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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; the Northern Territory, Norfolk Island, and the Territory of New Guinea are each under an Administrator who is controlled by the Commonwealth Government; in the Federal Capital Territory, such local institutions as existed under the law of New South Wales continue, and no other provision for Executive Government has yet been necessary; 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 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; but most of the Ordinances of the Northern Territory, Norfolk Island, and New Guinea give power to the Administrators to make any regulations necessary for giving effect to them.

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 date 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 remain in force most 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

\* In the Northern Territory there is an Advisory Council.

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, 1922, has been published as Vols. I.-III. 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 1922-23 for the Territories outside the Commonwealth was £84,394, exclusive of £46,805 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; an exact survey has, however, not yet been made.

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 1923 it was approximately 2,400. During the financial year 1922-23 the number of births exceeded that of deaths by 23; but simultaneously the number of departures by sea exceeded that of arrivals by 26.

(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 1,150.

(iii) *Total Population.* The highest recorded population of all races, except aborigines, was 7,533 in 1888, at the end of 1923 it was 3,555. The estimated population for the last five years is given in the following table :—

**NORTHERN TERRITORY.—POPULATION (EXCLUSIVE OF ABORIGINES),  
1919 TO 1923.**

Year ended 31st December—				Male.	Female.	Total.
1919	..	..		3,377	1,168	4,545
1920	..	..		2,911	1,078	3,989
1921	..	..		2,718	1,016	3,734
1922	..	..		2,540	1,011	3,551
1923	..	..		2,527	1,028	3,555

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 1923 (excluding overland migration) :—

**NORTHERN TERRITORY.—MOVEMENT OF POPULATION, 1923.**

Inwards .. ..	438	Outwards .. ..	468	Excess of immigration over emigration .. ..	—30
Births .. ..	72	Deaths .. ..	38	Excess of births over deaths .. ..	+34
Increase .. ..	510	Decrease .. ..	506	Net result .. ..	+4

NOTE.—(—) signifies decrease.

The immigration and emigration of the Territory for the five years ending in 1923 are shown in the following table :—

**NORTHERN TERRITORY.—MIGRATION, 1919 TO 1923.**

Year.				Immigration.	Emigration.
1919	..	..	..	1,159	1,273
1920	..	..	..	606	1,161
1921	..	..	..	516	770
1922	..	..	..	406	599
1923	..	..	..	438	468

(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, &c. The chapter “Population,” in the present issue, contains information regarding (a) the efforts made from time to time, in the various colonies, at forming correct ideas of 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 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.

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

2. *Administration.*—A Resident Administrator, vested with supreme authority in internal affairs, was appointed in the Department of the Minister for External Affairs in February, 1912. The following Departments of the Public Service, however, are removed from his control and supervision:—Railways, Posts and Telegraphs, Customs, Taxation, Public Works, and Quarantine. The Railways are controlled by the Commonwealth Railway Commissioner at Melbourne, Posts and Telegraphs by the Deputy Postmaster-General at Adelaide, Customs by the Collector of Customs at Brisbane, Taxation by the Taxation Department at Melbourne, Public Works by the Works and Railways Department, Melbourne, and Quarantine by the Director-General of Health for the Commonwealth, Melbourne.

3. *Northern Territory Ordinances.*—(i) *General.* The main provisions of the Ordinances passed are as follows:—The powers and duties of the Administrator vested in the appointee, include custody of the public seal, appointment and suspension of officials, and execution of leases of Crown lands. A Supreme Court with original and appellate jurisdiction is instituted, the method of appointment of the Judge is prescribed, and provision is made for trial by jury, and for the registration and summoning of jurors. A Sheriff, a Registrar-General, and a Health Officer are provided for, also the registration of births, marriages and deaths, and of deeds and documents. Custody and control of aborigines, with extensive powers of supervision, are vested in the Chief Protector. Provision is made for the control of fisheries. Birds protected during the whole or part of the year are scheduled. Crown lands are classified, and their mode of acquisition, entry and holding defined. The prevention and eradication of diseases in plants have been provided for. Under the Stock Diseases Ordinance the Chief Inspector of Stock has wide powers in regard to the movements of stock, prevention and control of diseases, etc. A town council has been constituted for Darwin, and provision made for assessments, rates, etc. Mining is encouraged by the provision of rewards for the invention of new processes and the discovery of valuable deposits and of new mineral fields; subsidization of the industry and the issue of prospecting licences are also provided for. Licences to search for mineral oil, and leases for working, are available. A Board is constituted for the purpose of making advances to settlers who intend to improve and stock their holdings, to purchase farm implements, plant, etc., or to pay off mortgages, the rate of interest and terms of repayment being set out. Advances in aid of the erection of workmen's dwellings have also been provided for. A Council of Advice has been provided for, consisting of a chairman and seven members—four being non-official. Provision has

been made for the compensation of injured workers, for controlling the sale, etc., of necessary commodities, for the appointment of a public trustee, and for amendment of the "Taxation Act 1884" of South Australia in its application to the Territory. A new Land Ordinance was passed in May, 1923, which repealed the then existing Ordinances. Reference to this Ordinance is made in Chapter V.—Land Tenure and Settlement. Reference to the Liquor Ordinance was made in Year Book No. 16, p. 640. For Ordinances passed in 1923 see § 6, Chapter III.

**4. 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. The domesticated animals have been introduced, and buffalo formerly existed in large herds, but their numbers have been greatly depleted 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*, *Urticæ*.

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 various industrial plants thrive. This is the case with rice, tobacco, coconuts, mangoes, cotton, various fodder plants and peanuts. 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. Tobacco has been successfully grown in small plots, but this crop needs skilful handling in curing. An avenue of coconut palms planted in Darwin in 1888 still gives a good return, though the trunks of the trees are badly scored by white ants. Much of the coastal area is suitable for the growth of coconuts, but as yet, there are no plantations except at the Mission Stations, and one or two small isolated plantations. The production of mangoes far exceeds the local demand. A little trade is done with Western Australian ports, but owing to insufficient shipping facilities most of the fruit is unused. In regard to cotton, not much headway has been made, but a few trial crops in various parts of the Territory have given promising indications. Fodder plants are not grown to any extent, excepting during the dry season in the coastal settlements. Peanuts have been successfully grown, and as Australia annually imports considerable quantities, the peanut industry is likely in the near future to expand.

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 30th June, 1923, was about 760,000. 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, and the practice was resumed of over-landing surplus stock to neighbouring States. The number of cattle exported by land during the financial year 1922–23 was 48,939. Consignments of live cattle were exported to Manila, but this trade was interrupted owing to an alleged disease having broken out amongst Australian cattle after arrival in Manila. The embargo on Australian cattle has now been lifted. 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 artesian wells on the various stock-routes and the creation of stock reserves. Horses thrive well, and in 1923 there were about 40,000 horses in the Territory. Buffaloes thrive in the coastal districts, but their number has been greatly reduced through indiscriminate shooting for the sake of the hides of which 2,261 were exported during the year.

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

NORTHERN TERRITORY.—LIVE STOCK, 31st DECEMBER, 1910, 1915, AND 1919 TO 1922.

Year.	Horses.	Cattle.	Sheep.	Pigs.	Goats.	Camels.
Dec.,						
1910 .. ..	24,509	513,383	57,240	996	..	..
1915 .. ..	19,957	483,961	57,827	500	..	..
1919 .. ..	35,539	610,534	8,811	1,675	12,582	..
1920 .. ..	37,837	659,840	6,062	1,416	16,257	422
1921 .. ..	39,565	568,031	6,349	452	19,385	494
1922 .. ..	39,845	760,766	6,161	361	18,086	470

**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 fields 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. Production of tin during 1922–23, however, showed improvement. The most important tin mines are at Marranboy, discovered in 1913. Some rich deposits of tin, discovered in 1919 about 80 miles southerly of Brock's Creek, last year attracted 60 to 70 European miners. Otherwise there is little change in the number of miners in the Territory from the previous year, the average being about 90 Europeans, a similar number of Chinese, and twenty others, mostly full-blood aboriginals who assisted the Europeans.

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

**NORTHERN TERRITORY.—VALUE OF MINERAL PRODUCTION, 1918–19 TO 1922–23.**

Year.	Gold.	Tin Ore.	Wolfram.	Silver-Lead Ore.	Copper Ore.	Mica.	Total Value all Minerals.
	£	£	£	£	£	£	£
1918–19 .. ..	4,234	30,021	34,805	132	2,349	150	71,697
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 .. ..	714	13,886	18	..	30	1,926	16,583

(iii) *Coal and Mineral Oil.* On the 30th June, 1923, there were in force, under the provisions of Ordinance No. 2 of 1922, 205 licences to search for coal and mineral oil over an aggregate area of 196,718 square miles. On the discovery of bitumen at Elcho Island, a company was formed to bore for mineral oil and a plant for such purposes reached the island at the end of the year.

**4. Pearl, Trepan, 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 1922–23, the number of boats engaged was only 2, employing 4 Japanese and 8 aboriginals. Owing to the overstocking of the London market and the lack of demand elsewhere the prospect of a revival in the industry is uncertain.

It may be mentioned that the territorial waters abound in marketable fish, and, given transport facilities, it would be possible to establish a trade in fish dried or otherwise preserved. During 1922–23, 6 persons were licensed, principally Greeks. About 1½ tons of dried fish sent to Sydney and Melbourne averaged 9d. per lb. Little trepan fishing was carried on during 1922–23, only 3 boats being licensed employing 3 Europeans and 12 aboriginals.

## § 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 oversea trade for 1901 and for each of the years 1918-19 to 1922-23 is given hereunder :—

#### NORTHERN TERRITORY.—VALUE OF DIRECT OVERSEA TRADE, 1901 AND 1918-19 TO 1922-23.

Items.	1901.	1918-19.	1919-20.	1920-21.	1921-22.	1922-23.
	£	£	£	£	£	£
Imports .. ..	37,539	25,140	29,056	19,857	12,115	12,804
Exports .. ..	29,191	377,258	277,627	14,752	5,036	14,627
Total .. ..	66,730	402,398	306,683	34,609	17,151	27,431

The principal items of oversea export in 1922-23 were cattle, £11,194 ; fish, smoked or dried, £2,084 ; hides and skins, £776. The large increase in 1918-19 and 1919-20 was due to the operation of the meat works at Darwin. Since the closing of these works in 1920 most of the surplus stock of cattle has as previously stated, been overlanded to neighbouring States.

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 quarterly service between Fremantle and Darwin is carried out by the "Bambra," belonging to the West Australian State Shipping Service.

