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**CHAPTER XV.**  
**THE TERRITORIES OF THE COMMONWEALTH.**  
**GENERAL.**

The Territories under the control of the Commonwealth are :—The Northern Territory; the Federal Capital Territory; Papua (formerly British New Guinea); Norfolk Island; the Territory of New Guinea (by Mandate of the League of Nations); Nauru (under joint Mandate of the Commonwealth, Great Britain and New Zealand).

Information regarding forms of government, etc., will be found in Official Year Book No. 22, pages 587–588.

**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 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. The total area is 523,620 square miles, or 335,116,800 acres.

2. **Population.**—(i) *Europeans.* 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. At the census of 1921 the white population had decreased to 2,459. In 1930 it was 3,030.

(ii) *Asiatics.* With the exception of a few Japanese, Filipinos and others, the Asiatics in the Northern Territory consist mainly of Chinese. These numbered at one time over 4,000, but have gradually dwindled. In 1930 the total number of coloured persons, exclusive of aboriginals, was 884. (See Year Book No. 22, p. 589).

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

**NORTHERN TERRITORY.—POPULATION (EXCLUSIVE OF ABORIGINALS),  
1926 TO 1930.**

Year.		Males.	Females.	Total.
1926	.. ..	2,773	1,125	3,898
1927	.. ..	3,137	1,224	4,361
1928	.. ..	2,739	1,243	3,982
1929	.. ..	2,945	1,525	4,470
1930	.. ..	2,993	1,623	4,616

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 1930 (excluding overland migration) :—

**NORTHERN TERRITORY.—MOVEMENT OF POPULATION, 1930.**

Immigration	..	807	Emigration	..	655	Excess of immigration over emigration ..	152
Births	..	71	Deaths	..	77		
Increase	..	878	Decrease	..	732	Net Increase ..	146

The immigration and emigration figures for the Territory during the five years ending 1930 are shown in the following table :—

NORTHERN TERRITORY.—IMMIGRATION AND EMIGRATION, 1926 TO 1930.

Year.					Immigration.	Emigration.
1926	..	..	..	..	731	498
1927	..	..	..	..	1,163	692
1928	..	..	..	..	710	1,101
1929	..	..	..	..	1,079	579
1930	..	..	..	..	807	655

(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). The chapter “Population,” in Year Book No. 17, contained information regarding the number and distribution of aborigines and the measures taken by the States (in the case of the Northern Territory, by the Commonwealth) to protect them and to conserve their interests. In the Northern Territory large numbers of the aborigines are still outside the influence of Europeans. The total number of full-blood and half-caste aborigines in the Territory at 30th June, 1930, was estimated at about 21,800, of whom 2,673 were in regular employment. (See also Chapter XXIV.—Population, hereinafter.)

### § 2. Legislation and Administration.

On 1st January, 1911, the Territory was transferred by South Australia to the Commonwealth. The terms were outlined in Year Book No. 15, p. 940. Regarding administration, see Year Book No. 22, p. 590. The Territory elects a member to the House of Representatives, who can take part in the debates, but may not vote.

### § 3. Physiography.

1. *Tropical Nature of the Country.*—The Territory is within the torrid zone, with the exception of a strip 2½ 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 fresh-water fish and littoral mollusca. Butterflies and beetles are strongly represented. The white ant is a pest, anthills in the Territory sometimes attaining great dimensions. Mosquitoes and sandflies are very troublesome, particularly in the wet season. Native fauna are in some cases protected. Buffalo formerly existed in large herds, but, as pointed out later, their number has been greatly reduced by indiscriminate shooting.

3. Flora.—The vegetation is North Australian in type, but a number of the forms belongs 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:—*Euphorbiaceae*, *Compositae*, *Convolvulaceae*, *Rubiaceae*, *Goodeniaceae*, *Leguminosae*, *Urticaceae*.

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

### § 5. Production.

1. Agriculture.—Up to the present agriculture has made little progress in the Territory, although it has been proved that rice, tobacco, coconuts, mangoes, bananas, cotton, various fodder plants, and peanuts can be successfully grown. Expense of harvesting is, at present, an obstacle to the economic production of rice, and until labour-saving machinery is procured it cannot be produced with profit. Some 5 miles from Darwin a coconut plantation, about six acres in area, is thriving, and at a small plantation at Shoal Bay the palms planted along the sea-shore are giving excellent results. There is a large stretch of first-class coconut land on the coast, but hitherto planting has not been attempted on a commercial scale. Peanuts have become the principal crop, and in 1929 about 150 tons were produced, compared with 38 tons in the preceding year. The returns for 1930 were adversely affected by continued dry weather. Some 57 settlers are now engaged in peanut growing, the area under crop amounting to about 1,000 acres.

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 moved 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. The cattle industry progressed and has become the mainstay of the Territory. 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 are still standing idle. The number of cattle exported by land from North Australia during the year 1929-30 was 75,909, and by sea (to Manila) 6,180. The cattle industry has been retarded by the ravages of ticks and by the difficulty of travelling stock through waterless country. These difficulties are however, gradually being overcome, the former by the introduction of the practice of "dipping," and the latter by adding to the number of wells on the various stock-routes and the creation of stock reserves. Horses thrive well. Buffaloes thrive in the coastal districts, but their number has been greatly reduced by indiscriminate shooting for the sake of the hides, of which 9,309 were exported during 1929-30.

The estimated number of live stock in the Territory in the last five years is given in the table hereunder:—

NORTHERN TERRITORY.—LIVE STOCK, 1925 TO 1929.

Year.	Horses.	Cattle.	Sheep.	Pigs.	Goats.	Camels.	Donkeys.	Mules.
1925 ..	46,380	970,342	8,030	382	21,859	452	1,113	280
1926 ..	42,801	863,597	6,407	343	22,318	410	1,062	413
1927 ..	40,108	835,390	9,589	292	20,103	402	1,137	499
1928 ..	37,452	768,751	7,635	407	16,499	603	1,112	496
1929 ..	33,703	711,607	11,803	359	9,247	707	779	492

The stock in 1929 was distributed between North Australia and Central Australia as follows :—

Area.	Horses.	Cattle.	Sheep.	Pigs.	Goats.	Camels.	Donkeys.	Mules.
North Australia..	23,698	648,782	400	339	3,433	153	213	441
Central Australia..	10,005	62,825	11,803	20	5,814	554	566	51

3. Mining.—(i) *General*. Alluvial gold-digging in the Northern Territory commenced in 1869, and up to the end of 1880 gold to the value of £79,022 had been produced. In 1881 the gold production reached its maximum, the value for that year being £111,945. During the following years it fluctuated considerably, but as long as the alluvial deposits lasted the output was satisfactory. In the transition period from alluvial to reef mining the industry declined considerably. The production of metals other than gold has suffered from vagaries of prices, and from the disadvantages of high cost of transport and of white labour. The year 1928-29 showed a considerable increase in the production of mica and a corresponding decrease in tin ore. The only mineral produced in Central Australia was mica, but the opening of the railway to Alice Springs is expected to give a fresh impetus to gold mining.

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

**NORTHERN TERRITORY.—VALUE OF MINERAL PRODUCTION,  
1925-26 TO 1929-30.**

Year.	Gold.	Tin Ore.	Silver-Lead Ore.	Copper Ore.	Mica.	Tantalite.	Total Value all Minerals.
	£	£	£	£	£	£	£
1925-26 .. ..	593	15,852	447	60	2,132	..	19,084
1926-27 .. ..	468	18,754	379	..	2,596	8	22,205
1927-28 .. ..	431	10,828	22	..	3,280	65	14,626
1928-29 .. ..	552	6,958	79	..	10,548	207	18,344
1929-30 .. ..	57	3,345	1,685	589	6,099	1,013	16,657

(a) Including Wolfram £3,867 and Bismuth £2.

(iii) *Coal and Mineral Oil*. Five licences for mineral oil and coal were in existence in 1928-29, covering an aggregate area of 5,000 square miles. No prospecting for oil was carried on during the year.

4. *Pearl, Trepang, and Other Fisheries*.—In 1884 mother-of-pearl shell was discovered in the harbour of Port Darwin. Difficulty in working, principally through heavy tides and muddy water, retarded the development of the industry for many years. During 1929-30, 32 boats were operating, employing 82 Japanese divers, 59 diver's tenders, a large number of Timorese boat hands, and a few aboriginals. The year's output was 600 tons of saleable, valued at £84,000, compared with 204 tons in the previous year. The territorial waters teem with fish, but the hope of establishing a salt and dried fish trade has not materialized. In the procuring of trepang, three boats and four persons, beside aboriginals, were engaged.

## § 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, Official Year Book No. 22.

### § 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 1925–26 to 1929–30 is given hereunder :—

#### NORTHERN TERRITORY.—VALUE OF DIRECT OVERSEA TRADE, 1901 AND 1925–26 TO 1929–30.

Items.	1901.	1925–26.	1926–27.	1927–28.	1928–29.	1929–30.
	£	£	£	£	£	£
Imports .. ..	37,539	34,168	36,814	30,387	32,069	37,874
Exports .. ..	29,191	35,902	29,786	29,265	53,720	58,471
Total .. ..	66,730	70,070	66,600	59,652	85,789	96,345

The principal items of overseas export in 1929–30 were cattle, £22,209; pearl-shell, £27,837; trepang, £2,882.

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

#### NORTHERN TERRITORY.—SHIPPING, 1925–26 TO 1929–30.

Period.	Arrivals.		Departures.	
	No. of Vessels.	Tonnage.	No. of Vessels.	Tonnage.
1925–26 .. ..	48	118,478	49	118,665
1926–27 .. ..	50	126,735	50	126,999
1927–28 .. ..	54	125,533	45	121,451
1928–29 .. ..	61	129,997	48	129,218
1929–30 .. ..	52	126,004	47	125,925

The foregoing figures are exclusive of particulars of coastwise shipping. During 1929–30, 33 vessels of 771 tons net were entered as coastwise.

### § 8. Internal Communication.

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

The Northern line from Adelaide terminated at Oodnadatta, about 100 miles south of the southern boundary of the Territory, but has recently been extended to Alice Springs, an addition of 292 miles. The line from Darwin to Katherine River, about 200 miles, has been extended as far as Birdum, 316 miles from Darwin. 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), and on 1st January, 1926, the control of the line was transferred to the Commonwealth Railways Commissioner. (See under Federal Railways.)

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

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

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

### § 9. Finance.

1. **Revenue and Expenditure, 1929-30.**—In the Commonwealth finance statements separate accounts are given for Northern Territory administration. Receipts and expenditure for 1929-30 are given below:—

#### REVENUE AND EXPENDITURE.—NORTHERN TERRITORY, 1929-30.

REVENUE.	£	EXPENDITURE.	£
Customs and Excise ..	8,307	Administrative Staff ..	89,350
Postal, Telegraph, and Telephone ..	11,149	Northern Territory Railways	254,263
Darwin-Katherine River Railway ..	31,291	Interest and Sinking Fund, Northern Territory Loans..	424,871
Central Australia Railway ..	104,725	New Works, Artesian Bores, Roads, etc. ..	15,445
Territorial ..	712	North Australia Commission	66,459
Land and Income Tax ..	4,034	Miscellaneous ..	63,485
Lighthouses and Light Dues..	817		
North Australia Commission	38,812		
Miscellaneous ..	26,713		
Deficiency on year's transactions ..	687,313		
<b>Total ..</b>	<b>913,873</b>	<b>Total ..</b>	<b>913,873</b>

2. **Northern Territory Debt.**—The items making up the total debt of the Territory as at 30th June, 1930, are as follows:—

	£	£
Debt at date of transfer to the Commonwealth,		
1st January, 1911 ..		3,931,086
Redeemed under Commonwealth Loan Acts ..	2,358,212	} 2,818,962
Redeemed from Consolidated Revenue ..	460,625	
Redeemed from Sinking Fund ..	125	
<b>Balance, 30th June, 1930 ..</b>		<b>1,112,124</b>

In addition, the balance of the Port Augusta—Oodnadatta Railway Loans taken over from South Australia amounted at the same date to £921,046, making a total of £2,033,170.

