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CHAPTER XV.

THE TERRITORIES OF THE COMMONWEALTH.

A. GENERAL.

1. **Classification.**—The Territories of, or under the control of, the Commonwealth are of three classes—

- (a) Territories originally parts of the States which have been surrendered by the States to the Commonwealth. These are the Northern Territory (formerly part of the State of South Australia) and the Federal Capital Territory (formerly part of the State of New South Wales).
- (b) Territories, not parts of States, which have been placed under the authority of the Commonwealth by Order in Council under section 122 of the Constitution. These are Papua and Norfolk Island.
- (c) Territories which have been placed under the administration of the Commonwealth by Mandate issued by the League of Nations. These are the Territory of New Guinea and (administered in conjunction with the British and New Zealand Governments) Nauru.

The Territories in class (a) only are parts of the Commonwealth.

2. **Forms of Executive Government.**—The Territories differ in their forms of Government. Papua is administered by a Lieutenant-Governor and a nominated Executive Council, who, except in matters of high policy and in certain matters prescribed by law, are not controlled by the Commonwealth Government. Norfolk Island and the Territory of New Guinea are each under an Administrator who is controlled by the Commonwealth Government; and in each of these Territories there is an Advisory Council. The Northern Australia Act 1926 divides the Northern Territory into two parts, one comprising the area north of the 20th parallel of South latitude, and the other the area south of that line. The Act provides for a Government Resident in each part and for a Development Commission for the part north of the 20th parallel. In the Federal Capital Territory some local institutions under the law of New South Wales continue, otherwise the Federal Capital Commission has definite responsibilities in regard to the government. In Nauru the Executive Government is vested in an Administrator who is subject only to the general control of the Government controlling the Administration.

3. **Legislative Power.**—The laws of the Parliament of the Commonwealth are in force in the Territories which are parts of the Commonwealth, but are not applicable to the Territories not parts of the Commonwealth, unless expressly extended thereto.

In Papua, there is a nominated Legislative Council, which has full power of legislation, subject to the assent of the Governor-General. In New Guinea, the Northern Territory, Norfolk Island and the Federal Capital Territory, there are no Legislative Councils, and Ordinances are made for these Territories by the Governor-General, subject to such Acts of the Parliament of the Commonwealth as are in force there.

In Nauru the legislative power is vested in the Administrator, subject to instructions from the Government controlling the Administration.

4. **Laws.**—In the Northern Territory, Papua and Norfolk Island, the laws existing at the dates when these territories came under the control of the Commonwealth have remained in force, subject to later legislation by or under the authority of the Commonwealth Parliament; in the Federal Capital Territory there still remain in force some of the laws of the State of New South Wales; in New Guinea, the former German law was repealed at the date of the establishment of civil government.

Three volumes containing the "Statute Law of the Territory of Papua" in force on 31st December, 1916, were published by the Government Printer, Port Moresby, in 1918 and 1919; subsequent Ordinances and the regulations under Acts and Ordinances are published in the *Government Gazette* of Papua and in annual volumes. The South Australian statutes in force in the Northern Territory will be found in the collected editions and annual volumes of the State of South Australia: Ordinances made by the Governor-General are published in the *Commonwealth of Australia Gazette*, and regulations under

Ordinances in the *Northern Territory Gazette*. The laws in force in Norfolk Island at the time of its coming under the control of the Commonwealth were collected in the *New South Wales Government Gazette* of 24th December, 1913, and printed separately as "The Consolidated Laws of Norfolk Island"; Ordinances made by the Governor-General and regulations made by the Administrator, are published in the *Commonwealth of Australia Gazette*. Ordinances made by the Governor-General for the Federal Capital Territory are published in the *Commonwealth of Australia Gazette*. Ordinances made by the Governor-General for the Territory of New Guinea are published in the *Commonwealth of Australia Gazette*, and regulations made by the Administrator in the *New Guinea Gazette*; the statute law in force in New Guinea on 31st December, 1925, has been published as Vols. I.-IV. of "Laws of the Territory of New Guinea," and subsequent Ordinances and regulations will be collected in annual volumes. Ordinances made by the Administrator of Nauru are promulgated locally and are printed in the annual report to the League of Nations on the Administration of Nauru.

5. **Finances.**—Papua is autonomous in its finances, but receives an annual grant from the Commonwealth Government. The Administration of the Northern Territory is maintained by the Commonwealth Government; a grant is made towards the expenses of administration of Norfolk Island, but taxes are raised locally which meet part of the expenditure; expenditure in the Federal Capital Territory is defrayed by the Commonwealth; New Guinea has its own budget, and the local revenues have hitherto been sufficient to maintain the Administration; Nauru is self-supporting.

The sum expended by the Commonwealth Parliament in 1924-25 for the Territories outside the Commonwealth was £84,803, exclusive of £52,834 for mail services to these Territories and to other islands in the Pacific.

B. THE NORTHERN TERRITORY.

§ 1. Area and Population.

1. **Introductory.**—Upon the extension of New South Wales westward to the 129th meridian in 1827, the Northern Territory was incorporated in that colony (see Chapter I.), and in 1863 was annexed by Royal Letters Patent to the province of South Australia. With the adjacent islands, it was transferred to the Commonwealth on 1st January, 1911.

2. **Area and Boundaries.**—The total area of the Territory is 523,620 square miles, or 335,116,800 acres. Its length from north to south is about 900 miles, while its breadth from east to west is 560 miles. Its eastern boundary, dividing it from Queensland, is the 138th meridian of east longitude; and its western boundary, separating it from Western Australia, the 129th meridian. Its southern boundary is the 26th parallel of south latitude, dividing it from South Australia. The northern boundary is the coast line of those parts of the Indian Ocean known as the Timor and Arafura Seas. Near the mouth of the Wentworth River, in the Gulf of Carpentaria, the coast line is met by the eastern boundary; at Cape Domett, near Cambridge Gulf, the western boundary cuts the northern coast line. The length of coast line is about 1,040 miles, or 503 square miles of area to one mile of coast line.

3. **Population.**—(i) *Europeans.* The problem of increasing the European population of the Northern Territory is one of considerable difficulty. Its solution will, of course, depend on the economic development of the country, and past experience tends to show that the task of developing its resources will involve large expenditure. At the Census taken in 1881 there were only 670 Europeans in the Territory. The total increased slowly, reaching its maximum in 1919 with 3,767 persons. Owing mainly to the closing down of the meat works at Darwin a decline then took place, and at the Census taken in 1921 the white population had decreased to 2,459, while at the end of 1925 it was approximately 2,356. During the year 1924-25 the number of births equalled that of deaths, the total in each case being 20, while the number of arrivals exceeded that of departures by 116.

(ii) *Asiatics.* With the exception of a few Japanese, Filipinos and others, the Asiatics in the Northern Territory consist mainly of Chinese. The South Australian Government introduced 200 Chinese in the early seventies to assist in the promotion of agriculture,

while the discovery of gold resulted in many others coming on their own account. Their numbers increased considerably in connexion with the construction of the railway from Darwin to Pine Creek, in 1887-88, and there were at that time upwards of 4,000 Chinese in the Territory. The total gradually dwindled thereafter, and the number at the Census of 1921 was only 722. The total number of all non-European persons (excluding Aborigines), is approximately 1,050.

(iii) *Total Population.* The highest recorded population of all races, except aborigines, was 7,533 in 1888, at the end of 1925 it was 3,656. The estimated population for the last five years is given in the following table :—

**NORTHERN TERRITORY.—POPULATION (EXCLUSIVE OF ABORIGINES),
1921 TO 1925.**

Year.	Males.	Females.	Total.
1921	2,718	1,016	3,734
1922	2,540	1,011	3,551
1923	2,527	1,028	3,555
1924	2,538	1,059	3,597
1925	2,550	1,106	3,656

The Census population (4th April, 1921) was 2,821 males, 1,046 females, total, 3,867.

(iv) *Movement of Population.* The following is a summary of movement of population in 1925 (excluding overland migration) :—

NORTHERN TERRITORY.—MOVEMENT OF POPULATION, 1925.

Inwards	567	Outwards	511	Excess of immi- gration over emigration ..	56
Births	65	Deaths	62	Excess of births over deaths ..	3
Increase	632	Decrease	573	Net Increase ..	59

The immigration and emigration of the Territory for the five years ending in 1925 are shown in the following table :—

NORTHERN TERRITORY.—MIGRATION, 1921 TO 1925.

Year.	Immigration.	Emigration.
1921	516	770
1922	406	599
1923	438	468
1924	496	467
1925	567	511

With the exception of the last two years, when there was a slight gain, the figures show a net loss by migration.

(v) *The Aborigines.* A special article contributed by Dr. W. Ramsay-Smith on the subject of the Australian aborigines, was incorporated in Year Book No. 3 (pp. 158-176). It deals with such matters as theories of origin, physical characteristics, manners, customs, religion, etc. The chapter "Population," in Year Book No. 17, contained information regarding (a) the efforts made from time to time, in the various colonies, to arrive at the number and distribution of aborigines; (b) their approximate number at the taking of the Census in 1921, and (c) measures taken by the States (in the case of the Northern Territory, by the Commonwealth) to protect and preserve the aborigines. In the Northern Territory large numbers of the aborigines are still outside the influence of Europeans. At the last Census, 2,050 full-blood aborigines, in the employ of whites or living in the vicinity of European settlements, were enumerated. Of these 1,184 were males and 866 females. The total number of aborigines in the Territory at 30th June, 1925, was estimated at 19,760. The greatest difficulty which confronts the Administration in dealing with the natives is due to the circumstance that they are nomads, without fixed abode, merely wandering about hunting for native food within the limits of their tribal boundaries, and making no attempt at cultivation or other settled industry. In their natural state, compared with those of other tropical countries, the natives are very healthy, but in contact with new settlers, white or Chinese, they rapidly fall victims to disease, and to degradation from drink or opium.

§ 2. Legislation and Administration.

1. *Transfer to Commonwealth.*—(i) *The Northern Territory Acceptance Act.* A short historical sketch is given in Year Book No. 6, pp. 1113-4. On 1st January, 1911, the Territory was transferred by South Australia to the Commonwealth, upon terms previously agreed upon by the respective Cabinets, and ratified by the Commonwealth *Northern Territory Acceptance Act* (No. 20 of 1910). The terms were outlined in Official Year Book No. 15, page 940.

(ii) *The South Australian Surrender Act.* The State Act approved and ratified the agreement surrendering the Territory.

2. *Administration.*—(i) *The Northern Territory (Administration) Act, 1910.* The Act provided for the appointment of an Administrator and officials. South Australian laws were declared to continue in force as laws of the Territory, and certain Commonwealth Acts to apply. Power was given to the Governor-General to make Ordinances having the force of law.

(ii) *Northern Australia Act, 1926.* As stated previously, the Territory is divided under this Act into two parts separated by the 20th parallel of south latitude, each to be administered by a Government Resident, while, in addition, a Development Commission is provided for the northern portion.

(iii) *Northern Territory Ordinances.* In Official Year Book No. 18, pp. 619-20, a summary was given of the main provisions of the Ordinances passed up to June, 1924, but limitations of space preclude the repetition of this information.

3. *Representation in Commonwealth Parliament.*—Section 122 of the Commonwealth Constitution provides that "the Parliament may make laws for the government of any territory . . . and may allow the representation of such territory in either House of the Parliament to the extent and on the terms which it thinks fit." In pursuance of this provision an Act was passed in 1922 whereby the Northern Territory elects a member to the House of Representatives. As this member represents a very small number of electors, he is not entitled to vote, but may take part in any debate in the House.

§ 3. Physiography.

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

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

The principal features of the coast line are enumerated in Year Book No. 1, p. 66; the rivers in Year Book No. 2, p. 76; the mountains in Year Book No. 3, p. 67; the lakes in Year Book No. 4, p. 77; the islands in Year Book No. 5, pp. 71, 72, and the mineral springs in Year Book No. 6, p. 65.

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

§ 4. Climate, Fauna and Flora.

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

2. **Fauna.**—The ordinary types of native Australian fauna inhabit the Territory. As elsewhere on the continent, the higher *Theria* are rare, but marsupials, birds, crocodiles, fresh-water tortoises, snakes (mostly non-venomous), and frogs abound. There are many varieties of freshwater fish and littoral mollusca. Butterflies and beetles are strongly represented. The white ant is a pest, anthills in the Territory sometimes attaining great dimensions. Mosquitoes and sandflies are very troublesome, particularly in the wet season. Native fauna are in some cases protected. Buffalo formerly existed in large herds, but their numbers have been greatly reduced by indiscriminate shooting in recent years.

3. **Flora.**—The vegetation is North Australian in type, but a number of the forms belong to the Malayan and Oceanic regions. The timber trees are not of great commercial value, but in the coastal regions tropical vegetation grows luxuriantly to the water's edge. On the wide expanses of plain country in the interior there is little vegetation. The principal orders represented in the Territory are:—*Euphorbiaceæ*, *Compositæ*, *Convolvulaceæ*, *Rubiaceæ*, *Goodeniaceæ*, *Leguminosæ*, *Urticææ*.

Fuller particulars regarding fauna and flora are given in Year Book No. 6, pp. 1116-7.

§ 5. Production.

1. **Agriculture.**—Up to the present agriculture has made little progress in the Territory, although it has been proved that rice, tobacco, coconuts, mangoes, cotton, various fodder plants, and peanuts can be successfully grown. Expense of harvesting is, at present, an obstacle to the economic production of rice, and until labour-saving machinery is procured it cannot be produced with profit. Some 5 miles from Darwin a coconut plantation, about six acres in area, is thriving, and at a small plantation at Shoal Bay the palms planted along the sea-shore are giving excellent results. There is a large stretch of first-class coconut land on the coast, but hitherto planting has not been attempted on a commercial scale. Cotton was planted in 1924 by settlers at Stapleton, Grove Hill, Daly Rivers, Pine Creek, and the Katherine, and there were experimental plots at Mataranka, Borroloola, and on the lower Roper River. The season, however, was unfavourable, owing to inadequate and badly distributed rainfall, and the year's crop amounted to only 7,000 lb. of seed cotton. In 1925, 123 acres were planted with

cotton, and between 70 and 80 acres germinated. The crop was about 27,000 lb. About 70 acres were planted with peanuts, and about 24 tons were harvested. Fodder plants are not grown to any great extent. On the Katherine River experiments made with lucerne showed that, with irrigation and good farming, this useful fodder plant may be established. A Primary Producers' Board, supported by the Government, was founded in 1923, with the object of relieving distressed settlers, and a small number of families has been settled on land suitable for agriculture.