#### NORTHERN TERRITORY.—SHIPPING, 1918-19 TO 1922-23.

Period.	Arrivals.		Departures.	
	No. of Vessels.	Tonnage.	No. of Vessels.	Tonnage.
1918-19 .. ..	43	88,928	42	88,806
1919-20 .. ..	41	83,086	43	83,264
1920-21 .. ..	30	65,301	30	65,398
1921-22 .. ..	32	93,421	30	84,835
1922-23 .. ..	37	99,955	37	99,955

The foregoing figures are exclusive of particulars of coastwise shipping. During 1922-23, 32 vessels of 516 tons net were entered as coastwise.

The Government owns a small vessel, the "John Alce," 33 tons.

### § 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 line to connect Katherine River with Oodnadatta (about 1,012 miles) has been surveyed, the greater part of the survey being exploratory in character. 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. The railway bridge across the Katherine River is being proceeded with, and the final survey of the above section taken in hand. 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).

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.

### § 9. Finance.

1. **Revenue and Expenditure, 1922-23.**—In the Commonwealth finance statements separate accounts are given for Northern Territory administration. The following shows the receipts and expenditure for the financial year :—

#### REVENUE AND EXPENDITURE.—NORTHERN TERRITORY, 1922-23.

REVENUE.	£	EXPENDITURE.	£
Customs and Excise ..	4,921	Salaries and Contingencies ..	112,816
Postal, Telegraph, and Telephone .. ..	7,512	Darwin-Katherine Railway—Working Expenses ..	30,773
Darwin-Katherine River Railway .. ..	14,768	Melbourne Administrative Services .. ..	3,770
Territorial .. ..	19,792	Ministerial Visit .. ..	387
Land and Income Tax ..	Dr. 2,287	Interest and Sinking Fund, Commonwealth Stock, issued for Redemption of Loans, Railway Construction, etc.	6,053
Quarantine .. ..	47	Interest on Treasury Bills, issued for Redemption of Loans, Railway Construction, etc. .. ..	12,789
Lighthouses and Light Dues ..	516	Interest and Sinking Fund, Northern Territory Loans ..	90,776
Stamp Duties .. ..	334	New Works, Artesian Bores, Roads, etc. .. ..	11,568
Miscellaneous .. ..	10,349	Miscellaneous .. ..	14,152
Deficiency on year's transactions .. ..	227,132		
<b>Total .. ..</b>	<b>283,084</b>	<b>Total .. ..</b>	<b>283,084</b>

2. **Northern Territory Debt.**—The items making up the total debt of the Territory as at 30th June, 1923, are as follows :—

	£	£
Debt at date of transfer to the Commonwealth,		
1st January, 1911 .. ..	..	3,931,086
Redeemed under Commonwealth Loan Acts ..	1,261,167	1,721,917
Redeemed from Consolidated Revenue ..	460,750	
<b>Balance, 30th June, 1923 .. ..</b>	<b>.. ..</b>	<b>2,209,169</b>

In addition, the balance of the Port Augusta-Oodnadatta Railway Loans taken over from South Australia amounted at the same date to £1,693,745, making a total of £3,902,914. 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. as to the events leading to the selection of the Federal Capital Territory, and as to 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. **Progress of Work.**—After an international competition, a design for the lay-out of the capital city was approved, and steps were taken to commence the construction in accordance therewith.

The survey of the main axial lines was carried out, areas for initial development were subdivided, and a scheme for water supply by impounding water on the Cotter River was completed. The construction of an outfall sewer was put in hand, the formation of the principal avenues was begun, and a power-house was built and equipped with modern plant in order that electricity might be transmitted to all activities connected with construction. An Afforestation Branch was established which made exhaustive experiments in regard to the varieties of trees that would be suitable for street, park and forest planting. These activities were greatly curtailed in 1916, and practically suspended until the year 1920.

In the early part of 1921, "with a view to enabling the Federal Parliament to meet, and the Central Administration of the Commonwealth Government to be carried on as early as practicable at Canberra," the Governor-General in Council approved of the appointment of a Committee of five, consisting of architectural and engineering experts, to inquire into and advise upon the works already executed and the data available, and to submit a scheme for progressive construction of the city. The Committee submitted a scheme of construction involving an expenditure of approximately £2,000,000, the main principles of which—that owing to the necessity for economy, buildings and works of a monumental character be deferred, and that Parliament House and other Governmental buildings be of a provisional character—were adopted by the Government, and work has since proceeded in accordance with this scheme.

The first objective was the completion of the basic engineering works, as it was desirable that the Capital, from the outset of its official life, should be provided with modern city services such as good roads, water supply, sewerage, and electric energy.

The construction of main avenues and roads according to the approved plan is proceeding, and many miles have been formed, and a considerable portion metalled or gravelled.

Residential areas are being laid out, and engineering services such as roads, sewerage, drainage and water supply from the Cotter scheme are being provided. The water supply and sewerage are being so arranged as to connect up with the main city services when completed. A water supply reservoir has been provided on Mt. Russell, and mains through the city are being laid as development occurs. The construction of the main outfall sewer is nearing completion, and the intercepting sewers within the city boundary are under construction. A large storm-water channel has been constructed along the foot of Mt. Ainslie to protect the northern residential area; and electric lighting and power services have been extended to serve the residential areas and those 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 construction of several new bridges to restore communication broken by floods of unusual magnitude in 1922 has been undertaken. Of these, the largest is of 300 feet span over the main stream of the Molonglo River. 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.

During the past year the erection of Parliament House was commenced. This building is being rapidly constructed with the object of completing it for occupation, if possible, during the early part of 1926.

An architectural competition is now being held for designs for a permanent Administrative Building which will provide for all office requirements for the central governmental offices for many years. Schemes for other official buildings, such as Government Printing Office, Post Office, Automatic Telephone Exchange, etc., are being developed.

The erection of a hostel for visitors, with accommodation for 200 persons, is proceeding on a site adjoining the Governmental Area, and the first portion will shortly be opened. A second hostel of a more popular kind is being erected, and tenders for a third will be called shortly.

The provision of cottages in the various residential localities is being proceeded with, and between seventy and eighty are complete. An architectural competition was held for the lay-out of a large residential area, and the construction of cottages thereon is now being undertaken.

A primary school to accommodate 200 children has been erected at Telopœa Park, and is being extended to provide for 500 scholars. Many other buildings of a minor character for the accommodation of workmen and for administrative purposes have been provided.

Quarries to supply road-making and building material have been established; considerable quantities of plant have been purchased for the manufacture of materials, road and sewer construction, transport, etc.; and a light railway has been laid to facilitate the transport of material and plant from stores depot and brickworks to the various localities.

Considerable survey work, involved in laying out areas, roads, sites for buildings and various engineering works has been carried out and is still in active progress.

Belts of trees for shelter and various city parks have been planted, and 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 proper. Work in this direction is still proceeding concurrently with the formation of roads and the development of the various areas.

Provision has been made for the maintenance of roads, buildings and other services in the Territory.

In order to speed up the work of construction, arrangements were made in 1923 to effect greater decentralization, and the Director-General of Works was transferred to Canberra to devote his entire attention to the project.

A Bill providing for the establishment of a Commission to control the administration of the Federal Capital Territory (including the Jervis Bay Territory) has recently been passed by both Houses of Parliament. The Commission will take over the assets as well as the liabilities of the Territory, will carry on construction, control the lands, and provide the various functions of municipal government. It will have power, subject to certain parliamentary and ministerial control, to borrow money, and its duty will involve the development and disposition of the resources of the Territory to the best economic advantage.

**3. Lands in the Territory.**—As a considerable portion of the Commonwealth lands within the Territory is not required in connexion with the establishment of the city, such areas are being made available for lease. A large number of leases has been disposed of under conditions requiring the extermination of rabbits, noxious animals and weeds. Reference has already been made in Chapter V. to the area of alienated, acquired and leased land within the Territory. All areas are classified into three classes of agricultural and three classes of grazing lands, and about 24,000 acres of these lands are at present leased to returned soldiers for periods varying from five to twenty-five years. The whole of the acquired lands in the Territory are being classified and the roads regraded in order that leases of a permanent character may be granted.

4. **Lands at Jervis Bay.**—Sovereign rights over a certain area comprising about 28 square miles of land and water at Jervis Bay, to be used as a port in connexion with the Federal Capital, have been granted by the New South Wales Government, and accepted by the Commonwealth. The Royal Australian Naval College has been established in this area on a site known as Captain's Point.

5. **Railways.**—The line from Queanbeyan to Canberra, 4 miles 75 chains long, was opened for goods traffic on 25th May 1914, and for passenger traffic on the 15th October, 1923, and is being worked by the New South Wales Railways Commissioners for and on behalf of the Commonwealth. This line has been extended on to the Power House and also a further 2½ miles across the Molonglo River to the civic centre towards Yass. These extensions are at present only used for departmental purposes. The total length is approximately 8 miles. At present trains are not run farther than the power house and do not cross the Molonglo River in consequence of the destruction of the bridge during a flood. A trial survey of the Canberra-Jervis Bay line has been completed, and plans have been prepared to enable an approximate estimate of the cost of the line to be arrived at. The permanent survey from Canberra to the boundary of the Federal Territory towards Yass—a distance of 11 miles—has been effected, and the New South Wales Government has completed the permanent survey from Yass to the Territory boundary—about 32 miles. The proposal to construct this railway was referred by Parliament to the Commonwealth Public Works Committee, whose report on the matter has been presented, and is now under consideration.

6. **Population and Live Stock.**—The estimated population on the 31st March, 1924, was 3,677. The live stock, according to the latest return, comprises:—Horses, 1,345; cattle, 6,275; sheep, 139,063; pigs, 274.

7. **Educational Facilities.**—Arrangements have been made for the New South Wales Education Department to continue, for the time being, the administration of education in the Territory, the expenditure involved to be refunded annually by the Commonwealth to the State. Including the school at Jervis Bay, there are 15 schools in operation.

