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## CHAPTER X.

## THE TERRITORIES OF AUSTRALIA.

## GENERAL.

The Territories under the control of Australia are: The Northern Territory; the Australian Capital Territory; Papua (formerly British New Guinea); Norfolk Island; the Territory of New Guinea (under Trusteeship Agreement with the United Nations); Nauru (under Trusteeship Agreement with the United Nations); the Territory of Ashmore and Cartier Islands; Macquarie and Heard Islands; and the Australian Antarctic Territory. (For details regarding the acquisition of these Territories by the Commonwealth, see pp. 6-8 of this volume.)

## THE NORTHERN TERRITORY.

## § 1. Area and Population.

1. *Area*.—Upon the extension of New South Wales westward to the 129th meridian in 1825, 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—about six times as large as Victoria.

2. *Population*.—(i) *Europeans*. At the Census taken in 1881 there were only 670 Europeans in the Territory. The number increased slowly, reaching 3,767 persons in 1918. At the Census of 1933 the white population had decreased to 3,306. This number, however, was 34.5 per cent. greater than the figure at the census of 1921. At the Census of 1947 it had risen to 9,116, an increase of 176 per cent. on the 1933 figures.

(ii) *Non-Europeans*. The number of full-blood non-Europeans, excluding Australian aboriginals, in the Northern Territory on 30th June, 1947 was 388, of whom 250 were Chinese, the remainder being mainly Filipinos (47), Fijians (23), Japanese (21), and Malays (20). There were at one time over 4,000 Chinese in the Territory.

The half-caste population recorded at the Census of 1947 numbered 1,364, of whom 1,247 were half-caste Australian aboriginals. Corresponding figures at the 1933 census were, respectively, 800 and 743.

(iii) *Total Population*. The estimated population at 31st December in each of the years 1939 and 1946 to 1950, is shown in the following table:—

## NORTHERN TERRITORY: ESTIMATED POPULATION (EXCLUDING FULL-BLOOD ABORIGINALS).

	31st December.	Males.	Females.	Total.
1939	.. ..	5,136	2,151	7,287
1946	.. ..	7,263	3,379	10,642
1947	.. ..	7,403	3,588	10,991
1948	.. ..	8,065	4,429	12,494
1949	.. ..	8,728	5,122	13,850
1950	.. ..	9,520	5,611	15,131

The population at the Census of 30th June, 1947, was 7,378 males and 3,490 females, total 10,868.

(iv) *The Aborigines.* The total number of full-blood aborigines at 30th June, 1951 was estimated at 12,200, of whom approximately 2,850 were in regular employment. Part-aborigines who are subject to the Aborigines Ordinance numbered about 2,000. There are fifteen "aboriginal" reserves, comprising an area of approximately 66,000 square miles. (See also Chapter XIII.—Population.)

## § 2. Legislation and Administration.

On 1st January, 1911 the Territory was transferred by South Australia to the Commonwealth. The terms are outlined in Official Year Book No. 15, p. 940. For particulars of the administration up to the Northern Territory (Administration) Act 1931, when it was placed in the hands of an Administrator, residing at Darwin, see Official Year Book No. 38 and earlier issues.

An amendment to the Northern Territory (Administration) Act, assented to in June, 1947, enabled the Northern Territory to set up a Legislative Council. The Council consists of the Administrator, seven official members (nominees of the Administrator) and six members elected from five districts (two from Darwin district). The normal term of office of the elected members is three years. The Council is able to make ordinances for the Territory, but it must submit each one to the Administrator for assent. The Administrator may, or may not, assent, or he may refer the ordinance to the Governor-General. The Governor-General may also disallow any ordinance assented to by the Administrator within six months from the date of assent. Ordinances that (1) grant or dispose of Crown lands, (2) make leases or grants of land or money, donations or gratuities to the Administrator, or (3) relate to aborigines or aboriginal labour, must contain a clause suspending their operation until the signification of the Governor-General's pleasure thereon. All ordinances must be laid before Parliament after assent. Money votes may be proposed in the Council only by the Administrator himself, or by his permission or direction.

The Territory elects a member to the House of Representatives, who may take part in debates, but may not vote, except on a motion for the disallowance of any ordinance of the Northern Territory or on any amendment of any such motion.

## § 3. Physiography.

1. *Tropical Nature of the Country.*—The Territory is within the torrid zone, with the exception of a strip 2½ degrees wide which lies south of the Tropic of Capricorn.

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

The principal features of the coast-line are enumerated in Official Year Book No. 1, p. 66; the rivers in No. 2, p. 76; the mountains in No. 3, p. 67; the lakes in No. 4, pp. 77, 78; the islands in No. 5, pp. 71, 72; and the mineral springs in 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 appear in Official Year Book No. 6, p. 1116.

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

3. **Flora.**—The vegetation is North Australian in type, but a number of the forms belong to the Malayan and Oceanic regions. The timber trees are not of great commercial value, but in the coastal regions tropical vegetation grows luxuriantly to the water's edge. In the north, cypress pine, bloodwood and paperbark timbers are now cut and milled for local building purposes. These three timbers are resistant to termites. On the wide expanses of plain country in the interior there is little vegetation, the principal orders represented being:—*Euphorbiaceae*, *Compositae*, *Convolvulaceae*, *Rubiaceae*, *Goodenoviaceae*, *Leguminosae*, *Utricaceae*.

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

### § 5. Production.

1. **Agriculture.**—Up to the present agriculture has made little progress in the Territory, although it has been proved that rice, tobacco, coco-nuts, 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 coco-nut land on the coast, but hitherto planting has not been attempted on a commercial scale. For the encouragement of primary production a Primary Producers' Board was established in 1931. After the end of the 1939-45 War, returned servicemen and others began to grow with some initial success vegetables, fruit and other crops in the Darwin environs and as far south as Katherine. Vegetables grown were of consistently good quality and found ready local markets. In 1949 a group of Queensland farmers began an experiment in large-scale sorghum growing near Newcastle Waters, but the experiment has been unsuccessful for the first two seasons.

2. **Pastoral Industry.**—The pastoral possibilities of certain parts of the Northern Territory were recognized at an early date, and in 1866 stock was brought into the Macdonnell Range country from South Australia. Six years later cattle were moved from Queensland to the northern parts of the Territory, and in 1879 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, however, progressed steadily and development of stock routes and other plans for the expansion of the industry are continuing.

Cattle exported during 1950-51 numbered 145,638—98,711 to Queensland, 40,835 to South Australia, and 6,092 to Western Australia. Importations of live-stock were:—bulls, 813; other cattle, 1,385; stallions, 2; other horses, 2,862; rams, 67; other sheep, 806.

The estimated number of live stock in the Territory at the end of the years 1939 and 1946 to 1950 is given in the table hereunder :—

**NORTHERN TERRITORY : LIVE STOCK.**

31st December—	Horses.	Cattle.	Sheep.	Pigs.	Goats.	Camels.	Donkeys.	Mules.
1939 ..	32,721	922,581	38,587	483	20,335	331	1,443	366
1946 ..	30,919	972,990	28,005	208	11,914	296	1,621	513
1947 ..	32,318	991,429	19,058	680	15,260	193	1,232	632
1948 ..	33,197	1,052,811	25,791	384	14,045	173	1,192	609
1949 ..	32,904	1,048,875	25,725	419	12,102	165	935	466
1950 ..	29,366	1,019,149	28,888	1,122	12,329	94	918	603

3. **Hides and Skins.**—The number of hides and skins exported from the Northern Territory during 1950–51 was as follows :—buffalo, 7,984 ; sheep, 1,050 ; crocodile, 3,203 ; goat, 60 ; snake, 150 ; and donkey, 71. In addition, a considerable number of kangaroo skins were exported, but details are not available.

4. **Mining.**—(i) *General.* Alluvial gold digging in the Northern Territory commenced in 1869 and in 1881 maximum production was achieved when the yearly return was valued at £111,945. All of this production was confined to the northern part of the Territory. The production of metals, other than gold, has suffered on account of the vagaries of prices, and the high cost of transport. At present, Tennant Creek is the principal producer of gold. Three batteries operated by companies and one Government battery are in operation. This area is noted for its rich patches of ore. The Harts Range Mica Field which was found in 1892 continues to produce the bulk of the Australian high grade mica. Wolfram mining has increased since considerable rises in the price of wolfram concentrates occurred during late 1950 and early 1951. A Government treatment plant has commenced operations at Hatches Creek. Copper production has increased considerably from various copper producing fields. High grade copper ore is now supplied to fertilizer companies for use as a trace element. Tin concentrates were produced from the Maranboy Field, where a Government battery is in operation.

(ii) *Mineral Production.* The following table shows the value of mineral production for the years 1946 to 1950 compared with 1939 :—

**NORTHERN TERRITORY : MINERAL PRODUCTION.**

(£.)

Year.	Gold.	Tin Concentrates.	Ochre.	Copper Ore.	Mica.	Wolfram.	Tantalite.	Silver-lead.	Total Value all Minerals.
1939 ..	163,414	4,487	607	2,248	15,539	58,183	..	..	244,478
1946 ..	105,376	3,228	1,983	6,282	27,969	21,696	..	..	166,543
1947 ..	118,563	4,698	2,564	..	62,547	41,020	45	..	229,437
1948 ..	163,482	12,055	2,374	7,370	75,796	30,780	814	1,407	294,078
1949 ..	369,027	10,138	501	145,839	52,014	20,521	240	973	599,253
1950 ..	543,121	15,139	4,199	56,741	61,813	25,647	520	883	708,063

5. **Pearl 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. The production of pearl-shell has declined rapidly since 1937–38. The production for 1939–40 amounted to only 179 tons, valued at £14,350, compared with 804 tons, £67,000, in 1937–38 and 410 tons, £31,500, in 1938–39. In view of the importance of the industry it was included in the terms of reference of the Northern Australia Development Committee, which placed before the Minister for the Interior recommendations of a conference of interested bodies in March, 1946 on such matters as labour, boats and equipment, financial assistance, the marketing problem and economic survey, institution of administrative arrangements and biological investigations.

In 1947-48, eleven vessels resumed fishing for pearl-shell. Inexperienced crews and initial difficulty in locating good deposits of shell were given as the reasons for a disappointing return—45 tons to December, 1948. Owing, however, to the high price (up to £600 per ton for first grade shell) offering at that time, the value of the catch was estimated at £22,500. For the 1951 season buyers have offered up to £800 per ton for first grade shell.

Darwin continues to provide a firm and ready local market for fish. The lack of suitable refrigerating plants on the fishing-boats is responsible for the deficiency of regular supplies of fish, except in limited quantities obtained from traps close to the town.

## § 6. Land Tenure.

1. **General.**—A description of the system of land tenure in force in the Territory in 1928 was given in Chapter V.—Land Tenure and Settlement, Official Year Book No. 22. This description has been brought up-to-date in the following three paragraphs.

2. **Pastoral, Agricultural, etc., Leases.**—(i) *Pastoral Leases.* A pastoral lease may be granted for such term, not exceeding 42 years, as the Administrator determines. The rental for the first period is fixed by the Administrator, and is subject to re-appraisal on such dates as are specified in the lease or as are prescribed.

(ii) *Agricultural Leases.* Agricultural lands are classified, and the maximum area which may be included in any one lease is as follows :—Division A, Cultivation Farms, Class 1, 1,280 acres, Class 2, 2,560 acres ; Division B, Mixed Farming and Grazing, Class 1, 12,800 acres, Class 2, 38,400 acres. Agricultural leases are granted in perpetuity, and the rent for the first period is fixed by the Administrator, and is re-appraised every 21 years. The lessee must—(a) in the case of lands for mixed farming and grazing, stock the land to the extent prescribed by the regulations and keep it so stocked ; (b) establish a home within 2 years and reside on the leased land for 6 months in each year in the case of land for cultivation, and for 4 months in each year in the case of land for mixed farming and grazing ; (c) cultivate the land to the extent notified by the Administrator ; and (d) fence the land as prescribed.

(iii) *Leases of Town Lands.* Except in Darwin, leases of town lands are granted in perpetuity, the rental being fixed every 14 years. Such leases must, in the first instance, be offered for sale by public auction, and if not so sold, may be allotted by the Administrator to any applicant, at the rental fixed by the Administrator. The lessee must erect, within such time as is notified, buildings to the value specified in the conditions of sale. Leases in the town of Darwin are granted for periods up to 99 years under the Darwin Town Area Leases Ordinance 1947. Short-term leases of up to 5 years' duration are also granted in the Darwin area under the Darwin Short-term Leases Ordinance 1946.