2. Pastoral Industry.—The pastoral possibilities of certain parts of the Northern Territory were recognized at an early date, and in 1866 stock was brought into the Macdonnell Range country from South Australia. Six years later cattle were brought from Queensland to the northern parts of the Territory, and in 1879 Mr. Giles reached the Katherine River with 2,000 head of cattle and 12,000 sheep from South Australia. For various reasons sheep-raising did not succeed. It is, however, hoped that with a more regular supply of artesian and sub-artesian water, and the building of railways, parts of the Territory will become profitable sheep country. The cattle industry progressed slowly, and the number of cattle on 31st December, 1924, was about 855,300. A great impetus was given to this industry in 1917 by the opening of extensive meat works at Darwin. Unfortunately the works closed down in 1920, but they were partly reopened in 1925, and up to the end of June 4,630 head of cattle had been treated. The number of cattle exported by land during the year 1924–25 was 42,426, compared with 76,510 during the previous year, and that of horses about 1,400. The cattle industry has been retarded by the ravages of ticks and by the difficulty of travelling stock through waterless country. These difficulties are, however, gradually being overcome, the former by the introduction of the practice of “dipping,” and the latter by adding to the number of wells on the various stock-routes and the creation of stock reserves. Horses thrive well, and in 1924 numbered about 45,000. Buffaloes thrive in the coastal districts, but their number has been greatly reduced through indiscriminate shooting for the sake of the hides, of which 6,152 were exported during 1924–25.

The estimated number of live stock in the Territory at various periods is given in the table hereunder:—

NORTHERN TERRITORY.—LIVE STOCK, 1910, 1915, AND 1921 TO 1924.

Year.	Horses.	Cattle.	Sheep.	Pigs.	Goats.	Camels.
1910	24,509	513,383	57,240	996	..	..
1915	19,957	483,961	57,827	500	..	..
1921	39,565	568,031	6,349	452	19,385	494
1922	39,845	760,766	6,161	361	18,086	470
1923	44,603	843,718	4,728	647	25,647	579
1924	45,059	855,285	6,914	1,000	30,000	1,000

3. Mining.—(i) *General.* Alluvial gold-digging in the Northern Territory commenced in 1869, and up to the end of 1880 gold to the value of £79,022 had been produced. In 1881 the gold production reached its maximum, the value for that year being £111,945. During the following years it fluctuated considerably, but as long as the alluvial deposits lasted the output was satisfactory. In the transition period from alluvial to reef mining the industry declined considerably, and the output dwindled from year to year, reaching its lowest ebb in 1921–22, when the value amounted to only £540. The production of metals other than gold has suffered from vagaries of prices, and from the disadvantages of high cost of transport and of white labour. The year 1924–25 showed a decline from the previous year in regard to gold, but an increase in tin. Gold-mining was carried on chiefly at Fletcher's Gully, and tin at Marranboy and Mt. Wells. The number of gold-mining leases in existence on 30th June, 1925, was 28, comprising an area of 936 acres, and 33 mineral leases for 911 acres.

(ii) *Mineral Production.* The following table shows the total mineral production for the last five years :—

**NORTHERN TERRITORY.—VALUE OF MINERAL PRODUCTION,
1919-20 TO 1924-25.**

Year.	Gold.	Tin Ore.	Wolfram.	Silver-Lead Ore.	Copper Ore.	Mica.	Total Value all Minerals.
	£	£	£	£	£	£	£
1919-20	5,282	27,610	45,648	299	780	482	80,101
1920-21	1,299	7,793	9,752	..	..	159	19,003
1921-22	540	5,891	560	..	798	2,170	9,959
1922-23	743	13,887	18	..	30	1,926	16,612
1923-24	3,270	12,855	..	..	239	2,718	19,138
1924-25	1,939	15,966	..	617	15	2,835	21,715

(iii) *Coal and Mineral Oil.* At the end of the year 1924-25 an area of 41,603 square miles was held under coal and oil licences, but on 30th June, 1926, only 10 licences were in existence. Boring has been undertaken by a company at Elcho Island.

4. *Pearl, Trepang, and Other Fisheries.*—In 1884 mother-of-pearl shell was discovered in the harbour of Port Darwin. Difficulty in working, principally through heavy tides and muddy water, retarded the development of the industry for many years. Subsequently, however, the opening up of new patches led to a revival, but the outbreak of war gave the industry a setback, owing to the limited demand in the home markets. During 1924-25 pearl shell to the value of £2,070 was exported. The territorial waters teem with marketable fish, and, despite inadequate transport facilities, a commencement has been made with a trade in fish, dried or otherwise preserved. The export of dried fish in 1924-25 was valued at £1,485, and of trepang at £1,986.

§ 6. Land Tenure.

A description of the system of land tenure in force in the Territory will be found in Chapter V.—Land Tenure and Settlement.

§ 7. Commerce and Shipping.

1. *Trade.*—No record is kept of the direction of trade between the Commonwealth States and Territories. The value of the direct overseas trade for 1901 and for each of the years 1920-21 to 1924-25 is given hereunder :—

**NORTHERN TERRITORY.—VALUE OF DIRECT OVERSEA TRADE,
1901 AND 1920-21 TO 1924-25.**

Items.	1901.	1920-21.	1921-22.	1922-23.	1923-24.	1924-25.
	£	£	£	£	£	£
Imports	37,539	19,857	12,115	12,804	14,432	20,636
Exports	29,191	14,752	5,036	14,627	8,000	41,944
Total	66,730	34,609	17,151	27,431	22,432	62,580

The principal items of overseas export in 1924-25 were cattle, £36,795; fish, £1,841; hides, £1,481; and meat, £1,344.

2. **Shipping.**—The Territory is dependent for its shipping facilities chiefly on the services of vessels trading between Sydney and Singapore. Other vessels make occasional visits, while a sixty-days' service between Fremantle and Darwin is carried out by the "Bambra," belonging to the West Australian State Shipping Service.

NORTHERN TERRITORY.—SHIPPING, 1920-21 TO 1924-25.

Period.	Arrivals.		Departures.	
	No. of Vessels.	Tonnage.	No. of Vessels.	Tonnage.
1920-21	30	65,301	30	65,398
1921-22	32	93,421	30	84,835
1922-23	37	99,955	37	99,955
1923-24	35	96,099	34	96,004
1924-25	56	124,715	52	124,564

The foregoing figures are exclusive of particulars of coastwise shipping. During 1924-25, 44 vessels of 877 tons net were entered as coastwise.

§ 8. Internal Communication.

1. **Railways.**—Under the agreement ratified by the Act, the Commonwealth is to construct the Northern Territory portion of the transcontinental railway line (connecting Adelaide and Darwin, via Port Augusta).

The Northern line from Adelaide terminates at Oodnadatta, about 100 miles south of the southern boundary of the Territory. The only line at present in the Territory is one from Darwin to Emungalan, Katherine River, a length of 198.68 miles, of 3 ft. 6 in. gauge. The construction of the section between Emungalan and Daly Waters has been authorized by the Commonwealth Government at a cost not to exceed £1,545,000, and the work will be commenced at an early date. A railway bridge across the Katherine River has been completed. The completion of the remainder of the gap would permit of the development of the broad belts of pastoral and mineral country towards the centre of Australia. The Commonwealth also acquired on 1st January, 1911, the property in the line from Port Augusta to Oodnadatta (478 miles). The extension of this line to Alice Springs has been authorized by Parliament.

2. **Posts.**—Postal communication is maintained by vessels belonging to Burns, Philp and Co., which maintain a monthly service between the Territory and the Eastern States. In addition, the vessels belonging to the State Steamship Service of Western Australia give a service once every 60 days between Fremantle and Darwin. Inland, the northern part of the Territory receives its mail via Darwin, while the southern districts are served via Adelaide.

3. **Telegraphs.**—The transcontinental telegraph line, covering a length of 2,230 miles, was completed on the 22nd August, 1872, at a cost of nearly half-a-million sterling. The line runs in a northerly direction from Adelaide to Darwin, whence telegraphic communication is provided with Asia and Europe, via Banjoewangie (Java), Singapore, and Madras. Between Darwin and Banjoewangie the submarine cable is duplicated.

High-power wireless stations have been constructed by the Federal Government at Wave Hill, in the Territory, and at Camooweal, just over the eastern boundary, in Queensland.

§ 9. Finance.

1. **Revenue and Expenditure, 1924-25.**—In the Commonwealth finance statements separate accounts are given for Northern Territory administration. Receipts and expenditure for 1924-25 are given below :—

REVENUE AND EXPENDITURE.—NORTHERN TERRITORY, 1924-25.

REVENUE.	£	EXPENDITURE.	£
Customs and Excise ..	5,191	Salaries and Contingencies ..	115,642
Postal, Telegraph, and Telephone ..	8,274	Northern Territory Railways	39,421
Darwin-Katherine River Railway ..	29,106	Melbourne Administrative Services ..	4,294
Territorial ..	21,243	Interest and Sinking Fund, Northern Territory Loans ..	119,388
Land and Income Tax ..	3,519	New Works, Artesian Bores, Roads, etc. ..	16,613
Quarantine ..	37	Miscellaneous, Maintenance, and Repairs ..	43,941
Lighthouses and Light Dues ..	484		
Stamp Duties ..	1,271		
Miscellaneous ..	12,687		
Deficiency on year's transactions ..	257,487		
Total ..	339,299	Total ..	339,299

2. **Northern Territory Debt.**—The items making up the total debt of the Territory as at 30th June, 1925, are as follows :—

	£	£
Debt at date of transfer to the Commonwealth,		
1st January, 1911 ..	..	3,931,086
Redeemed under Commonwealth Loan Acts ..	2,277,917	} 2,738,667
Redeemed from Consolidated Revenue ..	460,625	
Redeemed from Sinking Fund ..	125	
Balance, 30th June, 1925 ..	..	1,192,419

In addition, the balance of the Port Augusta-Oodnadatta Railway Loans taken over from South Australia amounted at the same date to £1,077,678, making a total of £2,270,097. Under the provisions of the "Northern Territory Acceptance Act, 1910," a sinking fund has been established in connexion with the transferred loans.

C. THE FEDERAL CAPITAL TERRITORY.

1. **Introductory.**—In Year Books Nos. 4 and 5, information was given in Section XXXI., in regard to the events leading to the selection of the Federal Capital Territory, and the necessary legislation and the progress of operations in connexion with the establishment of the capital city. The physiography of the Territory was dealt with *in extenso*, and topographical and contour maps accompanied the letterpress, as well as reproductions of the premiated designs for the laying out of the city. Considerations of space, however, preclude the repetition of this information. On the 12th March, 1913, the official ceremony to mark the initiation of operations in connexion with the establishment of the Seat of Government was carried out. At this ceremony the selection of "Canberra" as the name of the capital city was announced.

2. **Administration.**—In Year Book No. 18 a summary was given of the development of the administration up to the taking over of the control of the Territory by the Federal Capital Commission.

This Commission consisting of the following three members—

J. H. Butters, Esq., C.M.G., M.B.E., Chief Commissioner,
Sir John Harrison, K.B.E., and
C. H. Gorman, Esq.,

has been administering the affairs of the Territory since the beginning of 1925. The Commissioners have been appointed for terms of five years, four years and three years respectively, in accordance with the provisions of the *Seat of Government (Administration) Act 1924*. This Act defines the powers and functions of the Commission, which include the control and management of lands, the carrying out of works and building construction, and, generally, the municipal government of the Territory. Subject to Parliamentary and Ministerial authority, it has been empowered to raise loans for all the purposes of its administration.

The Departmental association with the administration of the Territory has therefore become limited to the general authority of the Minister for Home and Territories, and responsibility of the Department of Works and Railways to assist when required in the designing and construction of works and buildings.

In May, 1926, it was resolved that Parliament should meet at the Seat of Government, Canberra, on 9th May, 1927.

The activities of the Commission have, therefore, been augmented, and a definite programme is being carried out so that all necessary preparatory constructional work shall be accomplished in readiness for the opening of Parliament and its permanent establishment.

The preparation and promulgation of Ordinances necessary for the government of the Territory is proceeding, as it has been found expedient to replace in several respects the already obsolete State law still in force.

3. Progress of Work.—The general progress of the work of construction up to the time when the Territory was taken over by the Commission was outlined in Year Book No. 18. The Commission has continued the policy of developing the city according to the approved plan, and is devoting itself primarily to the completion of the basic engineering services and the official and residential accommodation necessary to enable the Seat of Government to be transferred, and to enable a nucleus of the Departments of the Public Service to function after the transfer.

The construction of main avenues and roads according to the approved plan has been effected. Many miles have been formed, and a considerable portion metalled or gravelled. Surface treatment has been undertaken on certain arterial roads in the city area.

Residential areas are being laid out at Ainslie, Blandfordia, Telopea Park, Manuka and Eastlake; and business sites have been made available for private enterprise at Ainslie, Eastlake and Manuka. Rapid progress has been made with the engineering services such as roads, sewerage, and drainage. The water supply and sewerage have been so arranged as to connect up with the main city services when completed. Water supply service reservoirs have been provided on Red Hill and Mount Russell, and mains through the city are being laid as required. The outfall sewer is completed, and the main intercepting sewers within the city boundary are under construction. The southern intercepting sewer has been completed, and the northern intercepting sewer, the fourth section of the main sewerage scheme of the city and which is to run under the River Molonglo, should be completed before the end of 1926. The sewerage disposal works are in progress at Western Creek, about six miles from the city. Electric lighting and power services have been extended to serve the residential districts and areas where various construction works are proceeding, many miles of transmission line having been erected. Fire services have been provided for the protection of buildings and depots. The Molonglo River Bridge on Commonwealth-avenue is being extended by an additional span, and a low-level bridge has been constructed at Acton, which for a few months has served as the only connexion between the north and south sides of the city. The capacity of the power house is 1,350 kilowatts, and electrical energy is conveyed to the various factories where the manufacture of bricks, tiles, joinery, cement products, and other requirements is carried on.

Excavation of the site for Parliament House was commenced towards the end of 1923, and the actual construction was begun in January, 1924. Satisfactory progress is being maintained with the object of its completion at the end of 1926. The Australian sculptor, Sir Bertram Mackennal, is executing a life size statue of His Majesty the King to be placed in the main hall of Parliament House.