8. **Expenditure.**—The capital expenditure on the Seat of Government during the period 1901–11 and in each year thereafter up to the 30th June, 1923, is set out in detail in the appended table:—

**FEDERAL CAPITAL TERRITORY.—CAPITAL EXPENDITURE TO 30th JUNE, 1923.**

Period.	Expenditure.						
	Choosing Site.	Land Acquisition within Territory.	Land Acquisition outside Territory.	Queanbeyan to Canberra Railway.	Extension of Railway from Power House to Civic Centre.	Construction of Capital.	Total.
	£	£	£	£	£	£	£
1901–11 ..	22,915	..	..	..	..	16,413	39,328
1911–12 ..	..	..	..	..	..	68,026	68,026
1912–13 ..	..	179,625	..	12,575	..	124,718	316,818
1913–14 ..	..	180,488	..	30,605	..	221,028	432,121
1914–15 ..	..	36,770	2,850	2,926	..	210,607	253,153
1915–16 ..	..	127,537	295	995	..	167,384	296,211
1916–17 ..	..	112,120	8,865	17	15,134	101,533	237,669
1917–18 ..	..	90,419	285	763	3,497	4,233	99,197
1918–19 ..	..	1,323	72	241	919	936	3,491
1919–20 ..	..	11,968	..	20	Cr. 72	3,575	15,491
1920–21 ..	..	1,816	..	..	4,189	78,489	84,494
1921–22 ..	..	8,861	..	..	Cr. 20	140,075	148,916
1922–23 ..	..	1,475	..	200	956	332,694	335,325
<b>Total ..</b>	<b>22,915</b>	<b>752,302</b>	<b>12,367</b>	<b>48,342</b>	<b>24,603</b>	<b>1,469,711</b>	<b>2,330,240</b>

Details of expenditure in connexion with the building of the Federal Capital are given hereunder for the latest three years available :—

**FEDERAL CAPITAL.—EXPENDITURE ON CONSTRUCTION, 1921 TO 1923.**

Particulars.	1920-21.		1921-22.		1922-23.	
	£	£	£	£	£	£
<b>Buildings—</b>						
Parliament House ..	..	..	..		8	
Parliamentary Hostel ..	..	..	215		13,620	
Cottages ..	9,109		34,741		16,488	
Primary Schools ..	..	..	..		6,447	
		9,109		34,956		36,563
<b>Water Supply and Sewerage—</b>						
Water Supply ..	..	..	4,810		46,724	
Sewerage ..	..	..	21,164		64,729	
Intercepting Channels ..	..	..	2,989		7,023	
				28,963		118,476
<b>Roads and Bridges—</b>						
Roads ..	5,850		21,059		75,993	
Bridges ..	..	..	11		4,207	
		5,850		21,070		80,200
<b>Railways ..</b>	..	..		395		837
<b>Electric Light and Power (Power House and Mains) ..</b>	..	..	..	4,354		6,205
<b>Tree Planting ..</b>	..	1,992	..	2,447		4,832
<b>Miscellaneous Minor Works ..</b>	..	..	..	1,445		4,181
<b>Miscellaneous—</b>						
Manufacturing and Trading Accounts ..	9,458		28,338		11,259Cr.	
Suspense Account ..	14,884		1,543Cr.		54,710	
Plant ..	36,139		11,644		32,099	
Miscellaneous ..	1,051		7,514		5,850	
Incidental Works ..	6		492		..	
		61,538		46,445		81,400
<b>Total ..</b>		78,489		140,075		332,694

9. **Revenue.**—The revenue of the Federal Capital Territory for the year ended 30th June, 1923, was £58,565.

10. **Military College.**—In June, 1911, a Military College was opened at Duntroon for occupation by the cadets and staff. Particulars regarding the establishment of this College may be found in Year Book No. 4 (p. 1159). Previous reference has been made to it in Chapter XIV. dealing with Defence.

11. **Naval College at Jervis Bay.**—See chapter XIV. dealing with Defence.

**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 undoubtedly 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 1806, and for 20 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 1897 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 penal supervision of its 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.

4. **Population.**—The population on 4th April, 1921, was 339 males and 378 females, a total of 717. During the year ended 31st December, 1922, there were 21 births 6 deaths, and 3 marriages.

5. **Live Stock.**—The latest returns of live stock show that there are on the island 1,720 cattle, 623 horses, 214 sheep, and 217 pigs. In addition, there are 6,689 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 1922–23 the production of oranges was 37,645 bushels; bananas, 364,480 dozen; passion fruit, 5,085 bushels; coffee, 29,385 lb.; and pineapples, 620 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. A company already is in operation, but its output is restricted, owing to inadequate shipping facilities. Only one consignment of frozen fish was shipped in 1922. In order to improve conditions of marketing, and in other ways to promote the economic interests of the island, a Farmers' Association has been formed. In 1922–23 the imports were valued at £15,461. The exports were valued at £3,754, a large decline from previous years, owing to the diminished export of lemon juice and peel. A quantity of passion-fruit pulp and coffee was exported, and small shipments of fruit, lemon seed, and potatoes were forwarded to Sydney. The bulk of the export trade was with Australia, only small amounts going to New Zealand and the South Sea Islands. The progress of Norfolk Island is hampered by the poor shipping facilities. In the year 1922–23 Burns, Philp and Co.'s steamer *Makambo* called ten times from Sydney, while the *Southern Cross* called twice on its way from the New Hebrides to New Zealand. Arrangements are now being made by the Farmers' and Growers' Association to build a 50-ton ketch, with a view to carrying produce to New Zealand and other places. 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.

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, 1923, was 126.

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.

## 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  $0^{\circ} 25'$  and  $10^{\circ} 40'$  S. latitudes, and between  $130^{\circ} 50'$  and  $150^{\circ} 35'$  E. longitudes. 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 Meneses 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.**—Little progress was made for many years in exploration and settlement. First the Portuguese, and afterwards the Dutch, who to a great extent replaced them as the principal European traders in the East, seem to have jealously excluded other traders and adventurers, and to have kept the knowledge of their discoveries to themselves. The coasts were visited by Roda, Schouten, Lemaire, Tasman, Dampier, Torres, Bougainville, and Cook; but the difficulties of navigation, the savagery of the islanders, and the tempting fields for enterprise in the more temperate regions further south, diverted the energy of traders and voyagers. Forrest describes a voyage by himself in 1774. 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 longitude, 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  $66\frac{1}{2}$  miles. The work was both important and difficult. For a considerable portion of the survey, the country was exceedingly rough and mountainous, and the natives hostile. In one instance, the line was carried over a range at an elevation of 11,110 feet. 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 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 authoritatively 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; a supreme court was established there, and magisterial courts in the districts; and 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. 35 hereinbefore). The Territory is now under the administration of the Commonwealth, but not included within it, and is divided into eleven magisterial districts.

3. **Physical Characteristics.**—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. From the eastern end of the territory rises a chain of mountains, which forms a great central ridge and attains its greatest altitude, as it extends westwards, in the Owen Stanley Range, the highest points of which are Mount Victoria (13,200 feet), Mount Scratchley, the Wharton Range, and Mount Albert Edward. The western end of the possession is for nearly 300 miles generally low and swampy for some distance along the coast. The whole territory is well watered. The great mountains and a large portion of the lower country are covered with forest. The islands are mountainous, and, with the exception of the low coral islands of the Trobriand Group, part of Murua, and a few others of small dimensions, principally of volcanic formation. The highest is Goodenough Island, 8,000 feet. The largest rivers of the mainland flow into the Gulf of Papua. The Fly River, with its tributaries, drains an extensive area of the territory of the Netherlands, as well as of the British. Its length in British territory is about 620 miles, and it is navigable by a steam launch for over 500 miles. Other important rivers are the Turama and the Purari. There are many excellent harbours. A map of the territory was published in *Official Year Book No. 16*, p. 665.

## § 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 of Papua for the last five years :—

### WHITE POPULATION OF PAPUA, 1919 TO 1923.

YEAR ENDED 30TH JUNE.

1919.	1920.	1921.(a)	1922.	1923.
971	1,096	1,343	1,104	1,086

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

During the last two years the number of births has about equalled that of deaths, and the total decrease is due to the excess of departures over arrivals.

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 make a reliable estimate of the number of natives, owing to the fact that much of the interior country is unexplored. The official estimate is 275,000. These speak many languages and dialects. 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 personally 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 never exceed three years, and in the case of miners and carriers eighteen months is the limit, 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 number engaged under contract of service during the year ended 30th June, 1923, was 6,278, as compared with 4,590 in the preceding year. Natives employed casually for periods not exceeding three months numbered 1,702. Papuans from the

islands of Purutu and Wabuda, in the Fly River, are now being engaged on the pearling luggers operating in Torres Strait, with base at Thursday Island. The labour requirements of the Territory in the near future will apparently not greatly exceed the supply. On some of the coconut plantations the practice has been adopted of importing cattle to keep down the grass and other undergrowth, and this will reduce the number of natives employed in the work.

(ii) *Skilled Workers.* The number of Papuans employed in skilled labour is gradually increasing. Most of the launches in the Territory have Papuan drivers, and natives have in some cases been entrusted with the sole charge of valuable sailing vessels. Moreover, they look after machinery on estates, while in Port Moresby they drive motor lorries, and undertake much of the carpentry work required by Europeans. A scheme of registration and certification of native engineer-mechanics is now in operation.

2. *Wages.*—The wages paid to a native under contract is seldom below 10s. per month, with rations. This is the usual wage also of a plantation labourer, but those engaged in mining frequently receive more. Domestic servants are paid from 10s. to 40s. per month, according to experience. Natives in charge of vessels owned by Europeans, and drivers of launches and motor lorries, receive from about £3 to £10 per month. The total amount of wages paid in 1922–23, according to the contracts of service, was £47,993.

3. *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 1922–23 amounted to £16,410, bringing the credit balance of the fund to £45,191. On primary and technical education a sum of £5,051 was spent in subsidies to missions. An amount of £3,052 was utilized in connexion with the establishment and development of native plantations and preliminary expenses in regard to a rice mill. Other expenditure included £4,562 for medical purposes, and £932 for bonuses to mothers with more than four living children.

4. *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, being a boy, shall be sixteen years of age, or, being a girl, shall be eighteen years of age.

5. *Health.*—During the year natives to the number of 1,976 were admitted to the hospitals. The chief complaints treated were yaws, ulcers, lung affections, and malaria. Two travelling medical officers and one European medical assistant are 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, and in the distribution of hookworm treatment. In all 3,952 cases of yaws were treated, and 45,721 cases of hookworm. Out of 9,799 natives examined for venereal disease signs justifying detention for further investigation or treatment were found in 133 cases, or about 1.4 per cent. During an inspection of 16,534 natives 63 cases of elephantiasis were found, about 0.4 per cent. Phthisis is rarely mentioned by the travelling officers. Out of an average of 6,083 native labourers employed by Europeans, 117 died, as compared with 214 during the previous year, the decrease being probably due to the fact that the natives are developing greater resistance to the ravages of influenza.