(iv) *Miscellaneous Leases.* The Minister may grant a lease of any portion of Crown lands, or of any dedicated or reserved lands, for any prescribed or approved purpose. Such leases are for a term not exceeding 21 years, and may be offered for sale by public auction, or granted to an applicant at an annual rental fixed by the Administrator. Leases of garden lands may be granted over areas within 10 miles of a town, provided the Administrator has declared the area as garden lands.

(v) *Grazing Licences.* Licences may be granted to graze stock on Crown lands for such period, not exceeding one year, as is prescribed, and at the rent and on the conditions specified.

(vi) *Occupation Licences.* Licences may be granted for any period not exceeding 5 years, and on specified rentals and conditions, for the purpose of drying or curing fish, or for any manufacturing or industrial purpose, or for any prescribed purpose.

(vii) *Miscellaneous Licences.* The Administrator may grant licences for miscellaneous purposes for a period not exceeding 12 months on prescribed terms and conditions.

(viii) *Leases to Aborigines.* The Governor-General may grant to any aboriginal native, or to the descendant of any aboriginal native, a lease of Crown lands not exceeding 160 acres for any term of years upon such terms and conditions as he thinks fit.

3. *Mining Leases, etc.*—(i) *General.* Mining generally is governed by the Mining Ordinance 1939–1947, and special Ordinances have been promulgated by the Commonwealth respecting mining for mineral oil and coal, encouragement of mining, inspection and regulation of mining and inspection of machinery.

(ii) *Holdings under Miners' Rights.* The fee for a miner's right is 5s. for 12 months from the date of issue, and a holder thereof is entitled to occupy Crown lands for mining purposes, to construct races, to divert water, to reside on his holding, etc.

(iii) *Gold-mining Leases.* The area of a gold-mining lease must not exceed 20 acres, and the term is 21 years, renewable for a further 21 years. The rent is 2s. per acre per annum. A royalty of 3d. in the £ on the gross value of all gold and minerals won must be paid, and leases must be worked constantly by not less than 2 men for the first 12 months and thereafter by not less than 1 man for every 5 acres with a minimum of 2 men, unless exemption is obtained.

(iv) *Mineral Leases.* Mineral leases may be granted in blocks not exceeding 40 acres each. A mineral lease is issued for the same term as a gold-mining lease, with similar right of renewal. The rent is 1s. per acre per annum, and the royalty on minerals is the same as in the case of a gold-mining lease, except that payment was suspended as a war-time measure, and such temporary suspension still obtains.

(v) *Dredging Claims.* These claims may be granted for dredging for gold or minerals at a rental of 2s. per acre per annum. The maximum area of each claim must not exceed 300 acres, and 6 months after registration the holder must employ continuously on the claim not less than 3 men and fully manned machinery valued at not less than £1,000.

(vi) *Mineral Oil and Coal Licences.* A licence to search for mineral oil or coal, or for both, may be granted over an area not exceeding 1,000 square miles for a period of 5 years on payment of an annual fee of £10. At least 4 white men must be employed for not less than 6 months in each year. A holder of a mineral oil licence who discovers payable mineral oil on the land held under his licence has a preferential right to a mineral oil lease of 160 acres, together with a reward area of 640 acres thereon. A discoverer of coal in payable quantities has a preferential right to an area of 640 acres as a coal lease.

(vii) *Mineral Oil and Coal Leases.* Leases may be granted for a period of 21 years, renewable for a further 21 years, for mining for mineral oil or coal, the maximum areas being (a) for mineral oil, 160 acres; and (b) for coal, 640 acres. In the case of mineral oil and coal, the annual rent is 1s. per acre, and a royalty of 5 per cent. on the gross value of all crude oil obtained is payable; the lessee must also work the land to the satisfaction of the Minister. In the case of coal, the royalty and conditions are fixed by regulation.

(viii) *Business and Residence Areas.* A business area may be granted at the prescribed fee and authorizes the holder to occupy on a gold-field or mineral field, for the purpose of residence and carrying on his business, an area not exceeding 1 acre, provided that when the area is for residence only it shall not exceed one-quarter of an acre.

(ix) *Garden Areas.* The warden may grant market garden areas upon any gold-field or mineral field for the purpose of growing fruit or other garden produce. The conditions as to rent, etc., are as prescribed, but the area of each garden area must not exceed 5 acres.

4. *Areas Occupied, Reserved, etc.*—Areas occupied, reserved and unoccupied at 30th June, 1951 totalled 335,116,800 acres, 455,322 of which were alienated and 171,841,055 leased or held under licence (pastoral, 129,266,284; other tenures, 42,574,771). Reserves amounted to 45,647,537 acres and 117,172,886 acres were unoccupied and unreserved. Land revenues collected for the year amounted to £65,649.

## § 7. Commerce, Shipping and Air Services.

1. *Trade*.—No record is kept of the trade between the States and the Territory. The value in Australian currency of the direct overseas imports and exports for 1901 and for the years 1938-39 and 1946-47 to 1950-51 is shown hereunder:—

### NORTHERN TERRITORY : OVERSEA IMPORTS AND EXPORTS.

(£.)

Items.	1901.	1938-39.	1946-47.	1947-48.	1948-49.	1949-50.	1950-51.
Imports .. ..	37,539	36,831	89,204	277,779	267,108	766,564	639,666
Exports .. ..	29,191	12,729	17,098	73,239	21,943	11,042	9,053

2. *Shipping*.—The Territory is dependent for its shipping facilities on a quarterly visit by a ship of the Australian Shipping Board from the Eastern States and a monthly service from Western Australia by ships of the Western Australian State Shipping Service. Pearl-reefing vessels and other small craft also use the port. The following table shows the number of entrances and clearances and aggregate net tonnages of overseas and interstate vessels for the port of Darwin during the years 1938-39 and 1946-47 to 1950-51:—

### NORTHERN TERRITORY : SHIPPING.

Year.	Entrances.		Clearances.	
	Number.	Net Tons.	Number.	Net Tons.
1938-39 .. ..	161	181,961	172	179,422
1946-47 .. ..	23	50,890	23	48,136
1947-48 .. ..	31	51,552	33	56,062
1948-49 .. ..	24	12,025	23	39,817
1949-50 .. ..	39	60,316	41	66,001
1950-51 .. ..	33	57,685	28	46,807

3. *Air Services*.—Darwin is the first port of arrival in Australia for virtually all aircraft from Europe and Asia. Qantas Empire Airways Ltd. (under contract to the Commonwealth Government) operates, through Darwin, a Sydney-Singapore-London passenger service; a freight service to London; a Sydney-Hong Kong-Japan service; and a Sydney-Manila-Japan service. British Overseas Airways Corporation operates a London-Singapore-Sydney service, and Australian National Airways, in conjunction with Air-Ceylon, operates a service to London. Both these services call at Darwin. Regular inland services calling at Darwin are Trans-Australia Airlines (Adelaide-Darwin and Brisbane-Darwin), and MacRobertson-Miller Aviation, which runs regular services between Darwin and Perth, and Darwin and Wyndham. Now established as a first-class international airport, Darwin is also visited by aircraft from many other overseas airlines, besides privately-owned machines.

## § 8. Internal Communication.

1. *Railways*.—Under the agreement made between the Commonwealth and the State of South Australia for the transfer of the Northern Territory, which was ratified by the Northern Territory Acceptance Act 1910, the Commonwealth was to construct the Northern Territory portion of the transcontinental railway line (connecting Adelaide and Darwin via Port Augusta).



The northern line from Adelaide terminates at Alice Springs, about 192 miles north of the southern boundary of the Territory. 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. The line from Darwin to Katherine River, about 200 miles, has been extended as far as Birdum, 316 miles from Darwin.

The Clapp plan for the standardization of Australian railways recommended, *inter alia*, the construction of a standard gauge (4 ft. 8½ in.) strategic and developmental railway between Dajarra (Queensland) and Birdum, and the conversion to standard gauge of the Birdum–Darwin line but not the conversion of the Port Augusta–Alice Springs line nor the construction of a 4 ft. 8½ in. line between Alice Springs and Birdum. Provision for both of the last two projects, however, was included in the Railway Standardization Agreement Act 1946, involving the Commonwealth and the States of New South Wales, Victoria and South Australia. The Birdum–Dajarra project is dependent on the completion of the Queensland section of the general plan. The 1946 Agreement was not ratified by New South Wales, but the South Australia–Northern Territory projects were provided for in a subsequent separate agreement with South Australia.

2. **Roads.**—During the war, roads were built connecting Alice Springs with Darwin, and Mount Isa (Queensland) with Tennant Creek. The first of these roads, known as the North–South Road or Stuart Highway, is 954 miles long, and runs via Larrimah and Tennant Creek. The Mount Isa–Tennant Creek Road (Barkly Highway) is 403 miles long. Both were used extensively during the war, the Stuart Highway, in particular, experiencing very heavy and continuous traffic. Since the war, the Stuart Highway has been used continually as a means of transporting foodstuffs and other supplies to Darwin and northern centres, and is now the main route for overland tourists and travellers from the southern States to Darwin. The introduction of road trains for the rapid transport of fat cattle and other stock to State markets has further proved the value of both the Barkly and Stuart Highways as national assets. Both roads have good water bores and communications. As part of the post-war plan to increase beef production in the Territory a new network of roads is being constructed, survey work having been commenced in 1949.

3. **Posts, Telegraphs, Telephones and Wireless.**—Postal communication is maintained by a regular service of vessels between the Territory and the Eastern States. In addition, the vessels belonging to the Western Australian State Shipping Service give a periodic service between Fremantle and Darwin. Mail is carried between the capital cities of Australia and Darwin by the airway companies operating in each State. Inland, the northern part of the Territory receives its mail via Darwin or by means of the aerial services, and the southern districts are served via Adelaide.

The transcontinental telegraph line, covering a length of 2,230 miles, 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.

Long-distance telephone communication between Darwin and the other capital cities of Australia was established after the outbreak of war in the Pacific.

The majority of homesteads on pastoral leases are equipped with pedal wireless sets operated under licence from the Postmaster-General's Department. These stations are in daily communication with Flying Doctor Bases situated at Alice Springs (Northern Territory), Wyndham (Western Australia) and Cloncurry (Queensland), and are used for transmission of radio-telegrams and other communications.

## § 9. Educational Facilities.

1. **General.**—The South Australian Education Department provides teachers and the curriculum for schools in the Northern Territory, while the Commonwealth Government supplies all buildings and equipment. An officer of the South Australian Education Department is on loan to the Northern Territory Administration. This officer, designated the Assistant Supervisor of Education, Northern Territory, works in close co-operation with the Administrator.

The number of teachers in the Northern Territory at 30th June, 1951 was 39, all officers of the South Australian Education Department.

When the war ended, the only schools functioning in the Northern Territory were Tennant Creek, with 30 pupils, and Alice Springs, with 120. Katherine and Pine Creek re-opened in August, 1945, and the school at Darwin re-opened in May, 1946.

The number of pupils under instruction in Public Schools on 30th June, 1951 was 1,176, of whom 310 are of native extraction and 64 of Asiatic origin.

Of marked significance is the fact that 51 per cent. of school population in Darwin and 49 per cent. in Alice Springs are below the age of nine years. This, together with the fact that the number of pre-school children in both centres is high, indicates that attendances will continue to increase, and it is estimated that by 1954 Alice Springs will have a school population of approximately 600 and Darwin 800.

It is proposed to build a "comprehensive" school at Alice Springs to take children at the infant, primary and secondary stages. A site of 11 acres has been set aside and a further 20 acres has been reserved for agricultural education. Secondary education was established at Alice Springs in 1945, with facilities for instruction in general and commercial courses to the Intermediate standard of the University of Adelaide. The secondary block in the proposed new school will have practical rooms, including woodwork, sheet metalwork, domestic arts, science laboratories, millinery, dressmaking, library and commercial.

Alice Springs is now regarded as the educational centre for the greater part of the Northern Territory. Boarding students at Alice Springs are accommodated at hostels provided by Methodist, Church of England and Roman Catholic Church organizations. A boarding allowance (£30 primary and £40 secondary) for each child is paid by the Commonwealth Government to assist parents to keep their children at school. In addition, six exhibitions are offered annually on the results of the Intermediate examinations. These exhibitions carry a subsistence allowance of £50 a year, £5 for books and return fares between home and school once a year, and are tenable at any approved secondary school in Australia.