### THE FEDERAL CAPITAL TERRITORY.

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

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

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

The administration of the Territory entered upon a new phase when the Federal Capital Commission, consisting of three members appointed by the Government took over the control of its affairs at the beginning of 1925 in accordance with the provisions of the *Seat of Government (Administration) Act 1924*. This Act was amended in 1926 with the object of further defining the powers and functions of the Commission. A new Act in 1928 provided that the third Commissioner should be elected by the people of the Territory. (See Year Book No. 22, p. 596.) The Act under which the Commission was constituted was repealed by the *Seat of Government (Administration) Act 1930*. The new Administration provided for the general control of the Territory by the Minister for Home Affairs, with the assistance of the Department of Public Health in health matters, the Department of Works in the operation of the engineering services and in the construction of works, and the Attorney-General's Department in the administration of the Courts, Police and Probate, and the Registration of Titles. Subsequently an Advisory Council was established by an Ordinance under the Act.

The Advisory Council consists of:—the Secretary, Department of Home Affairs; the Director-General of Health; the Secretary, Department of Works and Railways; the Civic Administrator; and three residents of the Territory elected for two years.

The Civic Administrator is responsible for a Branch of the Department of Home Affairs which deals with the general administration of the Territory, subject to the specific services being undertaken by the other Commonwealth Departments mentioned.

4. *Progress of Work.*—The general progress of the work of construction up to the time when the Territory was taken over by the Commission was outlined in Year Book No. 18. Later progress made under the Commission is described in Year Book No. 22, p. 597.

Structures completed in 1930 comprised the Australian Institute of Comparative Anatomy with laboratories and accommodation for a museum of Australian fauna; the Institute for Scientific and Industrial Research; a public bath; and a small number of additional residential buildings.

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

As considerable portions of the Territory lands are not required in connexion with the establishment of the city, large areas have been leased under special improvement conditions in regard to the extermination of noxious weeds and the destruction of rabbits and other noxious animals. The lands are classified into three grades of agricultural and three grades of grazing land. About 279,032 acres, comprising 442 leases in 267 holdings, are at present held under lease for periods varying from quarterly tenure to 25 years.

Regarding auction sales of city leaseholds see Year Book No. 22, p. 599.

Eight leases for church purposes have been granted under the *Church Lands Leases Ordinance 1924–27*, which require the lessees to submit a definite building programme within a specified period, and a further five leases have been granted for church and scholastic purposes under the *Leases (Special Purposes) Ordinance 1925–29*.

The total number of leases granted under the City Areas Leases Ordinance, not including surrendered leases, at the end of the financial year 1929–30 was 303, representing a capital value of £179,520. During the year 33 new leases were granted. The number of business and residential blocks surrendered to or determined by the Commonwealth to the end of the year was 192.

Under the terms of the *City Area Leases Ordinance 1924–29*, each block is leased for a period of 99 years at a rental of £5 per centum per annum of the unimproved capital value as assessed by the Commonwealth or bid at auction.

(ii) *Land at Jervis Bay.* The Commonwealth has acquired from the State of New South Wales sovereign rights over the area comprising about 28 square miles of land and water at Jervis Bay for possible use as a port in connexion with the Federal Capital. The Royal Australian Naval College was established in this area on a site known as Captain's Point, but was removed in 1930 to Flinders Naval Base. Portions of the remaining lands have been leased.

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

The railway terminus is situated in the area known as Kingston.

A direct and convenient passenger service is in operation connecting Canberra with Sydney and Melbourne, and trains leave both cities for Canberra daily except Saturdays. Improved facilities for goods traffic have also been provided.

A trial survey of the Canberra—Jervis Bay line has been completed, and plans prepared to enable an estimate of the cost of the line to be obtained, but no action in regard to this project is contemplated at present.

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

7. *Population.*—The census return of population on the 30th June, 1930, was 8,493 in the Federal Capital Territory and 348 in Jervis Bay Territory, or a total of 8,841 persons.

8. *Live Stock.*—The live stock, according to the latest return, comprises :—

Horses	..	..	..	895
Cattle	..	..	..	5,541
Sheep	..	..	..	212,942

9. *Educational Facilities.*—Arrangements have been made with the New South Wales Education Department to continue for the time being the administration of education in the Territory, the expenditure involved being refunded annually to the State. There are twelve schools in the Territory, including one at Jervis Bay. The largest of these is Telopea Park Intermediate High School, which is situated on the south side of the city area. It has accommodation for 1,000 scholars, and its curriculum provides a standard of education comparable in range of subjects with that provided at the best of the Government High Schools in New South Wales, thus permitting scholars to qualify for entrance to the Universities.

The School also provides for Junior Technical, Commercial, and Trades School Branches, as well as Evening Commercial and Matriculation Classes.

The Trades School, which is excellently equipped, supplies the necessary training for apprentices and journeymen who are desirous of improving their respective trade qualifications.

Provision at the School has also been made for Domestic Science and Dressmaking Sections.

An Infants' School, to accommodate 450 children, has been erected on the north side of the city, where for the present scholars of the primary standard on the north side of the river are being catered for. Apart from two other smaller schools in the temporary section of the city settlement, the balance are small rural schools serving the needs of leaseholders settled in the Territory.

Reference to the establishment of a University College at Canberra will be found in Chapter IX., Education, herein.

There are at present three private schools in the Territory. The Canberra Grammar School for boys under the direction of the Council of the Monaro Grammar School, St. Gabriel's Church of England Grammar School for Girls, and St. Christopher's Convent—all of which provide for primary and secondary education.

10. Finance.—(i) *Financial Year 1930-31.* Receipts and Expenditure for the financial year 1930-31 are given in the table hereunder.

FEDERAL CAPITAL TERRITORY.—RECEIPTS AND EXPENDITURE, 1930-31.

Receipts.		Expenditure.				
Items.	£	Items.	Capital.	Mainten- ance.	Other.	Total.
			£	£	£	£
Rents .. ..	103,290	Cottages, Buildings, &c. .. ..	70,008	17,159	..	87,167
Rates .. ..	8,206	Public Utilities—				
Electricity ..	46,001	General (a) ..	17,830	79,258	..	97,088
Motor Registration and Fees .. ..	7,089	Other (b) .. ..	7,884	39,226	..	47,110
Water Charges ..	3,174	Advances under Hous- ing Ordinance ..	42,203(e)	..	..	42,203
Hotels .. ..	103,092	Alleviation of Distress ..	..	..	27,017	27,017
Transport and Bus Service .. ..	29,037	Education .. ..	..	..	22,338	22,338
Hospital .. ..	2,587	Hotels — Working Expenses .. ..	..	..	104,720	104,720
Miscellaneous ..	12,413	Transport and Bus Service .. ..	..	..	30,302	30,302
		Hospital .. ..	..	..	14,947	14,947
		Interest and Sinking Fund .. ..	..	..	371,063	371,063
		Administrative .. ..	..	..	59,579	59,579
		Miscellaneous—Police, Fire Brigade, etc. ..	..	..	22,663	22,663
Total Receipts ..	314,899	Total Expenditure	137,925(d)	135,643	652,629	926,197

(a) Includes Roads, Bridges, Water Supply, Sewerage, etc. (b) Includes Parks and Gardens, Forestry, etc. (c) Includes advances made in previous year, £21,832. (d) Less Sale of Stores, £24,848.

(ii) *From Date of Selection of Site to 30th June, 1930.* The total receipts and expenditure from the date of selection of site to the 30th June, 1930, were as follows:—

FEDERAL CAPITAL TERRITORY.—RECEIPTS AND EXPENDITURE TO  
30th JUNE, 1930.

Receipts.		Expenditure.	
Items.	Amount.	Items.	Amount.
	£		£
Loans and Advances (a) ..	6,220,299	Acquisition of Lands ..	899,107
Rents .. ..	947,555	Engineering Works ..	3,567,753
Hotel and Liquor Receipts ..	498,318	Architectural Works ..	3,525,573
Revenue from Local Govern- ment and State under- takings .. ..	504,421	Other Capital Expenditure	301,608
Receipts from Sundry Debtors, Sale of Goods, Transport, etc. . .	697,789	Maintenance and Adminis- tration .. ..	3,386,060
		Other .. ..	12,588
Total Receipts ..	8,868,382	Total Expenditure ..	11,692,689

(a) To 30th April, 1930. On 1st May, 1930, all services were taken over by various Government Departments, which entailed a complete change in the method of financing Governmental activities within the Territory.

The sources from which the expenditure has been made are shown in the statement hereunder :—

£	£
Receipts as above .. 8,868,382	<i>Less</i> —Credits in Trust Fund at
Initial Liability of the	30th June, 1930 . . . . . 3,243
Federal Capital Com-	Interest paid to Treasury,
mission .. .. . 2,966,600	but subsequently taken
Expenditure on Parlia-	as a repayment of Ad-
ment House and	vances .. .. . 190,621
Railways at 31st	Repayment to Treasury of
December, 1924, not	Loans under Housing
taken over by Com-	Ordinance made from
mission .. .. . 177,438	Treasury Funds .. .. . 66,591
Expenditure, May and	Loans under Housing
June, 1930, from Loan	Ordinance .. .. . 107,607
Fund .. .. . 39,007	368,062
Expenditure over	107,607
Receipts, May and	368,062
June, 1930, from	
Consolidated Revenue	
9,324	
12,060,751	Expenditure as above..11,692,689

**NORFOLK ISLAND.**

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

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

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

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

3. Administration.—In 1856 the island was created a distinct and separate settlement under the jurisdiction of New South Wales. In 1896 it was made a dependency under the Governor of that Colony. In 1913, however, the Federal Parliament provided for the taking over of the island as a territory of the Commonwealth, and since the 1st July, 1914, the island has been administered by the Department of Home and Territories, through an Administrator and Chief Magistrate. (See also Official Year Book No. 22, p. 604.)

4. Population.—The population on 30th June, 1930, was 517 males and 425 females, a total of 942. In the year 1929–30, 18 births, 14 deaths, and 9 marriages were recorded.

5. Live Stock.—The latest returns of live stock show that in 1929 there were on the island 1,590 cattle, 645 horses, 279 sheep, and 65 pigs. In addition, there were 5,772 head of poultry. The number of cattle has since declined.

6. **Production, Trade, etc.**—The soil throughout is rich, and is specially suitable for the cultivation of citrus fruits, bananas, and (in parts) coffee. The banana industry is making progress and about 26,000 cases were shipped in 1929–30, as compared with about 25,000 cases during the preceding year. Various other sub-tropical fruits thrive well. During 1929–30, the export of oranges was 378 cases; passion fruit and pulp, 1,092 cases; lemon juice, 171 casks; and lemon peel, 15 cases; mixed fruit, 806 cases; potatoes, 802 cases. 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 whaling has now practically ceased. The preserved fish industry which was established some years ago has been abandoned; although such fish as trevalla, kingfish, schnapper, and many others, are plentiful. The "all-red" cable from Great Britain via Vancouver, Fanning Island, and Fiji, bifurcates at Norfolk Island, one line connecting with New Zealand, the other with Brisbane. A monthly steamship service between Norfolk Island and Sydney is carried on by Burns, Philp and Co. A regular steamship service with Auckland, previously maintained by the New Zealand Government, was terminated in 1930; and the island has in consequence lost a convenient market for some of its produce, as well as the income derived from tourists from the Dominion.

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

NORFOLK ISLAND.—IMPORTS AND EXPORTS, 1925–26 TO 1929–30.

Heading.	1925–26.	1926–27.	1927–28.	1928–29.	1929–30.
	£	£	£	£	£
Imports .. ..	18,882	27,869	42,756	55,894	46,776
Exports .. ..	6,156	13,578	19,254	33,027	32,255
Total .. ..	25,038	41,447	62,010	88,921	79,031

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. A Parents and Citizens' Association has been formed in connexion with the school, and a school-paper is printed. The number of scholars enrolled at the end of 1930, was 144. There is one private school, which at the end of last year had twenty pupils.

