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CHAPTER XIV.

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).

The results of the census of the Territories at the 30th June, 1933, may be found in the separate bulletins (see list at back of this volume.)

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 but 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 1918 with 3,767 persons. At the census of 1933 the white population had decreased to 3,306. This number, however, is 34.5 per cent. greater than the figure at the census of 1921.

(ii) *Non-Europeans.* The number of full-blood non-Europeans, excluding Australian aboriginals, in the Northern Territory on the 30th June, 1933, was 744, of whom 462 were Chinese, the remainder being, mainly, Filipinos (69); Japanese (91); and Malays (59). There were at one time over 4,000 Chinese in the Territory.

The half-caste population recorded at the census of 1933 number 800 of whom, 743 were half-caste Australian aboriginals.

(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).

Year.	Males.	Females.	Total.
1929	3,495	1,295	4,790
1930	3,598	1,376	4,974
1931	3,461	1,396	4,857
1932	3,351	1,445	4,796
1933	3,368	1,460	4,828

The Census population (30th June, 1933) was 3,378 males, 1,472 females, total 4,850.

(iv) *Movement of Population.* The following is a summary of movement of population in 1933 (excluding overland migration):—

NORTHERN TERRITORY.—MOVEMENT OF POPULATION, 1933.

Immigration ..	515	Emigration ..	496	Excess of immigration over emigration ..	19
Births	74	Deaths	61			Excess of births over deaths ..	13
Increase ..	589	Decrease ..	557	Net Increase ..	32

The immigration and emigration figures for the Territory during the five years ending 1933 are shown in the following table:—

NORTHERN TERRITORY.—IMMIGRATION AND EMIGRATION.

Year.				Immigration.	Emigration.
1929 .. ..	..	..	..	1,079	540
1930 .. ..	..	..	..	807	617
1931 .. ..	..	..	..	573	692
1932 .. ..	..	..	..	479	546
1933 .. ..	..	..	..	515	496

(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. Large numbers of the aborigines in the Territory are still outside the influence of Europeans. The total number of full-blood and half-caste aborigines at 30th June, 1933, was estimated at 19,424, of whom 2,805 were in regular employment. There are fifteen aboriginal reserves, comprising an area of 67,124 square miles. (See also Chapter on 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. By the *Northern Australia Act* 1926, the Territory was divided into two parts, Central Australia and North Australia, separated by the 20th parallel of south latitude, each administered by a Government Resident. In addition, Advisory Councils and a Development Commission were provided for. The Act of 1926 was superseded by the *Northern Territory (Administration) Act* 1910–1933. By this Act the provision made for Advisory Councils was cancelled, and the Development Commission abolished. The administration of the Territory was placed in the hands of an Administrator, residing in Darwin, assisted by a Deputy Administrator, residing in Stuart (Alice Springs). The Territory elects a member to the House of Representatives, who may take part in the debates, but may not vote.

§ 3. Physiography.

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

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

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

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

§ 4. Climate, Fauna and Flora.

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

2. **Fauna.**—The ordinary types of native Australian fauna inhabit the Territory. As elsewhere on the continent, the higher *Theria* are rare, but marsupials, birds, crocodiles, fresh-water tortoises, snakes (mostly non-venomous), and frogs abound. There are many varieties of freshwater fish and littoral mollusca. Butterflies and beetles are strongly represented. The white ant is a pest, anthills in the Territory sometimes attaining great dimensions. Mosquitoes and sandflies are very troublesome, particularly in the wet season. Native fauna are in some cases protected. Buffalo formerly existed in large herds, but, 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 being:—*Euphorbiaceæ*, *Compositæ*, *Convolvulaceæ*, *Rubiaceæ*, *Goodeniaceæ*, *Leguminosæ*, *Urticææ*.

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

§ 5. Production.

1. **Holdings.**—There were in 1933, 854 holdings in the Northern Territory, covering an area of 223,143 square miles. Of these, 448 were held on pastoral lease, 113 on agricultural lease, the remainder being held on leases for various other purposes.

2. **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. 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 the harvest in 1930-31 amounted to 410 tons, from about 1,400 acres. A Primary Producers' Board was instituted in 1931 to give advice and help in primary production. In 1931-32 owing to insufficient rainfall and the land selected being unsuitable the peanut crop amounted to 175 tons only, valued at £4,600, but for the year 1932-33 it was 200 tons, valued at approximately £10,000.

3. **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 became the mainstay of the Territory, a great impetus being given to it in 1917 by the opening of extensive meat works at Darwin. Unfortunately the works closed down in 1920, and are still idle. The number of cattle exported by land from the Northern Territory during the year 1932-33 was about 55,275, and the number imported about 5,295. 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 "dipping," and the latter by adding to the number of wells on the various stock-routes and the creation of stock reserves. Buffaloes thrive in the coastal districts, but their number has been greatly reduced by indiscriminate shooting to obtain the hides.

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

NORTHERN TERRITORY.—LIVE STOCK.

Year.	Horses.	Cattle.	Sheep.	Pigs.	Goats.	Camels.	Donkeys.	Mules.
1928 ..	37,452	768,751	7,635	407	16,499	603	1,112	496
1929 ..	33,703	711,607	12,203	359	9,247	707	779	492
1930 ..	33,363	720,476	15,838	327	16,757	562	831	523
1931 ..	33,442	749,745	18,867	665	19,011	501	909	668
1932 ..	33,072	780,121	18,250	449	20,622	438	776	479

4. **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 on account of the vagaries of prices, and high cost of transport and of white labour.

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

NORTHERN TERRITORY.—MINERAL PRODUCTION.

Year.	Gold.	Tin Ore.	Silver-lead Ore.	Copper Ore.	Mica.	Wolfram.	Tantalite.	Total Value all Minerals
	£	£	£	£	£	£	£	£
1928-29 ..	553	6,958	79	..	10,548	..	207	18,345
1929-30 ..	57	3,345	1,684	589	6,099	3,867	1,013	16,654
1930-31 ..	2,535	2,331	160	25	5,531	384	450	11,416
1931-32 ..	4,196	2,322	..	137	5,547	1,369	240	13,811
1932-33 ..	4,488	2,519	411	1	10,771	..	..	18,190

5. **Pearl, Bêche-De-Mer, 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 the first half of the financial year 1930–31, 32 boats were operating, employing 248 indentured workmen. By Ordinance, gazetted in March, 1931, a limit was set to the output of shell, and the pearling fleet was, consequently, reduced to eighteen boats with 164 employees. The production of shell for the year 1932–33 was 270 tons valued at approximately £48,000 as compared with 225 tons valued at £45,000 in the preceding year. The territorial waters teem with fish; it was hoped to establish a salt and dried fish trade but this has not materialized. In the procuring of bêche-de-mer, six boats 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, Shipping and Air Services.