Plans have been completed for a new primary school at Darwin, built on tropical lines. The new school will be erected on a nine acre site in the town proper. This site has been specially allocated in the Darwin town plan. It is estimated that Darwin will have 100 secondary students by 1954 and consideration is being given to building a separate technical high school in the town. A site has been set aside in the town plan for this purpose. Because of the scattered nature of Darwin, transport is provided for school children and more than 400 children are conveyed to school every day in special buses. At Alice Springs, 100 go to school each day in buses provided.

Approximately 30 per cent. of all children attending school in the Northern Territory are part-aboriginal. Relationships with other children are normal and their scholastic progress compares favourably with that of white children. A special school for full-blood aboriginal children was begun at Bagot, near Darwin, in February, 1949. Attendance at the school averages 10 to 25.

2. **Theoretical Training of Apprentices.**—The recognition that technical school training is an extension of workshop training has led to the introduction of day-time classes which apprentices attend without loss of pay. Apprentices are directed by the Apprentices Board to undertake correspondence courses conducted by the Technical Correspondence School of the South Australian Education Department, these courses covering the work prescribed for the various trades in South Australia. Syllabuses were revised thoroughly in 1950 and passed by Trade Committees and the Apprentices Board in that State.

3. The "School of the Air".—The "School of the Air" was officially opened by the former Administrator, Mr. A. R. Driver, on 8th June, 1951.

Forty-one children, including some from Queensland, listen regularly and enquiries have been made from Wilcannia, New South Wales, and it is expected that children will soon be enrolled in that area.

There are five sessions each week and the programme includes stories and songs for the younger children; numbers, spelling and language lessons; health talks; appreciation of music and literature; social studies; and a Question and Answer Session.

### § 10. Finance.

Details of revenue and expenditure of the Territory for the year 1949-50 are shown below:—

#### NORTHERN TERRITORY: REVENUE AND EXPENDITURE, 1949-50. (£.)

Revenue.		Expenditure.			
Items.	Amount.	Items.	Capital Works.	Other Services.	Total.
Taxation—		Public Debt Charges—			
Probate and Stamp Duties	7,185	Interest (a) .. ..	..	239,430	239,430
Business Undertakings—		Sinking Fund(a) .. ..	..	112,188	112,188
Railways—		Other (b) .. ..	..	1,406	1,406
North Australia ..	34,880	Total .. ..	..	353,024	353,024
Central Australia ..	775,845	Business Undertakings—			
Postmaster-General's Department ..	118,292	Railways—			
Electricity Supply ..	103,177	North Australia ..	21,415	74,090	95,505
Total .. ..	1,032,194	Central Australia ..	76,654	727,689	804,343
Other—		Postmaster-General's Department ..	..	123,239	123,239
Rent and Rates ..	77,068	Electricity Supply ..	..	152,235	152,235
Miscellaneous ..	86,523	Water Supply (c) ..	..	36,023	36,023
Total .. ..	163,591	Hostels Loss ..	..	35,061	35,061
		Total .. ..	98,069	1,148,337	1,246,406
		Social Expenditure—			
		Aboriginal Affairs ..	..	101,064	101,064
		Educational Services ..	..	31,963	31,963
		Public Health and Recreation ..	..	234,450	234,450
		Total .. ..	..	367,477	367,477
		All Other—			
		Territory Administrations ..	..	503,501	503,501
		Developmental Services ..	58,178	56,822	115,000
		Buildings, Works, Sites, etc. ..	477,198	..	477,198
		Darwin Lands Acquisition ..	79,790	..	79,790
		Plant and Equipment ..	91,978	..	91,978
		Municipal, Sanitary and Garbage Services ..	..	57,207	57,207
		Shipping Subsidy ..	..	4,767	4,767
		Airmail Service Subsidy ..	..	10,400	10,400
		Rent, Repairs and Maintenance ..	..	129,880	129,880
		Total .. ..	707,144	762,577	1,469,721
Grand Total ..	1,202,970	Grand Total ..	805,213	2,631,415	3,436,628

(a) Includes Railways Interest, £195,343, and Sinking Fund, £88,170. (b) Loan Redemption and Conversion Expenses, Railways. (c) Included in Developmental Services in earlier issues.

The following table shows a summary of Northern Territory revenue and expenditure for the years 1938-39 and 1945-46 to 1949-50:—

NORTHERN TERRITORY : REVENUE AND EXPENDITURE.  
(£.)

Items.	1938-39.	1945-46.	1946-47.	1947-48.	1948-49.	1949-50.
<b>Revenue—</b>						
Taxation .. .. .	6,375	4,578	3,834	3,314	4,951	7,185
Business Undertakings(u) .. .. .	(b)224,001	1,049,557	589,087	576,505	886,361	1,032,194
Other .. .. .	49,346	61,359	94,578	124,867	132,660	163,591
<b>Total .. .. .</b>	<b>279,722</b>	<b>1,115,494</b>	<b>687,499</b>	<b>704,686</b>	<b>1,023,972</b>	<b>1,202,970</b>
<b>Expenditure—</b>						
Capital Works .. .. .	273,184	95,200	599,015	533,737	690,266	805,213
Other Services—						
Public Debt Charges .. .. .	407,304	371,949	428,146	378,566	356,201	353,024
Business Undertakings(a) .. .. .	299,953	886,204	640,180	731,803	979,716	1,148,337
Social Expenditure .. .. .	35,014	66,291	208,046	204,122	269,950	367,477
All Other .. .. .	282,114	204,281	469,741	493,587	614,835	762,577
<b>Total .. .. .</b>	<b>1,297,569</b>	<b>1,623,925</b>	<b>2,345,128</b>	<b>2,341,815</b>	<b>2,910,968</b>	<b>3,436,628</b>

(a) Includes railways operating in the Northern Territory. Included with "Other".

(b) Excludes electricity supply.

AUSTRALIAN CAPITAL TERRITORY.

1. **Introductory.**—In Official Year Books Nos. 4 and 5 information was given in Section XXXI. in regard to the events leading to the selection of the Australian 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 award-winning designs for the laying out of the city. On 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. The Seat of Government Acceptance Act 1909-1938 provides that the Territory shall be known as the Australian Capital Territory. (A special article contributed by Dr. F. Watson, entitled "Canberra Past and Present", appears on p. 454 of Official 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—afterwards His Majesty King George VI.—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—afterwards His Majesty King George V.—on 9th May, 1901. (For particulars of the opening ceremony see Official Year Book No. 21, p. 604.)

3. **Administration.**—In Official Year Book No. 18 a summary is 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 Official Year Book No. 22 a summary is given of the administrative activities of the Federal Capital Commission.

The administration of the Territory by the Federal Capital Commission was continued until 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.

Since April, 1932 the general control of the Territory has been exercised by the Minister for the Interior, certain specific services, however, being undertaken by the Department of Health, the Department of Works and Housing, and the Attorney-General's Department.

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

Since the reversion of the powers and functions of the Commission to the Government in 1930, there has been great development of works in the Territory, despite the halts in activity caused by the general reduction in Governmental expenditure during the depression years, and the necessity for restricting labour and materials to purely defence purposes during the war years. A summary of the work carried out to 30th June, 1948 is given in Official Year Books Nos. 37 and 38.

During the years 1948–49 to 1950–51, the works programme has been designed to overtake further the lag in building operations caused by the war, as well as to cope with ordinary current requirements and the impetus given to Canberra's expansion by the increase in Government business generally and the gradual centralization of Departmental Head Offices in the National Capital. The programme, therefore, has had to provide for permanent and temporary housing, hostel, guest house and office accommodation, public buildings and allied engineering and electrical works and services.

To undertake this programme, the combined labour forces of the Department of Works and Housing and contractors working for the department during this time expanded from 1,900 men in 1948 to 3,200 men in 1951. Some of these men were employed building workmen's houses, both temporary and permanent structures, and erecting workmen's hostels to build up a potential labour capacity of approximately 4,000 men.

House erected during this period were :—1948–49, 285 ; 1949–50, 410 ; and 1950–51, 545. These figures include nine houses erected for the War Service Homes Division in 1949–50 and 42 erected in 1950–51. There were also 1,622 houses under construction at 30th June, 1951, in various projects. Some of the major housing projects were as follows :—

- Three hundred concrete houses being erected at Turner and O'Connor ; of these, 101 had been completed, 72 were under construction and 127 had not been commenced.
- One hundred timber houses at O'Connor ; 60 were under construction and 40 had not been commenced.
- One hundred Econo steel houses at Narrabundah ; 41 were under construction and 59 had not been commenced.

Arrangements were progressing for the importation of 1,246 prefabricated houses from England. Contracts had already been arranged for erection of 596, of which 272 were under construction at 30th June, 1951. There were also 29 War Service Homes under construction in various localities, and 360 brick and 324 timber houses of standard types were being constructed in various suburbs.

Two groups of flats were being erected, one at Ainslie and one in the Braddon-Reid area. When completed these will provide 168 housing units of single and double bedroom flats.

Two permanent guest houses, Lawley House and Havelock House, each providing accommodation for approximately 200 persons, and two temporary units, Reid House and Narellan House, with accommodation for approximately 300 and 60 persons respectively, were completed during the period. Work was commenced also on a hostel for students attending the Forestry School at Yarralumla, which will provide accommodation for 40 students. Extensions to Acton Guest House provided additional accommodation for 30 persons, whilst two new wings, almost completed, to Hotel Acton, are designed to increase the capacity of this hotel by 50.

Hostel accommodation provided for workmen during the period by the Department of Works and Housing comprised the erection of hostels at Turner, Ainslie, Capital Hill and Fairbairn, together providing accommodation for 1,500 workmen. At the end of the period, a second hostel was under construction at Capital Hill, and this, together with extensions being made to other hostels, will accommodate a further 650 men. The hostel at Fairbairn has now been allocated to the Royal Australian Air Force for use under the National Service Training Scheme.

Other architectural works completed in the three years include the erection of a Post Office at Kingston, additions to the Bureau of Census and Statistics building at West Block, and erection of three temporary office units of wood and fibro at Barton. These three office units provide 98,000 square feet of office space and accommodate four departments employing approximately 830 persons.

As a result of the increased numbers of members of Parliament, extensive alterations and additions were made to Parliament House. Concurrently with this work, the air conditioning plant was remodelled and reinforcement of the sound reproduction system was carried out. Extensions were made to the Council for Scientific and Industrial Research Organization buildings at Black Mountain, and work commenced on a central administrative building for this authority. Further progress was made on the permanent administrative building at Parkes, and at 30th June, 1951 it was estimated that 17 per cent. of the work had been completed, including completion of the basement floor and most of the lower ground floor, and commencement of the ground floor. Work commenced on the erection of buildings for the Australian National University. University House, a large three-story building incorporating flats for the accommodation of staff, dining rooms, kitchen, refectory, secretarial quarters and sports rooms, was under construction, together with five cottages for senior professors. The Physical Sciences Building for nuclear science research, including the accelerator wing in which the cyclotron will be housed, had also been commenced. Alterations and additions to Ainslie Public School were commenced in March, 1950, and temporary fibro and wood classrooms were erected at Telopea Park and Ainslie Public Schools in December, 1950.

The major water supply project during this period was to increase the height of the Cotter Reservoir from 60 feet to 86 feet at the spillway, while wingwalls reaching 99 feet above the original stream bed were built at either end of the spillway. These extensions increased the dam's capacity from 350 million gallons to 880 million gallons, sufficient for a population of 35,000, and provided for a further extension to 1,100 million gallons capacity at a future date by installing flash boards on the spillway. Engineering and electrical works undertaken included provision of essential services to new houses and other buildings being erected in various suburbs; extensions to high and low tension electricity supply mains; construction of roads and footpaths; reconstruction of Lennox Crossing bridge; provision of services such as water supply, sewerage and drainage; runway construction and obstruction lighting improvements at Fairbairn Aerodrome; and the extension of electricity supply lines to rural areas.

5. **Forestry.**—A considerable amount of reforestation work has been undertaken and plantations have been established at Uriarra, Mount Stromlo, Pierce's Creek, Green Hills and Kowen. Experimental plots have also been established in the Brindabella mountains.

The total area of plantations to 31st December, 1950 was 15,750 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 a wider programme, arrangements have been made for pruning and thinning, and sawmill timber is now being obtained from the logs resulting from thinning operations and clear felling of mature plantations. The yearly output of sawmill logs is gradually improving and has increased from 30,000 super. feet in 1930-31 to 10,000,000 super. feet in 1950.