## § 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, that is to say, no payments whatever had to be made to the Government for ten years. 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, 1923, the lands of the Territory were held as follows :—

PAPUA.—HOLDINGS, 1923.

Description.		Area.
		Acres.
Land held by the natives	..	56,935,313
Crown land	.. ..	793,708
Freehold land	.. ..	23,085
Leasehold land	.. ..	193,494
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, 1918-19 TO 1922-23.

Year ended 30th June.	1918-19.	1919-20.	1920-21.	1921-22.	1922-23.
Land held under lease .. acres (as recorded)	218,951	230,002	229,283	219,181	193,494

Of the total area of 193,494 acres shown above, agricultural leases accounted for 179,818, pastoral leases for 11,687, and other leases for 1,989 acres.

The area of land acquired by the Crown in 1922-23 was 3,644 acres.

The total area surveyed in the Territory is 23,085 acres of freehold, and 282,094 acres of leasehold.

## § 5. Production.

1. *General.*—The products of the Territory are obtained from its agricultural, forestal fishing, mining, and manufacturing industries. There is a Papuan Court at the Imperial Institute, London, where, besides maps, handbooks and reports, a representative collection of products is shown, additions being made to the exhibits from time to time. Displays of Papuan produce are also made at exhibitions held in Australia. The industries of Papua are not numerous, but they are becoming more diversified.

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, have ensured success in cultivating almost every tropical product of value. The Territory comprises immense areas of rich alluvial and volcanic soils along the coast, and equally fertile land at elevations up to 6,000 feet. Splendid rainfalls are recorded 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 16 meteorological stations throughout the Territory. An economic museum and agricultural library have been established.

(ii) *Plantations.* On 30th June, 1923, there were 278 plantations. Agricultural settlement has been mostly in the Central and Eastern Divisions, though plantations are spreading in other districts. The area planted was 60,044 acres, as against 60,314 in 1921. 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 the Kokoda district, which is not suitable for coconut planting, 8,000 rubber seeds and plants were distributed amongst the native villages in 1918. 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, 1922 :—

PAPUA.—AREA OF PLANTATIONS, 1922.

Description.						Area.
						Acres.
Coconuts	..	..	..	..	..	46,366
Rubber	..	..	..	..	..	7,171
Hemp	..	..	..	..	..	5,822
Coffee	..	..	..	..	..	20
Rice	..	..	..	..	..	38
Cotton	..	..	..	..	..	230
Other cultures (including fruit trees)	..	..	..	..	..	397
Total						60,044

The yields of copra and rubber for the year ended 30th June, 1923, were :—Copra, 5,870 tons; rubber, 57 tons. The increase in the returns from coconuts is due to the better prices for copra, and to a reduction in freights. No planting was done during the year under review. In regard to rubber, the low price (7½d. per lb.) in the beginning of the year brought about a cessation of tapping operations. The price gradually rose to 16d., at which the plantations can operate, though without profit, and the area planted with rubber decreased during the year by about 300 acres. It may be noted that experiments in cotton culture have given encouraging results.

It was estimated in 1917 that over £1,000,000 had been expended in plantations, and, with the exception of two large British companies, practically the whole of the capital was subscribed in Australia and locally.

(iii) *Government Plantations.*—There are three Government plantations, consisting of 1,150 and 50 acres of coconuts, and 240 acres of rubber respectively. The net capital expenditure on these to the 30th June, 1922, was £40,550, or £28 per acre. Since that date the plantations have become practically self-supporting—they have paid working expenses and depreciation of building and plant, but no interest on capital invested.

(iv) *Indigenous Products.* There are many indigenous plants of great economic value. These comprise sandalwood and other timber trees, sugar-cane, cotton plants, rubber-both vine, nutmegs, ginger, bamboos, palms, bananas, bread-fruit, edible nuts, sago-palms, fruits, and vegetables. The classification of the indigenous flora has proceeded slowly, owing to the great difficulties of transport in jungle and mountainous country. During the year, however, the services of a competent forester were secured to report on the timber resources of the Territory. Previous investigations, though incomplete, have proved the existence of a large diversity of useful timber. Of 120 varieties catalogued, 16 are adapted to resisting heavy strains, and are suitable for girders, railway wagons, etc.; 10 for railway carriage and coach building; 15 for joinery, lining, flooring, etc.; 14 for butter boxes; 5 for boat building; 4 for piles; and 15 for cabinet work. Sandalwood is indigenous, and is largely used for cabinet work, while santal oil is distilled from the roots. Ebony is also produced for export. There are considerable areas of native rubber (*ficus Rigo*); but the planters generally prefer the imported Para rubber. Gutta-percha is obtained from a species of *palaquium*, which grows on the hills. Drugs, dyewoods, and spices are also obtained from indigenous plants. The mountain firs offer possibilities in the shape of turpentine oils and timbers, while the conifer *Agathis alba* yields a valuable resin. Saw-mills have been established, but the output has not been sufficient to supply the local demand for building and other timber. The Papua Co. Ltd. operates at Manu Manu, and supplies timber to various parts of the Territory.

3. *Live Stock.*—On 31st December, 1921, the live stock in the Territory consisted of 368 horses, 2,344 head of cattle, 123 mules, 3 donkeys, 1,407 goats, and 557 pigs. A Government stud-farm has been established for the breeding of horses. The introduction of rabbits, foxes, hares, and monkeys is prohibited.

4. *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.

5. *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 an area of country covering about 1,500 square miles between Yule Island and the Purari Delta, in the Gulf Division of Papua. Quantities of oil and inflammable gas have been met with in the test bores put down, but not in sufficient bulk as yet for commercial purposes. During the year 1922–23 further geological surveys have, however, been carried out between the Purari Delta and Aird Hill. Work at the Popo oil bore has been continued, and it is probable that a new bore will be put down in this locality.

Exploitation of the Papuan oil-fields by private companies is not permitted.

Of precious stones, only the topaz and beryl have been obtained. Large beds of apparently good coal also exist. A geologist was added to the Government service at the beginning of the year 1911.

(ii) *Gold.* In 1888 the first gold was discovered, and the search gradually spread over every division, finds being reported wherever the explorers went. During recent years gold-mining has declined. The principal mine, at Misima, in the Louisiade Group, employed about 50 white miners and 500 natives; but it was closed down in September,

1922, and has not since been re-opened. The total quantity, in fine ounces, and the value as returned of the gold yield for five years are given below :—

## PAPUA.—GOLD YIELD, 1918-19 TO 1922-23.

1918-19.		1919-20.		1920-21.		1921-22.		1922-23.	
Quantity.	Value.	Quantity.	Value.	Quantity.	Value.	Quantity.	Value.	Quantity.	Value.
fine ozs.	£	fine ozs.	£	fine ozs.	£	fine ozs.	£	fine ozs.	£
5,303	27,084	3,866	21,747	2,047	11,159	14,645	68,726	(a)	(b)22,494

(a) Not available.

(b) Figures from Annual Report.

\* 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, 1923, was £1,655,734.

(iii) *Copper.* At the New Guinea Copper Mines 80 white men and 700 natives are employed. Considerable progress was made with the erection of smelters and the aerial tramway, and it was expected that production would commence before the end of the year.

(iv) *Osmiridium.* The existence of osmiridium had been known for some years, but no serious attempt was made to collect it, the alluvial gold miner even picking out the larger slugs of the metal from his gold parcel and throwing them away. Production to date has been small.

(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.

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

6. *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 1922-23 was lower than that of the previous year by £2,664, the chief decrease being in Customs and Excise. The principal sources of revenue were as follows :—Commonwealth Grant, £50,000 ; Customs and Excise, £41,637 ; Fees of Office, £5,552 ; Miscellaneous, £4,438 ; Appropriation (former years), £7,500.

The expenditure was £1,221 less than that of the previous year. There was a decrease of nearly £12,000 in the Department of the Treasury, the figures for the previous year being inflated by the return of money borrowed from the Trust Funds to meet a deficit. The expenditure by the Public Works Department, however, increased by £9,000.

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

**PAPUA.—REVENUE AND EXPENDITURE, 1918-19 TO 1922-23.**

Item.	1918-19.	1919-20.	1920-21.	1921-22.	1922-23.
	£	£	£	£	£
Revenue .. ..	73,121	85,537	98,175	73,288	70,624
Expenditure .. ..	102,962	118,436	146,827	124,912	123,691

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, 1918-19 TO 1922-23.**

Particulars.	1918-19.	1919-20.	1920-21.	1921-22.	1922-23.
	£	£	£	£	£
Imports .. ..	258,112	422,741	484,770	305,705	315,423
Exports .. ..	176,247	270,481	172,672	220,236	179,452
Total Trade ..	434,359	693,222	657,442	525,941	494,875

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, &c. The chief items of export during the last five years are as follows :—

**PAPUA.—PRINCIPAL EXPORTS, 1918-19 TO 1922-23.**

Article.	1918-19.	1919-20.	1920-21.	1921-22.	1922-23.
	£	£	£	£	£
Gold .. ..	27,084	21,757	11,159	68,726	17,033
Copra .. ..	53,264	124,035	68,578	87,377	112,481
Rubber .. ..	33,010	41,542	28,966	5,826	5,907
Hemp .. ..	12,532	12,284	7,723	4,630	(a)
Copper Ore .. ..	1,613	..	1,830	13,514	(a)
Pearl Shell and Trochus Shell ..	9,375	24,255	4,464	4,043	(a)
Pearls .. ..	21,550	25,577	14,950	5,250	9,797
Bêche-de-Mer .. ..	2,240	612	7,922	15,045	13,453
Bark .. ..	4,847	2,686	1,408	752	(a)

(a) Not available.



3. **Shipping.**—The following table shows the number, tonnage, and nationality of oversea vessels entered and cleared at ports during the years 1917–18 to 1921–22. Figures for 1922–23 are not available :—

PAPUA.—OVERSEA SHIPPING, 1917–18 TO 1921–22.

Nationality.	Vessels.									
	Number.					Tonnage.				
	1917–18	1918–19	1919–20	1920–21	1921–22	1917–18	1918–19	1919–20	1920–21	1921–22
British .. ..	117	98	86	108	127	57,955	60,108	59,189	67,624	74,206
Foreign .. ..	20	..	..	..	..	63,772	..	..	..	..
Total .. ..	137	98	86	108	127	121,727	60,108	59,189	67,624	74,206

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 1923.