1. **Trade.**—No record is kept of the trade between the Commonwealth States and Territories. The value of the direct oversea trade for 1901 and for each of the years 1928–29 to 1932–33 is given hereunder:—

NORTHERN TERRITORY.—VALUE OF DIRECT OVERSEA TRADE.

Items.	1901.	1928–29.	1929–30.	1930–31.	1931–32.	1932–33.
	£	£	£	£	£	£
Imports	37,539	32,069	37,902	19,251	9,884	4,225
Exports	29,191	53,720	58,471	14,956	20,624	10,427
Total	66,730	85,789	96,373	34,207	30,508	14,652

The sharp decline in the export figures for 1930–31 was due mainly to the cessation of the trade in live cattle with the Philippines, which amounted in 1929–30 to £22,209, and a fall in the value of pearl-shell exported to £10,685 as compared with £27,837 in the previous year.

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.

Period.	Arrivals.		Departures.	
	No. of Vessels.	Tonnage.	No. of Vessels.	Tonnage.
1928–29	61	129,997	48	129,218
1929–30	52	126,004	47	125,925
1930–31	39	111,144	39	111,453
1931–32	39	95,560	39	96,632
1932–33	38	95,834	38	97,011

The foregoing figures are exclusive of particulars of coastwise shipping. During 1932–33 eleven vessels of 231 tons net were entered at Darwin as coastwise.

3. **Air Services.**—Darwin is the first port of arrival in Australia of aircraft from Europe, Singapore, and from Netherlands East Indies.

§ 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 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 give access to broad belts of pastoral and mineral country towards the centre of Australia. The Commonwealth Government acquired on 1st January, 1911, the property in the line from Port Augusta to Oodnadatta (478 miles), and on 1st January, 1926, the control thereof 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., which 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 £500,000. 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, 1932-33.**—In the Commonwealth finance statements separate accounts are given for Northern Territory administration. Revenue and expenditure for 1932-33 are given below:—

REVENUE AND EXPENDITURE.—NORTHERN TERRITORY, 1932-33.

REVENUE.	£	EXPENDITURE.	£
Customs and Excise	3,869	Northern Territory Adminis- tration	103,660
Postal, Telegraph, and Tele- phone	9,770	Other Departments	4,577
Railways—		New Works	6,660
North Australia	22,149	Repairs, Maintenance, &c. .. .	12,467
Central Australia	86,937	Unemployment Relief	1,263
Territorial	26,460	Railways—	
Land and Income Tax	5,652	Working Expenses	147,555
Lighthouses and Light Dues .. .	602	New Works	5,738
Sales Tax	1,013	Interest	345,048
Miscellaneous	13,297	Sinking Fund	45,608
Deficiency on year's trans- actions	549,066	Post, Telegraph and Telephone	16,954
		Interest	25,933
		Sinking Fund	3,352
Total	718,815	Total	718,815

2. **Debt.**—On the first January, 1911, the Commonwealth Government took over from the South Australian Government the outstanding debt in respect of the Northern Territory (£3,931,086) and the Port Augusta-Oodnadatta Railway (£2,284,486). The following table shows the debts and interest payable at the 1st January, 1911, and at the 30th June, 1933.

NORTHERN TERRITORY DEBT.

Location.	1st January, 1911.		30th June, 1933.	
	Principal.	Interest Payable.	Principal.	Interest Payable.
NORTHERN TERRITORY DEBT.				
	£	£	£	£
London	1,588,400	63,401	329,100	12,418
Australia	2,342,686	88,019	32,924	982
Total	3,931,086	151,420	362,024	13,400
PORT AUGUSTA—OODNADATTA RAILWAY DEBT.				
	£	£	£	£
London	2,227,101	84,933	859,034	32,450
Australia	(a) 57,385	419	62,012	1,859
Total	2,284,486	85,352	921,046	34,309

(a) Includes £34,475 Revenue capitalized.

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 extensively 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", appeared on page 454 of Year Book No. 24.)

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 prior to the taking over of the control of the Territory by the Federal Capital Commission, and in Year Book No. 22, a summary was given of the administrative activities of the Federal Capital Commission.

The administration of the Territory by the Federal Capital Commission was continued until the 30th April, 1930, when the Seat of Government (Administration) Act 1924–1929 was repealed, and the powers and functions of the Commission reverted to the Government. 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.

An Advisory Council to advise the Minister on matters of local concern was established on the 1st May, 1930, by Ordinance under the Act, and a Civic Administrator was appointed under the Ordinance as Chairman of the Advisory Council and to carry on the general administration of the Territory under the Minister and subject to the specific services being undertaken by the other Commonwealth Departments mentioned.

The Advisory Council consisted of the Secretary, Department of Home Affairs; the Director-General of Health; the Secretary, Department of Works; the Civic Administrator; and three residents elected for two years under a system of adult franchise.

On the 12th April, 1932, the Departments of Home Affairs and Works were abolished and the Department of the Interior was established in lieu thereof. The office of Civic Administrator was abolished, and the constitution of the Advisory Council was altered to provide that the nominated members of the Council should consist of the Director-General of Health, and three officers of the Department of the Interior, namely, the Assistant Secretary (Works and Services); the Assistant Secretary (Property and Survey); and the Assistant Secretary (Civic Representative).

Under the new administration, the general control of the Territory is exercised by the Minister for the Interior, but the specific services undertaken by the Department of Health and the Attorney-General's Department are being continued by those Departments.

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

Structures completed after the commencement of the Departmental form of administration comprised the Australian Institute of Anatomy with laboratories and accommodation for a museum of Australian fauna; laboratories of the divisions of Economic Entomology and Plant Industry of the Institute of Scientific and Industrial Research; a public swimming pool equipped with a modern filtration chlorination plant.

The following engineering works have been completed or are well advanced:—Automatic indicator, Cotter pumping station; improvements to valve tower, Cotter; 12 inch reticulation main and 18 inch supply main, Black Mountain reservoir; installation of concrete street name posts.

Commencement has been made with the first section of the Australian War Memorial, and with the first section of the National Library. The planting of avenues, parks and gardens and shelter belts has been continued, and numerous other engineering works extensions and residential buildings have been or are in course of construction.

5. **Forestry.**—A considerable amount of reforestation work has been undertaken, and plantations have been established at Uriarra, Mount Stromlo, Pierce's Creek and Kowen. Experimental plots have also been established at Coree and Pierce's Creek, and silvicultural work is being carried out at Black Mountain.

The total area of plantations to 30th June, 1933, was 6,778 acres. Forestry operations were begun on Mount Stromlo in 1915, and up to 1925 approximately 700 acres had been planted with pine and other trees. The plantings up to this time were chiefly on aesthetic lines, but since the initiation of the wider programme, arrangements have been made for pruning and thinning.

The Forestry Section of the Federal Capital Commission was established in 1926 and a comprehensive review was undertaken of the Territory's potentialities in regard to forest development. A system of forestry management was instituted in the existing forest areas, and a considerable amount of survey and assessment work has been completed.