In 1926 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. *Pinus radiata* has been most extensively planted, and also, as a result of experimental work, pinus areas of better quality pines on a longer rotation, such as *Pinus ponderosa* and *laricio*, have been planted during recent years, but *Pinus radiata* remains the principal species.

6. *Lands.*—(i) *General.* Reference has been made in previous issues of the Official Year Book to the general conditions of land tenure in the Australian Capital Territory 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 pests. The lands are classified into three grades of agricultural and three grades of grazing land. Leases may be granted for grazing, fruitgrowing, horticulture, agriculture, residential, business, or other purposes for a period not exceeding 25 years. The annual rental is 4 per cent. of the assessed value of the land, including improvements which are the property of the Crown, plus the amount of rates payable. No person may hold under lease land of a greater value than £10,000, exclusive of the value of buildings and fences thereon. About 317,869 acres comprising 472 leases and 24 grazing licences were held under lease and licence at 31st December, 1950, for periods varying from quarterly tenure to 25 years.

Under the Seat of Government (Administration) Act 1910, Crown lands in the Territory may not be sold or disposed of for any estate in freehold except in pursuance of some contract entered into before the commencement of that Act. Leases of land in the City Area are granted under the City Area Leases Ordinance 1936–1951, and leases of other lands under the Leases Ordinance 1918–1937. Land is also leased for various purposes in the City Area under the Church Lands Leases Ordinance 1924–1932, and the Leases (Special Purposes) Ordinance 1925–1943.

(ii) *City Leases.* The Government may grant leases in the city area of any Crown land for business or residential purposes. Such leases may be issued for a period not exceeding 99 years at a rental equal to 5 per cent. of the unimproved value of the land, which value is subject to re-appraisal at the expiration of 20 years, and thereafter every 20 years. A suitable building must be commenced within 6 months and completed within 12 months unless an extension of time is allowed.

Auction sales of city leaseholds are described in Official Year Book No. 22, p. 599.

Eight leases under the Church Lands Leases Ordinance 1924–1932, which require the lessees to submit a definite building programme within a specified period, and one lease under the Church of England Lands Ordinance 1926 have been granted for church purposes. A further nine leases under the Leases (Special Purposes) Ordinance 1925–1943, one lease under the City Area Leases Ordinance 1936–1947, and three leases under the Leases Ordinance 1918–1937 have been granted for church and scholastic purposes.

The total number of leases granted under the City Area Leases Ordinance, excluding surrendered leases, at the end of the year 1950 was 1,021 representing a capital value of £367,997. During the year 167 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 389.

Under the terms of the City Area Leases Ordinance 1936–1951 each block is leased for a period of 99 years at a rental of 5 per cent. per annum of the unimproved capital value as assessed by the Commonwealth. At present such rentals are subject to a 20 per cent. rebate.

(iii) *In the Jervis Bay Territory.* The Commonwealth 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 Australian 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. Leases have been granted over an area of 13,035 acres in the Jervis Bay Territory.

7. *Railways, etc.*—Canberra is connected with the railway system of New South Wales at Queanbeyan by a line 4½ miles long. This line was opened for goods traffic on 25th May, 1914, and for passenger traffic on 15th October, 1923. The railway terminus is situated in the area known as Kingston.

A direct passenger service is in operation connecting Canberra with Sydney and Melbourne, and trains leave both cities for Canberra daily.

There are two companies operating air services each several times daily on the Melbourne-Canberra-Sydney route.

Regular motor-coach services link Canberra with New South Wales, Victoria and South Australia.

8. **Population.**—The census return of population on 30th June, 1938, was 11,290 in the Australian Capital Territory and 272 in the Jervis Bay Territory, or a total of 11,562 persons. The population at the Census of 30th June, 1947, was 16,905 persons—15,156 in the city area, 1,389 in the rural districts and 360 in the Jervis Bay area. A census was taken of the city area on 14th-16th September, 1951, the population then being 23,617 persons. At that time the estimated population of the Australian Capital Territory was 25,400 persons.

9. **Production.**—During 1949-50 the production of the more important items of the agricultural and pastoral industry was—Wheat, 91,641 bushels; wool, 2,123,000 lb.; butter, 6 tons; meat (bone-in weight, fresh), 2,451 tons. The numbers of live stock depastured at 31st March, 1951, were—Horses, 910; cattle, 11,477; sheep, 256,200; and pigs, 642.

10. **Educational Facilities.**—Arrangements exist with the New South Wales Education Department for the administration of education up to and including the secondary stage in the Territory, the expenditure involved being refunded annually to the State. There are seven schools in the Australian Capital Territory and two in the Jervis Bay Territory. The largest school is situated at Telopea Park, Barton, with accommodation for 1,200 scholars. Secondary education is provided at the Canberra High School, Acton, and the Telopea Park Central School has a secondary department. The High School has accommodation for 550 scholars, and its curriculum provides a standard of education comparable in range of subjects with that provided at the Government High Schools in New South Wales. The School also provides for commercial and junior technical classes, and there is an Evening Youth College attached, with commercial, matriculation and other classes.

The Canberra Technical College at Kingston is provided with modern equipment for supplementary courses for apprentices, journeymen desirous of improving their trade qualifications, and for others who desire to take any special courses. Provision is also made for the training of ex-service personnel under the Commonwealth Reconstruction Training Scheme.

The Canberra Nursery School, Acton, established in 1944, provides for the training of children between the ages of 3 and 5 years.

Eight neighbourhood pre-school centres provide modified nursery school facilities for children between the ages of 3 and 5 years. Additional centres of this type are to be established in other areas.

There are at present four private schools in the Territory. The Canberra Grammar School, the Canberra Church of England Girls' Grammar School, and St. Christopher's Convent School provide for sub-primary, primary and secondary education, and St. Patrick's School provides sub-primary and primary education.

Reference to the establishment of the Canberra University College will be found in Chapter VI.—Education.

An area of approximately 250 acres has been set aside at Acton—at the foot of Black Mountain—within easy distance of the City, for an Australian National University. Provision is made for the establishment of such research schools as may be deemed desirable, including a School of Medical Research, and Research Schools of Physical Sciences, Social Sciences and Pacific Studies. Further reference to this University appears in § 6 of Chapter VI.—Education.



11. Finance.—(i) Year 1949-50. Details of revenue and expenditure for the year 1949-50 are given in the following table:—

AUSTRALIAN CAPITAL TERRITORY: REVENUE AND EXPENDITURE, 1949-50.

(£.)

Revenue.		Expenditure.			
Items.	Amount.	Items.	Capital Works.	Other Services. (a)	Total.
<b>Taxation—</b>		<b>Public Debt Charges—</b>			
Motor Registration ..	22,451	Interest ..	..	192,860	192,860
Liquor ..	10,127	Sinking Fund ..	..	74,052	74,052
Department of Health Licences ..	80	Other ..	..	433	433
Medical, Dental, Pharmacy and Nursing Registrations ..	27	<b>Total ..</b>	..	<b>267,345</b>	<b>267,345</b>
Stock Rates ..	825	<b>Business Undertakings—</b>			
Rates ..	12,948	Railways ..	645	18,689	19,334
<b>Total ..</b>	<b>46,458</b>	Electricity Supply ..	134,796	174,963	309,759
<b>Business Undertakings—</b>		Water Supply and Sewerage ..	175,854	41,881	217,735
Railways ..	12,595	Abattoirs ..	973	11,225	12,198
Electricity Supply ..	146,136	Transport Plant and Equipment ..	24,955	..	24,955
Water Supply and Sewerage ..	10,605	Transport Loss ..	..	26,285	26,285
Abattoirs ..	14,842	Hostels Loss ..	..	62,620	62,620
<b>Total ..</b>	<b>184,268</b>	Firewood Supplies Loss ..	..	1,000	1,000
<b>Rent—</b>		Hostels ..	374,390	7,653	382,043
Housing ..	243,706	<b>Total ..</b>	<b>711,613</b>	<b>344,316</b>	<b>1,055,929</b>
Land ..	49,714	<b>Social Expenditure—</b>			
Miscellaneous ..	10,008	<b>Education—</b>			
<b>Total ..</b>	<b>303,428</b>	Primary and Secondary Education ..	..	94,453	94,453
<b>Interest ..</b>	<b>5,480</b>	Technical College ..	3,055	20,266	23,921
<b>Fees for Services and Fines ..</b>	<b>9,135</b>	University ..	7,750	23,500	31,250
<b>Sale of Hotel Ainslie ..</b>	<b>85,000</b>	Science, Art, Research, etc. ..	..	3,646	3,646
<b>Other ..</b>	<b>30,937</b>	Nursery Schools and Pre-School Centres ..	..	6,044	6,044
		Public Health and Recreation ..	9,367	23,557	32,924
		Charitable—	..	..	..
		Hospital—General ..	9,252	70,222	79,474
		Relief of Aged, Indigent, etc. ..	..	1,492	1,492
		Other ..	..	8,062	8,062
		Law, Order and Public Safety—			
		Justice ..	..	9,884	9,884
		Police ..	..	35,955	35,955
		Public Safety ..	13,155	7,282	20,437
		<b>Total ..</b>	<b>43,179</b>	<b>304,363</b>	<b>347,542</b>
		<b>All Other—</b>			
		Roads and Bridges ..	81,062	73,999	155,061
		Parks and Gardens, etc. ..	35,358	140,969	176,327
		Public Works, n.e.i. ..	309,324	30,100	339,624
		Lands and Surveys ..	14,750	19,718	34,468
		Agriculture and Pasture ..	..	24,589	24,589
		Forestry ..	30,396	35,695	66,091
		Housing ..	1,200,272	53,266	1,253,538
		Legislative and General Administration ..	..	242,816	242,816
		Miscellaneous ..	..	2,011	2,011
<b>Grand Total ..</b>	<b>664,706</b>	<b>Grand Total ..</b>	<b>2,426,154</b>	<b>1,539,187</b>	<b>3,965,341</b>

(a) Includes Repairs and Maintenance.

(ii) *Years 1945-46 to 1949-50.* The following table is a summary of the main classes of revenue and expenditure during the years 1945-46 to 1949-50 :—

**AUSTRALIAN CAPITAL TERRITORY : REVENUE AND EXPENDITURE.**  
(£.)

Items.	1945-46.	1946-47.	1947-48.	1948-49.	1949-50.
<b>Revenue—</b>					
Taxation .. .. .	28,236	29,754	34,988	38,773	46,458
Business Undertakings (a) .. ..	114,437	122,218	149,526	170,854	184,268
Other .. .. .	259,787	279,240	302,509	318,380	433,980
<b>Total .. .. .</b>	<b>402,460</b>	<b>431,212</b>	<b>487,023</b>	<b>528,007</b>	<b>664,706</b>
<b>Expenditure—</b>					
Capital Works .. .. .	349,103	779,050	1,076,029	1,843,570	2,426,154
Other Services—					
Public Debt Charges .. .. .	280,074	280,642	283,427	283,075	267,345
Business Undertakings (a) .. ..	130,631	163,091	193,009	270,075	344,316
Social Expenditure .. .. .	144,004	167,063	202,339	255,851	304,363
All Other .. .. .	290,189	345,360	382,961	449,302	623,163
<b>Total .. .. .</b>	<b>1,194,001</b>	<b>1,735,206</b>	<b>2,137,665</b>	<b>3,102,773</b>	<b>3,965,341</b>

(a) Includes Commonwealth Railways operating in the Australian Capital Territory.

(iii) *From 1901-2 to 30th June, 1950.* The total receipts and expenditure from 1901-2 to 30th June, 1950. were as follows :—

**AUSTRALIAN CAPITAL TERRITORY : RECEIPTS AND EXPENDITURE TO 30th JUNE, 1950.**

Receipts.	£	Expenditure.	£
Commonwealth Treasury—		Lands .. .. .	918,831
Parliamentary Appropriations—		Engineering works .. .. .	7,138,810
Revenue .. .. .	16,948,005	Architectural works .. .. .	8,568,483
Loan .. .. .	5,741,514	Other capital expenditure, sundry debtors, etc. .. .. .	1,731,157
			18,357,281
		Seat of Government Establishment Account, being maintenance and administration less revenue; expenditure of a capital nature for which assets no longer exist; profit and loss accounts of trading activities, etc. .. .. .	(a) 4,332,238
<b>Total Receipts .. .. .</b>	<b>22,689,519</b>	<b>Net Expenditure .. .. .</b>	<b>22,689,519</b>

(a) Excludes Interest £5,325,869 net.