A departure from the scheme prepared by the Federal Capital Advisory Committee was approved in the case of offices for the Central Administration of Commonwealth Departments, a permanent building being decided upon instead of a group of structures of a provisional nature. As a result of an architectural competition a design has been selected for this building, which, it is anticipated, will be in course of construction during the latter half of 1926. As its completion before 1930 is not practicable, the sectional staffs of the various Departments will be housed in the Secretariat building, which is practically complete, and part of Hotel Kurrajong, which will be utilized temporarily for that purpose. The construction of additional public offices, on the north-western side of Parliament House was commenced in May, 1926; in this building accommodation will be reserved for the National Library.

A Government Printing Office has been erected, and accommodation for an Automatic Telephone Exchange and a Central Post Office has been provided for in the Secretariat building.

A competition for Australian architects within the Empire is being conducted, and proposals are being developed for the erection of a monumental structure as a National War Memorial Museum at the foot of Mount Ainslie.

Accommodation for visitors has been provided for by the erection of two hotels (Hotel Canberra and Hotel Ainslie). The former, which was opened during Christmas of 1924, is situated near the Governmental area, and has accommodation for 200 guests; the latter can accommodate 80 guests. Two additional hotels (Hotel Acton and Hotel Kurrajong) will be available before the end of 1926. Further provision is being made for the accommodation of civil servants and guests by the erection of four boardinghouses, which were commenced in June, 1926, at Ainslie, Acton, Telopea Park and Blandfordia centres.

Satisfactory progress has been made in the erection of the official residence for the Prime Minister and with the alterations to Yarralumla Homestead adapting it for use temporarily as a Government House.

The provision of other residential accommodation is increasing in the various localities. Over 170 cottages (mostly of brick) have been completed by the Commission, and 45 are under construction. An additional 300 cottages are also in course of construction by contractors in accordance with a wide range of standard designs.

The problem of accommodation for workmen during the period of initial construction has been met, to a certain extent, by the erection of 186 portable wooden cottages in areas adjacent to the sites of the main building operations. Single men are accommodated in the bachelors' quarters, messes, and camps.

Since 1920 steady progress has been made in the planting of belts of trees for shelter, and of various city parks. The formation of avenues and streets and other ornamental features has been carried out, as well as a large amount of afforestation work on the outskirts of the city. Work in this direction is still proceeding concurrently with the formation of roads and the development of the various areas. The layout of the grounds of Parliament House is proceeding satisfactorily, while already the gardens at two of the hotels and in the residential areas are thriving. The layout in front of the cottages provides for a continuous street garden in the suburbs which have already been established.

A hall accommodating about 600 people has been built at The Causeway, the work being performed by voluntary labour.

The public abattoirs, constructed to meet the requirements of a population of 10,000, will be in active operation during 1926.

The activities undertaken by private enterprise during the year comprise the erection of half a dozen shops at Eastlake, the construction of an up-to-date steam laundry, a printing works, and two modern bakeries at Ainslie, and 13 cottages on the north side, and 43 on the south side of the river.

Provision has been made for the maintenance of roads, buildings and other services in the Territory, and many works and buildings of a minor character have been constructed.

The proposal to dam the waters of the Molonglo River near Yarralumla for the formation of part of an ornamental lake system was referred to the Parliamentary Standing Committee on Public Works, who decided that the construction of the dam should be postponed, as it was not an immediate necessity.

4. *Lands.*—(i) *In the Federal Territory Proper.* Reference has been made in Chapter V. to the general conditions of land tenure in the Territory for the Seat of Government, and to the area of alienated and leased land.

As considerable portions of the Territory lands are not required in connexion with the establishment of the city, large areas have been leased under special improvement conditions in regard to the extermination of noxious weeds, and the destruction of rabbits and other noxious animals. The lands are classified into three grades of agricultural and three grades of grazing land. About 158,000 acres comprising 350 leases are at present held under lease for periods varying from quarterly tenure to 25 years.

The first auction sale of City leaseholds was held on the 12th December, 1924, and 289 residential and 104 business sites were offered at Eastlake, Manuka Centre, Blandfordia, Red Hill, Civic Centre and Ainslie. Of these, 146 blocks were immediately disposed of at prices averaging from £6 to £58 per foot for business sites, and from 10s. to £3 4s. per foot for residential sites. Of the remainder, 149 blocks (including all the business sites offered) were sold subsequently. A further 64 residential blocks in the original subdivisions offered were withdrawn from lease and are being built upon by the Commission for the housing of public servants.

In view of the demand for business sites, a further 18 business and 80 residential sites were offered for lease by public auction on the 29th May, 1926, and the whole of the business sites were sold at prices varying from £24 to £150 per foot. Of the residential sites offered, 21 were sold at the day of auction and a further 20 were sold up to the 30th June, 1926.

The lease of a site for an Amusement Hall at Manuka Centre was sold by public auction on the 10th February, 1926, for £7,000, representing approximately £54 per foot.

Under the terms of the City Leases Ordinance, each block is leased for a period of 99 years at a rental of £5 per centum per annum of the unimproved capital value as assessed by the Commission or bid at auction.

The terms of the lease require the purchaser of all business sites to commence the erection of a building on the site leased before the 31st December, 1926, and to complete it before the 31st December, 1927. In the case of the residential sites the lessee is required to commence the erection of a building on the site within one year and to complete it within two years from the date of the purchase.

Designs for the buildings are governed by Regulations, and leases are not transferable until buildings have been erected on the land as prescribed or where the Commission is satisfied that a building is being or about to be erected on the land.

(ii) *Land at Jervis Bay.*—The Commonwealth has acquired from the State of New South Wales sovereign rights over the area comprising about 28 square miles of land and water at Jervis Bay for possible use as a port in connexion with the Federal Capital. The Royal Australian Naval College has been established in this area on a site known as Captain's Point, and portions of the remaining lands have been leased.

5. *Railways.*—Canberra is connected with the railway system of New South Wales by a line $4\frac{1}{2}$ miles long to Queanbeyan. This line was opened for goods traffic on the 25th May, 1914, and for passenger traffic on the 15th October, 1923, and is being worked by the New South Wales Railway Commissioners for and on behalf of the Commonwealth.

A public railway station has been established at Eastlake, near the Power House, and is the terminus of the existing line. An extension to the Civic Centre ($2\frac{1}{2}$ miles) was constructed, and was temporarily in use, but the destruction of a bridge over the Molonglo River put the line out of action for the time being.

A daily passenger and goods service is in operation from Queanbeyan to Canberra, and special sidings have been constructed for use by contractors. At Molonglo Settlement, where many employees of the Commission are housed, a two-carriage platform has been constructed.

A trial survey of the Canberra-Jervis Bay line has been completed, and plans have been prepared to enable an estimate of the cost of the line to be obtained.

Under the provisions of the Seat of Government Surrender Act 1909 of New South Wales, and the Seat of Government Acceptance Act 1909 of the Commonwealth, an agreement exists between the Commonwealth and the State of New South Wales in relation to the construction of a railway from Canberra to Yass—a distance of, approximately, 43 miles, of which about 32 miles extend through New South Wales. The State is required to construct its portion of the line as soon as the Commonwealth builds a line to the boundary of the Territory.

The permanent survey of this line has been completed, and the proposal has recently been the subject of an enquiry by the Commonwealth Public Works Committee, whose report thereon is now under consideration.

6. **Population.**—The estimated population on the 31st December, 1925, was 4,927 in the Federal Capital Territory, and 582 in Jervis Bay Territory.

7. **Live Stock.**—The live stock, according to the latest return, comprises :—Horses, 1,035; cattle, 5,199; sheep, 194,817.

8. **Educational Facilities.**—Arrangements have been made with the New South Wales Education Department to continue for the time being the administration of education in the Territory, the expenditure involved being refunded annually by the Commission to the State. Including the school at Jervis Bay there are fourteen schools conducted in the Federal Territory by the New South Wales Education Department.

The policy has been adopted of concentrating a number of scholars in a large central school where better facilities and a more efficient staff may be obtained than would be possible in small isolated schools each under the control of one teacher. The main public school at Telopea Park has now accommodation for 500 scholars, and its curriculum covers the stages from the primary to school-leaving standard. The Commission conveys scholars to this school from the various centres.

Schemes are being developed for the establishment of an Infants School, a Junior Technical School, a Trades School, and a Domestic Science School at Telopea Park, in addition to an extension to accommodate double the present attendance, as well as Primary and Infants Schools at Ainslie. To meet the requirements of the immediate future, public secondary education will be concentrated at Telopea Park. A report by a Committee of experts upon a University scheme has been considered by the Commission and submitted to the Government.

A private primary and secondary school for girls was opened at Canberra in June, 1926, utilizing as a temporary building the old Rectory at Ainslie. It is anticipated that other private educational institutions will be established in the near future.

9. **Social Service.**—During 1925, the Commission inaugurated a social service movement aiming at co-operation in social activities between the Commission and the citizens of Canberra. The organization which is now in active operation embraces seven District Associations, while four others are in process of formation. Committees dealing with Libraries, Indoor Recreation, Outdoor Recreation, Women's and Children's Welfare, Children's Recreation, and Education have been formed, and delegates to these committees and to the general Social Service Council are elected by the District Associations.

As a result of the movement a large Recreation Hall has been erected by voluntary labour, the Commission having supplied the material, while arrangements are in progress for the erection of another hall on a site north of the river. Playgrounds have been provided in two centres, and others will be established in the settled suburbs of the City area.

Under the auspices of the Association a magazine called "The Canberra Community News" is published monthly, and affords a convenient and attractive medium for the circulation of local news.

10. **Expenditure.**—(i) *General.* The capital expenditure on the Seat of Government during the period 1901–11 and in each year thereafter up to 30th June, 1924–5, was published in Year Book No. 18. Expenditure for the period 1924–25 amounted to £678,098, including £678,050 on construction, and £48 on acquisition of land.

(ii) *Details.* Details of expenditure for the year 1924-25 are given hereunder:—

FEDERAL CAPITAL TERRITORY.—EXPENDITURE, 1924-25.

Particulars.	Amount.	
	£	£
Buildings—		
Parliament House	164,510	
Administrative Offices	2,354	
Secretariat Offices	14,459	
Printing Office	201	
Cottages	49,769	
Commission Offices, Acton	12,774	
Hostels	112,013	
Primary Schools	7,077	
Canberra Hospital—Additions	1,115	
		364,272
Water Supply and Sewerage—		
Water Supply	9,501	
Sewerage	106,997	
Intercepting Channels	11,146	
		127,644
Roads and Bridges—		
Roads	74,548	
Bridges	11,145	
		85,693
Railways	Cr. 29	
Electric Light and Power (Power House and Mains)	4,064	
Recreation Grounds	5,034	
City Beautification, Parks, Etc. (Tree Planting)	10,201	
Miscellaneous Minor Works	8,298	
Manufacturing and Trading Account	2,984	
Stores Account	38,289	
Plant	11,541	
Suspense Account, Miscellaneous	Cr. 155	
Miscellaneous	20,214	
		100,441
Total		678,050

11. Revenue.—The revenue for the Federal Capital Territory for the year ended 30th June, 1925, was £90,476.

D. NORFOLK ISLAND.

1. Area, Location, etc.—Norfolk Island, discovered by Captain Cook in 1774, is situated in latitude 29° 3' 45" south, longitude 167° 58' 6" east. Its total area is 8,528 acres, the island being about 5 miles long and 3 miles wide. From Sydney it is distant 930 miles, and from New Zealand 400 miles. The coast line is 20 miles, and its form that of an irregular ellipse. Except on the south-west, inaccessible cliffs rise from the water's edge. The climate is equable, the temperature ranging between 56° and 82°, with a mean of 68°. The average annual rainfall is 55 inches. It has been said that the salubrious climate, coupled with the beauty of its land and sea scapes, should combine to render Norfolk Island "the Madeira of the Pacific." At present the island is visited annually by a fair number of tourists, but with improved shipping facilities the traffic would considerably increase.

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

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

The descendants of the *Bounty* mutineers, having become too numerous to subsist on Pitcairn Island, were removed thence to Norfolk Island in 1856. The new community numbered 193—94 males and 99 females—and were the descendants of British sailors and Tahitian women.

3. Administration.—In 1856 the island was severed from Tasmania, and 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 was administered by the Chief Secretary's Department through a resident Chief Magistrate, in whom was vested the executive government of the settlement, and the supervision of its penal affairs. In 1913, however, a Bill was passed by the Federal Parliament providing for the taking over of the island as a territory of the Commonwealth. The Act came into force on the 1st July, 1914, and the island is now administered by the Department of Home and Territories, Melbourne, through an Administrator and Chief Magistrate. There is an Advisory Council, consisting of twelve members, presided over by the Administrator. Six of the members are elected by the residents, and six are nominated by the Administrator. The powers and duties of the Council were laid down in Ordinance No. 2 of 1925. According to this Ordinance the Executive Council has the oversight of public roads and reserves, etc. It may transmit to the Administrator for submission to the Minister proposals for new Ordinances or for the repeal or amendment of existing ones, and it may make by-laws in connexion with local matters.

4. Population.—The population on 31st December, 1925, was 367 males and 380 females, a total of 747. There were 188 householders on the island. In the year 1924—25, 16 births, 8 deaths, and 2 marriages were recorded.

5. Live Stock.—The latest returns of live stock show that there are on the island 1,954 cattle, 663 horses, 144 sheep, and 208 pigs. In addition, there are 5,846 head of poultry.

6. Production, Trade, etc.—The soil throughout is rich, and is specially suitable for the cultivation of citrus fruits, bananas, and (in parts) coffee. Various other sub-tropical fruits thrive well. During 1924—25, the production of oranges was 5,942 bushels; bananas, 271,600 dozen; passion fruit, 3,800 bushels; coffee, 18,320 lb.; and pine-apples, 350 dozen. There are many thousands of lemon trees and guavas growing wild throughout the island.

Large numbers of whales pass the island throughout the season, but owing to old-fashioned methods very few are captured. With the employment of up-to-date appliances the whaling industry might be of great importance. The preserved fish industry also offers a field for commercial energy; such fish as trevalla, kingfish, snapper, and many others, are plentiful. The "all red" cable from Great Britain via Vancouver, Fanning Island, and Fiji, bifurcates at Norfolk Island, one line connecting with New Zealand, the other with Brisbane. A monthly steamship service between Norfolk Island and Sydney is carried on by Burns, Philp and Co.

Imports and exports for the last five years are given hereunder :—

IMPORTS AND EXPORTS, 1920-21 TO 1924-25.

Heading.	1920-21.	1921-22.	1922-23.	1923-24.	1924-25.
	£	£	£	£	£
Imports	22,673	14,312	15,461	22,023	17,190
Exports	13,091	4,305	3,754	3,170	3,960
Total	35,764	18,617	19,215	25,193	21,151

7. **Social Condition.**—Education is free and compulsory up to the age of fifteen years. The school is under the New South Wales Department of Public Instruction, with standards corresponding to the State public schools, but the salaries and allowances of the teachers are paid by the Norfolk Island Administration. The number of scholars enrolled on the 30th June, 1925, was 130.