Items.	Year ended 30th June—	
	1907.	1923.
White population .. ..	690	1,086
Native labourers employed (exclusive of Crown servants) ..	2,000	(a)
Number of white civil servants .. ..	65	(a)
Armed constabulary .. ..	185	(a)
Village constables .. ..	401	(a)
Territorial revenue .. ..	£ 21,813	70,624
Territorial expenditure .. ..	£ 45,335	123,691
Value of imports .. ..	£ 87,776	315,423
Value of exports .. ..	£ 63,756	179,452
Area under lease .. .. acres	70,512	193,494
Area of plantations .. .. acres	1,467	60,044
Meteorological stations blished .. ..	3	16(b)
Gold yield .. .. fine ounces	12,439	(a)
Copper ore shipped .. .. tons	137	2,700(b)
Live stock in Territory—		
Horses .. ..	173	368(b)
Cattle .. ..	648	2,344(b)
Mules .. ..	40	123(b)

(a) Not available.

(b) 30th June, 1922.

## 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 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 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, but considerations of space preclude its repetition in the present volume.

† 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.

4. *Revision of Geographical Names.*—A revision of geographical names, based on a list of names prepared by the Permanent Committee on Geographical Names for British Official Use, is in progress. A provisional list of names in the Territory is published in the Report for 1921-22. Among the changes already made are the use of North-East New Guinea for Kaiser Wilhelm Land, and Lavongai for New Hanover.

5. *Maps.*—A geological map, and maps showing the areas in which the native population has been counted or estimated, the areas of land alienated in freehold or leasehold, roads and Government stations, are published in the Report to the League of Nations for 1921-22. Admiralty Chart No. 2766 (North-East Coast of New Guinea, with Bougainville, New Britain, New Ireland, Admiralty Islands and adjoining reefs) is a useful general map of the Territory.

## § 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 coasts 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. In Bougainville, southern New Britain, and the island of New Guinea, the yearly average is from 100 to over 250 inches; but amounts as low as 66 inches have been reported from some stations on the coast of the island of New Guinea. The average rainfall at stations in the Gazelle Peninsula is about 95 inches. A region of high rainfall, reaching over 250 inches, is in the vicinity of Finsch Harbour. There are large variations from year to year, and some districts of the Territory are subject to unusually dry periods. Thus, in 1894, Kokopo (on Blanche Bay, north-east of New Britain) had only 65.6 inches, while in 1891 there were 133.3 inches; the average over a period of years was 74.4 inches. There is reason to believe that a severe drought which prevailed in New Ireland in the years 1914 and 1915 was in part responsible for the large decrease in the population of that island which took place during the period of the military occupation.

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 healthy 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 gave up as one of the terms of peace, should be entrusted under Mandate from the League of Nations to the Government of the Commonwealth 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 whose control the administration of the Territory was placed,\* for the establishment of Civil Government, and on the 9th May, 1921, 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 (see 7. Statute Law, below), 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 the existing rights, privileges and customs of the natives 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.

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.

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

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. The total number dealt with to 30th June, 1923, was 625, the value of which in 1921 was estimated at about £4,000,000. The figures included 48 companies, 275 persons resident in the Territory, 256 residing outside the Territory or deported, and 46 estates of deceased persons. By an amendment of the Peace Treaty Regulations a Special Magistrate was appointed to inquire into appeals of persons whose properties had been expropriated. Inquiries were made into 135 cases. Reports on these cases have been considered, with the result that in 30 cases it was decided to release the property from expropriation; in 53 cases it was decided not to release the property; 27 cases were not proceeded with by appellants; and 25 cases were still under consideration as on 30th June, 1923. No sales of expropriated property have, however, yet taken place.

**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.

For administrative purposes, the Territory is divided into ten Districts, named after the principal stations in them, as follows:—In New Britain—Rabaul, Talasea, and Gasmata; on the Mainland—Morobe, Madang, and Aitape; 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. The state of the statute law in force in the Territory on 30th June, 1923, may be summarized as follows:—

(a) Eleven Acts of the Commonwealth Parliament (the New Guinea Act, the Acts to enforce the Treaties of Peace, the Air Navigation Act, the Patents and Trade Marks Acts, the Service and Execution of Process Act, and other Acts) extend to the Territory of their own force. Portion of the Navigation Act also extends to the Territory, but no provision has been made for its enforcement.

(b) Twenty-six Acts of the Commonwealth Parliament apply by virtue of Ordinances made by the Governor-General.

(c) Four Acts of the Queensland Parliament, as well as the Acts and Statutes of England in force in Queensland on 9th May, 1921, apply by virtue of Ordinances made by the Governor-General.

(d) Nineteen Ordinances of the Territory of Papua apply by virtue of Ordinances made by the Governor-General.

(e) Fifty-five Ordinances, Orders, and Proclamations of the Military Administration remain in force.

(f) Ordinances have been made by the Governor-General under the New Guinea Act 1920, subsequently to the establishment of civil government. Amongst the most important of those proclaimed in 1923 and 1924 is one extending the Power of the Administrator to make Regulations; the other providing for the establishment of District Courts and the appointment of Justices of the Peace, etc.

The Acts of the Commonwealth and Queensland Parliaments, the Ordinances of Papua and of the Territory, and the regulations under them, in force on 31st December, 1922, have been published as Vols. I.—III. of Laws of the Territory of New Guinea.

**8. Reports to the League of Nations.**—Three 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, 1923.

### § 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 troops engaged in administration; 715 were British subjects, and nearly all the remainder were nationals of former enemy countries. At the present time the number of Europeans is about 1,300.

#### TERRITORY OF NEW GUINEA.—WHITE POPULATION, 1885 TO 1921.

Year.	Number.
1885 .. .. .	64
1895 .. .. .	203
1910 .. .. .	687
1914 .. .. .	1,027
1917 .. .. .	818 (a)
1921 .. .. .	1,288 (b)

(a) Does not include troops. (b) Including 262 troops (engaged in Administration at date of Census, 4th April, 1921).

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.

About ten years later, Chinese from China were brought to the Protectorate; in 1911 there were 555, in 1914, 1,377, in 1921, 1,424, and in June, 1923, about 1,350. The number of Malays and Javanese in 1914 was 163, and in 1921, 221.

In 1895 there were 2 Japanese in the Protectorate, in 1911 there were 25, in 1914, 103, in 1921, 87, and in June, 1923, about 67 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 1922–23 the births of Chinese exceeded the deaths by 18, but departures exceeded arrivals by 36, so that the population decreased by 18. The number of Japanese decreased by 7.

The Chinese provide the skilled artisans and domestic servants of the Territory, and many of them are small traders. There is only one Japanese firm of any size, but it is not a serious competitor with European firms; most of the Japanese residents are employed in the plantations, shipyards, and stores.

The Immigration Act 1901–1920 of the Commonwealth is in force in New Guinea.

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 results of a Census taken by the Administration in 1921, and again in part in 1922, are shown in the table below. The number in 1922 shows an increase, but new areas are being penetrated, and many natives not previously counted have come forward and given in their names. Except in a very few districts it cannot be definitely stated whether the native population is increasing or decreasing. In the Gazelle Peninsula (New Britain), however, the figures show a marked increase.

The system of Census-taking adopted in the Territory is the "Family Group" system, whereby families are grouped together in their respective family units. The "Hut" system could not be adopted in very many areas, as in some cases, especially amongst Papuan tribes, the natives live communally, i.e., they build one long house, divided into cubicles. There are also different houses for the boys, unmarried females, etc. Administrative machinery for obtaining vital statistics has now been created. It can, of course, be applied only to areas under complete Government control.

The accuracy of the Census in respect of any particular portion of the Territory is necessarily dependent upon the degree of Government control or influence established over the area. The various portions of the Territory have been classified for Census purposes as follows:—(a) Country under complete Government control; (b) Country under Government influence; (c) Country under partial Government influence; (d) Country penetrated by patrols. In regard to the large areas not yet penetrated by patrols, no estimate can be made of the population.

The aim of the Administration is to remove, as far as practicable, the various causes which tend to a decrease of the population. In particular it is seeking to (a) bring about the discontinuance of the practice of abortion, which prevails to some extent; (b) induce the native mothers to devote to their children proper care and attention during their tender years; (c) prevent any interference with native marriage customs; (d) improve the health of the native population generally by systematically combating native diseases, and insisting upon the proper care and treatment of native labourers by their employers.

## TERRITORY OF NEW GUINEA.—NATIVE POPULATION 1921 AND 1922.

Islands.	1921.			1922.		
	Counted.	Estimated, not Counted.(a)	Total.	Counted.	Estimated, not Counted.	Total.
New Britain, Duke of York, and Vitu Islands—						
Gazelle Peninsula and adjacent Islands .. ..	64,619	..	64,619	52,179	13,000	65,179
Remainder of New Britain ..		..	..	..	..	..
Duke of York Group .. ..		..	..	..	..	..
Vitu Islands .. ..	2,685 (b)	..	2,685 (b)	2,685	..	2,685
	2,603	..	2,603	2,603	..	2,603
Total New Britain, etc. . .	67,304	13,000	80,304	57,467	13,000	70,467
New Ireland and adjacent Islands—						
New Ireland .. ..	22,186	..	22,186	24,387	..	24,387
Lavongai .. ..	6,876	..	6,876	5,777	..	5,777
Mussau and Emirau .. ..	2,170	..	2,170	2,240	..	2,240
Tabar and Simberi Islands ..	2,769	..	2,769	2,617	..	2,617
Lihir Islands .. ..	2,875	..	2,875	2,764	..	2,764
Tanga Islands .. ..	1,040	..	1,040	947	..	947
Anir Islands .. ..	704	..	704	640	..	640
Total New Ireland and Lavongai, etc. ..	38,620	..	38,620	39,372	..	39,372
Admiralty and North Western Islands—						
Admiralty Islands .. ..	11,622	..	11,622	13,183	..	13,183
North Western Islands .. ..	780	..	780	810	..	810
Total Admiralty and North Western Islands ..	12,402	..	12,402	13,993	..	13,993
Total Bismarck Archipelago	118,826	13,000	131,326	110,832	13,000	123,832
Solomon Islands—						
Bougainville .. ..	17,976	..	17,976	21,712	20,000	41,712
Buka and adjoining islands ..	7,576	..	7,576	7,738	..	7,738
Nissan Islands .. ..	1,091	..	1,091	1,333	..	1,333
Kilnaitau Islands .. ..	(c)	..	(c)	385	..	385
Tanu and Nukumanu Islands ..	180	..	180	182	..	182
Total Solomon Islands ..	26,823	20,000	46,823	31,350	20,000	51,350
North-East New Guinea—						
District of Morobe .. ..	13,736	30,500	72,868	16,102	30,000	46,102
District of Aitape .. ..	12,441			19,332	71,000	90,332
District of Madang .. ..	16,191			19,642	4,000	23,642
Total North-East New Guinea	42,368	30,500	72,868	55,076	105,000	160,076
Grand Total for the Territory	187,517	63,500(d)	251,017	197,258	138,000	335,258

The areas are, in some of the islands, not the same as for the count and estimate of 1922, and accordingly no direct comparison can be made between the totals for the two years. (z) These are rough estimates only. (b) Included in remainder of New Britain. (c) Included with Buka. (d) Not including any estimate of the population of North-East New Guinea not under Government influence.