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

8. **Finances.**—The receipts and expenditure for the year 1929–30 were as follows:—

NORFOLK ISLAND.—RECEIPTS AND EXPENDITURE, 1929–30.

Heading.	Receipts.	Heading.	Expenditure.
	£		£
Brought forward .. ..	4,505	Salaries .. ..	6,474
Commonwealth Subsidy .. ..	4,000	Miscellaneous .. ..	2,989
Tariff Collections in Sydney .. ..	3,805	Purchase of Liquor .. ..	3,607
Sale of Liquor .. ..	4,517	Balance carried forward .. ..	5,454
Miscellaneous .. ..	1,697		
Total .. ..	18,524	Total .. ..	18,524

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

## PAPUA.

## § 1. General Description.

1. **Early Administration.**—Particulars of the early administration of Papua were given in Official Year Book No. 19, p. 576, but owing to limitations of space have not been included herein.

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. The Territory is now under the administration of the Commonwealth, but not included within it, and is divided into magisterial districts.

3. **Area, etc.**—Papua lies wholly within the tropics. The northernmost point touches 5° S. latitude; its southernmost portion, comprising Sudest and Rossel Islands, lies between 11° S. and 12° S. latitude. It is separated from Australia by Torres Strait. The length of Papua from east to west is upwards of 800 miles; towards either end the breadth from north to south is about 200 miles, but about the centre it is considerably narrower. The Territory comprises also the islands of the Trobriand, Woodlark, D'Entrecasteaux and Louisiade groups. The length of coast-line is estimated at 3,664 miles—1,728 on the mainland, and 1,936 on the islands. The total area is about 90,540 square miles, of which 87,736 are on the mainland, and 2,754 on the islands. A reference to the physical characteristics of the Territory appears in previous issues of the Official Year Book (see No. 18, p. 633).

## § 2. Population.

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

## WHITE POPULATION OF PAPUA, 1926 TO 1930.

YEAR ENDED 30TH JUNE.

1926.	1927.	1928.	1929.	1930.
1,452	1,366	1,428	1,523	1,525

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

It is not possible to give exact data regarding the number of natives, because a large area of the interior is not yet under Government control. The official estimate is 275,000. Such censuses of the native population as have been taken during recent years point to a slight increase. The coloured population, other than Papuans, numbered on 4th April, 1921, 577, and included many mission teachers from Samoa, Fiji, and other Pacific Islands. On the same date, half-castes, with one of the parents a European, totalled 158. An Immigration Restriction Ordinance prohibits the immigration of persons who fail to pass the dictation test, or who are of bad character, or likely to become a charge upon the public. Exemptions may, however, be granted by the Lieutenant-Governor to persons of special skill required for employment as overseers or foremen.

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

1. **Native Labour.**—Information regarding the conditions connected with the employment of native labour will be found in Official Year Book No. 22, p. 607. Particulars for the five years ended June, 1930, are given in the table hereunder:—

#### PAPUA.—NATIVE LABOUR, 1926 TO 1930.

Year ended 30th June—	Natives Engaged.	Natives paid Off.						
		Number.	Wages Paid.		Average Annual Wage per Native.			
			£	s.		d.		
1926 .. .. .	6,716	6,317	63,082	17	5	9	19	8
1927 .. .. .	5,566	6,666	62,086	12	8	9	6	4
1928 .. .. .	6,485	6,269	62,246	17	2	9	18	7
1929 .. .. .	5,355	5,101	50,736	0	0	9	18	11
1930 .. .. .	5,476	5,820	57,262	15	4	9	16	9

The average number of natives under contract of service in 1930 was 7,274, as compared with 6,729 in the foregoing year. Approximately 1,379 were employed as free and casual labourers. Hitherto the supply of native labour has been sufficient to meet the demand. The smaller numbers employed in 1929 and 1930 were due to a fall in rubber and copra prices, a slump in mining, and decline of the *bêche-de-mer* industry.

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

The taxes collected in 1929–30 amounted to £16,524, of which £4,431 was transferred to the Native Education Fund, and £9,821 to the Native Benefit Fund. The Native Education Fund during the year 1929–30 disbursed to primary and technical education £5,062 and to agricultural education £1,509, leaving a credit balance of £27,941. From the Benefit Fund the expenditure included:—Anthropology £838, health £7,395, village improvements £168, family bonuses £1,499.

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

4. **Health.**—During the year natives to the number of 1,443 were admitted to the native hospitals in Port Moresby and Samarai. The chief complaints treated were yaws, ulcers, lung affections, and gonorrhoea. Two travelling medical officers and five European medical assistants were employed, and native medical assistants are being trained by them. Two qualified doctors and a number of nurses are now employed by mission societies, and these have assisted greatly in improving the health of the natives. The work done consisted chiefly of dealing with cases of yaws by means of the latest arsenical drugs, the distribution of hookworm treatment, the treatment of the common skin disease *timea imbricata*, and the control of venereal diseases. Out of an average of 7,274 native labourers employed by Europeans, 79 died, as compared with 57 during the previous year. This is equal to a death rate of a little over 1 per cent.

### § 4. Land Tenure.

1. **Method of Obtaining Land.**—Information under this heading is given in Official Year Book No. 22, p. 608, but limitations of space preclude its repetition in the present volume.

2. Holdings.—(i) *General.* On the 30th June, 1930, the lands of the Territory were held as follows :—

## PAPUA.—HOLDINGS, 1930.

Description.	Area.
	Acres.
Land held by the natives .. ..	56,926,407
Crown land .. ..	814,598
Freehold land .. ..	22,934
Leasehold land .. ..	181,661
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 area of land held under lease during each of the last five years is shown in the table below :—

## PAPUA.—LEASEHOLDS, 1925-26 TO 1929-30.

Year ended 30th June ..	1925-26.	1926-27.	1927-28.	1928-29.	1929-30.
Land held under lease .. acres (as recorded)	186,966	169,956	170,427	180,685	181,517

Of the total area of 181,517 acres shown above, agricultural leases accounted for 164,842, pastoral leases for 15,070, special leases for 866, mission leases for 531, and other leases for 208 acres.

The area of land acquired by the Crown in 1929-30 was 243 acres.

The total area surveyed in the Territory is 21,694 acres of freehold, and 297,673 acres of leasehold.

## § 5. Production.

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

2. *Agriculture.*—(i) *Soil and Rainfall.* The physical features of Papua are favourable to agriculture. Rich soils at varying elevations, and heavy and evenly distributed rainfall favour the cultivation of a variety of tropical products including sugar cane, coconuts, sago palm, bread fruit, dyewoods, spices, ginger, nutmegs, bananas, and other fruits. There are large areas of rich alluvial and volcanic soils along the coast, and fertile land is found at elevations up to 6,000 feet. Heavy rainfalls occur, except over a belt of country which runs back from the coast to the hills, and which has its dry season from May to November. This "dry" area is admirably suited for the production of tobacco, fibres, cotton, etc. There are 23 meteorological stations throughout the Territory, and an economic museum and agricultural library have been established.

(ii) *Plantations.* On 31st December, 1929, there were 331 plantations. Agricultural settlement has been mostly in the Central and Eastern Divisions, and the area planted was 59,487 acres, as against 60,136 in 1928. The principal plantation crops are coconuts, rubber, and sisal hemp. There is also some cultivation of bowstring hemp, kapok, coffee, tobacco, cotton, vanilla, cocoa, tapioca, cinnamon, tea, rice, and maize. The natives are compelled by an ordinance to plant coconuts for food supply. In addition to the coconuts in these plantations, many more are planted over small and widely scattered areas by the older natives in accordance with custom. A recently promulgated ordinance, the *Native Plantations Ordinance*, is an attempt at establishing plantations in which the Government and the natives are joint partners. The following table shows the areas under the different cultures at the end of December, 1929 :—

PAPUA.—AREA OF PLANTATIONS, 1929.

Description.	Area.
	Acres.
Coconuts .. .. .	49,072
Rubber .. .. .	9,012
Hemp .. .. .	250
Kapok .. .. .	55
Coffee .. .. .	98
Cotton .. .. .	320
Other cultures (including fruit trees) .. .. .	680
Total .. .. .	59,487

The quantities of copra and rubber exported during the year ended 30th June, 1930, were :—Copra, 11,693 tons ; rubber, 764 tons. There has been a slight increase in the acreage under coconuts and rubber. The acreage under hemp shows a considerable decline.

(iii) *Government Plantations.* There are two Government plantations, the Orangerie Bay coconut plantation, and the Kemp Welch rubber plantation. The profits from these plantations in 1929-30 were £992, as against £2,812 in 1928-29.

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

4. *Live Stock.*—On 31st December, 1929, the live stock in the Territory consisted of 709 horses, 6,754 head of cattle, 136 mules, 16 donkeys, 3,135 goats, and 655 pigs. A Government stud-farm established for the breeding of horses has been closed. The introduction of rabbits, foxes, hares, and monkeys is prohibited.

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

6. *Mining.*—(i) *Variety of Minerals.* Minerals have been found over a wide range of country. Those discovered so far are—gold, copper, tin, lead, zinc, cinnabar, iron, osmiridium, gypsum, manganese, sulphur, graphite, chromite, brown coal, lignite, and petroleum. The existence of petroleum has been traced at scattered intervals over a large area.

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

(ii) *Gold.* In 1888 the first gold was discovered, and the search gradually spread over every division, finds being reported wherever the explorers went. The yield in 1923-24 was the lowest recorded since 1895; it then improved, and last year shows a slight increase on the previous year.

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

## PAPUA.—GOLD YIELD, 1925-26 TO 1929-30.

1925-26.		1926-27.		1927-28.		1928-29.		1929-30.	
Quantity.	Value.	Quantity.	Value.	Quantity.	Value.	Quantity.	Value.	Quantity.	Value.
fine ozs. 6,388	£ 27,135	fine ozs. 6,150	£ 26,124	fine ozs. 1,704	£ 7,240	fine ozs. 1,025	£ 6,901	fine ozs. 2,368	£ 10,059

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, 1930, was £1,757,536.

(iii) *Copper.* Owing to the very low prices ruling for copper in the world's market, the copper mines in Papua have suspended operations. The total value of the copper exported to the 30th June, 1929, was £366,489.

(iv) *Osmiridium.* The existence of osmiridium had been known for several years, but for some time no serious attempt was made to collect it, the alluvial gold miner formerly picking out the larger slugs of the metal from his gold parcel and throwing them away. The production in 1929-30 amounted to 29 ozs., valued at £500.

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

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

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

## § 6. Finance, Trade, Postal and Shipping.

1. *Finance.*—The principal sources of revenue were as follows :—Commonwealth Grant, £42,000; Customs and Excise, £51,454; Government Plantations, £8,290; Fees of Office, £6,722; Land Revenue, £4,900; Post Office, £3,483; Port and Wharfage Dues, £3,171; and Miscellaneous, £13,668.

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

## PAPUA.—LOCAL REVENUE AND EXPENDITURE, 1925-26 TO 1929-30.

Item.	1925-26.	1926-27.	1927-28.	1928-29.	1929-30.
	£	£	£	£	£
Revenue .. ..	116,367	111,508	107,052	93,751	107,266
Expenditure .. ..	157,203	167,727	158,964	152,949	151,874

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, 1925-26 TO 1929-30.

Particulars.	1925-26.	1926-27.	1927-28.	1928-29.	1929-30.
	£	£	£	£	£
Imports .. ..	470,774	455,904	403,561	361,271	373,918
Exports .. ..	685,896	454,462	350,363	337,365	324,775
<b>Total Trade ..</b>	<b>1,156,670</b>	<b>910,366</b>	<b>753,924</b>	<b>698,636</b>	<b>698,693</b>

The decrease in the value of exports is due to a fall in prices for copra and rubber, and to the closing down of the copper mines.

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

PAPUA.—PRINCIPAL EXPORTS, 1925-26 TO 1929-30.