The Magistrates' Court has criminal jurisdiction in all crimes except capital offences, civil jurisdiction in all matters, and authority to grant probate and letters of administration.

8. **Finances.**—The receipts and expenditure for the year 1924–25 were as follows :—

NORFOLK ISLAND.—RECEIPTS AND EXPENDITURE, 1924–25.

Heading.	Receipts.	Heading.	Expenditure.
	£		£
Brought forward ..	3,793	Salaries	3,149
Commonwealth Subsidy ..	3,500	Repairs of Government Build- ings	1,208
Tariff Collections in Sydney ..	772	Landing Places, Signals, etc. . .	94
Interest on Funded Stock ..	114	New Work (Mission Land) ..	78
Postal Department ..	117	Miscellaneous ..	854
Fees, etc. . .	541	Purchase of Liquor ..	672
Sale of Liquor ..	984	Balance carried forward ..	3,766
Total	9,821	Total	9,821

Traffic in intoxicating liquor is prohibited, and the item "Sale of liquor" in the table refers to liquor dispensed under medical prescription.

E. NEW GUINEA.

1. THE ISLAND OF NEW GUINEA.

1. **Geographical Situation of New Guinea.**—New Guinea, frequently described as the largest island in the world, lies to the north of Australia, between 0° 25' and 10° 40' S. latitude, and between 130° 50' and 150° 35' E. longitude. Its estimated area exceeds 300,000 square miles, the greatest length being 1,490 miles, and the greatest breadth 430 miles.

2. **Discovery.**—The island was probably sighted by Abreus in A.D. 1511. The first visit by Europeans was apparently either that by the Portuguese Don Jorge de Menesis on his way from Goa to Ternate in 1526, or that by the Spaniard Alvaro de Saavedra in 1528. In 1606 Torres, having parted company with De Quiros at the New Hebrides, sailed, on his way to the Philippines, through the strait which separates the island from Australia, and which now bears his name.

3. **Colonization.**—In 1793, New Guinea was annexed by two commanders in the East India Company's service. Since that date the Dutch have made extensive surveys of the western portion, and the British and Germans have occupied and colonized the eastern. In September, 1914, German New Guinea was seized and occupied by Great Britain by means of a force raised and despatched by the Australian Government.

4. **Partition.**—The three colonizing powers agreed to the partition of New Guinea, each having suzerainty over islands adjoining its own territory. The whole of the portion west of the 141st degree of latitude, comprising about 150,000 square miles, or nearly half the island, belongs to the Dutch. The eastern half was divided in almost equal portions between Great Britain and Germany, the area possessed by each (with adjacent islands), being about 90,000 square miles. An Anglo-German boundary commission appointed for the purpose of defining the boundary between the territories of the two nations, started operations on 26th December, 1908, and completed the field-work on

27th October, 1909. The total length of boundary delimited was 66½ miles. The Dutch colony forms part of the residency of Ternate in the Moluccas, and has not been extensively developed. The German protectorate, where considerable commercial development had taken place, included the northern part of the eastern half of the mainland, known as Kaiser Wilhelm's Land, and the large islands of the Bismarck Archipelago and the Solomon Group, as well as nearly 200 smaller islands. The south-eastern portion of New Guinea, nearest Australia, is a dependency of the Commonwealth of Australia. The German Pacific protectorate was terminated in 1914.

2. PAPUA.

§ 1. General Description of Papua.

1. **Early Administration.**—Surveys of the east coast of New Guinea by Stanley, Yule, Blackwood, Moresby, and others, brought home to Queensland, and to Australia generally, the danger to her commerce which would result from foreign possession of the islands and coasts opposite to Cape York, and from the holding by a hostile power of the entrance to the splendid waterway inside the Barrier Reef. The mainland opposite the shores of Queensland east of the 141st meridian was therefore annexed by that colony in 1883, but the action was disallowed by the British Government. In 1884, however, a British protectorate was proclaimed by Commodore Erskine over the region lying east of the 141st meridian as far as East Cape, with the adjacent islands as far as Kosman island. In the year following, an agreement with Germany fixed the boundaries between the possessions of the two countries, and to Great Britain was assigned the portion now known as Papua, lying between the extreme limits of 5° and 12° S., and 141° and 155° E. The British protectorate was subsidized by Queensland, New South Wales, and Victoria, and lasted until 30th September, 1888, when it was proclaimed a possession of the Empire. Its constitution was then that of a Crown colony, in association, however, with Queensland. Administration was in the hands of a Lieutenant-Governor, aided by an Executive and a Legislative Council, and advised by a Native Regulation Board. Port Moresby, on the south coast, was made the head-quarters of the official establishment, and a supreme court was established there with magisterial courts in the districts, while an armed native constabulary force, under a European officer, was instituted for the maintenance of order. Native village constables as well as native interpreters, warders, boats' crews, etc., are also employed by the Crown.

2. **Administration by Commonwealth of Australia.**—The Territory was placed under the authority of the Commonwealth on 1st September, 1906, by proclamation issued in pursuance of Letters Patent of the 18th March, 1902, and was accepted by the Commonwealth by the Papua Act 1905, which came into force by virtue of the proclamation aforesaid. The transfer was made under the authority of section 122 of the Constitution (see p. 33 hereinbefore). The Territory is now under the administration of the Commonwealth, but not included within it, and is divided into eleven magisterial districts.

3. **Area, etc.**—Papua lies wholly within the tropics. The northernmost point touches 5° S. latitude; its southernmost portion, comprising Sudest 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 800 miles; towards either end the breadth from north to south is about 200 miles, but about the centre it is considerably narrower. The Territory comprises also the islands of the Trobriand, Woodlark, D'Entrecasteaux and Louisiade groups. The length of coast-line is estimated at 3,664 miles—1,728 on the mainland, and 1,936 on the islands. The total area is about 90,540 square miles, of which 87,786 are on the mainland, and 2,754 on the islands. A reference to the physical characteristics of the Territory appears in previous issues of the Official Year Book (see No. 18, p. 633).

§ 2. Population.

The white population of Papua on 4th April, 1921, was 1,343, made up of 961 males and 382 females. Included in these figures were 79 persons, who were passengers and crew of the s.s. *Marsina*, which was at Samarai at the taking of the Census. The following table gives the white population in each of the last five years :—

WHITE POPULATION OF PAPUA, 1921 TO 1925.

YEAR ENDED 30TH JUNE.

1921.(a)	1922.	1923.	1924.	1925.
1,343	1,104	1,086	1,276	1,371

(a) The figure for 1921 is the Census return.

The chief occupations of the non-indigenous population at the taking of the Census were :—Government officials and employees, 132 ; commercial pursuits, 150 ; shipping, 124 ; tropical agriculture, 266 ; missionary work, 144 ; mining, 159.

It is not possible to give exact data regarding the number of natives, because a large area of the interior is not yet under Government control. The official estimate is 275,000. Some light was thrown on the question as to whether the natives are increasing or decreasing in numbers by a comparison of births and deaths recorded in the five years ending in 1924, the net result giving an increase of 1,376 persons, the figures lending support to the belief that there is a tendency towards a gradual increase. The coloured population, other than Papuans, numbered on 4th April, 1921, 577, and included many mission teachers from Samoa, Fiji, and other Pacific Islands. On the same date, half-castes, with one of the parents a European, totalled 158. An Immigration Restriction Ordinance prohibits the immigration of persons who fail to pass the dictation test, or who are of bad character, or likely to become a charge upon the public. Exemptions may, however, be granted by the Lieutenant-Governor to persons of special skill required for employment as overseers or foremen.

§ 3. Native Labour, Taxation, Health, etc.

1. Native Labour.—(i) *General*. The rights of both employer and labourer are conserved by the Native Labour Ordinances. Service on the part of the native is voluntary, and he must be justly treated, and properly housed and fed. Employers may recruit personally, or obtain their natives through a licensed recruiter. Contracts of service must be in writing entered into before a magistrate or other qualified officer, and the natives must be returned to their homes on completion of engagement. During the period of service the recruiter or employer is responsible for the native's welfare. Refusal to work after an engagement, or desertion from service, renders the labourer liable to imprisonment. On the other hand, a magistrate may terminate an engagement where unjust or harsh treatment by the employer is proved. The term of indenture must not exceed three years, and in the case of miners and carriers the limit is eighteen months, but re-engagements may be made. The magistrate must satisfy himself that the remuneration is fair, that the native is willing to undertake the service, and that there is no probability of unfair treatment or detention. Wages must be paid in the presence of an officer. A medicine-chest stocked with necessary drugs and first-aid

instruments must be kept by all employers. The table hereunder gives particulars regarding native labour during the last five years :—

PAPUA,—NATIVE LABOUR, 1921 TO 1925.

Year ended 30th June—	Natives Engaged.	Natives Paid Off.		
		Number.	Wages Paid.	Average Annual Wage per Native.
			£ s. d.	£ s. d.
1921	7,495	7,335	61,483 16 10	8 7 7
1922	4,590	6,251	57,474 0 8	9 3 10
1923	5,473	4,893	47,993 6 11	9 16 2
1924	6,206	4,959	42,776 7 8	8 12 6
1925	6,817	4,661	46,019 14 5	9 17 5

In addition, 1,295 natives were employed in the Territory in 1925 who were not under a contract of service.

Up to the present it is stated that the supply of native labour has been sufficient to meet the demand.

Natives in charge of vessels owned by Europeans, drivers of launches and motor lorries, carpenters and other skilled labourers receive from £3 to £10 per month.

2. Native Taxes.—Under the Native Taxes Ordinance, passed in 1918, a tax not exceeding £1 may be imposed on natives, excepting native constables, mission teachers, natives unfit for work, and those who have not less than four living children. The proceeds of the tax must be expended on education, or devoted to purposes directly benefiting the natives, as may be prescribed.

The taxes collected in 1924-25 amounted to £14,453 net, of which £8,672 was transferred to the Native Education Fund, and £5,781 to the Native Benefit Fund. The Native Education Fund during the year 1924-25 disbursed to primary education £3,282, technical training £2,124, and to agricultural education £1,857, leaving a credit balance of £31,450. From the Benefit Fund the expenditure was as follows :—Promotion of native plantations £1,788, anthropology £1,173, health £3,693, village improvements £64, family bonuses £1,084—leaving a credit balance of £2,435.

3. Care of Half-caste Children.—An Ordinance was passed on the 11th September, 1922, to provide for the care and maintenance of neglected half-caste children. The Ordinance provides that a sum of £26 per annum shall be paid to the Commissioner for Native Affairs by the adjudged father of the child until the child, if a boy, shall reach the age of 16 years, or, if a girl, 18 years.

4. Health.—During the year natives to the number of 1,800 were admitted to the native hospitals in Port Moresby and Samarai. The chief complaints treated were yaws, ulcers, lung affections, and malaria. Three travelling medical officers and two European medical assistants were employed, and native medical assistants are being trained by them. The work done by the travelling officers consisted chiefly of dealing with cases of yaws by means of the latest arsenical drugs, the distribution of hookworm treatment, and the control of venereal diseases. In all 5,918 cases of yaws and 16,021 cases of hookworm were treated by the travelling staff. Out of an average of 7,000 native labourers employed by Europeans, 138 died, as compared with 126 during the previous year.

§ 4. Land Tenure.

1. *Method of Obtaining Land.*—(i) *The Land Laws.* The broad principles upon which the land laws of Papua are based are :—(a) No land can be alienated in fee simple ; (b) the rental of the land leased is assessed on the unimproved value and is subject to reassessment at fixed periods.

A detailed account of the method of obtaining land was given in Official Year Book No. 6, pp. 1083–4.

(ii) *The Leasehold System.* With a view of attracting pioneer settlers, an ordinance was passed in 1906 under which leases were granted on very liberal terms. No rent was payable for the first ten years, the heavy expense of survey was borne by the Government, and no charge was made for the preparation and registration of the leases. Under this system, the area under lease increased in four years from 2,089 acres to 363,425 acres ; about 140 plantations were started, and nearly 1,000 acres planted during that period.

After allowing free survey for three years, it was decided that all future applicants for agricultural leases exceeding in area 100 acres should be required to pay the cost of survey. It was also found desirable to check a tendency amongst a proportion of land applicants to obtain areas so great that the improvement conditions could not be carried out. It was therefore enacted that no leases should be granted after 1st June, 1910, exceeding 5,000 acres in extent, and that rent at the rate of 3d. per acre must be paid from the commencement of all leases exceeding 1,000 acres in area.

2. *Holdings.*—(i) *General.* On the 30th June, 1925, the lands of the Territory were held as follows :—

PAPUA.—HOLDINGS, 1925.

Description.	Area.
	Acres.
Land held by the natives	56,929,419
Crown land	804,748
Freehold land	23,085
Leasehold land	188,348
Area of Territory ..	57,945,600

Private sales of land in the Territory have now practically ceased. The Government buys from the natives, and then leases to planters, who are forbidden to have direct dealings in land with Papuans.

(ii) *Leaseholds.* The position as regards leasehold tenures may be seen from the following table :—

PAPUA.—LEASEHOLDS, 1920–21 TO 1924–25.

Year ended 30th June ..	1920–21.	1921–22.	1922–23.	1923–24.	1924–25.
Land held under lease .. acres (as recorded)	229,283	219,181	193,494	190,124	188,348

Of the total area of 188,348 acres shown above, agricultural leases accounted for 180,728, pastoral leases for 5,687, special leases for 890, mission leases for 799, and other leases for 244 acres.

The area of land acquired by the Crown in 1924–25 was 2,259 acres.

The total area surveyed in the Territory is 21,666 acres of freehold, and 254,795 acres of leasehold.

§ 5. Production.

1. *General.*—The products of the Territory are obtained from its agricultural, forestal, fishing, mining, and manufacturing industries. For many years gold-mining yielded the largest returns, but the production has dwindled considerably owing to the exhaustion of the alluvial deposits. Satisfactory results are, however obtained from copper-mining on the Astrolabe field. There is also the possibility of obtaining petroleum in marketable quantities. Amongst plantation products, copra occupies the foremost place, but little planting has been done in recent years. Portions of the Territory appear well suited for cotton cultivation.