### § 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. 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 is 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 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. Individual ownership has been testified to by the fact that in most contracts of purchase made with native owners, even of comparatively small areas, the signatures of a great many native vendors appear thereon. In almost every district large areas of secondary scrub growing on the sites of old taro fields, indicates that the native is more or less nomadic in his habits, and if new virgin forest is available, the native will rarely cultivate a second time. Customs with regard to the use of unoccupied forest lands differ according to situation. In some cases claims are made to vast unoccupied areas, with distinct and recognized boundaries. The native owner may utilize part of it for his nomadic culture, while, in regard to the remainder, he will jealously guard the forest product thereon, and barter trees (for making canoes), cane (for fish baskets), sac-sac (sago), etc., with neighbouring tribes. Members of his own tribe may, however, hunt there, cut wood or lianas, and collect fallen leaves and fruit, with the exception of coconuts and betel nuts. The owner alone may dig there, lay out plantations, or build a house. At some places, particularly on the New Guinea coast, there are vast areas not claimed by natives.

Right of inheritance is almost invariably through the maternal branch. Occasionally it may be found that the property of the father goes to the son, but this occurs very rarely. The rule is that it goes to his brother or sister, or nephew. The mother's land descends to her children. A woman inherits land only if she is a full sister to the owner, and then only where her male relatives are people of consequence. The brother of the deceased also inherits the products of the land, *i.e.*, coconuts, etc., but where the deceased had leased the land or held it on loan, the fruits revert back to the original owner. Land may be bought, leased, or loaned, or taken in satisfaction of debt. At the death of a purchaser, the former owner may take possession of the land, making a refund of the original purchase price or a part thereof. The same property rights exist over areas used as village sites as over plantation land.

While children do not inherit through the father, the father may in his lifetime give his sons blocks of land for planting and for building purposes, and on his death his sons may retain such land by joining his tribe.

Reefs are regarded as land, and can be shared out amongst the villages. Fish may be caught by any one, but shell fish and coral can only be taken by members of the tribe claiming possession of the reef.

3. **Education.**—The education of the natives was provided for in the "Education Ordinance of 1922," under which the Administrator was authorized to establish schools to grant money therefor, prescribe instruction, 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 Education Tax imposed on the natives realized in the first year £5,168, and that on the employers £156. In the second year the tax returned £16,357. The natives were in 1922-24 relieved of the tax, and in lieu thereof each employer will be required to pay into the Native Education Trust Fund a sum of 6s. for each native employee.



In 1923 three schools had been established as follows :—(1) *An Elementary School* at Kokopo, for (a) the education of native children generally ; (b) the training of intelligent natives as assistant teachers ; (c) to qualify a certain number for positions in the lower grades of the Government service ; (d) to prepare some for entrance into the Technical School, and others to take positions in the economic and commercial industries of the Territory. (2) *A Technical School*, at Rabaul, for training natives as workers in the various handicrafts required in the Territory. (3) *A School of Domestic Economy*, at Rabaul, to train natives as domestic servants.

The Elementary School at Kokopo was placed in charge of a teacher loaned by the Education Department of Victoria, and the results obtained to the end of the year 1923 proved very satisfactory. As none of the many languages used in the Territory is known outside small areas, and "pidgin" English, though useful, is a crude and imperfect means of communication, all instruction is given in ordinary English. The number of pupils at the end of June, 1923, was 87.

In the Technical School instruction is given in printing, boat-building, carpentry, engineering, plumbing, and cane-work. Satisfactory progress is made ; in the Government Printing Office two of the natives are doing work formerly done by Europeans, and the boat-building boys under the supervision of an instructor have, by their own efforts, completed a 16-foot dinghy.

The School of Domestic Economy was inaugurated largely for the purpose of providing wash-boys and cooks. A number of Government indentured labourers are placed in the school, and, as the demand arises, are transferred to employers. Boys belonging to private employers are admitted to the school free of charge.

It has been decided, for the time being, not to inaugurate schools in any of the districts other than Rabaul, but to concentrate the whole educational establishment of the Administration at Malaguna, on the outskirts of the township of Rabaul. An area of about 30 acres has been acquired there upon which modern school buildings, dormitories, instructors' quarters, workshops, and a home and school for half-castes are being erected.

The main educational activities in districts other than Rabaul will be left to the missions.

The expenditure on education for 1922-23 was £8,067. For 1923-24 the expenditure is estimated at £20,000.

The schools maintained by the various Missions are of three classes, Elementary schools in villages, intermediate boarding-schools at Mission head-quarters, and 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 by the Missions in the vicinity of Rabaul and in parts of the New Guinea mainland, the natives being trained in printing, bookbinding, tanning and bootmaking, carpentry and cabinet work, and the making of ropes, bricks, baskets and mats. At the end of June, 1923, the various missions maintained 856 schools, employing 231 European teachers and 1,012 native teachers. The pupils numbered 24,379.

The granting of assistance to Mission schools is authorized by the Education Ordinance.

**4. Health of Natives.**—The Department of Health is controlled by a Director of Public Health, with a staff of medical officers and medical assistants. There is a medical laboratory at Rabaul and a number of European and Native hospitals, etc. The staff of medical officers in 1923 numbered 7, and of medical assistants, 23. In addition there were a dispenser, a matron and 2 nurses, and a staff of native orderlies.

Much attention is being given to the health of the natives, both by curing as far as is possible those already suffering from tropical or introduced diseases, and by improving sanitary conditions.

In the case of 93 natives, chiefly work boys of the Rabaul District, it was found that 33 died from pneumonia, 21 from tuberculosis, 8 from dysentery, 9 from tropical ulcers and related conditions, 4 from meningitis, 9 from a variety of diseases, while in the case of

9 the causes of death were uncertain. These figures show that the natives in the Territory, as in many tropical countries, are very susceptible to pneumococcal infection, and possess little resisting power. Investigations are at present being carried out at the Medical Laboratory in Rabaul to ascertain the extent to which tuberculosis is prevalent amongst the native population, and the causes of its spread. So far as present information goes, it would appear that natives brought from inland to the plantations are comparatively free from the disease, and that they contract it from association with Europeans and Chinese. Of the total deaths in native hospitals during the year 1922-23, 14.2 per cent. were due to tuberculosis, and in Rabaul 20.7 per cent. In regard to dysentery the amoebic type is rare, and the bacillary type common. There have been several minor epidemics, strictly localized. These epidemics are apt to occur during the dry season, when the water supply is not so reliable as in the wet months. Tropical ulcer is extremely common amongst the natives, and their efficiency suffers more from this disease than from any other. One-third of the natives treated during the year suffered from ulcer, for which as yet there appear to be no specific cure. Meningitis is also a common cause of death. Pneumococcal meningitis, tubercular meningitis, and meningococcal meningitis were found in this order of frequency in young adults as well as at earlier ages. Malaria is widespread, though chiefly in a mild form, but it affects the general health of the native population. Hookworm seriously undermines the vitality of the natives, and an organized campaign against the disease has been instituted. Throughout the Territory 92,175 treatments were administered during the year. The provision everywhere of latrines of a suitable type is being insisted on. Framboesia of a secondary nature is a very common condition in native infants and children. It is treated by injections of novarsenobillon, 9,000 such injections being administered by the Government and 200 by the missions during the year under review.

In addition to the previously existing native hospitals at the district head-quarters, a new hospital capable of accommodating about 50 patients has been constructed at Marienberg, on the Sepik River. Small hospitals, for the emergency treatment of the sick, have also been established at various sub-stations, and are in the care of Deputy District Officers or Patrol Officers. The native hospitals are staffed with native orderlies, trained to carry out ordinary routine duties and to act as dressers. The disinclination of the natives to undergo hospital treatment is fast disappearing, and in many cases they now seek admission to the hospitals on their own initiative. One of the functions of the native hospitals is to train medical "tultuls," to act as village doctors, the Government supplying them with medicine. Last year 315 medical "tultuls" were in training.

Medical patrols constantly traverse the Territory. During such patrols the natives in each village are mustered, and the sick are in some cases sent to hospital and in others treated on the spot. Hookworm treatment is administered to all, and framboesia cases are injected with novarsenobillon. The villagers are instructed in generally elementary matters of cleanliness and sanitation.

5. 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 Liebenzell Mission in the Admiralty Group, and the Rheinische Mission and the Neuendettelsauer Mission (now 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. They conduct native schools, and own extensive plantations. Between them they possess 80,705 acres of land, of which about 15,000 acres are planted with coconuts. The number of Europeans engaged in mission work is about 250, of whom more than half belong to the Holy Ghost and Sacred Heart Missions. 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 years 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 these 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 of 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 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. The general land policy of the Commonwealth Government is based on the leasehold principle, and the greater part of the Lands Ordinance is devoted to provisions therefor. All Crown grants or leases contain a reservation to the Crown of all minerals, including mineral oil. Leases are for a term not exceeding 99 years, except where a shorter period is provided. Crown lands, except in towns, are classified by a Land Board into land suitable for agriculture (Class A) and land not so suitable (Class B), and the unimproved value of the land is assessed. In the case of agricultural leases for more than 30 years, the rent is 5 per cent. of the unimproved value, with power to remit during the first ten years, and subject to re-appraisal every twenty years. The maximum area of land which may be held by any person under agricultural lease may not exceed 5,000 acres, and the unimproved value may not exceed £5,000. Pastoral leases of lands of Class B may be granted for terms not exceeding 30 years, at a rental of 2½ per cent. of the unimproved value, subject to re-appraisal every ten years. Agricultural leases are subject to improvement conditions, and pastoral leases to stocking conditions. Leases of town allotments may be granted for terms not exceeding 99 years, at a rent to be fixed at such percentage of the unimproved value as is prescribed. Leases may be granted to Missions rent free.

During the year 1922–23 leases covering a total area of about 8,600 acres were granted, and at the end of the year applications for agricultural leases of areas totalling about 34,000 acres were under consideration. In addition, nearly all the lands of which annual tenancies had been granted during military occupation have been brought under the Land Ordinance.

