
Grant by Commonwealth of Australia	18,563	20,229	24,272	30,477	33,873
Total revenue	26,822	28,616	33,912	42,741	48,780

(a) Includes Personal Tax.

TRUST TERRITORY OF NEW GUINEA: REVENUE AND EXPENDITURE
 1960-61 TO 1964-65—*continued*
 (\$'000)

—	1960-61	1961-62	1962-63	1963-64	1964-65
EXPENDITURE					
Expenditure from revenue—					
Special appropriations . . .	326	536	763	923	1,420
Departments—					
Administrator—					
Administrator	483	471	527	942	606
Legislative and Executive Councils(b)	30	34	52	71	157
Information and Extension Services	70	95	213	285	332
Public Service Commissioner .	275	284	315	369	400
Treasury—					
Central Treasury	1,602	1,796	1,835	2,124	2,297
Taxation Branch	54	65	74	87	97
Motor Transport Branch . . .	(c)	(c)	(c)	1,147	1,304
Stores and Supply Branch(d)	2,589	2,335	2,842	4,502	4,516
Government Printing Office .	(e)	(e)	(e)	126	142
Public Health	3,289	3,688	4,319	4,702	5,079
District Administration(f) . .	1,742	1,897	1,897	2,108	2,511
Department of Agriculture, Stock and Fisheries	1,255	1,362	1,556	1,916	2,372
Education	2,572	3,120	3,938	4,911	5,945
Labour	53	172	210	235	286
Police	919	1,071	1,239	1,253	1,454
Law—					
Law	250	273	358	417	472
Corrective Institutions Branch	56	82	131	185	221
Lands, Surveys and Mines . . .	473	596	690	869	967
Forests	621	610	640	674	773
Posts and Telegraphs	1,033	1,127	1,327	1,537	1,782
Trade and Industry	337	359	553	674	785
Public Works	631	513	746	954	2,248
General maintenance	2,638	3,103	3,629	3,727	4,428
Capital works and services(g) .	4,722	4,050	4,689	5,919	6,107
Purchase of capital assets . .	803	977	1,370	2,085	2,077
<i>Expenditure from revenue</i> . .	<i>26,822</i>	<i>28,616</i>	<i>33,912</i>	<i>42,741</i>	<i>48,780</i>
Expenditure chargeable to Loan Fund—					
Capital works and services . . .	721	581	1,043	2,119	3,911
Total expenditure	27,543	29,197	34,955	44,861	52,691

(a) Includes Personal Tax. (b) Includes the Administrator's Council, which replaced the Executive Council during 1960-61, and the House of Assembly, which replaced the Legislative Council during 1963-64. (c) Transport costs transferred to consuming departments. (d) Includes costs of general stores for all departments except Public Works. (e) Printing costs transferred to consuming departments. (f) Before 1964-65, Department of Native Affairs. (g) Additional expenditure on this item included under Expenditure chargeable to Loan Fund.

TRUST TERRITORY OF NAURU

General description

Nauru is an oval-shaped atoll about twelve miles in circumference, having an area of about 8½ square miles, of which approximately two-thirds is phosphate-bearing. It is situated in latitude 0° 32' S. and longitude 166° 55' E. Portion of the island between the sandy beach and the coral cliffs is comparatively fertile, and it is there that most of the Nauruans reside. With the exception of a small fringe around an inland lagoon, the plateau which contains the phosphate

deposits possesses few food plants and is uninhabited, 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 Nauruans. The temperature range is from 76° F. at night to 94° F. during the day, and the average humidity is about 80 per cent. Normally the rainfall is comparatively low for islands of the Pacific, the annual average for the twenty years from 1920 to 1940 being 80.5 inches. However, falls as high as 181.76 inches during 1940 and as low as 12.29 inches during 1950 have been recorded.

Administration

The island, discovered by Captain Fearn in 1798, was annexed by Germany in 1888, and prior to 1914 was part of the protectorate of German New Guinea. Following the 1914-18 War a League of Nations mandate for its administration was conferred upon His Britannic Majesty, and on 2 July 1919 the British, Australian and New Zealand Governments agreed that the administration should be vested in an Administrator. Following the 1939-45 War, the General Assembly of the United Nations approved a Trusteeship Agreement for the Territory of Nauru submitted by the Governments of Australia, New Zealand, and the United Kingdom in substitution for the terms of the mandate under which the Territory had been administered. This Agreement designates the Governments of Australia, New Zealand, and the United Kingdom as the Joint Administering Authority, with the Government of Australia continuing, on behalf of the Administering Authority, to exercise full powers of legislation, administration and jurisdiction in and over the Territory. The terms of the Agreement were given in Year Book No. 39, pages 370-1.