Article.	1925-26.	1926-27.	1927-28.	1928-29.	1929-30.
	£	£	£	£	£
Bêche-de-Mer .. ..	10,205	16,193	14,907	11,833	6,381
Copper Ore .. ..	201,732	35,799	208	..	194
Copra .. ..	204,097	186,837	194,019	214,051	176,485
Cotton .. ..	4,866	824	59	415	167
Gold .. ..	22,320	29,115	6,364	6,767	10,632
Hemp .. ..	7,695	33	..	..	3
Osmiridium .. ..	1,500	430	550	375	500
Pearls .. ..	13,249	8,968	827	1,861	11,422
Pearl Shell and Trochus Shell .. ..	14,317	7,576	12,086	9,058	10,975
Rubber .. ..	194,849	156,274	102,158	46,816	50,640
Natural History Specimens .. ..	13	..	14	776	64

3. **Shipping.**—The following table shows the number and tonnage of oversea vessels entered and cleared at ports during the years 1925-26 to 1929-30. All the vessels except two were of British nationality.

PAPUA.—OVERSEA SHIPPING, 1925-26 TO 1929-30.

Year.	Vessels.	Tonnage.
1925-26 .. ..	115	129,553
1926-27 .. ..	143	226,948
1927-28 .. ..	159	226,784
1928-29 .. ..	171	184,946
1929-30 .. ..	180	228,391

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

### § 7. Progress of Papua.

As already stated (§ 1, *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 1930.

Items.	Year ended 30th June—	
	1907.	1930.
White population .. .. .	690	1,525
Native labourers employed .. .. .	2,000	7,274
Armed constabulary .. .. .	185	250
Village constables .. .. .	401	1,161
Territorial revenue .. .. .	£21,813	100,349
Territorial expenditure .. .. .	£45,335	151,874
Value of imports .. .. .	£87,776	373,918
Value of exports .. .. .	£63,756	324,775
Area under lease .. .. . acres	70,512	181,661
Area of plantations .. .. . acres	1,467	59,487
Meteorological stations established .. .. .	3	22
Gold yield .. .. . fine ounces	12,439	2,368
Live stock in Territory —		
Horses .. .. .	173	709
Cattle .. .. .	648	6,754
Mules .. .. .	40	136

### THE TERRITORY OF NEW GUINEA.

#### § 1. General Description.

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), 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 follow:—

#### AREA OF TERRITORY OF NEW GUINEA.

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

Information regarding physiography and climate will be found in Official Year Book No. 22, p. 613. A map of the territory was published in Year Book No. 16, p. 665.

#### § 2. 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.**—The Mandate in accordance with which the Territory of New Guinea is administered by the Commonwealth was issued by the League of Nations in December, 1920. The terms of the Mandate appear 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, and 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.**—*Official Year Book No. 19*, p. 586, contains an account of the establishment of Civil Government in the Territory. Owing to considerations of space, however, the information is not repeated here.

5. **Expropriation.**—The Treaty of Peace provided that German nationals resident in her former colonies might be repatriated; and that the property rights and interests of German nationals in former colonies might be retained and liquidated by the Allies, the proceeds being credited to Germany in part payment of the reparation payable by her under the Treaty. In pursuance of these powers, in September, 1920, the property of the principal German companies in the Territory, and in March, 1921, that of a large number of German planters, was vested in the Public Trustee. (See *Year Book No. 17*, p. 631.) In 1926 and 1927 these plantations were transferred to private owners.

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

For administrative purposes the Territory is divided into eight Districts. They are as follows:—New Britain, comprising New Britain and adjacent islands; on the Mainland—Morobe, Madang, Aitape, and Sepik; New Ireland, comprising New Ireland, Lavongai and adjacent islands; Manus, comprising the Admiralty Group; and Kieta, the former German portion of the Solomon Islands. Each district is under a District Officer, assisted by a small staff.

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

8. **Reports to the League of Nations.**—Ten 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, 1930.

### § 3. Population.

1. **White Population.**—The increase in the white population at various intervals since 1885 is shown in the appended tabulation. On 4th April, 1921, it was 1,288, of whom about 250 were missionaries, and 262 were persons engaged in administration. 715 were British subjects, and nearly all the remainder were nationals of former enemy countries. On 30th June, 1930, the number of Europeans was about 2,850.

#### TERRITORY OF NEW GUINEA.—WHITE POPULATION. 1885 TO 1930.

Year.						Number.
1885	..	..	..	..	..	64
1927	..	..	..	..	..	1,800
1928	..	..	..	..	..	2,400
1929	..	..	..	..	..	2,600
1930	..	..	..	..	..	2,850

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

About ten years later, Chinese were brought from China to the Protectorate; in 1911 there were 555; in 1914, 1,377; in 1921, 1,424 and in June, 1930, about 1,240.

In 1895 there were 2 Japanese in the Protectorate; in 1911 there were 25; in 1914, 103; in 1921, 87, and in June, 1930, 45 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 1929-30 the births of Chinese exceeded the deaths by 23, but departures exceeded arrivals by 38. The number of Japanese also showed a slight decline.

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

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

The following table shows the number enumerated in 1929-30.

**TERRITORY OF NEW GUINEA.—NATIVE POPULATION, 1929-30 (EXCLUSIVE OF INDENTURED LABOURERS).**

District.	Children.			Adults.			Totals.		
	Males.	Females.	Persons.	Males.	Females.	Persons.	Males.	Females.	Persons.
Aitape ..	12,701	9,662	22,363	20,458	19,028	39,486	33,159	28,699	61,849
Kieta ..	8,490	6,761	15,251	11,322	12,314	23,636	19,812	19,075	38,887
Madang ..	10,885	8,540	19,425	18,242	16,933	35,175	29,127	25,473	54,600
Manus ..	3,001	2,850	5,851	3,893	4,323	8,216	6,894	7,173	14,067
Morobe ..	12,135	10,163	22,298	17,428	18,800	36,228	29,563	28,963	58,526
New Britain ..	17,602	14,965	32,567	24,642	24,358	49,000	42,244	39,343	81,587
New Ireland ..	8,273	6,569	14,842	11,202	12,432	23,634	19,475	18,941	38,416
Sepik ..	3,702	3,146	6,848	7,087	8,138	15,225	10,789	11,254	22,073
Totals ..	76,789	62,616	139,405	114,274	116,326	230,600	191,063	178,942	370,005

The total native population in the Territory is estimated roughly at about 520,000. Whether the number is increasing or decreasing cannot yet be ascertained with certainty. The number of natives indentured as labourers, mostly for plantation work, on 30th June, 1930 was 30,130, compared with 30,325 in the previous year.

#### § 4. The Natives.

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

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

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

4. **Education.**—The education of the natives was provided for in the "Education Ordinance of 1922" under which the Administrator was authorized to establish schools, grant money therefor, prescribe instruction, and arrange for the training of teachers and other matters. Simultaneously a Native Education Trust Fund was inaugurated, over which the Administrator was given control, and for the benefit of which he was empowered, within certain limits, to levy taxes on the natives and on employers of native labour. The expenditure on native education in 1929-30 was £14,227. Though the natives are liable to pay education tax, none has been collected since 1922-23, whereas a considerable sum annually is obtained from a tax levied on employers of native labour.

In 1929 the Under-Secretary for Education in Queensland visited the Territory to advise regarding educational matters and his reports have been accepted as the basis of future educational policy. During the year ended 30th June, 1930, the following schools were maintained by the Administration :—Native elementary schools, Rabaul and Kavieng ; native technical school, Rabaul ; native agricultural school, Keravat. In addition there is a school for Europeans at Rabaul. (See Year-Book No. 17, p. 635.)

A considerable amount of educational work is carried out by the missions, the schools maintained being of three classes—(a) elementary schools in villages ; (b) intermediate boarding schools at head-quarters ; and (c) high schools and technical schools. At the end of June, 1930, the various missions maintained 1,431 schools, employing 246 European teachers, 4 Asiatic and 1,452 native teachers. The pupils numbered 38,800.

The missions also conducted schools for Chinese children in Rabaul and Kavieng.

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

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

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

The Health Department in Rabaul possesses :—(i) a staff of medical officers and orderlies, including travelling doctors ; (ii) Native Hospitals at Government stations and sub-stations (its staff also supervises hospitals on plantations) ; (iii) a laboratory ; (iv) training system for natives as medical orderlies ; (v) scheme of distribution of medical necessaries ; (vi) two leper-stations ; and (vii) undertakes the general oversight of sanitary conditions. A scheme for the establishment of a series of Infant Welfare Centres amongst the natives is in process of development.

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

### § 5. Land Policy.

1. **Acquisition of Land.**—A short account of the modes of acquiring land appears in Official Year Book No. 19, p. 590, but considerations of space preclude its repetition herein.

2. **Land Policy of the Present Administration.**—The Land Ordinance 1922–28 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 until 1927 were controlled by the Expropriation Board. Reference to the leasehold system in force will be found in Official Year Book 18, page 648.

A total area of 267,387 hectares (about 650,000 acres) had been alienated up to the 30th June, 1930. The area alienated in 1929–30 was 7,586 hectares (about 18,700 acres).

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

### § 6. Production.

1. **General.**—The natives have been described as a people of peasant proprietors, and everywhere they practise a crude form of agriculture. Their gardens and groves afforded but a small amount of produce for oversea trade, and the exports of the Protectorate grew only as European plantations were made, and natives were employed to work them. In recent years scientific methods of cultivation have been adopted, and production is being greatly accelerated thereby.

2. **Agriculture.**—(i) *General.* Under the supervision of the Director of Agriculture, soil analyses have been undertaken in different parts of the Territory, experimental stations have been founded, and an agricultural school has been established, where natives are being trained in tropical agriculture. A laboratory and a herbarium have been established, an entomologist engaged, and travelling inspectors appointed for the purpose of combating plant pests. Experiments are being carried on with a variety of crops; these, in conjunction with the *Papua and New Guinea Bounties Act* 1926, and the preference given by the Commonwealth Tariff to certain produce grown in the Territories have greatly stimulated tropical agriculture.

(a) *Coconuts.* Coconut-growing is by far the most important industry in the Territory. The present low price of copra has temporarily checked further expansion, but last year's export showed an increase of 3,397 tons on previous year's figures. The desiccated coconut industry is progressing, and there are now three factories operating.

(b) *Tobacco.* This crop has been cultivated with success at Astrolabe Bay in North-East New Guinea, and in the Bismarck Archipelago. Tobacco of high quality, rivalling the best Sumatra leaf, has been produced.

(c) *Cotton*. In 1924-25 the Government obtained 1,615 lb. of cotton seed, and cultivation was tried at the experimental stations as well as by private planters, including a few natives.

(d) *Sisal Hemp*. There was a steady although small export of sisal hemp in German times. The quantity exported in 1913 was 10 tons, but there was no export later.

(e) *Cocoa*. Cocoa has been successfully grown, principally at Vitu (French Islands); in 1913, 137 tons were exported. The export in 1929-30 amounted to 91 tons.

(f) *Coffee*. The cultivation of coffee for export has been commenced; but progress is slow.

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

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

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

(ii) *Area of Plantations*. The area of plantations and the principal crops grown thereon are shown in the table hereunder for the year ended 30th June, 1930. The figures are exclusive of native plantations. (One hectare equals 2.4711 acres).

## TERRITORY OF NEW GUINEA.—PLANTATIONS, 30th JUNE, 1930.

Particulare.	Government. Plantations.	Privately owned Plantations.	Total.
Area of Holdings .. .. . hectares	1,599	172,832	174,431
Area Cleared .. .. . "	940	86,779	87,719
Area Cleared and Planted .. .. . "	796	81,983	82,779
Coconuts—			
Area Planted .. .. . hectares	764	79,383	80,147
Area Bearing .. .. . "	606	64,146	64,752
Cocoa—			
Area Planted .. .. . hectares	..	647	647
Area Bearing .. .. . "	..	356	356
Coffee—			
Area Planted .. .. . hectares	14	47	61
Area Bearing .. .. . "	..	6	6
Kapok—			
Area Planted .. .. . hectares	..	..	110
Area Bearing .. .. . "	..	..	2
Native Food (a) .. .. . hectares	31	2,490	2,521
Other Crops .. .. . "	..	1,097	1,097

(a) Native food of all kinds is mostly grown between young coconut palms not yet in bearing.