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. It is intended to replace this by a system of registration closely modelled on the Torrens system, and the matter is now engaging attention.

## § 7. Production.

1. *General*.—The Territory possesses great natural resources, but their development has barely commenced, and a limit to economic progress is much more likely to be found in the scarcity of labour than in the exhaustion of resources.

At present there are no manufactures in the Territory, except of articles for native use.

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 earliest traders contented themselves with the collection of native products (including copra), for which they exchanged "trade" goods. It was not until 1883 that the first plantation was laid out, at Ralum on Blanche Bay; the first plantation on the mainland was that of the New Guinea Company at Finsch Harbour, where the first settlement was placed in 1885.

The natives have been described as a people of peasant proprietors, and everywhere they practise a low 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. Plantations extended 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 occupies considerable time.

In the early years of the Protectorate, the demand for copra was much smaller than recently, and it was not foreseen that it would become the chief export. Experiments were accordingly made—principally by the New Guinea Company, which spent a large part of its capital in this work—with a number of tropical crops.

(a) *Tobacco*. This crop has been cultivated with success at Astrolabe Bay in North-East New Guinea, and in the Bismarck Archipelago. Plantation managers were brought from Sumatra, but the Dutch Government, fearing competition, forbade the New Guinea Company to take skilled native labourers to their new plantations. Labourers were ultimately obtained from China and the Straits Settlements, and in 1892 there were over 1,800 Malay and Chinese coolies on the mainland; but, owing to the heavy mortality, the number soon dropped to less than 1,000. 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 also 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. In recent years this crop has been discontinued except for experimental purposes.

(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 (Konstantinshafen) on Astrolabe Bay.

(d) *Cocoa*. Cocoa has been successfully grown, principally at Vitu (French Islands); in 1913, 137 tons were exported, and in 1922–23, 83 tons as against 152 tons in the previous year.

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

(f) *Rubber*. A limited area is still planted with rubber. The trees were, however, planted before it was known which species yielded the best product, and *Ficus elastica* was propagated instead of the more valuable *Hevea brasiliensis*. The low price of inferior rubber rendered the plantations unprofitable, and the trees are not being tapped.

(g) *Copra*. The mainstay of the Territory is the coconut palm. 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 product, until 98 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 1922-23 it was 32,648 tons, an increase of 6,754 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, 1923, 167,428 acres, of which 78,660 were in bearing. The price of copra in 1922-23 fluctuated from £23 a ton, f.o.b. Rabaul to £12, the average price for the whole year being £18 19s.

(h) *Other Crops*. The climate and soil of the Territory are also suitable for the cultivation of rice, Manila hemp, cinchona, nutmeg, vanilla and maize. It has been proved that nearly all these can be grown successfully, 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 plant (which yields arrowroot and tapioca and is used in the making of glucose).

(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 1922-23. The figures are exclusive of native plantations.

TERRITORY OF NEW GUINEA.—PLANTATIONS, 30th JUNE, 1923.

Particulars.	Government Plantations.	Privately owned Plantations.	Controlled by Expropriation Board.	Total.
Area of Holdings .. .. acres	6,938	97,154	290,545	394,637
Area cleared .. .. "	2,638	57,130	116,043	175,811
Area Cleared and Planted .. .. "	2,558	53,617	116,043	172,218
Coconuts—				
Area Planted .. .. acres	2,555	52,270	112,603	167,428
Area Bearing .. .. "	1,080	25,500	52,080	78,660
Rubber—				
Area Planted .. .. acres	..	381	3,001	3,382
Area Bearing (a) .. .. "	..	..	..	..
Cocoa—				
Area planted .. .. acres	..	1	972	973
Area Bearing (b) .. .. "	..	..	..	..
Coffee—				
Area Planted .. .. acres	..	..	10	10
Area Bearing (b) .. .. "	..	..	..	..
Cotton—				
Area Planted .. .. acres	2	..	..	2
Area Bearing (b) .. .. "	..	..	..	..
Maize—				
Area Planted .. .. acres	1	166	..	167
Area Bearing .. .. "	1	153	..	154
Native Food —				
Area Planted .. .. acres	63	2,358	1,472	3,893
Area Bearing .. .. "	62	1,406	(b)	1,468

NOTE.—(a) Rubber not tapped. (b) Not available. 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 1923 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 1923.

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
1912 .. .. .	63,300	56,133
1913 .. .. .	72,473	64,822
1914 .. .. .	84,941	76,845(b)
1918 (December) .. .. .	..	133,960(c)
1922 .. .. .	173,272	168,060
1923 .. .. .	172,218	167,428

(a) Not recorded.  
in bearing.

(b) Of which 23,522 acres were in bearing.

(c) Of which 44,169 acres were

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. In 1922 there were 727 horses, 6,972 cattle, 3,404 sheep, 3,955 goats, and 5,397 pigs (exclusive of the large number of pigs kept by the natives). See also Official Year Book No. 16, page 677.

4. **Timber.**—The timber resources of the Territory are not yet fully known. Both hardwood and softwood are found in several varieties, some of which are of excellent quality. At Henry Reid Bay, New Britain, a considerable quantity of hardwood (*Eucalyptus*) is obtainable, and negotiations were in progress at the end of June, 1923, to acquire an area of 5,000 acres for saw-milling purposes. The timber required for house and ship-building and for other purposes is mostly obtained locally. In North-East New Guinea the Neundettelsauer 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 only through the Administration. A royalty (the amount to be fixed by regulation) is to be paid on all timber exported.

The services of a forestry expert have been secured under a special engagement for twelve months for the purpose of investigating and classifying the timber resources of the Territory.

5. **Fisheries.**—The wealth of the waters of the Territory has so far been little exploited. Fish are caught at many places along the coast, but only to supply the small local demand of the natives and of the few Europeans living there. Pearl-shell is exported in fair quantities, while trepang, shark fins, trochus-shell, and tortoise-shell are also articles of export. The value of the marine products exported in 1922–23 was £6,721. This figure shows a considerable falling off from previous years, and is probably due to the low price of trochus shell.

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. 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 in the Aitape district; but a preliminary geological survey undertaken in 1921, by the Anglo-Persian Oil Company, for the Commonwealth of Australia, indicated that the geological formations were unfavorable to oil being found in paying quantities.

Since the Mining Ordinance came into force, the following areas have been taken up on dredging and sluicing leases :—On the Lower Waria River, 3,120 acres; on the Upper Waria River, 6,100 acres; on the Bulolo River, 998 acres. On the Rai Coast, applications have been received for mineral leases over an area of 800 acres.

Up to the close of the year 1923 mining operations were confined to testing the ground to ascertain whether it was of sufficient value to warrant the expense, in the case of the Lower Waria, of erecting dredges, and, in the case of the Upper Waria and Bulolo, of transport by native carriers through rugged mountains. No land was registered as having been taken up under a miner's right. Twenty-six miner's rights were issued solely to Europeans.

## § 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 1923.

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
1918-19	..	..	..	271,861	269,666	541,527
1919-20	..	..	..	506,767	849,422	1,356,189
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

The import values for the last five years are exclusive of money and Government stores, excepting those for the year 1921-22, in which the value of stores is included.

\* Fuller details of the deposits of 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, 1918-19 TO 1922-23.**

Commodities.	1918-19.	1919-20.	1920-21.	1921-22.	1922-23.
	£	£	£	£	£
Foodstuffs .. ..	67,410	190,442	241,280	113,238	181,492
Beverages (non-alcoholic) ..	(a)	(a)	2,429	1,360	2,235
Alcoholic Liquors .. ..	16,021	31,744	39,841	29,703	30,414
Tobacco .. ..	20,618	44,936	53,446	41,392	50,746
Live animals .. ..	294	1,429	845	4,276	1,351
Copra Sacks .. ..	(a)	(a)	20,555	23,152	15,701
Apparel .. ..	74,806	76,935	125,177	37,842	82,113
Oils .. ..	14,033	23,835	39,048	26,506	21,923
Hardware and Machinery ..	48,942	64,912	69,386	27,949	37,999(f)
Motor Cars and Accessories	(a)	(a)	20,141	11,953	14,579
Firearms, Ammunition, and Explosives .. ..	(a)	(a)	3,678	1,704	4,049
Timber and Building Materials .. ..	(a)	(a)	21,471	7,200	12,308
Paper and Stationery .. ..	1,634	1,225	4,366	4,459	5,918
Medicines and Drugs .. ..	3,435	5,414	10,300	10,290	18,919
Miscellaneous .. ..	24,668	65,895	9,478	17,687	33,002
Coal and Coke .. ..	(b)	(b)	(b)	(c)	4,106
Money .. ..	(b)	(b)	(b)	(b)	(b)
Government Stores .. ..	(a)	(b)	(b)	110,000	(b)
Total .. ..	271,861(d)	506,767(d)	661,441(d)	468,711(e)	516,855

(a) Not separately recorded. (b) Not recorded. (c) Not separately recorded, included in Government Stores. (d) Not including money or Government Stores. (e) Not including money. (f) 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, 1918-19 TO 1922-23.**

Commodity.	1918-19.	1919-20.	1920-21.	1921-22.	1922-23.
	£	£	£	£	£
Copra .. ..	244,314	745,057	641,045	474,110	619,715
Cocoa .. ..	8,464	15,530	9,105	9,465	3,734
Stone and Ivory Nuts .. ..	333	271	531	..	336
Rubber .. ..	1,196	1,104	2,900	..	..
Other Agricultural Products ..	683	2	20	..	..
Birds of Paradise and other Feathers .. ..	100	34,133	5,812	2,027	..
Mother of Pearl and other Marine Products .. ..	14,576	53,285	14,579	13,595	6,721
Miscellaneous .. ..	..	40	..	..	386
Total .. ..	269,666	849,422	673,992	499,197	630,892

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,  
1918-19 TO 1922-23.**

Commodity.	1918-19.	1919-20.	1920-21.	1921-22.	1922-23.
	Tons.	Tons.	Tons.	Tons.	Tons.
Copra .. .. .	14,886	22,708	23,735	25,894	32,648
Cocoa .. .. .	112	140	133	152	83
Rubber .. .. .	(a)	(a)	29	..	..

(a) Not recorded.

Of the 32,648 tons of copra exported in 1922-23, 12,274 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. Occasional cargo steamers take shipments of copra direct to European and American markets.