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

Population

The Nauruan component of the population numbered about 1,100 in 1921, but had grown to more than 1,800 before the Japanese invasion in August 1942. In 1946 it numbered less than 1,400, but by 30 June 1965 had risen to 2,734. Chinese have, for many years, formed a considerable part of the population of Nauru, but their numbers are not as great as formerly; at 30 June 1965 they amounted to 900. The number of other Pacific Islanders in the early 1920's was almost 300, but they subsequently decreased, then rose again, and at 30 June 1965 there were 1,481. The European population after 1921 fluctuated, with a generally upward trend, between one and two hundred, and in recent years has gradually increased, reaching 446 at 30 June 1965. The total population of Nauru at the Census of 30 June 1961 was 3,019 males, 1,594 females, 4,613 persons. At 30 June 1965 the total population of Nauru was 5,561, comprising 2,734 Nauruans, 1,481 other Pacific Islanders, 900 Chinese, and 446 Europeans.

Future of Nauruans

Resettlement. During recent years investigations have been made to find a suitable home for the Nauruan people after the exhaustion of the phosphate deposits towards the end of this century. After inspection of several islands, Curtis Island off the Queensland coast was agreed upon as a suitable location for resettlement purposes. Discussions took place in 1963 between the Director of Nauruan Resettlement and the Nauru Local Government Council and in 1964 between representatives of the Australian Government and a Nauruan delegation concerning proposals for resettlement of the Nauruan people. At the latter discussions the Nauruan delegation made it clear that, although Curtis Island was regarded as a place which would be suitable for Nauruan resettlement, the powers reserved to Australia in that event should be only those which relate to defence, quarantine and possibly external affairs and civil aviation. The Australian representatives informed the Nauruan delegation that the Commonwealth Government could not accept the proposal that the Nauruan people be established on Curtis Island on such terms, but gave further expression to the sympathy of the Australian Government with the desire of the Nauruan people to retain their identity as a distinct community and said that the Government was prepared to see what else could be done to achieve this end.

The Nauruan delegation informed the Australian representatives that the Nauru Local Government Council considered that there were no prospects of an agreement on the proposal for resettlement at Curtis Island because of the differences in the Australian and Nauruan views on the political aspects of the proposal, and they considered, therefore, that there should be no further discussion of resettlement on Curtis Island. The Council nevertheless expressed its willingness, if the Australian Government thought further talks would achieve a useful end, to take part in them. The delegates from the Nauru Local Government Council then informed the Australian Government representatives that the people of Nauru would elect to remain on Nauru.

Arrangements for two Nauruan observers to attend a meeting of the United Nations Trusteeship Council, projected for late in 1964 or early in 1965, at which it was expected that the future of Nauru would be discussed, lapsed when the meeting did not eventuate. The Nauruan views on their future were fully presented by the Australian Special Representative to the Trusteeship Council in 1965.

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

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

Phosphate deposits

From 1906 to 1919 the deposits were worked by the Pacific Phosphate Company, which also worked the deposits on Ocean Island (about 165 miles east of Nauru and part of the Gilbert and Ellice Islands Colony administered by the Colonial Office). The quantity of phosphate remaining on Nauru has been estimated at about 64 million wet tons.

The interests of the Pacific Phosphate Company in the two islands (though not in other islands in the Pacific in which it had workings) were bought by the British, Australian and New Zealand Governments on 25 June 1920 for £Stg3,500,000, the purchase money being contributed in the proportions of 42, 42 and 16 per cent respectively. The Agreement of 2 July 1919 provides for the working of the deposits by three British Phosphate Commissioners, one appointed by each Government, and the three countries are entitled to receive the output in the same proportions of 42, 42 and 16 per cent. In practice Britain has never taken its full entitlement of phosphate from Nauru. Consequently the bulk of the exports are to Australia and New Zealand.

Exports of phosphate from Nauru in 1964-65 amounted to 1,692,950 tons, valued at \$9,565,168, 58 per cent to Australia, 30 per cent to New Zealand and 12 per cent to the United Kingdom. During the five years ended 30 June 1965, 7,837,013 tons of phosphate were exported.

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

Royalties on phosphate

Dating from the establishment of the British Phosphate Commissioners in 1919 royalties have been payable for each ton of phosphate exported in amounts agreed upon between the Commissioners and the Nauru Local Government Council from time to time. Since 1 July 1962 the rate of royalties has totalled 37c per ton made up as follows: 19c to the respective landowners comprising an immediate cash payment of 12c, and 7c invested on their behalf for 15 years; 8c to the Nauru Royalty Trust Fund paid in cash to the Nauru Local Government Council and used for the Nauruan community; and 10c paid to a long term investment fund for the benefit of the Nauruans on the exhaustion of the phosphate deposits.