The foregoing table was prepared by the Department of the Interior and excludes part cost of national buildings (Parliament House, the secretariats, etc.), federal highways within the Territory, the Queanbeyan-Canberra Railway, the housing loan etc., and loans for housing—£2,207,000.

**NORFOLK ISLAND.**

1. *Area, Location, etc.*—Norfolk Island, discovered by Captain Cook in 1774, is situated in latitude 29° 3' 45" South, longitude 167° 56' 29" East. Its total area is 8,528 acres, the island being about 5 miles long and 3 miles wide. From Sydney it is distant 930 miles, and from Auckland, 630 miles. The length of the coast line is 20 miles, and its form that of an irregular ellipse. Except for a portion on the south side, inaccessible cliffs rise from the water's edge. The climate is equable, the temperature ranging between 49° and 85° F. with a mean of 68° F. The average annual rainfall is 52 inches. It has been said that the salubrious climate, coupled with the beauty of its landscapes and seascapes, should render Norfolk Island "the Madeira of the Pacific". Before the war

the island was visited annually by a number of tourists. With the inauguration of direct air services from Australia and New Zealand, this traffic is again rapidly increasing.

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 numbering 94 males and 100 females were the descendants of British sailors and Tahitian women. The last of those transferred died at Norfolk Island on 1st March, 1943.

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, and finally by the passage of the Norfolk Island Act 1913 it was accepted by the Federal Parliament as a territory of Australia. From July, 1914 until 1st January, 1929, Norfolk Island was administered by the Department of Home and Territories, and then, until 25th June, 1941, by the Territories Branch of the Prime Minister's Department, but is now administered by the Department of Territories through an Administrator. An amending measure, the Norfolk Island Act 1935, provided for the establishment of an Advisory Council of eight elected members to advise the Administrator.

4. **Population.**—The population as disclosed by the Census of 30th June, 1947, was 938, consisting of 505 males and 433 females. During 1949-50, 22 births, 15 deaths and 12 marriages were recorded. The average age of the persons who died was 59 years. Departures from the island exceeded arrivals by 15, the respective figures being arrivals, 1,355, departures, 1,370. The population at 30th June, 1950 was 1,140.

5. **Live-stock.**—The latest returns of live-stock show that at 30th September, 1946, there were on the island 1,464 cattle, 527 horses, 327 sheep and 25 pigs. In addition, there were 5,369 head of poultry.

6. **Production, Trade, etc.**—The soil throughout is good and is specially suitable for the cultivation of bananas, citrus and other fruits. The Hawkesbury Wonder bean seed is one of the staple crops of the island. Since the promulgation of the Ordinance regulating the export of seed the area planted with bean seed has increased. Of the 1949-50 crop, 2,145 bushels were exported, the average price realized being approximately £3 15s. per bushel for uncertified seed, and £4 10s. per bushel for certified seed.

Apart from the bean, agriculture generally has been depressed. A modern pulping factory was erected on the island during 1938, but whilst 82 tons of passion fruit pulp were produced during 1939-40, no pulp was produced during 1949-50. During this year, passion fruit seed to the value of £139 was exported. The pulping of cherry guavas for jelly has also been experimented with and investigations carried out with a view to cultivating flax and ramie.

The citrus trees in full bearing on the island are capable of producing over 3,000 cases of fruit, but owing to a lack of marketing facilities, production has been retarded. Lemon and orange juice, have, however, sold readily, the combined value of these two items of export during 1946-47 amounting to £460. There were no exports during 1949-50 as barrels were not available. Lemon seed exported during the year 1949-50 was valued at £137.

Large numbers of whales pass the island throughout the season. However, whaling had not been conducted for a number of years until 1948, when the industry was revived by the formation of a whaling company. The preserved fish industry which was established some years ago has met with a number of setbacks but several consignments of frozen fish valued at £220 were exported to Australia during 1947-48.

On 30th June, 1950, the total area of land held under freehold and Crown leasehold amounted to 6,330 acres, consisting of 4,140 acres freehold and 2,190 leasehold.

Imports and exports for the six years 1938-39 and 1945-46 to 1949-50 are shown hereunder; the values are expressed in Australian currency :—

NORFOLK ISLAND : IMPORTS AND EXPORTS.

(£.)

Country.	1938-39.	1945-46.	1946-47.	1947-48.	1948-49.	1949-50.
<b>IMPORTS.</b>						
From—						
Australia .. .. .	27,427	29,938	50,195	69,902	117,772	107,229
New Zealand .. .. .	..	2,273	22,368	5,303	13,260	26,770
Pacific Islands .. .. .	163	191	1,476	375	198	401
<b>Total .. .. .</b>	<b>27,590</b>	<b>32,402</b>	<b>74,039</b>	<b>75,580</b>	<b>131,230</b>	<b>134,400</b>
<b>EXPORTS.</b>						
To—						
Australia .. .. .	16,110	8,886	12,695	14,370	15,554	18,242
New Zealand .. .. .	623	..	361	2,816	2,125	9,906
Pacific Islands .. .. .	237	138	461	407	1,657	185
<b>Total .. .. .</b>	<b>16,970</b>	<b>9,024</b>	<b>13,517</b>	<b>17,593</b>	<b>19,336</b>	<b>28,333</b>

Duties of Customs are levied on the following goods imported into Norfolk Island for home consumption :—

IMPORT DUTIES SCHEDULE.

Article.	Unit.	Rate of Duty.	Article.	Unit.	Rate of Duty.
		<i>s. d.</i>			<i>s. d.</i>
Spirits .. .. .	pr. gal.	30 0	Chicory .. .. .	lb.	0 3
Ale, beer, porter and cider .. .. .	gal.	2 6	Petroleum, etc. .. .. .	gal.	0 3
Wine, still—			Kerosene, etc. .. .. .	..	0 3
Australian .. .. .	..	5 0	Residual oil, etc. .. .. .	..	0 3
Other .. .. .	..	10 0	Oil, n.e.i. .. .. .	..	0 3
Wine, sparkling—			Lubricating oils .. .. .	..	0 3
Australian .. .. .	..	15 0	Sugar .. .. .	cwt.	3 0
Other .. .. .	..	25 0	Molasses, etc. .. .. .	..	2 0
Tobacco, manufactured			Biscuits .. .. .	lb.	0 1
or unmanufactured—			Candles .. .. .	..	0 1
Australian leaf .. .. .	lb.	2 0	Confectionery .. .. .	..	0 3
Other leaf .. .. .	..	4 0	Dried fruits—		
Cigars and cigarettes .. .. .	..	6 0	Australian .. .. .	..	0 1
Tea .. .. .	..	0 3	Other .. .. .	..	0 3
Coffee .. .. .	..	0 3	Jams, jellies and pre- serves .. .. .	..	0 1

No duties are chargeable on goods imported into Australia from Norfolk Island if the goods are (a) the produce or manufacture of Norfolk Island; (b) shipped direct to Australia; and (c) not goods which if manufactured or produced in Australia would be subject to excise duty.

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.

A shipping service to the Territory is maintained at approximately three-monthly intervals by vessels of Burns Philp & Co. Ltd., Sydney. The journey from Sydney to Norfolk Island occupies about four days.

The construction of an aerodrome on the island was completed during 1943. A fortnightly passenger and air freight service between Sydney and Norfolk Island is maintained by Qantas Empire Airways Ltd., and regular air services are also in operation from New Zealand and Fiji.

Until 10th June, 1947 the post office at Norfolk Island was part of the Commonwealth postal system, but as from that date Norfolk Island was established as a separate postal administration with its own issue of stamps.

8. **Social Condition.**—Education is free and compulsory up to the age of fifteen years. The school conforms to the Australian standard of public education, ranging from kindergarten to the intermediate certificate, with a two years' super-primary course of instruction in cultural subjects and in woodwork, needlework, leatherwork, basketry and hat-making. The headmaster and 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 at 30th June, 1950 was 193. During 1949–50, a dental examination of school children was carried out and free dental service provided.

The Court of Norfolk Island, presided over by a Chief Magistrate, is a court of record with dual jurisdiction. Sitting in its Limited Jurisdiction the Court has power to hear and determine actions of claims not exceeding £30 and to punish summarily all crimes and offences involving a pecuniary penalty or a sentence of imprisonment not exceeding six months. In its Full Jurisdiction the Court can hear and determine all actions, punish all crimes and offences, grant probate and letters of administration, hear and determine appeals from any conviction of the Court sitting in its Limited Jurisdiction, and has authority in all other matters. An appeal lies to the High Court of Australia from any judgment, order, decree or sentence of the Court sitting in its Full Jurisdiction.

9. **Finance.**—Details of revenue and expenditure for the years 1938–39 and 1945–46 to 1949–50 are shown in the following table:—

NORFOLK ISLAND : REVENUE AND EXPENDITURE.

(£.)

Items.	1938-39.	1945-46.	1946-47.	1947-48.	1948-49.	1949-50.
<b>Revenue—</b>						
Commonwealth Subsidy ..	4,000	4,000	4,000	4,000	4,000	4,000
Customs Duties .. ..	2,390	3,037	4,279	6,639	5,272	8,723
Sale of Liquor .. ..	2,865	3,508	7,758	10,616	13,197	15,446
Post Office(a) .. ..	..	..	17,690	31,696	3,892	3,025
Other .. ..	2,529	(b) 44,592	5,430	5,985	6,759	7,992
<b>Total .. ..</b>	<b>11,784</b>	<b>60,137</b>	<b>39,157</b>	<b>58,936</b>	<b>33,120</b>	<b>39,186</b>
<b>Expenditure—</b>						
Salaries .. ..	5,513	7,458	8,142	9,601	9,161	10,910
Purchase of Liquor .. ..	1,832	4,807	4,537	9,572	6,504	14,207
Post Office(a) .. ..	..	..	(c) 5,104	5,754	1,595	726
Other .. ..	..	..	..	..	..	20,029
Public Works .. ..	6,220	(b) 45,736	8,781	15,285	25,015	9,972
<b>Total .. ..</b>	<b>13,565</b>	<b>58,001</b>	<b>26,624</b>	<b>40,212</b>	<b>42,275</b>	<b>55,844</b>

(a) Excludes Money Order, Postal Note and C.O.D. Parcels transactions. (b) Includes compensation for land for aerodrome—receipts from Commonwealth, £38,500; payments to owners, £34,640. (c) Includes advance to postmaster, £4,091.

## PAPUA AND NEW GUINEA.

**Administration.**

Following the outbreak of the Pacific War civil administration in Papua and New Guinea was suspended on 11th February, 1942, and military control commenced. The Territory of New Guinea came under Japanese occupation in 1942, but the greater part had already been recaptured by Australian and Allied Forces when the Japanese surrendered in August, 1945. During the period of military control matters relating to the former civil administration were dealt with by the Department of External Territories, Canberra. The Minister for External Territories was empowered by National Security Regulations to exercise the powers and functions of the Administrator, officers, and authorities of the territories, and jurisdiction of the Supreme Courts of Papua and New Guinea was vested in the Supreme Court of the Australian Capital Territory.

Pursuant to the provisions of the Papua-New Guinea Provisional Administration Act 1945, a single Provisional Administration Service was formed to take over from the military authorities in the Territories of Papua and New Guinea. Colonel J. K. Murray was appointed Administrator of the combined Territories on 11th October, 1945, and the transfer from military to civil control in Papua and the portion of the Territory of New Guinea south of the Markham River was effected on 30th October, 1945. Jurisdiction of the Supreme Courts of Papua and New Guinea was then vested in the Supreme Court of the Territory of Papua-New Guinea. As circumstances permitted, civil control was extended to other areas until the whole of the Territory of New Guinea came under control of the Provisional Administration of Papua-New Guinea on 24th June, 1946.

The Papua-New Guinea Provisional Administration Act 1945-1946 was repealed by the Papua and New Guinea Act 1949 which came into force on 1st July, 1949. The latter Act approved the placing of the Territory of New Guinea under the International Trusteeship system and provides for an Administrative Union, one Administrator, one Supreme Court and one Public Service.

Provision is made for an Executive Council of not less than nine officers of the Territory, who shall be appointed by the Governor-General, and a Legislative Council consisting of twenty-nine members, namely :—(a) the Administrator ; (b) sixteen officers of the Territory (who shall be known as official members) ; (c) three non-official members possessing such qualifications as are provided by Ordinance and elected, as provided by Ordinance, by electors of the Territory ; (d) three non-official members representing the interests of the Christian missions in the Territory ; (e) three non-official native members ; and (f) three other non-official members.

The Legislative Council shall commence to perform its powers and functions under the Act on a date to be fixed by Proclamation.