2. **Oversea Tonnage in 1922-23.**—The number and net tonnage of oversea vessels which entered and cleared the Territory during the year 1922-23 are shown hereunder :—

#### TERRITORY OF NEW GUINEA.—SHIPPING, 1922-23.

Nationality.	Entered.		Cleared.		Total.	
	No.	Net Tonnage.	No.	Net Tonnage.	No.	Net Tonnage.
British .. .. .	29	42,787	30	43,970	59	86,757
French .. .. .	1	4,848	1	4,848	2	9,696
Finnish .. .. .	2	6,061	3	7,356	5	13,417
Norwegian .. .. .	4	13,788	3	7,991	7	21,779
Total .. .. .	36	67,484	37	64,165	73	131,649

Country from which Entered or for which Cleared.	Entered.		Cleared.		Total.	
	No.	Net Tonnage.	No.	Net Tonnage.	No.	Net Tonnage.
Australia .. .. .	25	35,729	27	39,844	52	75,573
United Kingdom .. .. .	..	..	4	9,787	4	9,787
British Malaya .. .. .	2	6,932	..	..	2	6,932
British Solomons .. .. .	5	7,426	3	3,853	8	11,279
New Caledonia .. .. .	1	5,797	..	..	1	5,797
Netherlands .. .. .	..	..	1	3,129	1	3,129
Japan .. .. .	1	3,820	..	..	1	3,820
French Indo-China .. .. .	..	..	1	4,848	1	4,848
Ceylon .. .. .	1	4,848	..	..	1	4,848
South African Union .. .. .	1	2,932	..	..	1	2,932
United States .. .. .	..	..	1	2,704	1	2,704
Total .. .. .	36	67,484	37	64,165	73	131,649

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, 1918-19 TO 1922-23.

Heading.	1918-19.	1919-20.	1920-21.	1921-22.	1922-23.
Trade and Customs—	£	£	£	£	£
Imports .. .. .	35,161	98,658	{ 59,865	49,031	77,259
Exports .. .. .	18,596		{ 33,035	38,422	35,965
Total .. .. .	53,757	98,658	92,900	87,453	113,224
Taxes and Fees—					
Licences .. .. .	6,838	7,587	7,977	5,588	5,816
Business Tax .. .. .	6,019	8,134	8,860	20,989	10,317
Law Department .. .. .	1,157	2,282	1,416	1,942	2,205
Lands Department .. .. .	3,738	11,382	4,438	6,858	3,132
Stamp Duties .. .. .	..	..	..	1,000	507
Native Affairs—					
Head Tax .. .. .	20,970	11,210	15,522	20,546	21,550
Indenture Fees .. .. .	3,787	3,856	{ 2,580	1,689	(b)12,191
Fees and Fines .. .. .	319		{ 240		
Income Tax .. .. .	..	..	..	209	644
Total .. .. .	42,828	44,451	41,033	58,821	56,362
Miscellaneous—					
Trade and Customs .. .. .	2,003	2,438	4,284	6,470	2,918
Post Office .. .. .	3,084	4,061	3,852	6,348	2,328
Wireless Service .. .. .	3,137	4,781	4,181	5,839	..
Receipts from Administration					
Shipping Services .. .. .	20,700	28,061	23,921	36,599	26,951
Plantations .. .. .	1,934	5,637	4,036	8,824	2,985
Hospital Receipts .. .. .	3,050	3,027	4,845	2,884	7,148
Interest .. .. .	218	81	164	..	..
Miscellaneous .. .. .	12,925	10,965	14,741	(a)44,268	(a)29,815
Total .. .. .	47,051	59,051	60,024	111,232	72,145
GRAND TOTAL .. .. .	143,636	202,160	13,9957	257,506	241,731

(a) Including sale of stores.

(b) Including hire of labour.

2. Expenditure.—The expenditure for the financial year 1922-23 was distributed as follows:—

#### TERRITORY OF NEW GUINEA.—EXPENDITURE, 1922-23.

Secretary and Central Administration .. .. .	£22,502	Public Works .. .. .	£15,323
Government Printer .. .. .	2,481	Trade and Customs .. .. .	50,950
Justice .. .. .	3,522	Agriculture .. .. .	5,690
Treasury .. .. .	24,673	Public Health .. .. .	22,492
Audit .. .. .	2,844	District Services .. .. .	64,001
Lands and Survey .. .. .	11,202	Wireless Service .. .. .	7,152
Native Affairs .. .. .	17,598	Total .. .. .	250,430

## F. NAURU.\*

1. **General.**—Nauru is a circular atoll about 12 miles in circumference having an area of 5,400 acres, of which approximately four-fifths is phosphate bearing. 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 the planting of portion of the area with fruit trees is being put in hand. The climate is healthy and equable; the lowest temperature recorded in the five years, 1916 to 1920, was 68 degrees, the highest 99.5 degrees. The rainfall is irregular; in 1916, 18.33 inches fell, in 1919, 167.64 inches.

2. **History.**—The island, which is situated in longitude 166° east and is only 26 miles south of the equator, 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 to be appointed for a term of five years by the Australian Government, and thereafter in such manner as the three Governments decided. This Agreement 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 (see § 3 of the section devoted to that Territory in Year Book No. 16).

3. **Administration.**—The Administrator has all the powers of government—administrative, legislative, and judicial—in the island. It has been decided to appoint a Committee of two Europeans and two Nauruans to form an Advisory Council. All expenses of administration are met from local revenue.

4. **Population.**—Figures for population from 1919 to 1923 are given hereunder:—

## NAURU.—POPULATION, 1919 TO 1923.

Population.	1919.	1920.	Census of 24th April, 1921.	31st Decem- ber, 1922.	31st Decem- ber, 1923.
Europeans .. ..	88	91	119	128	110
Chinese .. ..	134	599	597	582	603
Nauruans(a) .. ..	1,279	1,068	1,084	1,156	1,179
Other South Sea Islanders ..	275	227	266	290	117

(a) The natives of Nauru are Micronesians.

The birth rate among the Nauruans in 1923 was 45 per 1,000, the death rate 26 per 1,000, and the rate of infantile mortality 257 per 1,000.

\* See Map published with the Report for 1922. See also *Report on Administration of Nauru to 17th December, 1920* (P.P. No. 5 of 1922), *ditto, 17th December, 1920 to 31st December, 1921* (P.P. No. 4 of 1922), *ditto, 1922* (P.P. No. 20 of 1923), *Report and Accounts of British Phosphate Commission for year ended 30th June, 1921* (P.P. No. 23 of 1922), and *Nauru and Ocean Islands: Their Phosphate Deposits and Working*, by H. B. Pope (P.P. No. 148 of 1921).

5. **Health.**—There is no malaria, but cases occur of other diseases known in the Pacific. Venereal disease is rare, but in 1923 there were 151 leper patients, or about 13 per cent. of the total native population. 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 British 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. 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, 15 of whom were in attendance in 1923, 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. Officers from the Missions visit the schools to give religious and moral training.

7. **Religion.**—The London Missionary Society (Protestant) and the Sacred Heart of Jesus Mission (Roman Catholic) operate in Nauru, and in 1923 the adherents to the former numbered 823, and to the latter 333.

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 3,750,000 tons have already been removed; the area worked or partly worked is only about 97 acres.

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 two years of the Commission's management it was as follows:—

NAURU AND OCEAN ISLAND.—OUTPUT OF PHOSPHATES, 1921, 1922.

Year.	To Australia.	To New Zealand.	To United Kingdom.	To other Countries.	Total.
	Tons.	Tons.	Tons.	Tons.	Tons.
1920-21 .. ..	265,750 (72.96%)	17,100 (4.69%)	16,700 (4.59%)	64,701 (17.76%)	364,251
1921-22 .. ..	170,489 (47.20%)	38,432 (10.64%)	16,074 (4.45%)	136,210 (37.71%)	361,205

From Nauru alone, during the calendar year 1923, the export was 212,300 tons, of which 177,950 tons went to Australia, and 23,950 tons to New Zealand.

(iii) *Accounts of Commission.* During the year 1920-21 receipts from sales, etc., amounted to £691,643, while the f.o.b. cost of phosphate, including interest on capital, sinking fund, and other charges came to £688,958, leaving a balance of £2,685. In 1921-22 receipts were £823,045, cost, etc., £732,407, balance £90,638. The f.o.b. cost of phosphate was 37s. 10d. in 1920-21 and 40s. 7d. in 1921-22.

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; by 30th June, 1922, this was reduced to £3,607,495. The contribution to 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) *Charges for Phosphate.* Up to 30th June, 1922, the Commission's charge for phosphate landed in Australia was from 75s. to 80s. per ton: the price was reduced from 1st July, 1922, to 49s. 3d. in the Eastern States and 52s. 3d. in Western Australia. On 1st July, 1923, it was further reduced to 46s. in all States.

(v) *Employees.* The employees of the Commission at Nauru consist of 60 Europeans, about 590 Chinese, and about 125 natives of New Guinea and islands in the Pacific south of the equator. Only a very few Nauruans are employed.

9. *Trade.*—Information regarding imports and exports for years 1919 to 1922 is appended herewith.

#### NAURU.—IMPORTS AND EXPORTS, 1919 TO 1923.

Heading.	1919.	1920.	1921.	1922.	1923.
	£	£	£	£	£
Imports .. ..	45,977	109,119	106,486	78,320	53,685
Exports—	tons.	tons.	tons.	tons.	tons.
Phosphate .. ..	69,336	149,609	187,680	182,170	212,300
Copra .. ..	124	189	..	93	121

10. *Revenue and Expenditure.*—The revenue and expenditure of the Administration during the years 1919 to 1923 were as follows:—

#### NAURU.—REVENUE AND EXPENDITURE, 1919 TO 1923.

Heading.	1919.	1920.	1921.	1922.	1923.
	£	£	£	£	£
Revenue .. ..	6,761	10,611	10,192	11,182	11,837
Expenditure .. ..	4,727	4,818	12,712	11,424	10,266

Of the revenue in 1923, £4,458 was royalty on phosphate paid by the British Phosphate Commission, and a large part of the remainder was derived directly or indirectly from the Commission

[NOTE].—Although of greater extent than those in other Pacific Islands and of higher quality than any large deposits elsewhere, the deposits in Nauru and Ocean Islands are not comparable, in extent or output, with those of Northern Africa and the United States. Of the world's output of 6,500,000 tons of phosphate rock in 1920, Tunis, Algeria and Egypt produced nearly 2,000,000 tons, and Florida and other fields in the United States over 4,000,000 tons. The price of the United States product varied from about \$14 for 78 per cent. phosphate to \$4 for lower grades (*Mineral Industry*, 1920).