2. *Agriculture.*—(i) *Soil and Rainfall.* The physical features of Papua are favourable to agriculture. Rich soils at varying elevations, and heavy and evenly-distributed rainfall favour the cultivation of a variety of tropical products including sugar cane, coconuts, sago palm, bread fruit, dyewoods, spices, ginger, nutmegs, bananas, and other fruits. There are large areas of rich alluvial and volcanic soils along the coast, and fertile land is found at elevations up to 6,000 feet. Heavy rainfalls occur, except over a belt of country which runs back from the coast to the hills, and which has its dry season from May to November. This "dry" area is admirably suited for the production of tobacco, fibres, cotton, etc. There are 21 meteorological stations throughout the Territory, and an economic museum and agricultural library have been established.

(ii) *Plantations.* On 31st December, 1924, there were 277 plantations. Agricultural settlement has been mostly in the Central and Eastern Divisions, and the area planted was 61,180 acres, as against 60,863 in 1923. The principal plantation crops are coconuts, rubber, and sisal hemp. There is also some cultivation of bowstring hemp, kapok, coffee, tobacco, vanilla, cocoa, tapioca, cinnamon, tea, rice, and maize. The natives are compelled by an ordinance to plant coconuts for food supply. In addition to the coconuts in these plantations, many more are planted over small and widely scattered areas by the older natives in accordance with custom. The following table shows the areas under the different cultures at the end of December, 1924 :—

PAPUA.—AREA OF PLANTATIONS, 1924.

Description.						Area.
						Acres.
Coconuts	..	..	..	..	..	48,022
Rubber	..	..	..	..	..	7,846
Hemp	..	..	..	..	..	3,878
Coffee	..	..	..	..	..	21
Rice	..	..	..	..	..	14
Cotton	..	..	..	..	..	955
Other cultures (including fruit trees)	..	..	..	..	..	444
Total	..	..	..	..	..	61,180

The yields of copra and rubber for the year ended 30th June, 1925, were :—Copra, 7,765 tons ; rubber, 511 tons. There has been a slight increase in the acreage under coconuts and rubber, and a decline in the acreage under hemp. The prospects for cotton-growing are favourably regarded, and in May, 1925, over 1,500 acres were under cultivation.

(iii) *Government Plantations.* There are five Government plantations. The net capital expenditure on these to the 30th June, 1924, was £40,100. For 1924–25, the aggregate net profit over working expenses and capital expenditure is estimated at about £5,700.

3. **Forestry.**—According to the Commonwealth Forestry Adviser the principal softwood timber is known as “ilimo,” while among satisfactory timbers of the lowlands are “nara,” “medobi,” and “melila.” There is a large number of woods, varying from the softest to the hardest, including beautiful cabinet woods, but research is necessary to determine their usefulness. The development of a coniferous belt at the higher altitudes offers great possibilities. It is believed that teak and sandalwood are well suited for cultivation.

4. **Live Stock.**—On 31st December, 1924, the live stock in the Territory consisted of 621 horses, 5,372 head of cattle, 154 mules, 5 donkeys, 2,769 goats, and 633 pigs. A Government stud-farm has been established for the breeding of horses. The introduction of rabbits, foxes, hares, and monkeys is prohibited.

5. **Fisheries.**—Pearl-shell fishing occupies an important place in the industries of Papua. A considerable number of luggers is licensed, but the returns are mostly credited to Queensland, whose boundary approaches to within a few miles of the Papuan coast. The species of tortoise which supplies the commercial tortoise-shell is also a native of the Territory. Bêche-de-mer and trochus are found along the shores and reefs, and form valuable articles of export.

6. **Mining.**—(i) *Variety of Minerals.* Minerals have been found over a wide range of country. Those discovered so far are—gold, copper, tin, lead, zinc, cinnabar, iron, osmiridium, gypsum, manganese, sulphur, graphite, chromite, brown coal, lignite, and petroleum. The existence of petroleum has been traced at scattered intervals over a large area between Yule Island and the Purari Delta, in the Gulf Division of Papua. Fourteen licences have been granted to search for oil and coal, covering an area of 12,652 square miles. During the year 1924–25 four companies were operating, viz., the Anglo-Persian Oil Co. Ltd. (as agents for the Commonwealth Government), the New Guinea Oil Co. Ltd., the Nabo Oil Development Co., and the Papuan Oil Exploration Co. Ltd. Up to the present there has been no production of oil on a marketable scale.

Of precious stones, only the topaz and beryl have been obtained. Large beds of apparently good coal also exist.

(ii) *Gold.* In 1888 the first gold was discovered, and the search gradually spread over every division, finds being reported wherever the explorers went. The yield in 1923–24 was the lowest recorded since 1895, but it improved considerably during 1924–25. The first dredging and sluicing plant in Papua commenced operations on the Gira River in January, 1924.

The total quantity, in fine ounces, and the value as returned of the gold yield for the last five years are given below :—

PAPUA.—GOLD YIELD, 1920–21 TO 1924–25.

1920–21.		1921–22.		1922–23.		1923–24.		1924–25.	
Quantity.	Value.	Quantity.	Value.	Quantity.	Value.	Quantity.	Value.	Quantity.	Value.
fine ozs. 2,047	£ 11,159	fine ozs. 14,645	£ 68,726	fine ozs. 17,033	£ 22,494	fine ozs. 2,166	£ 6,702	fine ozs. 4,947	£ 17,642

Most of the rivers, with the exception of those flowing into the Gulf of Papua, have been declared open to gold-dredging, and good yields have been obtained. The total value of gold won to 30th June, 1925, was £1,680,078.

(iii) *Copper.* The New Guinea Copper Mines Ltd., on the Astrolabe field, after overcoming many initial difficulties have now entered upon the producing stage, and it is anticipated that a steady output will be maintained from the mines controlled by the Company. During the year 1924–25 the shipments to Australia amounted to 2,000 tons of 22.5 per cent. copper matte, and 88½ tons of 98.8 per cent. blister copper of a gross total value of £41,674. The total value of the copper exported to the 30th June, 1925, was £204,000.

(iv) *Osmiridium*. The existence of osmiridium had been known for some years, but for some time no serious attempt was made to collect it, the alluvial gold miner often picking out the larger slugs of the metal from his gold parcel and throwing them away. The production in 1924-25 amounted to 116 ozs., valued at £3,630, obtained on the Gira gold-field.

(v) *Other Minerals*. Some good samples of galena (sulphide of lead) have been obtained, while cinnabar (sulphide of mercury), graphite (or plumbago), zinc-blende, native sulphur, and other minerals are known to exist. In 1924 a deposit of lignite was discovered on Smoky Creek, a tributary of the Era River.

A mineral laboratory and museum have been fitted up, and are available to prospectors and others interested.

7. *Water Power*.—Most of the rivers in Papua carry a large volume of water from a great height over a relatively short distance, thereby offering opportunities for the installation of hydro-electric power plants. It is estimated that there are at least 10,000,000 h.p. available for this purpose.

§ 6. Finance, Trade, Postal and Shipping.

1. *Finance*.—The revenue for 1924-25 exceeded that of the previous year by £7,481, the chief increase being in Customs and Excise. The principal sources of revenue were as follows:—Commonwealth Grant, £50,000; Customs and Excise, £54,160; Fees of Office, £6,646; Land Revenue, £3,683; Post Office, £2,731; Port and Wharfage Dues, £2,192; Miscellaneous, £11,075.

The expenditure was £12,191 more than that of the previous year. There was an increase of nearly £5,000 in the Department of the Treasury, and over £7,000 in that of Public Works. The expenditure by the Medical Department increased by about £1,000.

Returns of revenue and expenditure for the last five years, exclusive of Commonwealth grants, are given hereunder:—

PAPUA.—LOCAL REVENUE AND EXPENDITURE, 1920-21 TO 1924-25.

Item.	1920-21.	1921-22.	1922-23.	1923-24.	1924-25.
	£	£	£	£	£
Revenue	82,316	68,138	63,124	77,750	82,909
Expenditure	146,827	124,912	123,691	131,640	143,830

2. *Trade*.—The value of imports and exports for the last five years is shown in the table below:—

PAPUA.—VALUE OF IMPORTS AND EXPORTS, 1920-21 TO 1924-25.

Particulars.	1920-21.	1921-22.	1922-23.	1923-24.	1924-25.
	£	£	£	£	£
Imports	484,770	305,705	315,423	354,965	459,080
Exports	172,672	220,236	179,452	239,408	367,629
Total Trade	657,442	525,941	494,875	594,373	826,709

As in all new countries, the imports consist chiefly of articles necessary for the primal needs of the community, such as agricultural products and groceries, drapery, machinery, tobacco, oils, paints, beverages, wood, wicker, and cane, drugs, etc. The chief items of export during the last five years are as follows :—

PAPUA.—PRINCIPAL EXPORTS, 1920-21 TO 1924-25.

Article.	1920-21.	1921-22.	1922-23.	1923-24.	1924-25.
	£	£	£	£	£
Osmiridium	6,245	959	2,790	3,553	3,630
Gold	11,159	68,726	22,494	6,702	14,980
Copra	68,578	87,377	112,481	136,659	172,905
Rubber	28,966	5,826	5,907	33,334	68,507
Hemp	7,723	4,630	..	1,125	13,141
Copper Ore	1,830	13,514	14	120	41,674
Pearl Shell and Trochus Shell ..	4,464	4,043	1,868	6,120	8,773
Pearls	14,950	5,250	9,797	16,600	19,300
Bêche-de-Mer	7,922	15,045	13,453	10,441	10,351
Bark	1,408	752	..	..	..
Cotton .. .. .	..	..	..	550	3,761

3. Shipping.—The following table shows the number, tonnage, and nationality of oversea vessels entered and cleared at ports during the years 1920-21 to 1924-25. The whole of the tonnage was British.

PAPUA.—OVERSEA SHIPPING, 1920-21 TO 1924-25.

Year.	Vessels.	Tonnage.
1920-21	108	67,624
1921-22	127	74,206
1922-23	143	77,676
1923-24	99	68,170
1924-25	120	78,613

Throughout, the figures are exclusive of ships of war and Government vessels.

§ 7. Progress of Papua.

1. Statistical Summary.—As already stated (§ 2, *supra*) the Territory was placed under the Commonwealth control on 1st September, 1906. The following table indicates the progress that has been made since that date :—

PAPUA.—STATISTICAL SUMMARY, 1907 TO 1925.

Items.	Year ended 30th June—	
	1907.	1925.
White population	690	1,371
Native labourers employed	2,000	6,879
Number of white civil servants	65	135
Armed constabulary	185	260
Village constables	401	994
Territorial revenue	£21,813	£82,909
Territorial expenditure	£45,335	£143,830
Value of imports	£87,776	£459,080
Value of exports	£63,756	£367,629
Area under lease acres	70,512	188,348
Area of plantations acres	1,467	61,180
Meteorological stations established	3	21
Gold yield fine ounces	12,439	4,947
Live stock in Territory—		
Horses	173	621
Cattle	648	5,372
Mules	40	154

3. THE TERRITORY OF NEW GUINEA.

§ 1. General Description.*

1. **Area and Geographical Position.**—The present Territory of New Guinea comprises that portion of the German New Guinea Protectorate which lay south of the equator (excepting only the island of Nauru, see F hereinafter), and which was known in German times as the "Old Protectorate." The principal islands (with their German names if these differ from those now in use) and their approximate areas are as follows :—

AREA OF TERRITORY OF NEW GUINEA.†

Particulars.						Approximate Area.
						Square miles.
North-East New Guinea (Kaiser Wilhelm's Land)						70,000
Bismarck Archipelago—						
New Britain (Neu Pommern)						13,000
New Ireland (Neu Mecklenburg)						3,000
Lavongai (New Hanover or Neu Hannover)						600
Admiralty Islands and North-Western Islands						1,000
Solomon Islands—						
Bougainville						3,200
Buka						200
Total						91,000

2. **North-East New Guinea.**—(i) *General.* North-East New Guinea (Kaiser Wilhelm's Land) is the north-eastern part of the island of New Guinea. Much of the interior, which is rugged and mountainous, with heights reaching to over 13,000 feet, is still unexplored. The mountain ranges approach the coast, leaving comparatively little flat land near sea level, but this narrow strip is very fertile. All trade and communications are by sea along the coast, and the interior is left almost wholly to the native population.

(ii) *Coast-line.* The coast-line, which is over 900 miles long, is in parts fringed with coral reefs, and there are many small, lofty islands along its course. Except for Huon Gulf in the little developed east of the country, there are no deep inlets. Langemak Bay has commodious anchorage in deep water, and Finsch Harbour has landlocked anchorage for small vessels. Astrolabe Bay has two or three sheltered harbours, including Melanua, Madang (Friedrich Wilhelm Harbour) and Sek, which are the best on the coast. There are many other anchorages suitable, in certain winds, for schooners and small steamers.

(iii) *Rivers.* There are many rivers, of which the most important are the Sepik (Kaiserin Augusta) and the Ramu (Ottilien). The Sepik rises near the junction of the boundaries of Dutch New Guinea and Papua, and flowing easterly reaches the coast in latitude 4° S. It is navigable for 60 nautical miles by large ocean steamers, and for 300 nautical miles by steamers drawing from 10 to 13 feet. In 1914, a vessel of 50 tons ascended the river for 450 miles; it was then in flood and 7 fathoms deep at this distance, while at low water the depth was said to be 4 fathoms.

The Ramu rises in about 6° S. latitude and, flowing northwards, enters the sea near the mouth of the Sepik. It has been navigated, though with great difficulty, by flat-bottomed steamers for nearly 200 miles from its mouth.

3. **Bismarck Archipelago and Solomon Islands.**—(i) *General.* The islands of the Bismarck Archipelago and the Solomons are generally mountainous, with level ground near the coasts alone. The only low-lying islands are some in the Duke of York and Admiralty Group. The islands of Bougainville and Buka (Solomons) are equally rugged ;

* A map of the Territory was published in Official Year Book No. 16, p. 665.

† In regard to geographical position, see Year Book No. 16, p. 660.

Bougainville contains mountains reaching 10,000 feet. The soil is usually fertile, except on the low coral islands, where fresh water is scarce.

(ii) *Coast Line.* The coasts of the large islands often rise steeply from the water, with bold headlands; but as a rule there is a beach, frequently overgrown with mangroves. Sunken rocks and coral reefs fringe many of the coasts, especially of the low islands. There are many good harbours, the chief being Blanche Bay, in New Britain, containing the good anchorages of Matupi Harbour and Simpson Harbour; Kavieng Harbour in New Ireland; Mioko in the Duke of York Islands; Peter Harbour in the Vitu Islands; Nares Harbour in Manus Island; and Queen Carola Harbour in Buka Island.