The area of plantations at various periods from 1885 to 1930 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 1930.

Year.	Total Area.	Area under Coconuts (including Area not in Bearing).
	Acres.	Acres.
1885 .. .. .	148	(a)
1895 .. .. .	2,152	(a)
1911 .. .. .	58,837	51,510
1914 .. .. .	84,941	76,845
1924 .. .. .	179,163	172,373
1930 .. .. .	204,555	198,051

(a) Not recorded.

3. **Live Stock.**—There is little natural pasture in the Territory, but the coconut plantations are now of a sufficient area to maintain numerous live stock, the stock being depastured on the indigenous grasses growing between the rows of trees. In 1930 there were 964 horses, 15,119 cattle, 1,327 sheep, 6,705 goats, and 5,792 pigs (exclusive of the large number of pigs kept by the natives). (See also Official Year Book No. 16, page 677.)

4. **Timber.**—An investigation of the timber resources of the Territory has been made by the Commonwealth Forestry Adviser, and a report in connexion therewith was published in 1926. According to this report, while offering no prospects of immediate gain to large saw-milling interests, the Territory possesses forest potentialities of a high order. The timber required for house and ship-building and for other purposes is mostly obtained locally. In North-East New Guinea the Neuendettelsauer Mission and the Holy Ghost Mission both possess up-to-date saw-milling plants, while most of the timber required in the Archipelago is supplied by the Sacred Heart Mission's saw-mill, and by a privately owned mill, both at the eastern end of New Britain.

The Timber Ordinance 1922 provides for the issue of permits and licences to cut timber. Timber growing on native lands cannot be acquired by private purchasers directly from the natives, but must be obtained through the Administration. A royalty is to be paid on all timber exported. Twenty-one timber permits were issued in 1929-30, and 1,111,920 super. feet of timber were cut.

5. **Fisheries.**—The wealth of the waters of the Territory has so far been little exploited. Fish is caught at many places along the coast to supply the small local demand of the natives and of the few resident Europeans. Pearl-shell is exported in fair quantities, while trepang, trochus-shell, and tortoise-shell also figure amongst the exports. The value of marine products exported in 1929-30 was £24,848, compared with £27,485 in the previous year.

6. **Mining.\***—Except for gold there has been little mining in the Territory, and knowledge of the mineral resources is as yet but scanty. Gold has been discovered on the Waria, the Ramu, the Francisco, and the Markham Rivers, etc. Rich gold was discovered in the Morobe District in 1926: the field is not very extensive and is situated 60 miles inland. Communication has been established with the coast by a regular aeroplane service. 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 magnesite 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.

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

The following table shows the quantity of gold exported, and its value during the last five financial years:—

Year.	Quantity.	Value.
1925-26 .. .. .	10,067	25,169
1926-27 .. .. .	84,760	195,428
1927-28 .. .. .	113,874	256,216
1928-29 .. .. .	79,748	179,433
1929-30 .. .. .	42,819	96,338

By the Mining Ordinance of 1923, private companies incorporated or registered in the Territory, two-thirds of whose shares are held by British subjects, became eligible to engage in prospecting and mining for mineral oil and coal. On the 30th June, 1930, 3 licences to search for mineral oil were in force.

### § 7. 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 1930.

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
1925-26 .. .. .	568,339	1,105,158	1,673,497
1926-27 .. .. .	660,753	1,079,855	1,740,608
1927-28 .. .. .	811,832	1,471,026	2,282,858
1928-29 .. .. .	869,514	1,146,112	2,015,626
1929-30 .. .. .	878,450	997,335	1,875,785

The import values are exclusive of money and Government stores. In 1929-30 the imports were distributed as follows:—From Australia, £292,147; United Kingdom, £178,527; America, £107,667; China, £27,740; Germany, £54,390; Japan, £23,103; India, £51,050; Burma, £68,338; Dutch East Indies, £24,864; other countries, £54,190.

2. **Principal Items of Imports.**—From Australia the principal items of imports are foodstuffs and beverages, tobacco, apparel, foot-wear, textiles, machinery, hardware, building material, etc.; from the United Kingdom textiles, apparel, machinery and hardware, whisky; from America petrol, kerosene, motor vehicles and lubricating oil, tobacco; from India rice and sacks; from Burma rice; from China rice and textiles; from Germany textiles, machinery and hardware, beverages, fancy goods, wood and wicker manufactures, motor vehicles and sewing machines; from Japan, textiles and cement.

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, 1925-26 TO 1929-30.

Commodity.	1925-26.	1926-27.	1927-28.	1928-29.	1929-30.
	£	£	£	£	£
Copra .. .. .	10,16,930	849,852	1,176,040	933,769	864,358
Cocoa .. .. .	6,510	3,500	3,859	3,816	3,074
Stone and Ivory Nuts .. .. .	456	152	..	153	77
Trepang .. .. .	8,246	13,750	11,259	4,440	6,360
Shell .. .. .	47,434	17,000	23,436	22,695	18,410
Tortoise Shell .. .. .	413	173	216	350	78
Gold .. .. .	25,169	195,428	256,216	179,433	96,338
Desiccated Coconut .. .. .	..	..	..	1,456	8,640
<b>Total</b> .. .. .	<b>1,105,158</b>	<b>1,079,855</b>	<b>1,471,026</b>	<b>1,146,112</b>	<b>997,335</b>

4. Exports of Copra and Cocoa.—The next table shows the quantities of these items exported during the last five years:—

TERRITORY OF NEW GUINEA.—EXPORTS OF COPRA AND COCOA,  
1925-26 TO 1929-30.

Commodity.	1925-26.	1926-27.	1927-28.	1928-29.	1929-30.
	Tons.	Tons.	Tons.	Tons.	Tons.
Copra .. .. .	45,806	47,613	65,285	60,435	63,832
Cocoa .. .. .	113	65	73	72	53

Most of the copra is shipped direct to European and American ports.

5. Banks.—There are two banks operating in the Territory, the Commonwealth Bank of Australia, and the Bank of New South Wales.

### § 8. Shipping and Communication.

1. General.—A subsidized mail service between the Territory and Australia is maintained by Burns, Philp and Co. Ltd. Rabaul is included as a port of call in a service between New Caledonia and the East Indies provided by a Dutch shipping company. Shipping within the Territory is regulated by the *Coastal Vessels Regulations*, 1920, and the *Wharfage and Berthage Regulations* made during the Military Administration of the Territory.

2. Oversea Tonnage in 1929-30.—The number and net tonnage of oversea vessels which entered and cleared the Territory during the year 1929-30 are shown hereunder:—

TERRITORY OF NEW GUINEA.—SHIPPING, 1929-30.

Nationality.	Vessels Entered.		Vessels Cleared.		Total.	
	Number.	Tonnage.	Number.	Tonnage.	Number.	Tonnage.
American .. .. .	3	7,287	3	7,287	6	14,574
British .. .. .	52	97,249	50	95,416	102	192,665
Danish .. .. .	2	5,474	2	5,474	4	10,948
Dutch .. .. .	4	8,240	4	8,240	8	16,480
French .. .. .	12	31,599	12	31,599	24	63,198
German .. .. .	6	5,568	6	5,568	12	11,136
Japanese .. .. .	3	801	3	801	6	1,602
Norwegian .. .. .	2	5,520	2	5,520	4	11,040
Totals .. .. .	84	161,738	82	159,905	166	321,643

Country from which Entered or for which Cleared.	Vessels Entered.		Vessels Cleared.		Total.	
	Number.	Tonnage.	Number.	Tonnage.	Number.	Tonnage.
Australia .. .. .	36	73,450	24	42,772	60	116,222
Batavia .. .. .	..	..	4	8,240	4	8,240
Caroline Islands .. .. .	3	801	3	801	6	1,602
China .. .. .	11	18,814	10	14,723	21	33,537
France .. .. .	6	15,838	14	38,541	20	54,379
Malay States .. .. .	2	3,261	1	3,222	3	6,483
New Caledonia .. .. .	12	30,481	7	18,732	19	49,213
New Hebrides .. .. .	1	2,612	1	2,612	2	5,224
New Zealand .. .. .	1	1,195	..	..	1	1,195
Ocean Island .. .. .	..	..	1	1,920	1	1,920
Papua .. .. .	1	25	1	45	2	70
Solomon Islands .. .. .	5	655	5	655	10	1,310
United Kingdom .. .. .	2	6,118	2	5,462	4	11,580
United States of America .. .. .	4	8,488	9	22,180	13	30,668
Total .. .. .	84	161,738	82	159,905	166	321,643

3. **Local Shipping.**—A service between Rabaul and the various outports not visited by the mail steamers is maintained by small steamers and motor craft.

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 installations at the out-stations.

5. **Communication by Air.**—The discovery of gold in New Guinea has resulted in great aviation activity in the vicinity of the gold-fields. On account of the mountainous country and dense undergrowth between the coast and the gold-fields the task of transporting food and stores to the fields and of bringing the gold to the seaboard by land is an irksome and costly process. The fields are situated about 60 miles inland from Salamaua, and whereas aircraft cover the distance in approximately an hour, the nature of the country is such that a journey by other means occupies more than a week. (See Chapter VII.—Transport and Communication.)

### § 9. Revenue and Expenditure.

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

#### TERRITORY OF NEW GUINEA.—REVENUE, 1928-29 AND 1929-30.

Heading.	1928-29.	1929-30.
	£	£
Revenue from Taxation (direct and indirect) ..	233,969	222,687
Revenue from Public Services and undertakings ..	56,724	38,305
Other receipts .. .. .	60,274	75,654
Grant by Commonwealth Government .. .. .	..	2,996
	350,967	339,642

2. **Expenditure.**—The expenditure for the financial year 1929-30 was distributed as follows:—

#### TERRITORY OF NEW GUINEA.—EXPENDITURE, 1929-30.

Secretary and Central Administration .. .. .	£18,153	Trade and Customs .. .. .	£15,358
Justice .. .. .	4,837	Agriculture .. .. .	11,265
Treasury .. .. .	26,731	Public Health .. .. .	65,453
Audit .. .. .	4,477	District Services .. .. .	106,058
Lands and Survey .. .. .	27,701	Miscellaneous .. .. .	4,578
Native Affairs, Police, and Prisons .. .. .	15,237		
Public Works .. .. .	56,434	Total	356,312

## NAURU.

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

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

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

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

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

4. **Population.**—Figures for population from 1926 to 1930 on 1st April in each year are given hereunder:—

## NAURU.—POPULATION, 1926 TO 1930.

Population.	1926.	1927.	1928.	1929.	1930.
Europeans .. ..	117	115	131	134	147
Chinese .. ..	822	761	1,051	1,099	1,110
Nauruans (a) .. ..	1,251	1,266	1,297	1,365	1,411
Other South Sea Islanders	27	21	20	16	16

(a) The natives of Nauru are Micronesians.

5. *Health.*—There is no malaria, but cases occur of other diseases known in the Pacific. Venereal disease is rare, but at the end of 1930, 251 cases of leprosy were under treatment. An area has been set apart for the segregation of lepers, and the latest methods of treatment are applied to cope with the disease. Two hospitals are maintained on the island, one by the Administration for Nauruans, and one by the 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. Dysentery, both amœbic and bacillary, is endemic. The usual steps have been taken by the authorities to improve the water supply and to provide efficient sanitation generally. Four baby clinics have 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 five districts and at the leper station. Previously education had been looked after by the Missions subsidized by the Government. A school for European children is presided over by a teacher on loan from the Education Department of Victoria who also supervises educational matters generally. The curriculum is similar to that of corresponding schools in Australia, and the teaching is, as far as possible, wholly in English. Education is compulsory between the ages of six and sixteen. After the termination of ordinary school attendance, twelve months are devoted to technical training. Officers from the Missions visit the schools to give religious and moral training. The scholars in 1930 numbered 22 Europeans and 311 Nauruans. Educational classes for adults have been inaugurated.

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

8. *Phosphate Deposits.*—(i) *General.* From 1906 to 1919 the deposits were worked by the Pacific Phosphate Company, which also worked the deposits on Ocean Island (about 165 miles east of Nauru and part of the Gilbert and Ellice Islands Colony administered by the Colonial Office). The quantity 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.