Subject to the Act, provision may be made by Ordinance for the establishment of Advisory Councils for Native Matters and Native Village Councils.

The Act also makes provision for the continuance of the existing laws of the Territory of Papua and the Territory of New Guinea.

## PAPUA.

**§ 1. General Description.**

1. **Early Administration.**—Particulars of the early administration of Papua are 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 18th March, 1902, and was accepted by the Commonwealth by the Papua Act 1905, which came into force by virtue of the aforesaid proclamation. The transfer was made under the authority of Section 122 of the Constitution. The Territory is now under the control of the Commonwealth, but not included within it, and is divided into seven magisterial divisions, viz. :—**Central Highlands**, **Western**, **Delta**, **Gulf**, **Central**, **Milne Bay** and **Northern**.

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 920 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.

1. Non-indigenous Population.—(i) *General*. The number of the non-indigenous population enumerated at the Census of 30th June, 1947, was 3,239, of whom 2,057 were males and 1,182 females. There were 2,736 full-bloods, of whom 2,542 were Europeans and 194 non-Europeans; half-castes with one of the parents a European numbered 503.

The table following shows the non-indigenous population enumerated at the last three censuses and as estimated at 30th June, 1950:—

TERRITORY OF PAPUA: NON-INDIGENOUS POPULATION.

Race.	4th April, 1921.	30th June, 1933.	30th June, 1947.	30th June, 1950.
Full-blood— European .. .. .	1,343	1,148	2,542	4,380
Non-European—				} (b)
Filipino .. .. .	91	88	21	
Malay .. .. .	63	158	24	
Polynesian .. .. .	372	488	96	
Other .. .. .	51	52	53	
Total .. .. .	577	786	194	
Half-caste (a) .. .. .	158	227	503	
Not Stated .. .. .	..	12	..	
Grand Total.. .. .	2,078	2,173	3,239	

(a) Persons who have European blood to the extent of one-half.

(b) Not available.

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 Administrator to persons of special skill required for employment as overseers or foremen.

(ii) *European Population*. The European population of Papua at the Census of 30th June, 1947, was 2,542, made up of 1,700 males and 842 females. The numbers recorded in earlier years were:—1937, 1,323; 1938, 1,488; 1939, 1,608; 1940, 1,822; and 1941, 3,070. At 30th June, 1950, the European population was estimated at 4,380.

(iii) *Non-European Population*. The non-European section of the non-indigenous population at 30th June, 1947 was 697 of whom 194 were full-bloods and 503 were half-castes with one of the parents a European.

2. **Native Population.**—It is not possible to give exact data regarding the number of natives, because part of the interior has not as yet been under complete Government control. A census of areas under Government control is at present being conducted, and the number of natives enumerated by 30th June, 1950 and the estimated number of uncounted natives are shown in the following table.

**TERRITORY OF PAPUA : ENUMERATED AND ESTIMATED NATIVE POPULATION AS AT 30th JUNE, 1950.**

Division.	Enumerated.(a)			Estimated.	Grand Total.
	Males.	Females.	Persons.		
Central Highlands .. ..	1,423	1,155	2,578	80,000	82,578
Western .. ..	9,076	7,753	16,829	9,000	25,829
Delta .. ..	7,349	6,555	13,904	8,900	22,804
Gulf .. ..	11,451	10,408	21,859	(b) 5,500	27,359
Central .. ..	28,680	25,300	53,980	27,530	81,510
Milne Bay .. ..	38,448	34,339	72,787	13,700	86,487
Northern .. ..	21,028	18,964	39,992	2,000	41,992
<b>Total .. ..</b>	<b>117,455</b>	<b>104,474</b>	<b>221,929</b>	<b>146,630</b>	<b>368,559</b>

(a) These figures are based on the results of the census up to 30th June, 1950. The census was then still proceeding.

(b) No estimate given for grassland Kukukuku country.

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

1. **Native Labour.**—The laws relating to the employment of natives are uniform in Papua and New Guinea and are contained in the Native Labour Ordinance 1950 of the Territory of Papua and New Guinea.

The Ordinance provides for the engagement of natives under a permit issued by a District Officer authorizing the permittee to engage natives for employment on his own behalf or with the written authority of a registered employer on his behalf. Provision is also made for the issue to natives of Native Assistant's permits authorizing the permittee to engage employees on behalf of the employer endorsed on the permit. Such permits are limited to the district specified in the permit.

Natives are employed under written agreements which are sanctioned and attested by an authorized officer for any period not exceeding eighteen months and may be extended by the parties thereto for a further period of six months but not beyond that period. Employment during the period of extension may be terminated by either party by one month's notice to the other. An agreement commences to run as from the time it is attested. Civil remedies only apply to breaches of agreements. Employers must repatriate workers on the termination of their contracts.

Natives under sixteen years of age may not be employed and a minimum monthly wage of fifteen shillings and a working week of 44 hours are prescribed. An employer must supply his labourers with housing, medical attention, food and clothing free of charge. Provision also exists for compensation for injury or death arising out of employment.



2. **Native Taxes.**—Under the Native Taxes Ordinance 1917-1936, a tax not exceeding £1 per annum may be imposed on natives, except native constables, mission teachers and mission students, 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, but no taxes have been collected since 1941.

3. **Health.**—At 30th June, 1950, there were three European hospitals (one privately controlled), 32 native hospitals (one private and 14 mission), 144 aid-posts (65 mission), 39 welfare clinics (35 mission) and two leprosaria functioning in the Territory. Hospitals are also conducted by some of the plantation companies. The mission societies employ a number of doctors and trained nurses. European medical assistants are employed by the Government. A training school has been established for the purpose of training natives in first-aid, elementary physics, chemistry, anatomy, physiology and pathology in preparation for their employment as native medical assistants. Native students also attend the Native Medical Practitioners' School at Fiji. The chief complaints treated are malaria, yaws, ulcers, lung affections, hookworm, venereal and skin diseases.

#### § 4. Land Tenure.

1. **Ownership of Land.**—The basic principle of the land laws of Papua is that all land not specifically alienated by due process from the natives is native land. On 30th June, 1950, of the total estimated area of Papua, approximately 58,000,000 acres, only 1,828,684 acres had been alienated. The following table shows the distribution of all land in Papua according to tenure.

TERRITORY OF PAPUA : LAND TENURE, 30th JUNE, 1950.

Tenure.	Area.
Alienated—	Acres.
Held by private non-indigenous inhabitants—	
Freehold .. .. .	24,285
Leasehold .. .. .	222,680
Held by indigenous inhabitant under leasehold .. .. .	607
Held by Administration .. .. .	1,520,205
Native Reserves(a) .. .. .	60,907
Total .. .. .	1,828,684
Held by Natives .. .. .	56,171,316
Total Area of Papua .. .. .	58,000,000

(a) Vested in Director of District Services and Native Affairs as Trustee for Natives.

2. **Types of Tenure Possible.**—Although, as the figures above show, a small amount of freehold land exists in Papua, no further estates in fee-simple or other estate in freehold can be granted under the provisions of the Land Ordinance 1911-1947 of Papua. Leases of various kinds may be granted by the Administration. The principal types of lease available are agricultural leases, pastoral leases, leases of town allotments, business leases and residence leases of other than town allotments, and various forms of special leases and licences over land. Leasehold terms are liberal and, in general, leases may be granted

for periods of up to 99 years. Rent is based on the unimproved value of the land. For agricultural leases the rental rate per annum is 5 per cent. of the unimproved value and for pastoral leases the rate is 2½ per cent. Concessions regarding freedom from, or reduced, rents apply during the early developmental periods of agricultural and pastoral leases. All leases are subject to improvement conditions which may be varied or relaxed under certain circumstances. The following table shows particulars of leases in force in Papua on 30th June, 1950.

**TERRITORY OF PAPUA : LEASES IN FORCE, 30th JUNE, 1950.**

Class of Lease.				No. of Leases.	Area.
					Acres.
Agricultural	..	..	..	581	202,738
Pastoral	..	..	..	24	18,870
Residence	..	..	..	137	163
Special	..	..	..	105	588
Mission	..	..	..	280	717
Business	..	..	..	57	108
Town Allotment	..	..	..	292	103
<b>Total</b>	..	..	..	<b>1,476</b>	<b>223,287</b>

3. **Methods of Obtaining Land.**—Leases of Crown land may be obtained from the Administration. Dealings in privately-owned land are a matter for private treaty. Native-owned land, however, cannot be acquired or leased from the native owners by private individuals. If a lease of land which is native-owned is desired, application must be made to the Administration. If satisfied that the land over which the lease is applied for is not required or likely to be required by the native owners, and if otherwise satisfied that the lease should be granted, the Administration itself purchases the land and grants an appropriate form of lease to the applicant.

4. **Registration of Land.**—The registration of titles, interests and dealings in land is provided for under the Real Property Ordinance 1913-1939 modelled on the Torrens system of land registration.

## § 5. Production.

1. **General.**—The products of the Territory are obtained from its agricultural, fishing and mining industries. The only manufacturing industry of importance is that of desiccated coco-nut. Native subsistence agriculture, fishing and hunting produce most of the food requirements of the native population. The main native agricultural products are taro, yams, sweet potatoes, bananas and paw paw. Non-indigenous enterprise produces most of the commodities exported. Natives, however, do produce copra for export and native enterprise in other fields of agricultural production for export purposes is being encouraged. The principal agricultural products of Papua for the export trade are copra and rubber. Most of the timber milled during 1949-50 was absorbed by local building requirements; exports of timber were only about one per cent. of total production. The main products of fisheries exported from Papua are trochus and green snail shell. Gold is the principal mineral mined.

2. **Agriculture.**—(i) *Soil and Rainfall.* Rich soil at varying elevations and heavy and evenly distributed rainfall favour the cultivation of a wide variety of tropical products. 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. Experiments in rice growing are being carried out in the Mekeo district west of Port Moresby. The aim of these experiments is to promote rice production to a level in both Papua and New Guinea which could supply local requirements of this commodity, which is an important item of diet for the natives, particularly native labourers.

(ii) *Plantations.* Agricultural settlement has been mostly in the Central and Eastern Divisions, with coco-nuts and rubber as the principal crops. The Territory, however, is capable of growing a number of other crops, including jute and jute substitutes, manila hemp, sisal, cocoa, tea, coffee, rice, pepper, tobacco, peanuts, kapok, cassava, ginger, cinchona, nutmeg, vanilla, tropical fruits and vegetables, sago and tung oil. Development of these crops is being encouraged. Some plantings of cocoa have taken place in Papua since the 1939-45 War but these are not yet in bearing. Pre-war coffee plantations, which were not extensive, have been rejuvenated and high quality coffee beans have been produced. There has been little new planting of coffee.

(iii) *Government Plantations.* There are five Government plantations, the Orangerie Bay and Kikori coco-nut plantations, and the Gobaregere, Cupola and Kokoda rubber plantations.

(iv) *United Kingdom Copra Contract.* A contract with the United Kingdom, which commenced on 1st March, 1949, for a period of nine years was entered into with a view to stabilizing the copra industry of Papua and New Guinea. The price of copra sold to the United Kingdom under the contract for the first contract year, 1949, was Stg. £48 per ton f.o.b. Territory ports, and it was provided that the price for each subsequent year would not be more than 10 per cent. higher or lower than the preceding years and would be negotiated before the end of the preceding year. The price for the third contract year (1st March, 1951-29th February, 1952) is Stg. £53 15s. per ton f.o.b. Territory ports.

3. *Forestry.*—The principal softwood timber is known as "ilimo," while among satisfactory timbers of the lowlands are "nara," "medobi," and "melila." There are large numbers 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, 1940, the live-stock in the Territory consisted of 587 horses, 5,994 head of cattle, 87 mules, 1,244 goats, 665 pigs, 30 sheep and 6,320 fowls. The introduction of rabbits, foxes, hares and monkeys is prohibited. Post-war live-stock statistics are not available, but at 30th June, 1948, it was estimated that there were 312 horses, 2,100 head of cattle, 45 mules, 1,200 goats, 560 pigs and 4,500 fowls in the Territory. These figures exclude native-owned live-stock.

5. *Mining.*—(i) *Variety of Minerals.* Minerals have been found over a wide range of country. Those discovered so far are gold, copper, tin, lead, zinc, cinnabar, iron, osmiridium, gypsum, manganese, sulphur, graphite, chromite, lignite, platinum and petroleum.