In the initial stages *pinus insignis* was most extensively planted, but, as a result of experimental work, plots of better quality pines on a longer rotation, such as *pinus ponderosa*, *Jeffreyi* and *laricio* were planted during recent years. The area of all varieties of pines planted from 1925-1926 to 1932-1933 was 6,078 acres.

6. Lands.—(i) *In the Federal Capital Territory.* Reference has been made in previous issues of the Official Year Book 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 agriculture and three grades of grazing land. About 292,480 acres, comprising 435 leases 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 1924-1932*, which require the lessees to submit a definite building programme within a specified period, and a further eight leases have been granted for church and scholastic purposes under the *Leases (Special Purposes) Ordinance 1925-1932*.

The total number of leases granted under the *City Area Leases Ordinance*, not including surrendered leases, at the end of the financial year 1933-34, was 300, representing a capital value of £162,130. During the year twenty 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 226.

Under the terms of the *City Area Leases Ordinance 1924-1934*, 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. In conformity with the general reduction of interest in consequence of the financial crisis rentals under this Ordinance have been reduced to 4 per centum of the unimproved capital value until 30th June, 1936.

(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, Victoria. Nearly all of the remaining lands have been leased.

A scheme for the use by tourists of the residences and other buildings at Jervis Bay has been put into operation, and it has proved a considerable attraction, affording a seaside resort for the Territory as well as for visitors from other places.

7. 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 operated 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 a line between Canberra and Jervis Bay 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.

8. Population.—The census return of population on the 30th June, 1933, was 8,766 in the Federal Capital Territory and 181 in Jervis Bay Territory, or a total of 8,947 persons. The estimated population at 31st December, 1933 was 9,253.

9. **Live Stock.**—The live stock, according to the latest return, comprised :—Horses, 898, Cattle, 5,957, and Sheep, 209,734.

10. **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 VIII., Education, herein.

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

11. **Finance.**—(i) *Financial Year 1933-34.* Receipts and Expenditure for the financial year 1933-34 are given in the table hereunder.

FEDERAL CAPITAL TERRITORY.—RECEIPTS AND EXPENDITURE, 1933-34.

Receipts.		Expenditure.				
Items.	Amount.	Items.	Capital.	Maintenance.	Other.	Total.
	£		£	£	£	£
Rent and Rates ..	112,868	Architectural Services ..	49,170	24,349	..	73,519
Electricity ..	30,190	Engineering Services ..	86,838	60,095	..	146,933
Motor Registration and Fees ..	7,922	Forestry ..	16,260	..	..	16,260
Hospital Tax ..	3,912	Loans for Housing ..	13,395	..	..	13,395
Hotels ..	91,419	Sundry Works and Services ..	15,358	30,403	..	45,761
Transport and City Bus Service ..	41,815	Buildings and Engineering Services for Health Department ..	3,878	..	..	3,878
Sales of Goods, Manufactured Products, etc. ..	94,374	Unemployment Relief Works ..	1,473	..	..	1,473
Miscellaneous ..	30,195	Education ..	..	..	17,470	17,470
		Hospital—Working Expenses ..	..	..	8,429	8,429
		Interest and Sinking Fund ..	..	..	297,520	297,520
		Administrative ..	..	..	45,900	45,900
		Hotels—Working Expenses ..	..	..	87,226	87,226
		Transport and City Bus Service—Expenses ..	..	..	47,391	47,391
		Factory Stores, etc.—Working Expenses ..	..	..	100,428	100,428
		Miscellaneous—Police, Fire Brigade, etc. ..	..	..	49,851	49,851
Total Receipts ..	412,695	Total Expenditure ..	186,372	114,847	654,215	955,434

(ii) *From Date of Selection of Site to 30th June, 1934.*—The total receipts and expenditure from the date of selection of site to the 30th June, 1934, were as follow :—

FEDERAL CAPITAL TERRITORY.—RECEIPTS AND EXPENDITURE TO 30th JUNE, 1934.

Receipts.		Expenditure.	
Items.	Amount.	Items.	Amount.
	£		£
Commonwealth Treasury—		Lands	901,133
Initial Liability at 31st		Engineering Works	3,837,854
December, 1924	2,966,600	Architectural Works	3,695,175
		Other Capital Expenditure	301,608
			£
Loans and Advances, Federal Capital Commission,		Maintenance and Administration	5,270,493
1st January, 1925 to		<i>Less—</i>	
30th April, 1930	6,220,299	Rents	1,339,311
Net Expenditure, 1st May,		Hotel and Liquor Receipts	868,009
1930 to 30th June, 1934	672,627	Revenue from Local Government Services, Electricity, Motor Registration, etc.	720,186
		Sale of Goods, Transport and Sundry Services	1,231,819
			4,159,325
		Other	1,111,168*
			12,583
Total Receipts	9,859,526	Net Expenditure	9,859,526

* Does not include accumulated interest.

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 3,528 acres, the island being about 5 miles long and 3 miles wide. From Sydney it is distant 930 miles, and from Auckland, 630 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." The island is visited annually by a fair number of tourists, and with improved shipping facilities this traffic is likely to increase. A tourist bureau has been established on the Island.

2. *Settlement.*—The first colonization, in 1788, was by Lieutenant King, who in H.M.S. *Supply* 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 94 males and 100 females—and were the descendants of British sailors and Tahitian women. Four of these were still alive at the 77th anniversary of the transfer celebrated in June, 1933.

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. From July, 1914, until 1st January, 1929, Norfolk Island was administered by the Department of Home and Territories, through an Administrator and Chief Magistrate, but it is now administered by the Territories Branch of the Prime Minister's Department. (See also Official Year Book No. 22, p. 604.)

4. **Population.**—The population at the census of the 30th June, 1933, was 1,231, consisting of 662 males and 569 females. In the year 1932-33, 23 births, 15 deaths, and 11 marriages were recorded.

5. **Live Stock.**—The latest returns of live stock show that in 1934 there were on the island 1,636 cattle, 718 horses, 292 sheep, and 158 pigs. In addition, there were 5,581 head of poultry. The quality of the live stock, generally speaking, is poor, but efforts are being made to improve it.

6. **Production, Trade, etc.**—The soil throughout is rich, and is specially suitable for the cultivation of citrus fruits, bananas, and (in parts) coffee. Twenty-two thousand eight hundred and thirty-six cases of bananas were shipped in 1932-33. Various other sub-tropical fruits thrive well. During 1932-33, the export of oranges was 51 cases; passion fruit and pulp, 204 cases; mixed fruit, 419 cases; potatoes, 2,493 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.

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

NORFOLK ISLAND.—IMPORTS AND EXPORTS.

Heading.	1928-29.	1929-30.	1930-31.	1931-32.	1932-33.
	£	£	£	£	£
Imports	55,894	46,776	43,370	40,278	30,921
Exports	33,027	32,255	21,908	20,555	21,792
Total	88,921	79,031	65,278	60,833	52,713

7. **Communication.**—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.