In addition, payments are made, currently at \$240 per acre, for land leased for phosphate mining or for sites for permanent installations on phosphate land. At discussions held with the Nauruans in May and June 1965 it was agreed to increase the royalty rates to \$1.35 a ton for 1964-65 and to \$1.75 a ton for 1965-66. Further discussions are in progress with the Nauruans in 1966 to consider the future operations of the phosphate industry at Nauru.

Trade, transport and communication

The Customs Tariff of Nauru provides for the free admission of all goods other than cigars, cigarettes, tobacco, spirits, wines, beer, cider, and perry. Articles imported by the Administration for its own use and spirits for scientific purposes are exempt. The tariff rates apply to all countries alike. In 1964-65 imports were valued at \$4,595,798 and exports, 1,692,950 tons of phosphate, at \$9,565,168. Of the total imports in 1964-65, Australia supplied 81 per cent valued at \$3,721,006; the balance came mainly from Hong Kong, New Zealand and the United Kingdom. In 1964-65, 982,400 tons of phosphate were exported to Australia, 505,550 tons to New Zealand and 205,050 tons to the United Kingdom.

There is no regular air service to Nauru, but when the need arises charter flights are made to the island. There is relatively frequent communication by sea with the island. Most of the vessels are run or chartered by the *British Phosphate Commissioners for the carriage of phosphate*. Many of them also provide for the carriage of passengers and other cargo as required. The total calls by vessels were 169 in 1964-65.

Education

The Administration assumed full responsibility for education on 1 October 1923. Prior to that date the education of Nauruan children was undertaken by the Missions, which were subsidized by the Administration. There are four infant schools, three primary schools, one Nauruan secondary school, and two mission schools. At 30 June 1965, 807 Nauruans, 265 other Pacific Islanders, seventy-six Chinese, and seventy-one Europeans were enrolled in the infant and primary schools, and 269 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 30 June 1965 eighty-one Nauruans were studying in Australia. Of these, fifty-six held Administration scholarships, twelve were Administration cadets, two were Administration sponsored apprentices, and eleven were privately sponsored. In addition to these, there was one student at the Central Medical School, Suva, and two apprentices and one tradesman in Australia.

Health

Cases of the usual diseases known in the Pacific occur, but the health of all sections of the population is generally satisfactory. An area has been set apart for the segregation of sufferers from Hansen's disease, and the latest methods of treatment are applied. The total number of persons receiving treatment at 30 June 1965 was forty-three, of whom, however, only three were in segregation at the Hansenide colony. Three hospitals are maintained on the island, one by the Administration for Nauruans and two by the *British Phosphate Commissioners*. The Administration also conducts eleven maternity and child health centres. A regular anti-mosquito campaign is conducted. Steps have been taken by the authorities to improve the water supply and to provide efficient sanitation generally. Every Nauruan is required to undergo medical examination at intervals of three months.

Judiciary

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

Revenue and expenditure

The revenue of the Administration for the year 1964-65 amounted to \$1,300,888 and expenditure to \$1,540,190. Of the revenue, payments by the *British Phosphate Commissioners* amounted to \$1,215,188, post office and radio receipts, \$51,544, and import duties, \$8,282. Expenditure comprised salaries, \$640,516, general expenses, \$327,880, miscellaneous services, \$370,470, and capital works and services, \$201,324.

HEARD ISLAND AND McDONALD ISLANDS

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

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

AUSTRALIAN ANTARCTIC TERRITORY

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

On 13 February 1954 the Australian National Antarctic Research Expeditions (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 13 January 1957 at latitude 68° 34' 36" S. and longitude 77° 58' 36" E. The station was named Davis in honour of Captain John King Davis of Melbourne, who commanded a number of famous Antarctic ships. The station was temporarily closed down in January 1965. In February 1959 the Australian Government accepted from the United States Government custody of Wilkes Station, which was established by the United States on 16 January 1957 on Vincennes Bay, at latitude 66° 15' S. and longitude 110° 33' E. The station was named in honour of Lieut. Charles Wilkes, who commanded the 1838-40 United States expedition to the area. A new station of advanced design is being constructed close to Wilkes which it will eventually replace. 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 1 December 1959 Australia signed the Antarctic Treaty with Argentina, Belgium, Chile, France, Japan, New Zealand, Norway, South Africa, the U.S.S.R., the United Kingdom, and the United States of America. Poland, Czechoslovakia and Denmark have subsequently acceded to the Treaty. The Treaty reserves the Antarctic area south of 60° S. latitude for peaceful purposes, provides for international co-operation in scientific investigation and research, and preserves, for the duration of the Treaty, the *status quo* with regard to territorial sovereignty, rights and claims. The Treaty entered into force on 23 June 1961. Since then the Antarctic Treaty powers have held 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. The fourth consultative meeting is scheduled to be held in Santiago in November 1966.