The existence of petroleum has been traced at scattered intervals over a large area. Three companies hold permits under the provisions of the Petroleum (Prospecting and Mining) Ordinance 1938-1947 and oil prospecting has been carried on in the Western, Delta, Gulf and Central Divisions.

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 years 1940-41 and 1946-47 to 1949-50 are shown below :—

**TERRITORY OF PAPUA : GOLD YIELD.(a)**

1940-41.		1946-47.		1947-48.		1948-49.		1949-50.	
Quantity.	Value.	Quantity.	Value.	Quantity.	Value.	Quantity.	Value.	Quantity.	Value.
Fine oz.	£	Fine oz.	£	Fine oz.	£	Fine oz.	£	Fine oz.	£
14,056	133,341	379	4,077	214	2,299	25	264	788	10,875

(a) Valued at average price realized for fine gold in Australia.

The total value of gold won to 30th June, 1950 was £3,286,657.

(iii) *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. Copper matte to the value of £5,999 was exported during 1940-41. The principal value of this item is its gold content.

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

## § 6. Trade and Shipping.

1. *Customs Tariff.*—As from 1st July, 1950, a new customs tariff came into force. This provides high revenue rates on ale, spirits, wines, timepieces, cigarette papers, fancy goods, jewellery and certain apparel and piece goods made of silk. Of 72 items mentioned in the import schedule, 55 are on the free list. The new tariff allows duty-free treatment of necessities, but increases rates on non-necessities. The purpose of the revision is to relieve both general industrial costs and the basic costs of living with a view to encouraging further development of the Territory. The rate of duty on items not specified in the schedule is 10 per cent. ad valorem. No preferential rates are specified in the schedule.

On 16th July, 1931, a primage duty of 4 per cent. ad valorem was imposed on all goods, whether dutiable or not, in addition to the ordinary customs dues; the rate was subsequently reduced to 2½ per cent. and the duty ceased to operate on 1st July, 1937. From 12th July, 1940, the duty has been re-imposed, but certain specified articles have been exempted. The value of imports into Papua during 1949-50 was £4,684,028, and the duty collected, £240,547. In 1949-50 £23,234 was received in export duties.

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

2. *Imports and Exports.*—Tables of imports and exports during the years 1938-39 and 1946-47 to 1949-50 are shown below. The values of exports are expressed in Australian currency, but it is not possible to determine accurately the currency of the £ in the table of imports.

## TERRITORY OF PAPUA: IMPORTS AND EXPORTS.

(£.)

Particulars.	1938-39.	1946-47.	1947-48.	1948-49.	1949-50.
<b>IMPORTS.</b>					
Ale, spirits and beverages .. ..	14,818	34,669	42,792	74,823	101,844
Tobacco and manufactures .. ..	27,466	63,457	73,645	80,126	214,427
Agricultural products and groceries	138,551	396,900	569,794	715,102	1,134,129
Textiles, felts, furs, attire, etc. ..	37,712	88,472	151,894	192,758	267,500
Metals and machinery .. ..	76,068	179,148	431,005	472,927	1,605,347
Oils, paints and varnishes .. ..	33,331	71,751	352,299	422,395	358,247
Earthenware, cement, glass, etc. ..	5,585	14,549	22,506	39,227	57,509
Drugs and chemicals .. ..	12,828	19,322	25,729	27,224	47,902
Wood, wicker and cane .. ..	13,076	18,003	17,769	28,713	115,157
Jewellery and fancy goods .. ..	7,756	55,640	36,525	63,389	39,047
Leather and rubber .. ..	8,076	12,794	20,022	29,469	87,026
Paper and stationery .. ..	8,521	15,600	25,691	29,084	53,866
Miscellaneous .. ..	94,273	497,554	623,826	1,002,048	602,027
Government stores .. ..	36,747				
<b>Total .. ..</b>	<b>514,808</b>	<b>1,467,769</b>	<b>2,393,497</b>	<b>3,177,285</b>	<b>4,684,028</b>

**EXPORTS.**

Bêche-de-mer .. ..	2,506	..	..	200	..
Coco-nut, desiccated .. ..	48,140	..	..	27,255	58,321
Coffee beans .. ..	6,911	1,288	275	85	1,304
Copra .. ..	57,999	136,764	316,739	441,813	574,511
Gold .. ..	152,103	4,077	2,299	264	10,875
Pearls .. ..	15	..	2,200	..	..
Rubber .. ..	114,949	156,232	152,042	145,968	361,339
Trochus shell .. ..	9,200	9,527	8,783	5,252	4,750
Other .. ..	98,335	39,126	341,753	313,275	191,594
<b>Total .. ..</b>	<b>490,158</b>	<b>347,014</b>	<b>823,891</b>	<b>934,112</b>	<b>1,202,694</b>

Pre-war, the trade of the Territory reached its maximum in 1939-40, when imports were valued at £826,412 and exports at £510,672. Since the war, the increase in value of imports has been due to a greater volume of goods and an increase in the prices of practically all commodities. The increase in exports has been due mainly to copra, the exports of which for 1949-50 exceeded those for 1948-49 by approximately 1,333 tons in quantity and £132,698 in value, and to surplus war stores exported by purchasers.

3. **Direction of Trade.**—Particulars of the countries of origin of the imports into Papua and of destination of the goods shipped therefrom are shown below for the years 1938-39, 1948-49 and 1949-50.

**TERRITORY OF PAPUA : DIRECTION OF TRADE.**  
(£.)

Country.	Imports.			Exports.		
	1938-39.	1948-49.	1949-50.	1938-39.	1948-49.	1949-50.
Australia .. ..	239,105	2,139,907	2,509,012	409,408	896,533	1,183,684
United Kingdom ..	56,699	312,298	442,877	25,840	..	..
Other British Countries	45,313	15,095	69,654	17,630	29,083	18,605
Europe .. ..	23,966	..	..	11,024	2,000	405
Japan .. ..	14,858	..	..	7,582	..	..
Asia, excluding Japan	38,960	80,014	76,348	2,425	..	..
Indonesia .. ..	21,288	98,476	..	11,519	..	..
U.S. of America ..	73,446	287,235	1,225,963	576	..	..
Other .. ..	1,173	244,260	2359,274	4,154	6,496	..
<b>Total</b> .. ..	<b>514,868</b>	<b>3,177,285</b>	<b>4,684,028</b>	<b>490,158</b>	<b>934,112</b>	<b>1,202,694</b>

(a) Part of these imports may originate from Other British Countries, Europe, or Asia, excluding Japan.

4. **Shipping.**—The following table shows the number of entrances and clearances combined, and the corresponding net tonnage for overseas vessels at ports during the years 1938-39, 1940-41 and 1947-48 to 1949-50:—

**TERRITORY OF PAPUA : OVERSEA SHIPPING.**

Year.	Number.	Net Tons.
1938-39 .. ..	215	461,199
1940-41 .. ..	217	489,469
1947-48 .. ..	178	253,621
1948-49 .. ..	218	398,618
1949-50 .. ..	236	498,107

NOTE.—The figures above exclude ships of war and Government vessels.

Of the 1949-50 totals, British vessels constituted 216 with an aggregate net tonnage of 443,719. Total entrances in 1949-50 numbered 121 (250,052 net tons), and total clearances were 115 (248,055 net tons).

### § 7. Finance.

The revenue and expenditure of Papua for the years 1938-39, 1940-41 and 1947-48 to 1949-50 were as follows:—

**TERRITORY OF PAPUA : REVENUE AND EXPENDITURE.**  
(£.)

Particulars.	1938-39.	1940-41.	1947-48.	1948-49.	1949-50.
<b>Revenue—</b>					
Customs .. ..	54,606	77,359	221,661	275,123	324,190
Commonwealth Grant ..	42,500	42,500	757,449	1,607,828	1,903,313
Lands .. ..	6,013	7,700	11,117	10,403	14,489
Fees, fines, etc. .. ..	9,501	10,050	9,605	10,606	11,391
Other .. ..	53,203	51,909	81,797	87,934	108,374
<b>Total</b> .. ..	<b>165,823</b>	<b>189,518</b>	<b>1,081,629</b>	<b>1,991,894</b>	<b>2,361,757</b>
<b>Expenditure—</b>					
Medical .. ..	22,075	24,718	102,316	160,078	425,381
Ordinary Votes .. ..	116,275	132,633	366,408	519,451	767,537
Public Works .. ..	25,458	29,886	320,352	501,888	706,607
Native Affairs .. ..	2,522	1,763	241,047	236,657	335,678
<b>Total</b> .. ..	<b>166,330</b>	<b>189,000</b>	<b>1,030,123</b>	<b>1,418,074</b>	<b>2,325,203</b>

The table above and that on page 369 show separate particulars of the respective territories. When civil administration was resumed on 30th October, 1945, both territories were combined under one provisional administration. The Papua and New Guinea Act 1949, which came into force on 1st July, 1949, approved the placing of the Territory of New Guinea under the International Trusteeship system and provided for an Administrative Union, one Administrator, one Supreme Court and one Public Service. In order to provide a comparison with 1938-39, combined particulars are shown below for the years 1938-39 and 1945-46 to 1949-50.

**TERRITORY OF PAPUA AND NEW GUINEA: REVENUE AND EXPENDITURE.**  
(£.)

Particulars.	1938-39.	1945-46.	1946-47.	1947-48.	1948-49.	1949-50.
<b>REVENUE.</b>						
Taxation—						
Customs Duties .. .. .	257,460	48,775	303,995	530,170	806,798	915,036
Stamp Duties .. .. .	7,061	261	11,039	6,048	20,691	8,211
Licences .. .. .	15,185	741	6,000	11,353	16,380	17,574
Other Taxes .. .. .	45,831					
Commonwealth Grants .. .. .	42,500	252,740	2,018,673	1,866,942	3,196,668	4,184,454
Post Office .. .. .	40,548	6,618	27,970	41,127	51,896	52,707
Lands .. .. .	24,429	97	5,364	16,894	19,175	25,738
Forestry .. .. .	(d)	10	10,684	43,193	46,480	34,849
Agriculture .. .. .	11,381	4	3,920	37,045	25,752	31,738
Mining—						
Royalty on Gold .. .. .	b 107,975		9,451	35,581	49,053	58,636
Other .. .. .	18,682	540	1,669	14,218	10,867	12,248
Harbour Dues, Wharfage, etc.	16,930	1,758	11,773	110,109	107,491	128,819
Fees, Fines and Forfeitures, n.e.i.	11,122	1,958	10,861	17,972	22,965	29,799
Electric Light and Power Supply	6,094		1,303	10,768	18,455	30,837
Other Revenue .. .. .	36,969	4,660	59,968	39,412	37,265	54,328
<b>Total .. .. .</b>	<b>642,167</b>	<b>318,162</b>	<b>2,482,679</b>	<b>2,780,832</b>	<b>4,429,939</b>	<b>5,584,974</b>
<b>EXPENDITURE.</b>						
Post Office .. .. .	8,875	10,986	46,687	78,867	105,558	151,733
Social Expenditure—						
Education .. .. .	12,904	3,090	36,695	103,008	147,238	395,903
Public Health Services, Hospitals, etc. .. .. .	113,571	32,905	174,794	303,699	564,025	908,495
Law, Order and Public Safety .. .. .	92,797	23,562	112,672	164,440	232,898	315,543
Grants to Missions for Education and Medical Services .. .. .	14,238	8,476	16,227	22,366	41,713	46,021
District Services and Native Affairs .. .. .	128,398	87,063	435,723	583,068	733,553	788,174
Wages due to Natives under Pre-war Contracts .. .. .		3,340	77,105	13,970	2,633	95
Compensation to Natives for war injuries and war damage .. .. .		10,322	189,580	289,032	368,486	272,567
New Works, Buildings, etc. .. .. .	b 69,146	21,672	87,219	242,974	628,879	919,933
Other Public Works and Services .. .. .	57,422	37,976	260,800	414,478	488,127	745,199
Electric Light and Power .. .. .	2,837	450	6,732	52,235	76,523	116,802
Legislative, General Administration and Other Expenditure .. .. .	179,514	60,582	c 859,137	418,914	621,745	887,955
<b>Total .. .. .</b>	<b>679,702</b>	<b>300,424</b>	<b>2,303,371</b>	<b>2,687,051</b>	<b>4,011,378</b>	<b>5,548,420</b>

(a) Included with Lands. (b) Trust Territory of New Guinea only. (c) Includes purchases from Commonwealth Disposals Commission, £659,541.