An alternate 12 and 30 days' shipping service to the Territory is maintained by the vessels of Burns, Philp & Co. Ltd., Sydney, under the terms of the contract with the Commonwealth Government for the maintenance of shipping services to the Pacific Islands.

On one voyage the SS. *Morinda* leaves Sydney, calls at Lord Howe Island and Norfolk Island and then proceeds to the New Hebrides, returning to Sydney by the same route. The same vessel then makes a short trip to Norfolk Island and returns to Sydney calling at Lord Howe Island on both the outward and inward voyages.

The journey from Sydney to Norfolk Island occupies four days.

8. **Social Condition.**—Education is free and compulsory up to the age of fourteen years. The school conforms to the Australian standard of public education, ranging from kindergarten to the intermediate certificate, with a two years' superprimary course according to the requirements of a High School of the Rural Science type. The headmaster and two assistant teachers are lent by the New South Wales Education Department, but they are paid by the Norfolk Island Administration. The number of scholars enrolled in 1933 was 155.

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.

9. **Finances.**—The receipts and expenditure for the year 1932-33 were as follow :—

NORFOLK ISLAND.—RECEIPTS AND EXPENDITURE, 1932-33.

Items.	Receipts.	Items.	Expenditure.
	£		£
Brought forward	10,341	Salaries	4,958
Commonwealth Subsidy	3,500	Miscellaneous	3,807
Customs Duties	2,915	Purchase of Liquor	2,069
Sale of Liquor	2,888	Balance carried forward	10,614
Miscellaneous	1,804		
	21,448		
Total	21,448	Total	21,448

PAPUA.

§ 1. General Description.

1. **Early Administration.**—Particulars of the early administration of Papua were given in Official Year Book No. 19, p. 576.

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 87,786 are on the mainland, and 2,754 on the islands. A reference to the physical characteristics of the Territory appears in previous issues of the Official Year Book (see No. 18, p. 633).

§ 2. Population.

The white population of Papua at the census of the 30th June, 1933, was 1,148, made up of 677 males and 471 females. The following table gives the white population in each of the last five years :—

WHITE POPULATION OF PAPUA.

YEAR ENDED 30TH JUNE.

1929.	1930.	1931.	1932.	1933.
1,523	1,525	1,128	1,152	1,148

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, on 30th June, 1933, was 786, 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, was 227. 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.

Owing to the present economic depression, the number of indentured native labourers has considerably declined and only 5,059 natives were employed under contract in 1933 compared with 5,244 in 1932. The number of unindentured labourers increased from 1927 in 1932 to 2,242 in 1933.

2. **Native Taxes.**—Under the Native Taxes Ordinance, 1917–1932, a tax not exceeding £1 may be imposed on natives, excepting native constables, mission teachers, natives unfit for work, and those who have four living children. The proceeds of the tax must be expended on native education, or devoted to purposes directly benefiting the natives, as may be prescribed.

The taxes collected in 1932–33 amounted to £14,040, of which £2,411 was transferred to the Native Education Fund, and £9,281 to the Native Benefit Fund. The Native Education Fund during the year 1932–33 disbursed to primary and technical education £4,036, and to agricultural education £1,123, leaving a credit balance of £20,499. From the Benefit Fund the expenditure included :—Anthropology, £1,050; health, £6,068; village improvements, £249; family bonus, £1,386; and planting useful trees, £492.

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.**—The two principal native hospitals are in Port Moresby and Samarai; but minor hospitals are attached to the out-stations. Hospitals are also conducted by the various mission societies and plantation companies. The mission societies employ two doctors and a number of trained nurses. Several European medical assistants are employed by the Government. Natives are also being trained as medical assistants.

The chief complaints treated are yaws, ulcers, lung affections, hookworm, venereal and skin diseases. In 1932-33 an epidemic of influenza appeared in the Gulf, Central, Eastern and South-Eastern Divisions, only slightly in the former two Divisions but severely in the latter two. Dysentery was also epidemic in some parts of the Territory. The death rate amongst native labourers was 2.2 per cent..

§ 4. Land Tenure.

1. **Method of Obtaining Land.**—Information under this heading is given in Official Year Book No. 22, p. 608.

2. **Holdings.**—On the 30th June, 1932, the lands of the Territory were held as follow :—

PAPUA.—HOLDINGS, 1932.

Description.	Area.
	Acres.
Land held by the natives	56,899,084
Crown land	831,835
Freehold land	22,932
Leasehold land	191,749
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.

Of the total area of 191,749 acres shown above, agricultural leases accounted for 176,915, pastoral leases for 13,787, special leases for 190 and mission leases for 561.

The area of land acquired by the Crown in 1931-32 was 19,287 acres.

The total area surveyed in the Territory is 21,695 acres of freehold, and 302,899 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.* 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 20 meteorological stations throughout the Territory, and an economic museum and agricultural library have been established.

(ii) *Plantations.* On 31st December, 1930, there were 338 plantations. Agricultural settlement has been mostly in the Central and Eastern Divisions, and the acreage under cultivation in 1932 was 59,753, as against 61,209 in 1931. 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. The Native Plantations Ordinance provides for the establishment of plantations in which half of the proceeds is paid to the natives entitled thereto, and the remaining half paid into the Native Education Fund. The following table shows the areas under the different crops at 31st December, 1932 :—

PAPUA.—AREA OF PLANTATIONS, 1932.

Description.	Area.
	Acres.
Coconuts	49,305
Rubber	8,796
Hemp	150
Kapok	121
Coffee	375
Quinine	1
Rice	17
Sugar	46
Mauritius Beans	100
Other crops (including fruit trees)	842
Total	59,753

The quantities of copra and rubber exported during the year ended 30th June, 1933, were :—Copra, 9,687 tons ; rubber, 953 tons. Compared with the year 1932 there was an increase in the acreage under coffee, rice, sugar, and Mauritius beans, and a decrease in the acreage under coconuts, rubber, and kapok.

(iii) *Government Plantations.* There are two Government plantations, the Orangerie Bay coconut plantation and the Kemp Welch rubber plantation. The profits from these and from various minor plantations in 1932-33 were £6,523, as against £5,035 in 1931-32.

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.*—At 31st December, 1931 (the latest date for which particulars are available), the live stock in the Territory consisted of 404 horses, 5,432 head of cattle, 123 mules, 15 donkeys, 2,458 goats, and 592 pigs. 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 Papua. 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, lignite, platinum 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*. Gold was discovered in 1888 and the search gradually spread over every division, finds being reported wherever the explorers went. The estimated quantity in fine ounces and the value of the gold yield for the last five years are given below :—

PAPUA.—GOLD YIELD.