COCOS (KEELING) ISLANDS

General description

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

The main islands of the Territory are West Island, the largest, about six miles from north to south, on which are the aerodrome and most of the European community; Home Island, the head-quarters of the Clunies-Ross Estate; Direction Island, on which 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 fifteen 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 about 67 inches. There are occasional violent storms. The worst cyclone in the recorded history of the islands was in 1909, when about 400,000 coconut palms were uprooted or decapitated and the accompanying tidal wave left only five buildings standing.

The population at 30 June 1965 was 675.

History and administration

Summarized particulars of the discovery of the islands and their history up to 1946, when they became a dependency of the Colony of Singapore, are given in Year Book No. 51, page 140, and in earlier issues. On 23 November 1955 the Cocos Islands ceased to form part of the Colony of Singapore and were placed under the authority of the Commonwealth of Australia. The transfer was effected by an Order in Council made by Her Majesty Queen Elizabeth the Second under the Imperial Act entitled the Cocos Islands Act 1955 and by the *Cocos (Keeling) Islands Act 1955* of the Commonwealth whereby the islands were declared to be accepted by the Commonwealth as a Territory under the authority of the Commonwealth to be known as the Territory of Cocos (Keeling) Islands.

Responsibility for the administration of the Territory rests with the Minister for Territories. The first Official Representative was appointed on 23 November 1955 to take charge of the local administration of the Territory. Under the *Official Representative Ordinance 1955-1961* of the Territory the Official Representative is given such powers and functions in relation to the Territory as are delegated to him by the Minister under the *Cocos (Keeling) Islands Act 1955-1963* 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 1955-1963*. They may be amended or repealed by Ordinances made under the provisions of that Act which empower the Governor-General to make Ordinances for the peace, order and good government of the Territory.

Transport and communication

There is an international airport at West Island under the control of the Commonwealth Department of Civil Aviation. This is a re-fuelling point for aircraft of Qantas Empire Airways Ltd. and South African Airways, which operate weekly services between Australia and South Africa. Although there is no regular shipping service, vessels from Australia and Singapore call at intervals. There is a telegraph station, operated and staffed by the Overseas Telecommunications Commission (Australia), on Direction Island.

CHRISTMAS ISLAND

Christmas Island is an isolated bank situated in the Indian Ocean in latitude 10° 25' 22" S., longitude 105° 39' 59" E. It is approximately 220 miles south from Java Head, at the south entrance to Sunda Strait, 815 miles from Singapore and 1,630 miles from Fremantle. Christmas Island covers an area of about fifty-two square miles. It consists of a central plateau of about 600 to 800 feet with several prominent rises up to 1,170 feet. The plateau descends to the sea in a series of steep slopes alternating with terraces, the last dropping in a cliff of 200 to 300 feet to a shore terrace, terminating in a sea cliff of 10 to 150 feet, which is continuous round the island except in a few places, the chief of which is Flying Fish Cove where the principal settlement is located and which is also the only known anchorage.

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

The population of Christmas Island at 30 June 1961 was 3,099 (1,963 males and 1,136 females). At 30 June 1965 the total population was 3,332.

Education

At 30 June 1965 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 twenty-six teachers, mostly Singapore trained, and 851 pupils (698 primary and 153 secondary). The European school follows the Western Australian primary school syllabus, with one teacher seconded from the Western Australian Department of Education, and 31 pupils.

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

History and administration

Summarized particulars of the history of Christmas Island up to its administration by the United Kingdom as a separate Crown Colony from 1 January 1958, pending transfer to Australia, are given in Year Book No. 51, page 141, and in earlier issues. On 1 October 1958 the Island was transferred to the Commonwealth of Australia by the *Christmas Island Act 1958* and is now administered as a Territory under the authority of the Commonwealth. Responsibility for the administration and government of the Territory rests with the Minister for Territories, and day to day affairs on the island are administered by an Official Representative under delegation from the Minister. The laws which were in force in the island at 30 September 1958 were continued as the laws of the Territory after its transfer to Australia.

Phosphate deposits

The only commercial activity carried out is the mining of phosphate. The British Phosphate Commissioners act as managing agents for the Christmas Island Phosphate Commission. There are three principal phosphate deposits on the island of which the largest is that now being worked at South Point. This field is situated on the 600 feet to 800 feet level and is approximately 12 miles from the drying and shipping plant at Flying Fish Cove. During 1964–65, 843,283 tons of phosphate were exported, comprising 767,582 tons to Australia and 75,701 tons to Malaysia.

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.