(iii) *Rivers.* Most of the streams in these islands are too shallow and too rapid for navigation.

§ 2. Climate and Health.

1. *General.*—The Territory has a moist tropical climate, with small differences between daily and seasonal extremes of temperature. There is no cool season, rain falls in all months, and the humidity is high. The Territory is outside the area of typhoons, but strong winds are not uncommon, and damage is occasionally done to plantations.

2. *Temperature.*—The mean annual temperature on the coast is about 26° to 27.5° C. (79° to 81° F.)—a moderate temperature for the latitude—and the difference between the means of the coldest and warmest months is not more than 2° F.

3. *Rainfall.*—There is no really dry season. At Rabaul the period of the north-west monsoon, November to April, is wetter than that of the south-east trade from May to September or October; but in some other places, especially the south coast of New Britain and in the vicinity of Finsch Harbour, the south-east trade brings the principal rains. The position of the coast with regard to the direction of the prevailing winds is the decisive factor in the rainfall. The annual rainfall amounts, at nearly all the stations at which observations have been made, to over 80 inches. Additional information under this heading is given in Official Year Book No. 18, page 642.

4. *Humidity.*—The humidity is very high. Observations taken at Rabaul during the years 1916 to 1921 showed an average humidity of 75 per cent., and the variation in the monthly means was only from 69 per cent. (October) to 80 per cent. (April). At Madang, during the same period, the yearly average was 80 per cent., the lowest monthly mean 77 per cent. (August), the highest 83 per cent. (April). During the same period at Kieta (Bougainville) the mean was 78 per cent., the minimum 74 per cent. (August and October), and the maximum 80 per cent. (June).

5. *Influence on Health.*—The climate in North-East New Guinea and at many places in the Bismarck Archipelago and the Solomon Islands is enervating for Europeans. At some places, however, and notably at Rabaul, the heat and humidity are tempered by the constant breezes, and it is possible for Europeans, with careful attention to diet and exercise, and precautions against diseases, to maintain good health. When the measures taken against malaria and other diseases have produced their full effect, and use has been made of places in the mountains suitable for sanatoria, it is hoped that a satisfactory average of health will be maintained.

§ 3. Government.

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

2. **Mandate.**—In 1919 it was decided by the principal Allied and Associated Powers that the Territory of New Guinea, which Germany surrendered in accordance with the terms of peace, should be entrusted under Mandate from the League of Nations to the Government of the Commonwealth of Australia. The issuing of the Mandate was, however, delayed; and it was not until 17th December, 1920, that its terms were settled, and the Mandate itself did not reach Australia until April, 1921.

The terms of the Mandate are given in Official Year Book No. 16, p. 662-3.

3. **New Guinea Act.**—In anticipation of the issuing of the Mandate, the Commonwealth Parliament had already, in September, 1920, passed the New Guinea Act 1920, by which the Governor-General was authorized to accept the Mandate when issued. The Territory was, by the Act, declared to be a Territory under the authority of the Commonwealth, by the name of the Territory of New Guinea.

The Act provided for an Administrator, while power to legislate for the Territory was to be exercised by the Governor-General.

Provision was also made for the observance of safeguards in the interests of the natives as set out in the Mandate.

4. **Establishment of Civil Government.**—On receipt of the Mandate, arrangements were made by the Prime Minister, under the whose control administration of the Territory was placed,* for the establishment of Civil Government, and on the 9th May, 1912, a proclamation was issued in Rabaul that the military occupation had that day terminated. On the same day the first Ordinances made by the Governor-General under the New Guinea Act 1920 came into force. The most important of these was the *Laws Repeal and Adopting Ordinance* 1921, which provided that German laws should cease to apply to the Territory, and substituted other statute laws, together with the principles and rules of common law and equity in force in England, as the basis of the law of the Territory, subject to modification by Ordinance made by the Governor-General.

The Ordinance also preserved the rights of natives in land, and their rights, privileges and customs in regard to cultivation, barter, hunting, and fishing; and it provided that tribal institutions, customs, and usages should continue, so far as they were not repugnant to the general principles of humanity.

Other Ordinances which came into force on the same day provided for the establishment of courts of law, and for the prohibition of the supply to natives of firearms, ammunition, intoxicating liquor, and opium.

The "Advisory Council Ordinance," 1926, provides for an Advisory Council, consisting of the Government Secretary, the Treasurer, the Commissioner of Native Affairs, the Director of Public Health, and the Director of Agriculture.

5. **Expropriation.**—The Treaty of Peace provided that German nationals resident in her former colonies might be repatriated; and that the property rights and interests of German nationals in former colonies might be retained and liquidated by the Allies, the proceeds being credited to Germany in part payment of the reparation payable by her under the Treaty. In pursuance of these powers, in September, 1920, the property of the principal German companies in the Territory, and in March, 1921, that of a large number of German planters, was vested in the Public Trustee; and the management of their businesses and plantations was entrusted (pending the sale or other disposal of the properties) to the Expropriation Board. (See Year Book No. 17, p. 631.) In 1926 a number of these plantations was transferred to private owners.

6. **Departments and Districts.**—The Administration is organized in eight Departments—Government Secretary; Treasury; Native Affairs; Public Health; Public Works; Customs and Shipping; Lands, Mines, Surveys, and Forestry; and Agriculture.

* Control of the administration was transferred in July, 1923, to the Department of Home and Territories.

For administrative purposes, the Territory is divided into eleven Districts, named after the principal stations in them, as follows :—In New Britain—Rabaul, Talasea, and Gasmata ; on the Mainland—Morobe, Madang, Aitape, and Sepik ; in New Ireland and Lavongai (New Hanover)—Kavieng and Namatanai ; in Admiralty Islands and adjoining islands—Manus ; in Solomon Islands—Kieta. Each District is under a District Officer, assisted by a small staff.

7. *Statute Law.*—The Acts of the Commonwealth Parliament do not (unless expressly so stated) extend to the Territory, but the *Laws Repeal and Adopting Ordinance* 1921 provided that certain Acts and Ordinances should be applied thereto. (See Year Book, No. 17, p. 631.)

8. *Reports to the League of Nations.*—Five Reports have been rendered to the League of Nations in compliance with Article 6 of the Mandate, the latest being for the year ended 30th June, 1925.

§ 4. Population.

1. *White Population.*—The increase in the white population at various intervals since 1885 is shown in the appended tabulation. On 4th April, 1921, it was 1,288, of whom about 250 were missionaries, and 262 were persons engaged in administration ; 715 were British subjects, and nearly all the remainder were nationals of former enemy countries. On 30th June, 1925, the number of Europeans was about 1,450.

TERRITORY OF NEW GUINEA.—WHITE POPULATION, 1885 TO 1925.

Year.					Number.
1885	..	..	..	..	64
1895	..	..	..	..	203
1910	..	..	..	..	687
1914	..	..	..	..	1,027
1921	..	..	..	..	1,288
1925	..	..	..	..	1,450

2. *Asiatic Population.*—Malays seem to have been the first Asiatics brought by the Germans to German New Guinea ; 37 of them are recorded on the mainland in 1885. About 1889 the New Guinea Company began to bring Chinese, Malays, and Javanese in growing numbers from Singapore and Java to work on its plantations ; by 1892 there were about 1,800 on the mainland. By 1898 the number had decreased to 300 or 400, while at present it is less than 250.

About ten years later, Chinese were brought from China to the Protectorate ; in 1911 there were 555, in 1914, 1,377, in 1921, 1,424, and in June, 1925, about 1,300.

In 1895 there were 2 Japanese in the Protectorate, in 1911 there were 25, in 1914, 103, in 1921, 87, and in June, 1925, about 54 residents. The total Asiatic population was 1,681 in 1914, and 1,778 in 1921. There were also, in 1921, 28 Polynesians and 69 half-castes.

The number of Asiatics has slightly decreased. In 1924–25 the births of Chinese exceeded the deaths by 43, but departures exceeded arrivals by 70, so that the population decreased by 27. The number of Japanese decreased by 5.

The Chinese provide the skilled artisans of the Territory, and many of them are small traders. Most of the Japanese residents are employed in the plantations, shipyards, and stores.

3. **Native Population.**—As a large portion of the Territory is not under Government influence it is not possible to obtain reliable figures in regard to the number of the natives.

The following table shows the number enumerated in 1924, in each of the administrative districts.

TERRITORY OF NEW GUINEA.—NATIVE POPULATION, 1924 (EXCLUSIVE OF INDENTURED LABOURERS).

District.	Children.			Adults.			Total.		
	Males.	Females.	Persons.	Males.	Females.	Persons.	Males.	Females.	Persons.
Aitape ..	6,780	5,535	12,315	11,073	9,834	20,907	17,853	15,369	33,222
Gasmata ..	1,725	1,772	3,497	3,330	2,717	6,047	5,055	4,489	9,544
Kavieng ..	3,126	2,988	6,114	8,036	7,524	15,560	11,162	10,512	21,674
Kieta ..	6,031	4,802	10,833	11,413	11,918	23,331	17,444	16,720	34,164
Madang ..	5,776	4,939	10,715	10,434	8,635	19,069	16,210	13,574	29,784
Manus ..	2,007	2,378	4,385	4,609	4,489	9,098	6,616	6,867	13,483
Morobe ..	10,052	8,520	18,572	13,555	13,086	26,641	23,607	21,606	45,213
Namatanai ..	2,147	2,484	4,631	5,781	5,176	10,957	7,928	7,660	15,588
Rabaul ..	6,644	6,355	12,999	12,462	9,848	22,310	19,106	16,203	35,309
Sepik ..	592	543	1,135	997	851	1,848	1,589	1,394	2,983
Talasea ..	2,831	3,133	5,964	5,243	5,380	10,623	8,074	8,513	16,587
Total ..	47,711	43,449	91,160	86,933	79,458	166,391	134,644	122,907	257,551

The total native population in the Territory is estimated roughly at between 325,000 and 350,000. Whether the number is increasing or decreasing cannot yet be ascertained with certainty; but apparently it is decreasing in New Ireland and Bougainville, and increasing in New Britain, while in the Admiralty Group it appears to be stationary.

§ 5. The Natives.

1. **General.**—A brief description of the native inhabitants of the Territory was included in Year Book No. 16, page 670. It may be noted here that the natives are divided into two main groups—Melanesian and Papuan—the former, with odd exceptions constituting the population of the Bismarck Archipelago, the Solomon Islands, and the coastal districts of the New Guinea mainland; while the latter inhabit the interior of the mainland. Odd tribes of Negritos are known to exist in the mountains of New Guinea. In the Admiralty Islanders there is a strain of Papuan, and, possibly, of Polynesian blood, while the Western Islanders and the inhabitants of the small islands east and south-east of New Ireland are Micronesians.

2. **Land Tenure.**—Native customs in regard to the ownership and use of land may be briefly outlined as follows:—The ownership and use of the land are generally individual, although, in some rare cases, particularly in North Bougainville, the communal system exists. In districts where a great many coconut-bearing palms are growing on native lands it is often found that the land is the property of a chief or of one of the old men of the tribe, and that the coconut palms growing thereon are divided into small groves, and are the property of several members of the tribe. Customs with regard to the use of unoccupied forest lands differ. Right of inheritance to land is almost invariably through the maternal branch. (See Year Book No. 17, p. 634.)

3. **Research Work.**—During the German occupation of the Territory a certain amount of research work was carried out, partly by scientific expeditions, and partly by missionaries and by a local resident, and an anthropologist has been appointed by the Commonwealth Government to consolidate the work already done, and to extend it to parts of the Territory which have not yet been covered. The results of his work will appear in special reports, commencing with the year 1926.

4. **Education.**—The education of the natives was provided for in the "Education Ordinance of 1922," under which the Administrator was authorized to establish schools, grant money therefor, prescribe instruction, and arrange for the training of teachers and other matters. Simultaneously a Native Education Trust Fund was inaugurated, over which the Administrator was given control, and for the benefit of which he was empowered, within certain limits, to levy taxes on the natives and on employers of native labour. The expenditure on native education in 1924-25 was £10,150. This included £1,957 spent in the erection of new buildings. No education tax has been levied during the last two years.

A Government educational establishment has been founded at Malaguna, near Rabaul, and it is proposed to make it the educational centre for the natives in the Mandated Territory. The buildings which have been erected and are gradually being extended include staff-quarters, class-rooms, work-shops, dormitories, etc. The teaching staff in 1925 consisted of a head-teacher, two assistant teachers, and a female teacher. The educational system embraces kindergarten work, elementary education, and technical training. At the end of 1925 there were 120 native children receiving elementary education, and 39 were undergoing technical training, the pupils being representative of every district in the Territory. English has been made the school language. (See Year Book No. 17, p. 635.)

A considerable amount of educational work is carried out by the missions, the schools maintained being of three classes—(a) elementary schools in villages; (b) intermediate boarding-schools at head-quarters; and (c) high schools. The village schools are under native teachers; the most promising pupils pass to the intermediate schools, where they are taught by European teachers assisted by native tutors. At the high schools, teachers are trained for the village schools and tutors for the intermediate schools. Technical training is provided in the vicinity of Rabaul and in parts of the New Guinea mainland, the natives being trained in printing, bookbinding, tanning, bootmaking, carpentry and cabinet work, and the making of ropes, bricks, baskets and mats. At the end of June, 1925, the various missions maintained 1,013 schools, employing 161 European teachers and 946 native teachers. The pupils numbered 28,930.

The granting of assistance to the schools is authorized by the Education Ordinance, but no grants have hitherto been made.

5. **Health of Natives.**—In a report dealing with the health of the natives in New Britain submitted before the war, it was stated that "the natives in the districts examined are not degenerate; but they are sick." The same qualification undoubtedly applies to the native population throughout the Territory.

The diseases taking the greatest toll of native life—directly, or through lowering vitality—are:—Malaria, respiratory diseases, dysentery, frambesia, yaws, tropical ulcer, hookworm, filariasis, and beriberi. Further reference to this subject will be found in Official Year Book No. 18, p. 647.

The Health Department in Rabaul possesses:—(i) a staff of medical officers and orderlies, including travelling doctors; (ii) Native Hospitals at Government stations and sub-stations (its staff also supervises hospitals on plantations); (iii) a laboratory in Rabaul under an expert bacteriologist; (iv) training system for natives as medical tul-tuls; (v) scheme of distribution of medical necessities; (vi) a leper-station near Madang; and (vii) undertakes the general oversight of sanitary conditions.

The campaign during the year 1924-25 was principally devoted to the combating of gonorrhœa, and over 1,000 natives were treated for the disease.