1928-29.		1929-30.		1930-31.		1931-32.		1932-33.	
Quantity. (a)	Value.	Quantity. (a)	Value.	Quantity. (a)	Value.	Quantity. (a)	Value.	Quantity. (a)	Value.
fine ozs. 1,625	£ 6,901	fine ozs. 2,368	£ 10,059	fine ozs. 5,283	£A. 26,097	fine ozs. 8,014	£A. 54,241	fine ozs. 9,387	£A. 70,337

(a) Estimated.

NOTE.—The value allotted for 1928-29 and 1929-30 is the conventional value of £4 4s. 11¹/₂d. per fine ounce. The values for the later years are expressed in Australian currency.

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, 1933, was £1,824,125.

(iii) *Copper*. Owing to the very low prices ruling for copper in the world's market, the copper mines in Papua have practically suspended operations. The production of copper ore in 1931-32 was only 1½ tons, valued at £60. No copper was exported during the year 1932-33. The total value of the copper exported to the 30th June, 1933, was £366,743.

(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 picked out the larger slugs of the metal from his gold parcel and discarded them. The production in 1931-32 had dwindled to ¾ oz., valued at £12. There was no export in 1932-33.

(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 for the year 1933-34 were as follow :—Commonwealth Grant, £40,000; Customs and Excise, £35,551; Government Plantations, £3,574; Fees of Office, £4,874; Land Revenue, £5,376; Post Office, £4,423; Port and Wharfage Dues, £2,636; and Miscellaneous, £24,714.

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

PAPUA.—LOCAL REVENUE AND EXPENDITURE.

Item.	1929-30.	1930-31.	1931-32.	1932-33.	1933-34.
	£	£	£	£	£
Revenue	107,265	89,918	90,116	93,043	81,148
Expenditure	151,874	135,325	128,682	128,421	121,199

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

PAPUA.—IMPORTS AND EXPORTS.

Particulars.	1928-29.	1929-30.	1930-31.	1931-32.	1932-33.
	£	£	£	£	£
Imports	361,271	373,918	240,074	221,843	218,016
Exports	337,365	324,775	274,354	269,254	275,866
Total Trade ..	698,636	698,693	514,428	491,097	493,882

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 exports during the last five years are as follow :—

PAPUA.—PRINCIPAL EXPORTS.

Article.	1928-29.	1929-30.	1930-31.	1931-32.	1932-33.
	£	£	£	£	£
Bêche-de-Mer	11,833	6,381	5,549	..	41
Copra	214,051	176,485	93,710	100,454	89,512
Desiccated Coconut	16,033	39,923	79,264	59,826	49,514
Gold	6,767	10,632	22,440	34,338	45,383
Pearls	1,861	11,422	123	..	1,480
Rubber	46,816	50,640	47,036	49,262	56,929
Trochus Shell	9,044	10,975	7,606	8,510	9,619
Bark	1	..	..	4,380	6,482

Though the rubber trade still suffers from low prices, last year showed a slight improvement both in quantity and value. The production of gold is increasing, and last year's output was the largest for several years. Other industries are languishing owing to low prices. This applies to the bêche-de-mer industry, copra, cotton growing and copper mining.

3. Shipping.—The following table shows the number and tonnage of oversea vessels entered and cleared at ports during the years 1928-29 to 1932-33. All the vessels recorded in 1932-33 except 25 were of British nationality.

PAPUA.—OVERSEA SHIPPING.

Year.	Vessels.	Tonnage.
1928-29	171	184,946
1929-30	180	228,391
1930-31	171	220,399
1931-32	185	333,304
1932-33	170	398,451

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.

Items.	Year ended 30th June—	
	1907.	1933.
White population	690	1,148
Native labourers employed	2,000	7,301
Territorial revenue	£21,813	£93,043
„ expenditure	£45,335	£128,421
Value of imports	£87,776	£218,016
„ exports	£63,756	£275,866
Area of plantations acres	1,467	59,753
Meteorological stations established	3	20
Gold yield fine ounces	12,439	9,387

THE MANDATED TERRITORY OF NEW GUINEA.

§ 1. General Description.

The land area of the Territory of New Guinea is about 93,000 square miles and the area including the sea within the lines drawn through its extreme outer points is more than 1,000,000 square miles. The coast of the Territory not having been completely surveyed, the areas of the various islands are known only approximately.

The approximate areas of the principal islands together with the small islands adjacent thereto are as follow:—

AREA OF TERRITORY OF NEW GUINEA.

Particulars.	Approximate Area.	
	Square Miles.	
North East New Guinea (also called "The Mainland")	69,700	
Bismarck Archipelago—		
New Britain	14,600	
New Ireland	3,340	
Lavongai	460	
Admiralty Islands	800	
	19,200	
Solomon Islands—		
Bougainville	3,880	
Buka	220	
	4,100	
Total	93,000	

Information regarding physiography and climate will be found in Official Year Book, No. 22, p. 613.

§ 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 from the Allied and Associated Powers 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, pp. 662-3.

3. **New Guinea Act.**—In anticipation of the issuing of the Mandate, the Commonwealth Parliament, 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, with 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 made for the observance of safeguards in the interests of the natives as set out in the Mandate.

In 1932 the Act was amended to provide for the establishment of a Legislative Council and an Executive Council for the Territory. The Legislative Council is empowered to make ordinances for the peace order and good government of the Territory. Such Ordinances are subject to disallowance by the Governor-General who, however, is not now empowered to make Ordinances for the Territory. The Amending Act was proclaimed to commence on 2nd May, 1933, and the Act is now entitled the *New Guinea Act 1920-1932*.

4. **Legislative Council.**—The Legislative Council consists of the Administrator the eight official members of the Executive Council and seven non-official members, the latter nominated by the Administrator and appointed by the Governor-General.

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 Official 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 eight Departments—Government Secretary; Treasury; District Services and Native Affairs; Public Health; Customs; Lands, Mines, Surveys, Forests and Titles; Agriculture; and Public Works.

For administrative purposes the Territory is divided into seven Districts, as follow:—New Britain, comprising New Britain and adjacent islands; Morobe; Madang; Sepik (on the mainland); 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 1921-1934* provides that certain Acts and Ordinances shall be applied thereto. (See Official Book No. 17, p. 631.)

8. **Reports to the League of Nations.**—Thirteen 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, 1933.

§ 3. Population.

1. **White Population.**—The number of the white population at various intervals since 1885 is shown in the following table. At the census of 1933, the white population was 3,191, of whom 2,847 were British subjects.

TERRITORY OF NEW GUINEA.—WHITE POPULATION.

Year.	Number.			Year.	Number.		
1885	64	1931	..	..	2,900
1929	2,600	1932	..	..	3,100
1930	2,850	1933	..	..	3,191

2. **Asiatic Population.**—Malays seem to have been the first Asiatics brought by the Germans to German New Guinea; 37 of them were 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 the plantations; in the year 1892 there were about 1,800 Asiatics on the mainland. By 1898 the number had decreased to 300 or 400. The number of Chinese in the Mandated Territory reached its maximum in 1933 with 1,449.