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 five years 1925–26 to 1929–30 exports were as follows:—

NAURU AND OCEAN ISLAND.—EXPORT OF PHOSPHATES, 1925–26 TO 1929–30.

Year.	Total.	To Australia.	To New Zealand.	To United Kingdom.	To other Countries.
		Tons.	Per cent.	Per cent.	Per cent.
1925–26 .. ..	393,032	69.76	24.97	..	5.27
1926–27 .. ..	594,825	77.96	22.04	..	..
1927–28 .. ..	501,908	75.20	24.80	..	..
1928–29 .. ..	575,390	75.38	24.62	..	..
1929–30 .. ..	499,456	74.74	25.26	..	..

From Nauru alone, during the calendar year 1930, the export was 271,255 tons, of which 217,945 tons went to Australia, and 53,310 tons to New Zealand.

(iii) *Accounts of Commission.* A statement for the five years ended June, 1930, is given hereunder.

NAURU AND OCEAN ISLAND.—SALES OF PHOSPHATES, 1925-26 TO 1929-30.

Receipts from Sales of Phosphate, etc.	1925-26.	1926-27.	1927-28.	1928-29.	1929-30.
	£	£	£	£	£
Receipts from sales, etc. ..	611,654	780,070	666,992	736,420	648,165
F.o.b. cost, including interest on capital, sinking fund, etc. ..	607,256	720,439	659,122	698,056	645,987

The amount due by the Commission to the partner Governments for purchase money and other capital sums was £3,666,457 on 30th June, 1921, and at 30th June, 1930, this had been reduced to £3,371,175. The contribution to the sinking fund paid by the Commission provides for interest at 6 per cent. and extinction of the capital sum in 50 years from 1st July, 1920.

(iv) *Employees.* Apart from a limited number of Europeans and a few Pacific Islanders, the employees are Chinese engaged under a three years' contract. A few Nauruans are from time to time employed, but they are not partial to sustained labour of any kind.

9. *Trade.*—Information regarding imports and exports for years 1926 to 1930 is appended herewith:—

NAURU.—IMPORTS AND EXPORTS, 1926 TO 1930.

Heading.	1926.	1927.	1928.	1929.	1930.
	£	£	£	£	£
Imports .. ..	104,117	82,650	240,229	101,692	143,416
Exports—	tons.	tons.	tons.	tons.	tons.
Phosphate .. ..	274,935	318,185	318,845	326,125	271,255
Copra .. ..	117	263	181	..	..

10. *Revenue and Expenditure.*—The revenue and expenditure of the Administration during the years 1926 to 1930 were as follows:—

NAURU.—REVENUE AND EXPENDITURE, 1926 TO 1930.

Heading.	1926.	1927.	1928.	1929.	1930.
	£	£	£	£	£
Revenue .. ..	16,424	17,041	19,903	19,936	18,992
Expenditure .. ..	13,963	17,243	18,267	17,860	15,532

Of the revenue in 1930, £6,448 was royalty on phosphate, £4,486 consisted of Customs receipts, £1,802 of capitation taxes, and £778 of harbour dues. The total credit balance on the 31st December, 1930, amounted to £21,331.

## CANBERRA PAST AND PRESENT.\*

1. **Introductory.**—Canberra is the capital city of a continent, notable amongst other things as being the first in history committed to a policy of exclusive occupation by white people. When it is remembered that it is only 143 years since the colonization of Australia was inaugurated by Captain Arthur Phillip with a little more than 1,000 persons at Sydney Cove on the shores of Port Jackson; when it is remembered, moreover, that it is only 111 years since the first white man saw Canberra and the Federal Capital Territory, it is difficult to realize that this short period has been marked by the birth of a nation, finally symbolized by the establishment in May, 1927, of the component parts of that nation in a federal capital city. The occupation of Canberra begins a new era, during which Australia, owing to its geographical position with respect to the Pacific Ocean, may exert an increasing influence in world politics.

2. **Discoveries by Early Explorers.**—(i) *Difficulties Encountered.*—It is probable that, at the present time, more than nine-tenths of the continent are fully explored; it is thus difficult to realize that, for 25 years after Captain Phillip landed in Port Jackson, knowledge of the country inland was restricted to an area of about 1,500 square miles situated within a radius of about 30 miles of the site of the first settlement at Sydney Cove. The smallness of the known area was due to what were regarded as impassable natural barriers, i.e., on the north, the Hawkesbury River and the barren country on its left bank; on the west, the Blue Mountains, forming portion of the Great Divide extending throughout the length of the continent from Cape York to Cape Howe; and on the south, the gorges and barren country about the upper watershed of the Nepean River and the lower watershed of the Wollondilly River and their respective tributaries. The southern barrier, however, was penetrated and the Moss Vale district reached in 1798, but no settlement resulted.

(ii) *Passage of the Blue Mountains.* In May and June, 1813, the passage of the Blue Mountains was accomplished by the discovery of one of the only two possible routes, over the main Divide near the latitude of Port Jackson. Within a few months, the passage of the Blue Mountains was followed by the discovery of the Bathurst Plains, the Macquarie River, and the fertile country to the west of the mountains.

(iii) *The Southern Barrier.* During the next four years, the "Southern Barrier" was again crossed, and, in 1817, Charles Throsby explored the country near Moss Vale and Sutton Forest, and penetration southerly towards the site of Canberra began. In 1818, Throsby and James Meehan, Deputy Surveyor-General, sought an overland route to Jervis Bay. After being entangled in the gorges of the Shoalhaven River, the party divided near Marulan. Throsby reached Jervis Bay, but Meehan, who failed, made other valuable discoveries. He followed the highlands west of the Shoalhaven River, and discovered Lake Bathurst, and, during his return journey traversed the fertile Goulburn Plains. In 1819, Throsby and John Rowley discovered a route connecting the Bathurst and Goulburn Plains, thus effecting the passage of the main Divide in a more southerly latitude.

(iv) *Development following on Discovery.* These discoveries were rapidly followed by settlement. In 1815, a road was constructed across the Blue Mountains to Bathurst Plains, and, in 1820, a road to Goulburn Plains, which lie within 60 miles of Canberra. The natural boundaries which had defied conquest for 25 years, were passed, and the development of the vast interior of Australia was commenced.

The immensity of the task of the pioneers in overcoming these initial natural obstacles and making possible the extension of settlement thereby can be fully realized only by those conversant with the country in its natural state. It must be remembered that the pioneers were not experienced bushmen used to Australian conditions. They were immigrants from the well-settled counties and the small holdings of England, Scotland and Ireland. But they came of sturdy British stock, and the tasks they accomplished would redound to the credit of the most experienced Australian bushman.

\* By Dr. F. Watson, Gunzahleen, Canberra.

3. **Discoveries by Throsby and Wild.**—(i) *General.* The two outstanding figures in the discovery of the Federal Capital Territory were Charles Throsby and Joseph Wild, each in his own way a typical example of the virile pioneers of the Australian nation.

Charles Throsby, who was an educated Englishman, arrived in Australia in 1802 as a naval surgeon at the age of thirty-one years. He joined the colonial medical establishment, and, in 1804, was appointed to the settlement at Newcastle, four months after its foundation. In the following year, he was made commandant of that settlement, and held the position until for health reasons he resigned in 1809. For the next eight years, he lived in retirement on his land grant near Liverpool. As already noted, in the year 1817 he made his first exploring tour, and penetrated through the Bargo brush to the country near Moss Vale and Sutton Forest. In successive following years, he discovered the overland routes to Jervis Bay and the Bathurst Plains via Moss Vale. In 1819, he became the first land holder in the southern districts by forming a stock station (now known as Throsby Park) on the Wingiecarribee River near Moss Vale. After exploring the Territory, he settled on his land grants and became one of the first non-official members in the nominee Legislative Council in 1825. He died in 1828. He was successful as a surgeon, as an administrator, as an explorer, as a pioneer grazier, and as a pioneer legislator. Such varied phases in life were typical of the adaptability of many of the early pioneers.

Joseph Wild was illiterate, but, by instinct, a natural bushman and a natural observer. He was born in the year 1759, and was employed by Charles Throsby and participated in all Throsby's explorations. Wild was of sturdy physique, retaining his vitality to a great age. He was fifty-eight years of age at the date of Throsby's first exploring tour, and had reached eighty-eight when he was killed by a wild bull near the Wingiecarribee swamps.

When the road to Goulburn Plains was under construction in the year 1820, Throsby was charged with the general supervision, and Wild acted as overseer.

From the aborigines, Throsby learned that there was a large lake, which they called Wee-ree-waa, near Lake Bathurst, (known to them as Bundong) which had already been discovered by Meehan; that, about two days' journey from this lake, there was a large river, which they called Murrumbidgee; that this river communicated with the sea a long distance to the southward; and that its waters were tidal.

In August, 1820, Throsby sent Joseph Wild and two men of the road party to search for the lake. On the 19th of August, Throsby parted from these men 40 miles in advance of the road construction party, and, in the afternoon of the same day, Wild reached the lake at its northern end. During the ensuing two days, he and his two companions followed the eastern shore, and camped for the night of the 21st on Turallo creek, near Bungendore, at the southern end of the lake. On the following day, Wild ascended Gibraltar mountain and discovered "Snowy Mountains to the S.W.," the first recorded glimpse by a white man of a part of the highest ranges in Australia. During the night of the 22nd, with his capacity for close observation, he noticed that the waters of the lake fell 6 inches, the first recorded observation of a daily rise and fall of the water level in the lake. He returned with his companions to the road construction camp on the Wollondilly River six days later.

In the following October, Governor Macquarie and J. T. Bigge, who held a Royal Commission to inquire into the condition of the Colony, visited the lakes. On the 27th of October, Macquarie, Bigge and their attendants encamped on the east side of the newly-discovered lake near Mount Ellenden or Governor's Hill, and, on the following day, Macquarie named it Lake George in honour of His Majesty King George III. Throsby accompanied Macquarie during his tour, and, whilst the party were at Lakes Bathurst and George, proceeded in advance and endeavoured to discover the Murrumbidgee River. In this he was unsuccessful; but he discovered the Yass River, or Boongaroon as the aborigines called it, and probably visited the north-eastern portion of the Federal Territory.

The zest for discovery continued, and Governor Macquarie forthwith decided to send a party, with provisions for one month, to discover the Murrumbidgee River. Wild was at once selected, together with James Vaughan, a constable, and Charles Throsby Smith. The last-mentioned, who was a nephew of Charles Throsby, kept the journal.

The detailed instructions given to these men by Charles Throsby are of interest on account of the deductions implied therein. The men were ordered to proceed to Lake George and thence to the Yass River at the spot visited by Throsby and Vaughan in October; to follow the river down "until you meet the tides way"; and then to observe "how long the ebb tide continues longer than the flood". They were provided with acid to test for limestone. Throsby rightly assumed that the Yass River was a tributary of the Murrumbidgee, and that the latter river could be recognized by the "tides", if the reports of the aborigines had been correct.

On the 2nd December, 1820, Wild and his companions were camped at the southern end of Lake George. On the following day, they travelled along the western side of the lake, ascended the steep hills on that side at or near Geary's Gap, and camped for the night on Shingle House Creek. Owing to heavy rain, they remained at this camp for the next day. On the 5th, they arrived at the Yass River near the site of old Gundaroo, and following the river down camped on the reach running westward below the modern Gundaroo. Here they caught five fish "like the Bathurst fish" (Murray cod). In the morning of the 6th, they followed the river for some miles, and, finding it running in a north-west direction and having caught more fish of a similar kind, they presumed it was the Lachlan and decided to turn back. Although their deduction was incorrect, it is remarkable that, during their journey, they were not more than 3 or 4 miles from the head waters of the Lachlan. In the afternoon of the 6th, they travelled across country and returned to and camped at the Yass River near old Gundaroo.

(ii) *Description of First Visit to Site of Canberra.* The narrative of the first visit by white men to the site of Canberra is recorded in their journal as follows:—

Thursday, 7th December, 1820.