6. **Missions.**—There are a number of mission societies working in the Territory. The Society of the Sacred Heart of Jesus works in the Bismarck Archipelago, the Society of the Holy Ghost along the coast of North-East New Guinea from Sek to the Dutch border, the Marists in Buka and Bougainville. These are Roman Catholic Missions. The Protestant Missions are the Australian Methodist Mission in New Britain and New Ireland, the New Zealand Methodist Mission in Bougainville, the Liebenzell Mission in the Admiralty Group, and the Lutheran Mission (supported and staffed by the Lutheran Churches in Australia and America), which work along the coast of North-East New Guinea from Sek to the Papuan border. All these societies combine teaching and planting with

their missionary work. The missionaries working in the Mandated Territory number 351, including American, 21; Austrian, 6; Belgian, 1; British, 50; Dutch, 27; French, 24; German, 208; Italian, 2; Luxemburgese, 5; Polish, 6; Free City of Danzig, 1. Some of the societies have small printing plants by which reading matter in one or other of the native languages is produced.

§ 6. Land Policy.

1. Acquisition of Land.—Land, in pre-German days, was bought from the natives for a little "trade goods." After the annexation by Germany, land laws and regulations were introduced which, in the course of years, were added to and made more stringent, eventually developing into the "Land Regulations of 1st January, 1914." The policy of the German Government showed a preference for freehold tenure. A thirty year's lease system was, however, introduced for Chinese planters, who could not own land. The access to land by Europeans, irrespective of nationality, was easy, and no limit was fixed to the areas they could own. Where ownership in the land was claimed by the natives, the purchaser had to satisfy them with the usual gifts, after which he had to pay the Government not more than 8s. an acre and not less than 5 pence, and bind himself to make certain improvements. Under these easy terms large areas were acquired by various companies, mission societies, and private persons. The total area held by Europeans (mainly Germans), when war broke out, measured upwards to 700,000 acres, of which about 145,000 acres had been planted.

During British military occupation the sale of land was suspended, while leases of land were issued only for twelve months at a time.

2. Land Policy of the Present Administration.—The Land Ordinance 1922–24 provides for sale as well as leasing of land belonging to the Crown. The divergence from the policy usually adopted by the British in the Pacific (including Papua), which provides for leasehold only, was made with a view to disposing by sale of the freehold properties taken over from Germans, and which are now controlled by the Expropriation Board. Reference to the leasehold system in force will be found in Official Year Book 18, page 648.

During the year 1924–25 leases covering a total area of about 8,404 acres were granted.

3. Registration of Titles.—Under German law there was a system of registration of titles in a "Ground Book," but registration did not confer an indefeasible title. The German system has been replaced by one modelled on the Torrens plan, embodied in an Ordinance entitled the "Lands Registration Ordinance," 1924.

§ 7. Production.

1. General.—The Territory possesses great natural resources, but their development has barely commenced, and progress in this direction will depend largely on the possibility of securing an adequate supply of suitable labour.

2. Agriculture.—(i) *General.* No estimate has yet been made of the area of land suitable for agriculture; but it is certain that the area already alienated, if planted to its full capacity, would be far greater than the present native population could cultivate.

The natives have been described as a people of peasant proprietors, and everywhere they practise a crude form of agriculture. Their gardens afforded but a small amount of produce for oversea trade, and the exports of the Protectorate grew only as European plantations were made. The average of the latter increased slowly, for the Protectorate is almost everywhere covered with forest, and the clearing and planting of the land, even if labour can be had, necessarily occupy considerable time.

Under the supervision of the Director of Agriculture, soil analyses have been undertaken in different parts of the Territory, and experimental stations have been founded in Rabaul, Bita Paka, and in the Markham Valley. A laboratory and a herbarium have been established, and an entomologist has been appointed to deal with plant pests. With a view to the promotion of native agriculture, it is proposed to appoint three agricultural instructors and a specialist in cotton culture.

(a) *Tobacco*. This crop has been cultivated with success at Astrolabe Bay in North-East New Guinea, and in the Bismarck Archipelago. In 1893 there were 500 acres under tobacco, and the export reached 77 tons. Tobacco of high quality, rivalling the best Sumatra leaf, is said to have been produced. Later, the growing of tobacco on European plantations was abandoned, partly, it is said, for want of intelligent labour, although it continued to be grown by the natives for their own use.

(b) *Cotton*. The New Guinea Company experimented in the growing of cotton, and it is said that a product of high quality was obtained. In 1896 the export amounted to 60 tons. Efforts are now being made to re-introduce the industry. In 1924-25 the Government obtained 1,615 lb. of cotton seed, and experiments are being carried on at the experimental stations as well as by private planters, including a few natives. During the year 1924, 32 acres were planted with cotton.

(c) *Sisal Hemp*. There was a steady although small export of sisal hemp in German times. The quantity exported in 1913 was 10 tons, but none seems to have been exported since 1914. The principal plantation was at Melanua (Konstantinhafen) on Astrolabe Bay.

(d) *Cocoa*. Cocoa has been successfully grown, principally at Vitu (French Islands); in 1913, 137 tons were exported, and in 1924-25, 135 tons.

(e) *Coffee*. Coffee has been grown with success, but there has been little production.

(f) *Rubber*. On the mainland a small area has been planted with *Ficus elastica*, but in consequence of the low price of the inferior rubber produced from this source the trees are not being tapped.

(g) *Copra*. Indigenous in most of the islands, the coconut palm yielded copra to the traders from the beginning of European trade, and the plantations, commenced in 1883, have steadily extended in area and production, until 95 per cent. in value of the total exports of the Territory now consists of copra. The quantity exported in 1913 was 14,000 tons; in 1918, it was over 20,000 tons; and in 1924-25 it was 39,151 tons an increase of 4,177 over the figures for the previous year. The area under coconuts increased during the military occupation from 76,845 acres in 1914 to 133,960 acres at the end of 1918, and was, on 30th June, 1925, 171,526 acres, of which 102,813 were in bearing.

(h) *Other Crops*. The climate and soil of the Territory are suitable for the cultivation of rice, Manila hemp, cinchona, nutmeg, vanilla and maize, but hitherto their cultivation has either not advanced beyond the experimental stage or has been attempted on a small scale only. Sugar-cane of many varieties flourishes, and the natives cultivate extensive areas for their own use; other indigenous food-producing plants include the sago palm and the cassava.

(i) *Plants Yielding Power Alcohol*. It seems probable that alcohol for power purposes will be obtainable economically from the Territory. The sago palm and nipa palm yield as much as 60 gallons a ton, and in places are very abundant.

(ii) *Area of Plantations*. The area of plantations and the crops grown thereon are shown in the table hereunder for the year ended 30th June, 1925. The figures are exclusive of native plantations.

TERRITORY OF NEW GUINEA.—PLANTATIONS, 30th JUNE, 1925.

Particulars.	Government Plantations.	Privately owned Plantations.	Controlled by Expropriation Board.	Total.
Area of Holdings acres	6,938	110,667	294,558	412,163
Area Cleared "	2,638	62,806	118,778	184,282
Area Cleared and Planted "	2,558	58,016	115,886	176,460
Coconuts—				
Area Planted acres	2,555	55,490	113,481	171,526
Area Bearing "	1,080	33,560	68,173	102,813
Rubber—				
Area Planted acres	..	279(a)	2,478(a)	2,757(a)
Area Bearing (a) .. .. "	..	..	..	..
Cocoa—				
Area Planted acres	..	69	(b)	(b)
Area Bearing .. .. "	..	..	(b)	(b)
Coffee—				
Area Planted acres	..	7	..	7
Area Bearing "	..	5	..	5
Cotton—				
Area Planted acres	..	32	..	32
Area Bearing .. .. "	..	..	..	..
Maize—				
Area Planted acres	..	176	..	176
Area Bearing "	..	102	..	102
Native Food—				
Area Planted acres	109	1,751	(c)	1,751(c)
Area Bearing(b) "	..	945	..	945(c)

NOTE.—(a) Rubber not tapped. (b) Not available. (c) Native food of all kinds is mostly grown between young coconut palms not yet in bearing, therefore the total area cleared and planted does not agree with the detailed areas under various crops.

The area of plantations at various periods from 1885 to 1925 is shown hereunder. As in the case of the previous table, the figures are exclusive of native plantations:—

TERRITORY OF NEW GUINEA.—PLANTATIONS, 1885 TO 1925.

Year.	Total Area.	Area in Coconuts (including Area not in Bearing).
	Acres.	Acres.
1885	148	(a)
1895	2,152	(a)
1911	58,837	51,510
1914	84,941	76,845
1924	179,163	172,373
1925	176,460	171,526

(a) Not recorded.

3. Live Stock.—There is little natural pasture in the Territory, but the coconut plantations are now of a sufficient area to maintain numerous live stock, the stock being depastured on the indigenous grasses growing between the rows of trees. In 1925 there were 804 horses, 10,791 cattle, 3,312 sheep, 5,149 goats, and 6,245 pigs (exclusive of the large number of [pigs kept by the natives). (See also Official Year Book No. 16, page 677.)

4. Timber.—An investigation of the timber resources of the Territory has been made by the Commonwealth Forestry Adviser, and a report in connexion therewith will probably be issued in 1926. The timber required for house and ship-building and for other purposes is mostly obtained locally. In North-East New Guinea the Neuendettelsauer Mission and the Holy Ghost Mission both possess up-to-date saw-milling plants, while most of the timber required in the Archipelago is supplied by the Sacred Heart Mission's saw-mill, and by a privately-owned mill, both at the eastern end of New Britain.

The Timber Ordinance 1922 provides for the issue of permits and licences to cut timber. Timber growing on native lands cannot be acquired by private purchasers directly from the natives, but must be obtained through the Administration. A royalty (the amount to be fixed by regulation) is to be paid on all timber exported.

5. **Fisheries.**—The wealth of the waters of the Territory has so far been little exploited. Fish is caught at many places along the coast to supply the small local demand of the natives and of the few resident Europeans. Pearl-shell is exported in fair quantities, while trepang, shark fins, trochus-shell, and tortoise-shell also figure amongst the exports. The value of marine products exported in 1924–25 was £17,279.

6. **Mining.***—There has been little mining in the Territory, and knowledge of the mineral resources is as yet but scanty. Gold has, however, been discovered on the Waria, the Ramu, the Francisco, and the Markham Rivers, etc. Osmiridium is reported to have been found on the upper tributaries of the Ramu, and platinum on the Kabenau River. Copper has been discovered in the form of chalcopyrite and malachite in the Baining District. Iron occurs as magnetite and hæmatite in the Baining District, apparently in large quantities. Sulphur occurs in several localities in the volcanic regions of the Territory. Phosphates suitable for use in the making of manures are found in the Purdy Islands. Brown coal has been found on the mainland in the vicinity of Astrolabe Bay, and in the southern portion of New Ireland.

Oil is known to exist, but so far it has not been discovered in payable quantities.

The goldfield is in the administrative district of Morobe, and the mineral fields comprise the districts of Aitape, Madang, Namatanai and Kieta.

From the goldfields of Morobe 7,417 ounces of gold, valued at £18,512, were exported in 1924–25. During the year ended 30th June, 1925, 35 miners' rights were issued, and four dredging and sluicing leases granted.

By the Mining Ordinance of 1923, private companies incorporated or registered in the Territory, two-thirds of whose shares are held by British subjects, became eligible to engage in prospecting and mining for mineral oil and coal. Up to the end of June, 1925, 26 licences to prospect for mineral oil and coal, covering an area of approximately 25,000 square miles, were held by various companies.

§ 8. Trade.

1. **Total Trade.**—The value of the imports, exports, and total trade at various periods since 1887, and during each of the last five years, is given in the table hereunder :—

TERRITORY OF NEW GUINEA.—TRADE, 1887 TO 1925.

Year.	Imports.	Exports.	Total.
	£	£	£
1887	17,133	19,580	36,713
1897	36,713	31,352	68,065
1907	166,585	97,563	264,148
1920–21	661,441	673,992	1,335,433
1921–22	468,711	499,197	967,908
1922–23	516,855	630,892	1,147,747
1923–24	485,634	718,535	1,204,169
1924–25	537,940	858,990	1,396,930

The import values are exclusive of money and Government stores. In 1924–25 the imports were distributed as follows :—From Australia, £470,574; America, £13,019; China, £20,976; Dutch New Guinea, £1,496; India, £29,394; Japan, £194; Papua, £2,260; Solomon Islands, £27.

* Fuller details in regard to minerals in the Territory will be found in E. R. Stanley's Report on Salient Geological Features and Natural Resources of the Territory (printed as Appendix B. to the Report for 1921–22).

2. Principal Items of Import.—The principal items of import during each of the last five years are given in the following table :—

TERRITORY OF NEW GUINEA.—IMPORTS, VALUE OF ITEMS, 1920-21 TO 1924-25.

Commodities.	1920-21.	1921-22.	1922-23.	1923-24.	1924-25.
	£	£	£	£	£
Foodstuffs	241,280	113,238	181,492	137,638	187,660
Beverages (non-alcoholic) ..	2,429	1,360	2,235	6,428	6,896
Alcoholic Liquors	39,841	29,703	30,414	28,587	24,459
Tobacco	53,446	41,392	50,746	39,564	43,430
Live Animals	845	4,276	1,351	1,114	3,319
Copra Sacks	20,555	23,152	15,701	18,428	25,960
Apparel	125,177	37,842	82,113	74,092	65,385
Oils	39,048	26,506	21,923	22,066	28,957
Hardware and Machinery ..	69,386	27,949	37,999(c)	52,347	39,946
Motor Cars and Accessories	20,141	11,953	14,579	8,604	13,004
Firearms, Ammunition, and Explosives	3,678	1,704	4,049	3,696	3,181
Timber and Building Materials	21,471	7,200	12,308	20,367	18,582
Paper and Stationery	4,366	4,459	5,918	7,082	7,575
Medicines and Drugs	10,300	10,290	18,919	11,529	17,237
Miscellaneous	9,478	17,687	33,002	50,710	50,263
Coal and Coke	(a)	(b)	4,106	3,382	1,996
Government Stores	(a)	110,000	(a)	(a)	(a)
Total	661,441(c)	468,711(d)	516,855	485,634	537,940

(a) Not recorded. (b) Not separately recorded, included in Government Stores. (c) Not including money or Government Stores. (d) Not including money. (e) Machinery included with Motor Cars.

3. Principal Items of Export.—Values of the principal items of export for the last five years are shown hereunder :—

TERRITORY OF NEW GUINEA.—EXPORTS, VALUE OF ITEMS, 1920-21 TO 1924-25.