The Japanese at present number 73. The total Asiatic population, which in 1914 was 1,681, had increased in 1933 to 1,830. 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 as at 30th June, 1933 :—

TERRITORY OF NEW GUINEA.—NATIVE POPULATION, ENUMERATED 30th JUNE, 1933 (INCLUSIVE OF INDENTURED LABOURERS).

District.	Children.			Adults.			Totals.		
	Males.	Females.	Persons.	Males.	Females.	Persons.	Males.	Females.	Persons.
Kieta ..	8,110	6,789	14,899	13,683	12,615	26,298	21,793	19,404	41,197
Madang ..	9,101	7,477	16,578	16,949	13,007	29,956	26,050	20,484	46,534
Manus ..	3,200	2,742	5,942	5,266	4,370	9,636	8,466	7,112	15,578
Morobe ..	14,581	12,962	27,543	22,624	18,747	41,371	37,205	31,709	68,914
New Britain ..	18,897	16,323	35,220	32,302	24,603	56,905	51,199	40,926	92,125
New Ireland ..	6,851	5,802	12,653	16,993	12,626	29,619	23,844	18,328	42,272
Sepik ..	21,288	17,331	38,619	28,373	27,517	55,890	49,661	44,848	94,509
Total ..	82,028	69,426	151,454	136,190	113,485	249,675	218,218	182,911	401,129

The total native population of New Guinea is estimated roughly at about 666,000. Whether the number is increasing or decreasing cannot be ascertained with certainty. The number of natives indentured as labourers, mostly for plantation work, on 30th June, 1933, was 28,242, compared with 26,606 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 a few exceptions, constituting the population of the Bismarck Archipelago, the Solomon Islands, and the coastal districts of the New Guinea mainland, while the latter inhabit the interior of

the mainland. Odd tribes of Negritos are known to exist in the mountains of New Guinea. In the Admiralty Islanders there is a strain of Papuan, and, possibly, of Polynesian blood, while the Western Islanders and the inhabitants of the small islands east and south-east of New Ireland are Micronesians.

2. **Land Tenure.**—Native customs in regard to the ownership and use of land may be briefly outlined as follow :—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 palms are growing on native lands it is often found that the land is the property of a chief or of one of the old men of the tribe, and that the coconut palms growing thereon are divided into small groves, and are the property of several members of the tribe. Customs with regard to the use of unoccupied forest lands vary. Right of inheritance to land is almost invariably through the maternal branch. (See Official 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 is engaged consolidating the work already done, and to extend it throughout the Territory. The results of his work appear in special reports.

4. **Education.**—The education of the natives is provided for in the "Education Ordinance of 1922-1933" under which the Administrator is authorized to establish schools, grant money therefor, prescribe instruction, and arrange for the training of teachers and other matters. The expenditure on native education in 1932-33 was £6,261. Though the natives are liable to pay education tax, none has been collected since 1922-23, but 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. The European teachers have been seconded from the Education Department of Queensland. During the year ended 30th June, 1933, the following schools were maintained by the Administration :—Native elementary boarding schools and native day schools, Rabaul and Kavieng; native technical school, Rabaul; native agricultural school, Keravat. In addition there are schools for Europeans at Rabaul, Kavieng and Wau. (See Official 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 headquarters; and (c) high schools and technical schools. At the end of June, 1933, the various missions maintained 40 training centres, 52 high and technical schools, 159 elementary schools, and 1,656 village schools. The pupils numbered 54,972.

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

The granting of assistance to mission schools is provided for 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 consists of :—(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 undertakes the general oversight of sanitary conditions. The first Infant Welfare Centre in the Territory was opened in Malabunga in August, 1931.

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.

2. *Land Policy of the Present Administration*.—The *Land Ordinance 1922-1933* provides for sale as well as leasing of land belonging to the Administration. 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 No. 18, page 648.

A total area of 277,135 hectares (about 692,837 acres) had been alienated up to the 30th June, 1933. The area alienated in 1932-33 was 2,902 hectares (about 7,255 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" 1924-1933.

§ 6. Production.

1. *General*.—The natives have been described as a people of peasant proprietors, practising a crude form of agriculture. Their gardens and groves furnish but a small amount of produce for oversea trade, and the exports of the Territory 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 has been greatly increased thereby.

2. *Agriculture*.—(i) *General*. Under the supervision of the Director of Agriculture, soil analyses have been undertaken in different parts of the Territory. A demonstration plantation has been established at Keravat where natives are being trained in tropical agriculture. A laboratory and a herbarium have been established, an entomologist and economic botanist engaged, and travelling inspectors appointed for the purpose of combating plant pests. Experiments are being carried on with a variety of crops; The foregoing measures, 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, but the low price of copra has temporarily checked expansion.

(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; but little progress has been made.

(d) *Sisal Hemp*. There was a steady although small export of sisal hemp in German times. The quantity exported in 1913 was 10 tons, this being the latest export.

(e) *Cocoa*. Cocoa has been successfully grown, principally at Vitu (French Islands); in 1913, 137 tons were exported. The export in 1932-33 amounted to 65 tons.

(f) *Desiccated Coconut*. Three desiccated coconut factories are established in the Territory. The quantity exported during 1933 was 1,335 tons, being 53 tons in excess of the previous year.

(g) *Coffee*. The cultivation of coffee for export has increased and about 770 acres were planted in 1932-33.

(h) *Other Crops*. The climate and soil of New Guinea 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 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, 1933. The figures are exclusive of native plantations. (One hectare equals 2.4711 acres.)

TERRITORY OF NEW GUINEA.—PLANTATIONS, 30th JUNE, 1933.

Areas.	Government Plantations.	Privately owned Plantations.	Total.
Area of Holdings hectares	482	205,218	205,700
Area Cleared "	340	91,247	91,587
Area Cleared and Planted "	284	88,539	88,823
Coconuts—			
Area Planted hectares	202	85,514	85,716
Area Bearing "	168	66,832	67,000
Cocoa—			
Area Planted hectares	3	826	829
Area Bearing "	..	399	399
Coffee—			
Area Planted hectares	14	294	308
Area Bearing "	6	8	14
Kapok—			
Area Planted hectares	2	139	141
Area Bearing .. .. . "	..	..	..
Native Food (a) hectares	13	1,310	1,323
Other Crops "	51	1,259	1,310

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

Several Government plantations were leased during the year.

The area of plantations at various periods from 1885 to 1933 is shown hereunder. As in the case of the previous table, the figures are exclusive of native plantations :—

TERRITORY OF NEW GUINEA.—PLANTATIONS.

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
1931	212,495	204,083
1932	216,634	209,340
1933	266,469	214,290

(a) Not recorded.