"Time,  $\frac{1}{2}$  past 6. Course, S.b.W. 3 miles;  $\frac{1}{4}$  past 7, S.W. 9 miles; 11 a.m., S.S.E. 12 miles.

"At daylight, calm and cloudy. Set out thro' a fine forest country for 3 miles, ascending a Stony Range, Iron Stone and Barren Scrubby timber, Stringy Bark, Gum and Box; from this Range we had a view of some clear grassy hills, bearing N. by West, Distant about 8 miles.

"Crossed a chain of ponds, rather indifferent country.

"Ascending a Stony Range, Barren and Scrubby; at 11, on top of the hill; some beautiful clear plain in sight, bearing S. by E.; an extensive chain of mountains running S.S.E. and N.N.W.\*; thick hazy wr. with light showers of rain occasionally. We then descended the range into a scrubby country for about half a mile, then into a most beautiful forest country, gentle hills and valleys, well watered by streams, and a fine rich Black Soil. Came on to one of the plains we saw at 11 o'clock. At half past 1, came to a very extensive plain, fine Rich Soil and plenty of grass. Came to a Beautiful River† that was running thro' the plains in a S.W. direction, by the side of which we slept that night. When we made the Hut this evening, we saw several pieces of stone that had been burnt by all appearances. I then examined some of it, which proved to be limestone. We then went along the Banks of the River, and found immense quantities of the same sort, some of which I have preserved as a specimen; this Evening caught 3 fish of the same kind we caught before; throughout the Night, Calm and Cloudy.

Friday, 8th December, 1820.

"At Daylight, cloudy wr., Wind E. Myself and Vaughan set out down the River in a S.W. direction for the purpose of ascertaining which way the waters went; at 10 o'clock we ascended a very high hill from the top of which we had an extensive view all round; and, finding the waters still continue to run in a S.W. direction, we declined going down the River. We then returned to the hut, and staid for the Night; the Banks of the River on both sides, the whole of the way we went which was a distance of near 10 miles, is a most beautiful forest as far as we could see, thinly wooded by Gums and Bastard Box, the tops of the Hills stony and Stone Sand, but in the valleys a fine Rich Soil; the banks of this River is flooded about 30 feet perpendicular. At Noon, hot sultry wr., saw several natives' fires at a distance, the first I have seen since I left the New Country; this afternoon myself and Wild went about 5 miles up the East part of the plains by the side of the River, and found 2 Branches, the one coming from the N.E., and the other from the Southward. Throughout the night, fine and clear."

\* *Marginal note on original.*—"This agrees with my own observations and with the accounts of the natives, under which mountains they say a river runs to the S.E.—C. THROSBY."

† *Marginal note on original.*—"This river or stream is called by the natives Yeal-am-bid-gie; its situation and course perfectly agrees with my observations, when at Lake George.—C. THROSBY."

It is evident that, on the 7th, Wild and his companions crossed the low ridge of hills which separates the watersheds of the Yass and Molonglo Rivers. From one of these hills, they observed the Canberra Plains, and, after crossing these plains, camped somewhere near Duntroon. In the evening, they discovered the deposits of limestone, which gave the first name to the district—Limestone Plains. In the following morning, Smith and Vaughan went down the river and ascended "a very high hill", presumably Black Hill, where they saw the river running south-west past Yarrolumla. In the afternoon, Wild and Smith travelled up the river to the site of Queanbeyan, "and found 2 Branches, the one coming from the N.E. (i.e., the Molonglo) and the other from the southward (i.e., the Queanbeyan)."

On the 9th December, Wild and his companions, the discoverers of Canberra, travelled direct to the southern end of Lake George where they had camped seven days previously, and returned thence to the settled districts.

(iii) *Discovery of the Murrumbidgee.* Charles Throsby was still determined to discover the Murrumbidgee, and, with two companions, left Throsby Park near Moss Vale in March, 1821, for this purpose. He was successful in locating the river; but it is difficult to determine the precise locality of the discovery, as a personal letter and not his journal is alone available. It is certain, however, that he travelled over the site of Canberra; that he traced the Molonglo River towards its junction with the Murrumbidgee; and that he discovered the Murrumbidgee, probably, a little below Point Hut crossing.

4. *Explorations by Currie, Ovens and Wild.*—The adventurous quest for knowledge of the country characteristic of the pioneers was again evident in the final major exploration of the Territory. This expedition was undertaken by a naval captain named Mark John Currie, and the brigade-major and captain of the 74th regiment, named John Ovens, both of whom were untrained in bushcraft. In May, 1823, accompanied by Joseph Wild, they left Throsby Park to explore the country south of Lake George. On the 31st May, they camped on the river near the site of Queanbeyan. On the following day, they crossed the Limestone Plains; discovered a small plain which they named Isabella's Plain (now known as Tuggeranong) in honour of the daughter of Governor Sir Thomas Brisbane; arrived at the Murrumbidgee River; and, after ascending its right bank, being unable to cross, camped somewhere near Tharwa. During the following five days, they travelled southerly, more or less parallel with the Murrumbidgee River; crossed the Unaralla River under the impression that it was the Murrumbidgee; and, on the 6th June, discovered the fertile plains which they called Brisbane Downs, but which are now known as the Monaro Plains.

The epoch of discovery closed with this expedition, and was followed immediately by the epoch of pioneer settlement.

5. *Pioneer Settlers in the Capital Territory.*—The Federal Capital Territory was first settled by men whose names are linked with many important events in Australian and English history, including the arrival of the First Fleet in 1788. The outstanding figures in the first twenty years were J. J. Moore, Robert Campbell, G. T. Palmer, John Macpherson, Sir Terence A. Murray, and James Ainslie.

Moore, who arrived in Australia in 1816 with his brother-in-law, Judge Advocate Sir John Wylde, was a retired lieutenant of the 14th Regiment of Foot, and had served at the battle of Waterloo. In 1824, he became the first Prothonotary of the Supreme Court of New South Wales.

Campbell was the second son of the last laird of Ashfield in Scotland. In 1798, he settled in Australia, became the first merchant, and built up large mercantile and shipping interests. In 1825, he became one of the first non-official members in the nominee Legislative Council, and held his seat until the final dissolution of that Council in 1843. He died at Duntroon in 1846. During his active life, he was probably the most trusted colonist and the greatest philanthropist in the community.

Palmer was a retired lieutenant of the 61st Regiment of Foot, and had served in Egypt at the time of the battle of the Nile. His father, John Palmer, arrived in 1788 with Captain Phillip in the First Fleet, and was for many years Commissary of the Colony.

Macpherson arrived in Australia in 1825 with his father, a retired army officer. As a reward for the capture of a bushranger, he was promised a land grant.

Murray arrived in Australia in 1827 with his father, a captain in the 48th Regiment of Foot. He became the first elected member for the district in 1843, and served continuously in different branches of the New South Wales legislature until his death in 1873. During this lengthy service, he was knighted, and, at different times, held office as Auditor-General, Secretary for Lands and Works, Speaker of the Assembly, and President of the Council.

Ainslie had been a trooper in the Scots Greys at the battle of Waterloo, where he was severely wounded in the head by a sabre cut. He was overseer for Robert Campbell, and was eccentric, his idiosyncrasy being probably resultant on his injury.

6. **Initiation of Grazing.**—After the conquest in 1813 and succeeding years of the barriers which had limited the extension of settlement, the abundance of natural pasture in the newly discovered areas was a powerful attraction to graziers, and the practice was adopted of forming a grazing station without permit or licence on vacant Crown lands. In some districts, such a station might be held by the same grazier undisturbed for many years. The first settlement at Canberra and in the Territory was a stock station, formed in this way at Acton by employees of John Joshua Moore, probably about the end of the year 1824. Moore, however, was not permitted to hold this area for any length of time. The rapidity with which the land on the Limestone Plains and neighbourhood was granted, purchased, or promised, indicates that its value was realized at an early date. During the years 1826–27, therefore, Moore purchased 1,000 acres at 5s. an acre, and erected thereon the building now used as the police station for Canberra. He subsequently purchased an additional 742 acres.

In 1825, Robert Campbell was granted land to the value of £1,000, and live-stock to an equal value as compensation for the loss of his ship “Sydney” in 1806, off the coast of New Guinea, when under charter to the Government. James Ainslie, his overseer, took delivery of 700 sheep from the Government flocks at Bathurst; overlanded them via Yass to the Territory; settled on the south-eastern slopes of Mount Pleasant; and formed Duntroon. A few years later, Campbell’s claim that the land was valued excessively at 5s. an acre was admitted; the value was reduced to 4s., and he was given an additional 1,000 acres to complete the compensation awarded. Less than eighteen months after Ainslie settled at Duntroon, Campbell obtained permission to purchase 5,000 acres on the south bank of the Molonglo River opposite Duntroon, and he thus became the first large landed proprietor in the Territory.

Within a few years of the formation of Moore’s station at Acton, almost the whole of the land on Limestone Plains and a large proportion of the area in the neighbourhood were allotted to private holders.

George Thomas Palmer acquired a large area at Ginninderra, and 2,000 acres at Jerrabomberra, which had been promised to his father, were granted to him after his father’s death.

John Macpherson’s reward grant of 640 acres was located on the spurs of Black Hill and was named Springbank.

In partnership with Thomas Walker, Terence Aubrey Murray acquired 2,560 acres, which formed the nucleus of the Yarrolumla estate, and on which Murray erected the homestead where he resided.

About the end of the year 1836, Charles Sturt was staying at Yarrolumla, recuperating from the privations endured during his exploration of the Murrumbidgee and Murray Rivers from Jugiong to Lake Alexandrina. He there received a notice requiring the early selection of his reward grant of 5,000 acres. He forthwith selected an area between the Molonglo and Murrumbidgee Rivers and the Ginninderra Creek, and this grant was named Belconnel. Soon after, Sturt sold this grant to Charles Campbell, a son of R. Campbell.

So rapidly was the land alienated that, when he criticized the land administration after a visit to the Limestone Plains in 1834, John Lhotsky, the German naturalist, said :—“More especially the disposition of land is loudly claiming attention, if an Agrarian Law in some shorter or longer period is to be avoided. With regard to Limestone, this is now too late, the whole plains belonging by grant or purchase to a few (although very worthy) land-holders.”

7. **Early Social Conditions.**—During the early years of settlement, conditions were primitive. The nearest post office was at Inverary, a few miles from Bungonia and about 60 miles from Canberra. The principal occupation was grazing; and, there being no fences, the sheep were shepherded, and the country side was dotted with shepherds’ huts. Even the homesteads were primitive; and, in 1834, Lhotsky described the cottage at Duntroon as the last house south of Sydney with windowpanes. Labour, principally as shepherds, was provided by convicts under the system of assignment, and the supervision of the properties was left to overseers.

Within five years of its first settlement, the district became infested with gangs of armed bushrangers, who were absconding convicts and who existed by robbery and plunder. In 1828, a gang of six bushrangers was captured, the two leaders Tennant and Ricks, by Campbell's overseer, Ainslie, and Moore's overseer, Cowan, respectively, and four were tried and hanged. Large forces of military and mounted and foot police were frequently required to maintain order; but the convict type of bushranger was not suppressed until after the abolition of transportation and the extension of settlement in the forties.

Notwithstanding the primitive and disturbed conditions, the isolation, the entire want of social intercourse, and the absence of medical aid, John Macpherson and his wife began to reside at Springbank on the slopes of Black Hill about the year 1832, and he was the first educated resident land owner in the Territory. In 1834, his son, John Alexander, was born at Springbank, and this son became Premier of Victoria in 1869-1870, and Chief Secretary in 1875-1877.

Within five years many land owners followed the example of Macpherson. Palmer took up residence at Ginninderra, Murray at Yarrolumla, and Charles Campbell, the third son of R. Campbell, at Duntroon. In 1837, C. Campbell married the eldest daughter of G. T. Palmer, and initiated the long series of inter-family marriages characteristic of the district.