Commodity.	1920-21.	1921-22.	1922-23.	1923-24.	1924-25.
	£	£	£	£	£
Copra	641,045	474,110	619,715	686,519	815,938
Cocoa	9,105	9,465	3,734	3,602	6,949
Stone and Ivory Nuts	531	..	336	192	312
Rubber	2,900	..	..	..	..
Other Agricultural Products ..	20	..	..	..	..
Birds of Paradise and other Feathers	5,812	2,027	..	..	..
Mother of Pearl and other Marine Products	14,579	13,595	6,721	11,359	17,279
Gold .. ..	..	..	..	16,542	18,512
Miscellaneous .. ..	..	..	386	321	..
Total	673,992	499,197	630,892	718,535	858,990

4. **Exports of Copra, Cocoa, and Rubber.**—The next table shows the quantities, where available, of the exports of these items during the last five years :—

TERRITORY OF NEW GUINEA.—EXPORTS OF COPRA, COCOA, AND RUBBER, 1920-21 TO 1924-25.

Commodity.				1920-21.	1921-22.	1922-23.	1923-24.	1924-25.
				Tons.	Tons.	Tons.	Tons.	Tons.
Copra	..	..	..	23,735	25,894	32,648	34,974	39,151
Cocoa	..	..	..	133	152	83	70	135
Rubber	..	..	..	29	..	..	..	..

Of the 39,151 tons of copra exported in 1924-25, 28,279 tons went to countries other than Australia.

§ 9. Shipping and Communication.

1. **General.**—A subsidized mail service between the Territory and Australia is maintained by Burns, Philp and Co. Ltd.

2. **Oversea Tonnage in 1924-25.**—The number and net tonnage of oversea vessels which entered and cleared the Territory during the year 1924-25 are shown hereunder :—

TERRITORY OF NEW GUINEA.—SHIPPING, 1924-25.

Nationality.	Entered.		Cleared.		Total.	
	No.	Net Tonnage.	No.	Net Tonnage.	No.	Net Tonnage.
British	66	72,914	62	71,249	128	144,163
Chinese	2	7,568	2	7,568	4	15,136
Japanese	2	534	3	801	5	1,335
Norwegian	1	2,933	1	2,933	2	5,866
Total	71	83,949	68	82,551	139	166,500

Country from which Entered or for which Cleared.	Entered.		Cleared.		Total.	
	No.	Net Tonnage.	No.	Net Tonnage.	No.	Net Tonnage.
Australia	32	61,690	22	40,341	54	102,031
European Ports .. ..	..	..	8	23,970	8	23,970
Borneo .. ..	..	..	1	2,933	1	2,933
Canada .. ..	..	..	1	3,333	1	3,333
Caroline Islands	2	534	3	801	5	1,335
China	2	5,243	1	3,784	3	9,027
Dutch New Guinea	2	190	2	190	4	380
Fiji	1	4,165	..	..	1	4,165
Japan .. ..	..	..	1	1,611	1	1,611
Nauru	1	2,933	..	..	1	2,933
Rangoon (Burma)	1	1,922	..	..	1	1,922
Singapore	1	438	..	..	1	438
Solomon Islands	28	3,605	28	3,636	56	7,241
U.S.A.	1	3,229	1	1,952	2	5,181
Total	71	83,949	68	82,551	139	166,500

3. **Local Shipping.**—The Administration maintains a service of small steamers which bring cargo from outports to the ports of call of the oversea vessels, while there are also privately-owned schooners and launches.

4. **Land Communication.**—Means of communication on land are scanty. There are no railways. Roads lead from Rabaul to places within 30 or 40 miles, and there is a road 170 miles long in New Ireland. Elsewhere there are few roads outside plantations

and the stations of the District Officers. The large rivers of the mainland are as yet but little used.

There is a high power wireless station at Bita Paka near Rabaul, and low power stations at Kavieng, Kieta, Manus, Madang, Aitape, and Morobe. Since 1st July, 1921, all these have been placed under the control of Amalgamated Wireless (Australasia) Limited.

§ 10. Revenue and Expenditure.

1. **Revenue.**—Details of the revenue collected from various sources during each of the last five years are given hereunder :—

TERRITORY OF NEW GUINEA.—REVENUE, 1920-21 TO 1924-25.

Heading.	1920-21.	1921-22.	1922-23.	1923-24.	1924-25.
Trade and Customs—	£	£	£	£	£
Imports	59,865	49,031	77,259	73,781	73,051
Exports	33,035	38,422	35,965	43,656	47,277
Total	92,900	87,453	113,224	117,437	120,328
Taxes and Fees—					
Licences	7,977	5,588	5,816	5,846	6,517
Business Tax	8,860	20,989	10,317	18,322	18,874
Law Department	1,416	1,942	2,205	1,488	1,628
Lands Department	4,438	6,858	3,132	6,717	15,537
Stamp Duties .. ..	..	1,000	507	500	1,262
Native Affairs—					
Head Tax	15,522	20,546	21,550	21,451	22,035
Indenture Fees	2,580	1,689	(b)12,191	(b)8,605	3,814
Fees and Fines	240				
Income Tax .. ..	..	209	644	677	897
Total	41,033	58,821	56,362	63,606	70,564
Miscellaneous—					
Trade and Customs	4,284	6,470	2,918	3,959	4,234
Post Office	3,852	6,348	2,328	4,040	5,574
Wireless Service	4,181	5,839	..	..	..
Receipts from Administration					
Shipping Services	23,921	36,599	26,951	15,532	2,607
Plantations	4,036	8,824	2,985	5,705	6,027
Hospital Receipts	4,845	2,884	7,148	10,785	7,236
Interest	164	..	..	..	..
Miscellaneous	14,741	(a)44,268	(a)29,815	(a)27,680	26,205
Total	60,024	111,232	72,145	67,701	51,883
GRAND TOTAL	193,957	257,506	241,731	248,744	242,775

(a) Including sale of stores. (b) Including hire of labour.

2. **Expenditure.**—The expenditure for the financial year 1924-25 was distributed as follows :—

TERRITORY OF NEW GUINEA.—EXPENDITURE, 1924-25.

Secretary and Central Administration	£17,635	Public Works	£32,812
Government Printer	1,980	Trade and Customs	11,339
Justice	3,326	Agriculture	7,987
Treasury	35,978	Public Health	28,189
Audit	3,382	District Services	82,474
Lands and Survey	12,714	Miscellaneous	2,575
Native Affairs, Police, and Prisons	10,511	Total	250,902

F. NAURU.

1. **General.**—Nauru is an oval-shaped atoll about 12 miles in circumference having an area of 5,400 acres, of which approximately four-fifths is phosphate-bearing. It is situated in long. 166° E., and is 26 miles south of the Equator. Portion of the island between the sandy beach and the coral cliffs is fertile, and it is there that the native Nauruans have established themselves. With the exception of a small fringe round 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 old custom, and, with the exception of small allotments held by the Government and Missions, the whole of the island is owned by individual natives. The climate is hot, but not unpleasant, the average shade temperature ranging between 72 and 95° F., and the average humidity between 70 and 80. The average rainfall is 120 inches, but droughts occasionally occur, and in 1916 and 1917 only 40 inches were received for the two years.

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

In November, 1914, Nauru was occupied by a detachment from the Australian Expedition at Rabaul; and it was included in the cession of colonies made by Germany in 1919 to the Allied and Associated Powers, whose representatives agreed that a mandate over it should be given to His Majesty the King. On 2nd July, 1919, the British, Commonwealth, and New Zealand Governments agreed that the administration of the island (which, since 1915, had been in charge of an official appointed by the British Colonial Office) should be vested in an Administrator; the first Administrator was appointed for a term of five years by the Australian Government; his term of service having expired in February, 1926, it was extended for another five years. The Agreement between the three Governments was approved by the Commonwealth Parliament in the Nauru Island Agreement Act 1919, and is printed in the Schedule to that Act, and the first Administrator appointed by the Commonwealth Government assumed duty in June, 1921.

The Mandate for Nauru, issued by the Council of the League of Nations in December, 1920, is in terms similar to that for the Territory of New Guinea.

3. **Administration.**—The Administrator has all the powers of government—administrative, legislative, and judicial—in the island. An Advisory Council has been created which consists of two Europeans chosen by the Administrator, and two native chiefs elected by the natives. All expenses of administration are met from local revenue. Native industries such as canoe-building, fishing, mat-making, etc., are encouraged by the provision of prizes at annual competitions. A branch of the Commonwealth Savings Bank has been established, and the deposits by natives in 1925 amounted to £7,000, as compared with £4,154 in 1924. There is a co-operative store managed by the natives themselves, the books, however, being audited by Government officers. Natives are not allowed to carry firearms, and the use by them of intoxicating liquors and deleterious drugs is prohibited.

4. **Population.**—Figures for population from 1921 to 1925 are given hereunder:—

NAURU.—POPULATION, 1921 TO 1925.

Population.	Census of 24th April, 1921.	31st December, 1922.	31st December, 1923.	31st December, 1924.	31st December, 1925.
Europeans	119	128	110	125	124
Chinese	597	582	603	785	827
Nauruans(a)	1,084	1,156	1,179	1,219	1,239
Other South Sea Islanders ..	266	290	117	11	10

(a) The natives of Nauru are Micronesians.

The birth rate among the Nauruans in 1925 was 52 per 1,000, the death rate 27.44 per 1,000, and the rate of infantile mortality 339 per 1,000.

5. **Health.**—There is no malaria, but cases occur of other diseases known in the Pacific. Venereal disease is rare, but in 1925 there were 189 cases of leprosy in segregation, and a total of 365, or nearly 30 per cent., of the native population was under treatment. An area has been set apart for the segregation of lepers, and the latest methods of treatment are applied to cope with the disease. Two hospitals are maintained on the island, one by the Administration for Nauruans, and one by the European Phosphate Commission for its employees. In common with other natives, the Nauruans are very susceptible to tuberculosis and influenza, and in 1921 an influenza epidemic caused the deaths of 230 islanders. Dysentery, both amœbic and bacillary, is endemic. The usual steps are being taken by the authorities to improve the water supply and to provide efficient sanitation generally. A baby clinic has been established to give help and advice to Nauruan mothers in regard to infant nurture.

6. **Education.**—On the 1st October, 1923, the Administration took over the education of the Nauruans and other native children, and native schools were established in four districts. Previously education had been looked after by the Missions subsidized by the Government. A school for European children, 13 of whom were in attendance in 1925, is presided over by a teacher on loan from the Education Department of Victoria, who also supervises educational matters generally. The curriculum is similar to that of corresponding schools in Australia, and the teaching is, as far as possible, wholly in English. Education is compulsory between the ages of six and sixteen. After the termination of ordinary school attendance, twelve months are devoted to technical training. Officers from the Missions visit the schools to give religious and moral training. A museum for the preservation of Nauruan antiquities is in process of formation.

7. **Religion.**—The London Missionary Society (Protestant) and the Sacred Heart of Jesus Mission (Roman Catholic) operate in Nauru, and in 1925 the adherents to the former numbered 775, and to the latter 365.

8. **Phosphate Deposits.**—(i) *General.* The deposits were discovered in 1900, and 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 on the two islands has been estimated at not less than 100,000,000 tons, and the rock phosphate, as shipped, averages 85 per cent. to 88 per cent. of tribasic phosphate of lime. About 4,000,000 tons have already been removed.

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

(ii) *Output.* The output from the two islands in 1913, the last year before the war, was 350,000 tons. During the first four years of the Commission's management it was as follows :—

NAURU AND OCEAN ISLAND.—OUTPUT OF PHOSPHATES, 1921 TO 1924.

Year.	Total.	To Australia.	To New Zealand.	To United Kingdom.	To other Countries.
	Tons.	Per cent.	Per cent.	Per cent.	Per cent.
1920-21	364,251	72.96	4.69	4.59	17.76
1921-22	361,205	47.20	10.64	4.45	37.71
1922-23	311,650	65.43	16.54	..	18.03
1923-24	450,924	70.67	13.46	..	15.87

From Nauru alone, during the calendar year 1925, the export was 224,260 tons, of which 145,300 tons went to Australia, 64,260 tons to New Zealand, and 14,700 tons to foreign countries.

(iii) *Accounts of Commission.* A statement for the four years ended June, 1924, is given hereunder.

NAURU AND OCEAN ISLAND.—SALES OF PHOSPHATES, 1920-21 TO 1923-24.

Receipts from Sales of Phosphate, Etc.	1920-21.	1921-22.	1922-23.	1923-24.
	£	£	£	£
Receipts from sales, etc. ..	691,643	823,045	542,348	695,940
F.o.b. cost, including interest on capital, Sinking fund, etc. ..	688,958	732,407	538,099	651,102

The f.o.b. cost of phosphate was 37s. 10d. in 1920-21, 40s. 7d. in 1921-22, 34s. 6d. in 1922-23, and 28s. 10d. in 1923-24.

The amount due by the Commission to the partner Governments for purchase money and other capital sums was £3,666,457 on 30th June, 1921, and at 30th June, 1924, this had been reduced to £3,478,289. The contribution to the sinking fund paid by the Commission provides for interest at 6 per cent. and extinction of the capital sum in 50 years from 1st July, 1920.

(iv) *Employees.* The employees of the Commission at Nauru consist of 60 Europeans, 827 Chinese, and 10 natives of Pacific islands other than Nauru. A few Nauruans are from time to time employed, but they are not partial to sustained labour of any kind.

9. *Trade.*—Information regarding imports and exports for years 1921 to 1925 is appended herewith :—

NAURU.—IMPORTS AND EXPORTS, 1921 TO 1925.

Heading.	1921.	1922.	1923.	1924.	1925.
	£	£	£	£	£
Imports	106,486	78,320	53,685	100,254	63,576
Exports—	tons.	tons.	tons.	tons.	tons.
Phosphate	187,680	182,170	212,300	280,990	224,260
Copra .. ..	..	93	121	383	170

10. *Revenue and Expenditure.*—The revenue and expenditure of the Administration during the years 1921 to 1925 were as follows :—

NAURU.—REVENUE AND EXPENDITURE, 1921 TO 1925.

Heading.	1921.	1922.	1923.	1924.	1925.
	£	£	£	£	£
Revenue	10,192	11,182	11,837	18,200	15,175
Expenditure	12,712	11,424	10,266	13,580	15,257

Of the revenue in 1925, £6,805 was royalty on phosphate, £2,859 consisted of Customs receipts, £1,109 of capitation taxes, and £680 of harbour dues. The total credit balance on the 31st December, 1925, amounted to £21,505.