3. *Live Stock.*—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 palms. In 1933 there were 971 horses, 16,438 cattle, 1,300 sheep, 7,862 goats, and 6,901 pigs (exclusive of the large number of pigs kept by the natives).

4. *Timber.*—An investigation of the timber resources 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 shipbuilding and for other purposes is mostly obtained locally. In North-East New Guinea the Lutheran 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 three privately owned mills in New Britain. Approximately 1,100,000 super. feet of timber were sawn in 1932-33. The timber required for the gold-fields is produced locally.

The *Timber Ordinance 1922-1931* 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 paid on all timber exported. Fifteen timber permits were issued during the year 1932-33.

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 bêche-de-mer, trochus-shell, and tortoise-shell also figure amongst the exports. The value of marine products exported in 1932-33 was £21,533, compared with £20,219 in the previous year.

6. *Mining.*—Except for gold there has been little mining in New Guinea, 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 situated about 60 miles (35 by air) inland from Salamua, the nearest coastal port. 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. Brown coal has been found on the mainland in the vicinity of Astrolabe Bay, and in the southern portion of New Ireland.

Mining is regulated by the *Mining Ordinance* 1928–1933. Copies of the Ordinance and Regulations made thereunder may be obtained from the Secretary, Prime Minister's Department, Canberra, or the Administrator, Rabaul.

The following table shows the quantity of gold exported and its value during the last four financial years, and the nine months of 1933–34 :—

TERRITORY OF NEW GUINEA.—EXPORTS OF GOLD.

Year.				Quantity.	Value.
				(Crude) Oz.	£
1929–30	..	..	..	42,819	96,338
1930–31	..	..	..	55,201	154,046
1931–32	..	..	..	108,647	398,939
1932–33	..	..	..	196,823	933,940
1933–34 (9 months)	..	..	..	186,516	965,142

The increased production in 1932–33 and 1933–34 is due to greater activity on the fields coupled with the high price realized for gold.

By the *Mineral Oil and Coal Ordinance* 1928–1929, private companies incorporated or registered in the Territory, two-thirds of whose shares are held by British subjects, are eligible to engage in prospecting and mining for mineral oil and coal. On the 30th June, 1933, 2 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.

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
1928–29	..	..	..	869,514	1,146,112	2,015,626
1929–30	..	..	..	878,450	997,335	1,875,785
1930–31	..	..	..	782,765	919,431	1,702,196
1931–32	..	..	..	779,397	1,108,619	1,888,016
1932–33	..	..	..	912,365	1,581,272	2,493,637

The import values are exclusive of money and Government stores. In 1932-33 the imports were distributed as follow:—From Australia, £388,760; United Kingdom, £125,656; America, £168,319; China, £41,519; Germany, £36,824; Japan, £22,046; India, £33,465; Burma, £31,310; Dutch East Indies, £9,823; other countries, £54,643.

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, coal, etc.; from the United Kingdom, textiles, apparel, machinery and hardware, whisky; from America, mining machinery, petrol, kerosene, motor vehicles and lubricating oil, tobacco; from India, rice and sacks; from Burma, rice; from China rice and textiles; from Germany, textiles, aeroplanes, machinery and hardware, and fancy goods; from Japan, textiles, fish and cement.

3. **Principal Items of Exports.**—Values of the principal items of exports for the last five years are shown hereunder:—

TERRITORY OF NEW GUINEA.—VALUE OF PRINCIPAL EXPORTS.

Commodity.	1928-29.	1929-30.	1930-31.	1931-32.	1932-33.
	£	£	£	£	£
Copra	933,769	864,358	716,543	618,298	543,906
Cocoa	3,816	3,074	3,200	3,060	2,292
Stone and Ivory Nuts	153	77	75	280	131
Bêche-de-Mer.. .. .	4,440	6,360	7,530	4,960	3,900
Pearl Shell	22,695	18,410	22,075	15,170	17,585
Tortoise Shell.. .. .	350	78	114	89	48
Gold	179,433	96,338	154,046	398,939	933,940
Desiccated Coconut	1,456	8,640	37,640	64,100	73,452
Miscellaneous .. .. .	..	..	15	3,723	6,018
Total	1,146,112	997,335	941,238	1,108,619	1,581,272

4. **Exports of Copra and Cocoa.**—The next table shows the respective quantities of copra and cocoa exported during the last five years:—

TERRITORY OF NEW GUINEA.—EXPORTS OF COPRA AND COCOA.

Commodity.	1928-29.	1929-30.	1930-31.	1931-32.	1932-33.
	Tons.	Tons.	Tons.	Tons.	Tons.
Copra	60,435	63,832	62,303	59,452	59,040
Cocoa	72	58	64	102	65

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 New Guinea and Australia is maintained by Burns, Philp and Co. Ltd. The vessels of the Eastern and Australian Steamship Co., which maintains a regular monthly service between Australia, China and Japan, have included Rabaul as a port of call. A Norwegian shipping line trading with Australia visits Rabaul twice a month. The Dutch Royal Packet Navigation Co.'s vessels, which maintain a service between Singapore and Australia, also call at Rabaul, and the "Norddeutscher Lloyd" has established a regular service between Hong Kong and Rabaul. Shipping within the Territory is regulated by the *Coastal Shipping, Ports, and Harbours Regulations*.

2. **Oversea Tonnage in 1932-33.**—The number and net tonnage of oversea vessels which entered and cleared the Territory during the year 1932-33 are shown hereunder :—

TERRITORY OF NEW GUINEA.—SHIPPING 1932-33.

Country from which Entered or for which Cleared.	Vessels Entered.		Vessels Cleared.		Total.	
	Number.	Tonnage.	Number.	Tonnage.	Number.	Tonnage.
Australia	47	141,541	41	116,393	88	257,934
British Solomon Islands	10	4,810	10	5,258	20	10,068
China	10	13,396	10	12,178	20	25,574
Europe	6	23,508	19	63,943	25	87,451
French Indo-China	5	9,230	..	..	5	9,230
Japan	12	51,356	12	51,246	24	102,602
Other Countries	11	16,569	6	5,427	17	21,996
Total	101	260,410	98	254,445	199	514,855

Among the 101 vessels which entered from external ports during 1932-33 there were 71 vessels representing 199,926 tons, British nationality; 11 vessels of 12,376 tons were German; 6 vessels of 23,508 tons were Norwegian; 5 vessels of 9,230 tons were Dutch; the remainder were of Swedish, American, Danish and Japanese nationalities.

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, including Salamaua and Wau.

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 (35 by air) 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. During 1931-32 an air service was established between Port Moresby and the gold-fields, reducing the time occupied by the journey from Australia by about seven days.

§ 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.

Item.	1931-32.	1932-33.
	£	£
Revenue from Taxation (direct and indirect) ..	212,489	230,082
Revenue from Public Services and undertakings ..	43,499	29,988
Other receipts	50,084	61,847
	306,072	321,917

2. Expenditure.—The expenditure for the financial year 1932-33 was distributed as follows :—

TERRITORY OF NEW GUINEA.—EXPENDITURE, 1932-33.