At this time, 1836, the population consisted half of convicts and half of free men. The two magistrates were Palmer, at Ginninderra, and Murray, at Yarrolumla; and, at these two homesteads, punishments were inflicted. In 1837, however, a resident magistrate was appointed, a doctor settled, a post office was established at Queanbeyan, and conditions began rapidly to improve.

**8. Early Economic Conditions.**—The economic conditions during the first twenty years of settlement were indicated by Charles Campbell and J. F. Murray, a brother of T. A. Murray, who had obtained the grant of Woden, in their evidence before a Select Committee in 1843. During the consideration of the Masters and Servants Act, Murray stated that the relations between master and servant were good in and about the district of Limestone Plains, whereas the reverse was generally the case in other parts of the Colony. Campbell indicated the methods adopted by graziers in the district. He stated that sheep farming was remunerative, provided that a price of seven shillings a head could be obtained. The sheep were shepherded, and each station required a large staff of employes. On Duntroon and the adjoining station, 50 or 60 shepherds and watchmen were employed at wages of £20, £22 and £24 a year and rations, or a cost of about £1,200 a year apart from rations. Campbell advocated the settlement of the employes on each station in a group of cottages or "village", each cottage possessing a small cultivation area. By this plan, the employes became more settled and contented. The remains of such a "village" may be seen to-day near the old Palmer homestead at Ginninderra.

In the year 1838, one of the most severe droughts on record commenced, and it continued until the year 1842. All the creeks in the district dried up, very few water holes remained in the Molonglo River, and the Murrumbidgee ceased to run for two years. All the crops failed, and the price of wool fell from 36d. in 1833 to 18d. in 1841. Superimposed on these troubles, the financial crisis of 1843 occurred, a happening characterized by many similar features to that of 1930-31.

One result of the financial depression was that sheep became almost unsaleable at any price. In 1843, the wages of shepherds on the Duntroon estate were reduced from £24 to £18 a year, and of watchmen from £20 to £16. J. J. Moore, the first landed proprietor, was forced to sell his estate of 1742 acres at Acton to Arthur Jeffreys, R.N., who married the second daughter of Robert Campbell.

No immediate remedy for the financial chaos was forthcoming, and many settlers were ruined. Some relief was obtained for the graziers by the passing of the Lien on Wool Act. Further relief was obtained from the introduction by H. D. O'Brien at Douro, near Yass, of the practice of boiling down. It was found that by boiling down a full-grown sheep the value of the products in tallow, skins, mutton hams, etc., was 14s. The result was that sheep recovered in value and sold at 5s. to 8s. a head.

9. *Effect of the Discovery of Gold.*—The financial restoration of Australia was largely due to the discovery of gold in 1851.

The "gold fever", which lasted for a decade or more, had, however, mainly indirect effects in the area now forming the Federal Territory. It caused a general betterment of conditions, but rendered the district liable to sporadic raids by bushrangers. A quiet and conservative epoch then began, and continued until the Territory became the property of the Commonwealth of Australia on the 1st January, 1911. There is probably no area in Australia, in which there have been fewer changes over an extended term of years.

10. *Conditions Prevailing between 1841 and 1911.*—(i) *The Land-holders and their Descendants.* The system of assignment of convicts had ceased in July, 1841; and thereafter the number of convicts working for private individuals naturally declined, until free labour finally became universal. The lands in the Territory were well-managed, and, in most instances, the owners and their descendants resided on their properties for many years.

Charles Campbell managed Duntroon until 1855 and was succeeded by his brother, George, who resided there until 1876, when he went to England, where he died in 1881. After the death of George Campbell, his widow resided at Duntroon until her death in 1903. Charles Campbell had purchased Belconnel from Charles Sturt in 1837, and acquired other lands near Ginninderra, which he held until his death in 1888, when his son, Frederick, inherited.

Sir Terence Aubrey Murray, father of Sir Hubert Murray, Lieutenant-Governor of Papua, and Professor Sir Gilbert Murray, held Yarrolumla until 1858, when he sold the property to his brother-in-law, Augustus Gibbes, son of Colonel Gibbes, a former Collector of Customs. In 1881, Gibbes sold Yarrolumla to Frederick Campbell, who, when he inherited his father's estates in 1888, became the largest land holder in the district.

G. T. Palmer owned the Ginninderra estates until his death in 1854, when they passed to his son, G. T. Palmer, junr. William Davis, junr., married Palmer's sister, and acquired the estates. He built the new homestead at Gungahleen, and resided there until he sold to E. K. Crace in 1877.

Charles and Martin Byrne acquired Woden from J. F. Murray, the original grantee, and later sold to Frederick Arthur Campbell, whose son still resides in the homestead.

Thomas McQuoid, Sheriff of New South Wales, was granted Tuggeranong about 1837, and on his death in 1841 bequeathed it to his son, Thomas Hyam. T. H. McQuoid was drowned in the wreck of the *Dunbar* in 1857, and Andrew Cunningham acquired the estate. Cunningham had previously, in 1847, purchased the adjoining property known as Lanyon.

Uriarra was held by Alexander McDonald and his descendants from 1839 onwards. Tidbinbilla was held by George Webb and his sons from 1842 to 1875, when it was acquired by James Cunningham, then of Tuggeranong.

Alexander, Archibald and Charles McKeahnie each owned properties in the mountainous country in the south of the Territory for many years.

Large land holders settled in the district permanently, and several large properties have been held by successive generations of the one family, which is somewhat unusual in Australia. In the Campbell family, four generations have held property within the Territory. Amongst the smaller land holders, a similar practice has often prevailed, and sons have succeeded fathers on the same farms as freeholders or tenants.

All members of the community were content to lead quiet lives, developing their properties, and rearing large families; and many families became closely connected by intermarriage.

(ii) *Other Settlers.* It is remarkable also that, apart from land-owners, many others followed their occupations for unusually lengthy periods. The Reverend P. G. Smith was Rector at Canberra for over 50 years (1855-1906), and baptized, married, and sometimes even buried successive generations. W. F. Hayley was surgeon at Queanbeyan for 30 years (1837-1867), and was succeeded by Andrew Morton, who remained for many years, and their names were household words in times of sickness, death and accident. James Abernethy was schoolmaster at Canberra for 17 years (1863-1880) and taught successive generations of children.

(iii) *Transport Facilities.* During the period of the "gold fever", Cobb and Co. established regular communication with Sydney by a daily coach from Picton to Goulburn, and a tri-weekly coach from Goulburn to Queanbeyan. The time of journey from Goulburn to Queanbeyan was thirteen hours, i.e., from 1 a.m. to 2 p.m. In 1867, the railway was opened to Goulburn, and, in 1886, to Queanbeyan. In 1860, a post office was established at Ginninderra, in 1861 at Lanyon, and in 1863 at Canberra. At first a mail was received three times a week, and the time of transit from Sydney was 50 hours, which, three years later, was reduced to 38 hours. In 1881, a daily mail was established, running three days a week via Queanbeyan, and three days a week via Collector and old Gundaroo.

As time went on, although the ownership remained in the same families, slab huts were replaced by pisé houses, and later brick, stone, or weatherboard buildings. Old homesteads were extended or demolished and new homesteads erected on the same or new sites.

Owners improved their properties, and the most striking change was the abolition of shepherds and the introduction of fencing. F. Campbell, at Yarrolumla, was prominent in making changes. He subdivided his estate into over sixty paddocks, cleared the forest land, and cleaned and dried the flukey country by an extensive system of drainage. Bullock teams were replaced by horses, spring carts by buggies and sulkies, and tools by machines. The community was contented, conservative and self-contained; and probably would have so remained for another 100 years, if Canberra had not been selected as the site of the Federal Capital.

11. *Conditions after 1911.*—(i) *Commonwealth Control.* The Commonwealth of Australia was established in 1901; and, even before that date, Canberra was suggested as the capital site. It is not necessary here to detail the history of the selection of Canberra as the capital city for Australia. One needs only to note the date, 1st January, 1911, when the Commonwealth of Australia assumed possession of the Federal Territory and the site of Canberra.

With the transfer of the Territory to the Commonwealth, freehold tenure was abolished; and it was provided that all Crown lands, and all privately-owned land after resumption, should for ever remain the property of the nation. This alteration in tenure caused a cessation in the transfer of properties from father to son, which was so marked a feature of the preceding epoch.

(ii) *Resumption of Lands.* For the purposes of the capital city large resumptions of land became necessary. The first area to be resumed was the land which had been originally taken up on behalf of J. J. Moore in 1824, and sold to A. Jeffreys in 1843. In February, 1911, 1,780 acres were resumed from A. H. Jeffreys for £9,743, after he and his forbears had been in possession for 68 years. In July, 1912, 30,451 acres of Duntroon were resumed for £144,690, the Campbell family having held the area for 87 years; and 39,640 acres of Yarrolumla were resumed for £149,662, the property of F. Campbell for 31 years, together with the Belconnel estate which he or his father had held for 75 years. In 1916-17, 21,060 acres of Tuggeranong and Tidbinbilla were resumed for £78,093; this estate having been occupied by the Cunningham family for 60 years. Up to date, 213,830 acres have been resumed at a total cost of £791,837.

(iii) *Leasing of Resumed Lands.* Since its resumption the land, apart from the area reserved for the city of Canberra, has been subdivided and leased to 170 lessees in small areas for grazing and farming, whereas, prior to resumption, more than half the resumed land was held in four estates. No figures are, however, available to show whether the production and thereby the contribution from the lands of the Territory towards the national income have been increased or diminished through this drastic change. As the population of the Territory at the census in 1911 was 1,714 persons, practically all of whom were on the land, and as the population on the 30th June, 1930, resident in the Territory on the land outside the city of Canberra, was 1,963 persons, an increase of 249 persons in nineteen years, it is evident that closer settlement has caused no large increase in the population on the land.

12. **Plan of the Federal Capital**—The history of the world competition for a city plan, of the selection of the design submitted by W. B. Griffin, of the naming of the city by Lady Denman in 1913, of the various forms of administration during the past twenty years, and finally of the opening of Parliament at Canberra in 1927 by H.R.H. the Duke of York have been detailed in previous volumes of the Official Year Book.

13. **Finances of Canberra.**—The finances of Canberra are more involved and therefore more misunderstood possibly than any other public finances in the history of Australia. One of the principal reasons for this has been the provision in the Seat of Government Administration Act of 1924, that the capital liability of the Territory should include all expenditure, from the 1st January, 1901, with annual interest added, on the selection and establishment of the capital of the Commonwealth. When the Act came into operation on the 1st January, 1925, the total liability of the Territory was on this basis £3,409,531. This sum included the net expenditure, less net receipts, £2,966,600, and the sum of £442,961 for interest since the financial year 1902-3. Since the 1st January, 1925, this initial liability has been subject to an annual increment of £88,017 for interest; and, with these annual increments, on the 31st December, 1930, the sum of £971,063 is included in the capital liability of the Territory for interest, some of which has accumulated since 1901. Included in the expenditure £2,966,600, there is the sum of £351,804, expended on administration, maintenance, selection of a capital site, visits of parliamentarians and pressmen to these sites, etc., etc. The capitalization of costs of administration, maintenance, interest on these costs, and interest on expenditure creating no tangible assets, prior to the 1st January, 1925, amounted at the 31st December, 1930, to the sum of £1,322,867, or about 12½ per cent. of the presumed total cost of the capital city and the Territory.

Included in the capital liability of Canberra, there are certain large sums, which represent the funding of expenditure incurred for national purposes without creating any tangible asset, and also other large sums expended on national works, a part of which would in all probability have been paid from the Consolidated Revenue of the Commonwealth, if the Federal Capital Fund had not been established by the Act of 1924.

All available facts seem to indicate that the foundation of Canberra has been an excellent financial investment for the Commonwealth. The nation will ultimately occupy its own buildings, erected on its own cheaply acquired lands, and supplied with its own water supply and sewerage, and will derive its electric light and power under special and favourable conditions, statutorily enacted by the Seat of Government Acceptance and Surrender Acts of 1909. The nation eventually will no longer pay for essential services to State, municipal or private corporations, and will no longer pay rent to States or private persons for office accommodation in buildings on expensive sites in State Capitals.