£	£
Secretary and Central Administration	39,059
Justice	8,385
Treasury	11,590
Audit	60,235
Lands and Survey	94,929
Native Affairs, Police, and Prisons	5,452
	Total .. 321,567
Public Works	
Trade and Customs	
Agriculture	
Public Health	
District Services	
Miscellaneous	

NAURU (Mandate.)

1. General.—Nauru is an oval-shaped atoll about 12 miles in circumference having an area of about 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 Nauruans reside. 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 an old custom, and, with the exception of small allotments held by the Government, the British Phosphate Commissioners and Missions, the whole of the island is owned by individual natives. The average shade temperature ranges between 72 and 95° F., and the average humidity between 70 and 80. The average rainfall is 85 inches, but droughts occasionally occur, and in 1916 and 1917 only 40 inches were received for the two years. In 1933 the rainfall amounted only to 55.15 inches.

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

In November, 1914, Nauru was occupied by a detachment from the Australian Naval and Military Expedition at Rabaul, and it was included in the cession of colonies made by Germany in 1919 to the Allied and Associated Powers, whose representatives agreed that a mandate for its administration should be conferred upon His Britannic Majesty. The mandate, which is in similar terms to that for the Territory of New Guinea, was confirmed by the Council of the League of Nations on the 17th December, 1920. On 2nd July, 1919, the British, Australian, 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 who entered on duty in June, 1921. The first Administrator was appointed for a term of five years by the Australian Government; his term of service having expired, it was extended for another five years, but he resigned in 1927. The second Administrator was appointed in June, 1927. The third Administrator was appointed by the Commonwealth of Australia in January, 1933. 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. A supplementary agreement concerning Nauru was drafted in May, 1923, and ratified by the Commonwealth Parliament by the *Nauru Island Agreement Act 1932*.

3. **Administration.**—The Administrator has all the powers of government—administrative, legislative, and judicial—in the island. 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. An agency of the Commonwealth Savings Bank has been established. There is a co-operative store managed to a large extent by the natives. The books however, are audited by Government officers. Natives are not allowed to carry or be in possession of firearms, and the use by them of intoxicating liquors and deleterious drugs is prohibited.

4. **Population.**—Figures for population on 1st April in each of the years from 1929 to 1932, and at the census of the 30th June, 1933, are given hereunder :—

NAURU.—POPULATION.

Population.	1929.	1930.	1931.	1932.	Census 30.6.1933.
Europeans	134	147	147	141	165
Chinese	1,099	1,110	1,105	696	936
Nauruans (a)	1,365	1,411	1,426	1,475	1,527
Other Pacific Islanders	16	16	14	4	13

(a) The natives of Nauru are Micronesians.

Births in 1933 numbered 81 (all Nauruans). There were 10 marriages (9 Nauruan), and 29 deaths (24 Nauruans, 4 Chinese, 1 European).

5. **Health.**—Cases of the usual diseases known in the Pacific occur. Venereal disease is rare, but filariasis is common, and elephantiasis is occasionally met with. An area has been set apart for the segregation of lepers, and the latest methods of treatment are applied. In 1933, there were 66 lepers in segregation. The treatment and control of leprosy have been very successful. 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 amoebic and bacillary, is endemic. A regular anti-mosquito campaign is conducted. The usual steps have been taken by the authorities

to improve the water supply and to provide efficient sanitation generally. Every Nauruan is required to undergo a medical examination once a month. 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. The children in attendance at school in 1933 numbered 22 Europeans and 368 Nauruans. The schools are closed on two afternoons a week in order that the children may attend the classes in religious instruction conducted at the Mission churches. Educational classes for adults have been inaugurated. Units of the Boy Scouts and Girl Guides (Nauruan) have been established on the island.

7. Judiciary.—The judicial power is vested in the Administrator in a Central Court and a District Court. The right of appeal is provided.

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

9. 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 Nauru has been estimated at not less than 50,000,000 tons, and the phosphate, as shipped, averages 85 per cent. to 88 per cent. of tricalcium phosphate.

The interests of the Pacific Phosphate Company in the two islands (though not in other islands in the Pacific in which it has workings) were bought by the British, Australian, 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) *Nauru and Ocean Island Phosphate Industry.*—The following table gives particulars regarding exports of phosphate during the last five years:—

NAURU AND OCEAN ISLAND.—EXPORTS OF PHOSPHATE.

Year.		Total.	To Australia.	To New Zealand.
		Tons.	Per cent.	Per cent.
1928-29	.. ..	575,390	75.38	24.62
1929-30	.. ..	499,456	74.74	25.26
1930-31	.. ..	392,939	68.19	31.81
1931-32	.. ..	434,858	63.30	33.90
1932-33	.. ..	664,550	66.30	27.09

From Nauru alone, during the calendar year 1933, the export was 363,680 tons, of which 227,150 tons went to Australia, and 100,730 tons to New Zealand.

(iii) *Accounts of Commission.* A statement for the five years ended June, 1933, is given hereunder.

NAURU AND OCEAN ISLAND.—SALES OF PHOSPHATE.

Receipts from Sales of Phosphate, etc.	1928-29.	1929-30.	1930-31.	1931-32.	1932-33.
	£	£	£	£	£
Receipts from Sales, etc. ..	736,420	648,165	584,738	599,727	882,277
F.o.b. cost, including interest on capital, sinking fund, etc.	698,056	645,987	584,244	599,209	876,898

The amount due by the British Phosphate Commission to the partner Governments for purchase money and other capital sums was £3,666,457 on 30th June, 1921, and at 30th June, 1933, this had been reduced to £3,301,827. 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 employed occasionally.

10. *Trade.*—Information regarding imports and exports for years 1929 to 1933 is appended :—

NAURU.—IMPORTS AND EXPORTS.

Heading.	Year ended 31st December—				
	1929.	1930.	1931.	1932.	1933.
	£	£	£	£	£
Imports	101,692	143,416	108,729	95,739	97,684
Exports—	tons.	tons.	tons.	tons.	tons.
Phosphate	326,125	271,255	245,165	418,180	363,680

11. *Revenue and Expenditure.*—The revenue and expenditure of the Administration during the years 1929 to 1933 were as follow :—

NAURU.—REVENUE AND EXPENDITURE.

Heading.	Year ended 31st December—				
	1929.	1930.	1931.	1932.	1933.
	£	£	£	£	£
Revenue	19,936	18,742	16,206	20,235	19,779
Expenditure	17,860	15,532	16,904	15,435	18,748

Of the revenue in 1933, £9,944 was royalty on phosphate, £4,317 consisted of customs receipts, £1,296 of capitation taxes, and £475 of harbour dues and shipping fees. The total credit balance on the 31st December, 1933, amounted to £26,699.