**TRUST 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. As the coast of the Territory has not 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 follows:—

**AREA OF TERRITORY OF NEW GUINEA.**  
(Sq. Miles.)

Particulars.	Approximate Area.
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
Solomon Islands—	19,200
Bougainville .. .. .	3,880
Buka .. .. .	220
Total .. .. .	93,000

Information regarding physiography and climate will be found in Official Year Book No. 22, p. 613, and in the *Official Handbook of the Territory*.

## § 2. Government.

1. **The Military Occupation (1914–18 War).**—On 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 on 9th May, 1921.

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

The terms of the Mandate are given in Official Year Book No. 33 (*see p. 264*).

3. **1939–45 War.**—For the events following the outbreak of the Pacific War and the formation of the Papua-New Guinea Provisional Administration in 1945, *see p. 345 ante*.

4. **Trusteeship (1946).**—The Commonwealth Government undertook to place the Territory of New Guinea under the Trusteeship System established under the Charter of the United Nations. The Trusteeship Agreement for the Territory, under which the Government of Australia is the sole administering authority, was approved by the General Assembly of the United Nations Organization on 13th December, 1946. The terms of the Agreement are as follows:—

*Preamble:* The Territory of New Guinea has been administered in accordance with Article 22 of the Covenant of the League of Nations and in pursuance of a Mandate conferred upon His Britannic Majesty and exercised on his behalf by the Government of the Commonwealth of Australia.

The Charter of the United Nations, signed at San Francisco on 26th June, 1945, provides by Article 75 for the establishment of an international trusteeship system for the administration and supervision of such territories as may be placed thereunder by subsequent individual agreements.

The Government of Australia now undertakes to place the Territory of New Guinea under the trusteeship system, on the terms set forth in the present Trusteeship Agreement.



Therefore, the General Assembly of the United Nations, acting in pursuance of Article 85 of the Charter, approves the following terms of trusteeship for the Territory of New Guinea in substitution for the terms of the Mandate under which the Territory has been administered :—

*Article 1.* The Territory to which this trusteeship agreement applies (hereinafter called the Territory) consists of that portion of the island of New Guinea and the groups of islands administered therewith under the Mandate dated 17th December, 1920, conferred upon His Britannic Majesty and exercised by the Government of Australia.

*Article 2.* The Government of Australia (hereinafter called the Administering Authority) is hereby designated as the sole authority which will exercise the administration of the Territory.

*Article 3.* The Administering Authority undertakes to administer the Territory in accordance with the provisions of the Charter and in such a manner as to achieve in the Territory the basic objectives of the international trusteeship system, which are set forth in Article 76 of the Charter.

*Article 4.* The Administering Authority will be responsible for the peace, order, good government and defence of the Territory and for this purpose will have the same powers of legislation, administration and jurisdiction in and over the Territory as if it were an integral part of Australia, and will be entitled to apply to the Territory, subject to such modifications as it deems desirable, such laws of the Commonwealth of Australia as it deems appropriate to the needs and conditions of the Territory.

*Article 5.* It is agreed that the Administering Authority, in the exercise of its powers under Article 4, will be at liberty to bring the Territory into a customs, fiscal or administrative union or federation with other dependent territories under its jurisdiction or control, and to establish common services between the Territory and any or all of these territories, if (in its opinion) it would be in the interests of the Territory and not inconsistent with the basic objectives of the trusteeship system to do so.

*Article 6.* The Administering Authority further undertakes to apply in the Territory the provisions of such international agreements and such recommendations of the specialized agencies referred to in Article 57 of the Charter as are, in the opinion of the Administering Authority, suited to the needs and conditions of the Territory and conducive to the achievement of the basic objectives of the trusteeship system.

*Article 7.* The Administering Authority may take all measures in the Territory which it considers desirable to provide for the defence of the Territory and for the maintenance of international peace and security.

*Article 8.* The Administering Authority undertakes that in the discharge of its obligations under Article 3 of this agreement—

1. It will co-operate with the Trusteeship Council in the discharge of all the Council's functions under Articles 87 and 88 of the Charter.
2. It will, in accordance with its established policy—
  - (a) take into consideration the customs and usages of the inhabitants of New Guinea and respect the rights and safeguard the interests both present and future of the indigenous inhabitants of the Territory and, in particular, ensure that no rights over native land in favour of any person not an indigenous inhabitant of New Guinea may be created or transferred except with the consent of the competent public authority ;
  - (b) promote, as may be appropriate to the circumstances of the Territory, the educational and cultural advancement of the inhabitants ;
  - (c) assure to the inhabitants of the Territory, as may be appropriate to the particular circumstances of the Territory and its peoples, a progressively increasing share in the administrative and other services of the Territory ;

(d) guarantee to the inhabitants of the Territory, subject only to the requirements of public order, freedom of speech, of the press, of assembly, of petition, freedom of conscience and worship and freedom of religious teaching.

5. *Administration.*—For particulars of the administration of the Territory of New Guinea prior to the setting-up of the Papua and New Guinea Administration see Official Year Book No. 36 and earlier issues.

For administrative purposes the Territory is divided into the following districts:—New Britain, comprising New Britain and adjacent islands; Morobe, Madang, Central Highlands, and 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.

### § 3. Population.

1. *Non-indigenous Population.*—(i) *General.* The number of the non-indigenous population enumerated at the Census of 30th June, 1947, was 6,200, of whom 4,369 were males and 1,831 were females. There were 5,627 full-bloods, of whom 3,412 were Europeans and 2,215 non-Europeans. Half-castes with one of the parents a European numbered 573.

At the 30th June, 1950 the non-indigenous population was estimated at 8,680.

The following table shows the non-indigenous population enumerated at the last three censuses and as estimated at 30th June, 1950:—

#### TERRITORY OF NEW GUINEA : NON-INDIGENOUS POPULATION.

Race.	4th April, 1921.	30th June, 1933.	30th June, 1947.	30th June, 1950.
Full-blood—				
European .. .. .	1,288	3,192	3,412	} (b)
Non-European—				
Chinese .. .. .	1,424	1,449	1,769	
Other .. .. .	392	381	446	
Total .. .. .	1,816	1,830	2,215	
Half-caste (a) .. .. .	69	195	573	
Grand Total .. .. .	3,173	5,216	6,200	8,680

(a) Persons who have European blood to the extent of one-half.

(b) Not available.

(ii) *European Population.* The number of the European population for various years since 1885 is shown in the following table. At 30th June, 1947 the European population was 3,412, of whom 2,604 were males and 808 females.

#### TERRITORY OF NEW GUINEA : EUROPEAN POPULATION.

Year.	Number.	Year.	Number.
1885 .. .. .	64	1939 .. .. .	4,608
1933 .. .. .	3,191	1940 .. .. .	4,399
1937 .. .. .	4,286	1941 .. .. .	4,101
1938 .. .. .	4,445	1947 .. .. .	3,412

(iii) *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, but it had risen to 1,830 at the time of the 1933 Census and at 30th June, 1941, numbered 2,228, of whom 2,199 were Chinese and 29 Japanese. The Japanese at the 1933 Census numbered 73. The Chinese are occupied mainly as skilled artisans and small traders. At the census of 30th June, 1947, non-Europeans numbered 2,215, of whom Chinese (1,769) and Filipinos (276) constituted the major proportion. At the same date half-castes with one of the parents a European numbered 573.

2. *Native Population.*—As a considerable portion of the Territory was not under Government influence at that time, the pre-war census of native population was not complete. A census of areas under Administration control is at present being conducted, and the number of natives enumerated by 30th June, 1950 and the estimated number of uncounted natives are shown in the following table:—

TERRITORY OF NEW GUINEA: ENUMERATED AND ESTIMATED NATIVE POPULATION AS AT 30th JUNE, 1950.

District.	Enumerated.(a)			Estimated.	Grand Total.
	Males.	Females.	Persons.		
Central Highlands ..	134,905	120,493	255,398	231,700	487,098
Sepik .. .. .	77,018	64,329	141,347	24,000	165,347
Madang .. .. .	53,876	33,855	87,731	16,000	103,731
Morobe .. .. .	60,739	56,724	117,463	28,450	145,913
New Britain .. ..	41,972	37,413	79,385	900	80,285
New Ireland .. ..	18,960	15,993	34,953	..	34,953
Bougainville .. ..	22,080	19,111	41,191	..	41,191
Manus .. .. .	6,389	6,198	12,587	..	12,587
Total .. .. .	415,939	354,116	770,055	301,050	1,071,105

(a) These figures are based on the results of the census up to 30th June, 1950. The census was then still proceeding in most districts.

#### § 4. The Natives.

1. *General.*—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, the latter inhabiting the interior of the mainland. Odd tribes of Negritos exist in the mountains of New Guinea. There is a strain of Papuan, and, possibly, of Polynesian blood in the Admiralty Islanders, while the Western Islanders and the inhabitants of the small islands east and south-east of New Ireland are Micronesians. (*See Official Year Book No. 16, p. 670, and Official Handbook of the Territory, Pt. V.*)

2. *Land Tenure.*—Native customs in regard to the ownership and use of land may be briefly outlined as follows. The ownership and use of the land are generally individual, although, in some rare cases, particularly in North Bougainville, the communal system exists. In districts where a great many coco-nut 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 coco-nut 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, and Official Handbook of the Territory.*)

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. For many years an anthropologist was engaged consolidating the work already done, and extending it throughout the Territory. The results of his work appear in special reports.

4. **Education.**—Provision for the education of natives is made in the Ordinance of 1922–1938 under which the Administrator is authorized to establish schools, grant money therefor, prescribe instruction, and arrange for the training of teachers and other matters. Natives are liable to pay education tax, but none has been collected since 1922–23. The European teachers have been recruited from Education Departments in Australia. During the year ended 30th June, 1950, 35 schools were maintained by the Administration for native children, three for part-native and Malay children, eight for European and four for Asian children. In addition, the Missions conducted different grades of schools having a total enrolment of 85,467 native students. Sixteen European and 302 Asian children also attended Mission schools. To assist the Missions in their educational work, the Administration provides professional advice and certain items of equipment and text-books. In addition to this assistance, the sum of £82,310 was distributed amongst the Missions as grants-in-aid during the year ended 30th June, 1950. Of this amount £53,930 was for reconstruction training.

5. **Health of Natives.**—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 beri-beri.*

The Health Department of the Administration consists of—(i) a staff of medical officers, medical assistants and orderlies; (ii) native hospitals at Government stations and sub-stations (its staff also supervises hospitals on plantations); (iii) a laboratory; (iv) a training system for natives as medical orderlies; (v) a scheme of distribution of medical necessaries; and (vi) leprosaria. It also undertakes the general oversight of sanitary conditions.

6. **Missions.**—A number of mission societies operate in the Territory.

The Society of the Sacred Heart of Jesus works in the Bismarck Archipelago, the Society of the Holy Ghost, the Franciscan Order and the Society of the Divine Word along the coast of north-east New Guinea from Sek to the Dutch border and in the Central Highlands, and 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 Lutheran Mission (supported and staffed by the Lutheran Churches in Australia and America) which works in Morobe, Madang, the Central Highlands, New Britain and Manus, the Melanesian Mission (Anglican) in New Britain, the Seventh Day Adventist Mission in Bougainville, New Britain, the mainland of New Guinea and Manus, the East and West Indies Bible Mission and the Baptist Mission in the Central Highlands. The South Seas Evangelical Mission (Undenominational) and the Assemblies of God Mission are also working in the Sepik area. All these societies include teaching with their missionary work.

## § 5. Land Tenure.

1. **Acquisition and Ownership of Land.**—The principles governing the acquisition and ownership of land and types of tenure available in New Guinea are in general similar to those which obtain in Papua. In New Guinea, although under the Land Ordinance 1922–1950 grants of freehold estates may be made, as a matter of policy freehold estates are no longer granted by the Administration, all grants now being restricted to leaseholds. However, in New Guinea the amount of freehold land of earlier origin held by private non-indigenous owners amounts to more than half a million acres. Freehold titles to this land, which includes a good deal of plantation land, may be transferred by purchase subject only to the general provision in New Guinea that dealings in land are subject to the approval of the Administrator.

The area of the Territory of New Guinea is estimated at 59,520,000 acres, of which, at 30th June, 1950, 1.53 per cent. was alienated. The following tables show the distribution according to tenure and particulars regarding leases in force in New Guinea on 30th June, 1950.

**TERRITORY OF NEW GUINEA : LAND TENURE, 30th JUNE, 1950.**

Tenure.	Area.
	Acres.
Alienated—	
Held by private non-indigenous inhabitants—	
Freehold .. .. .	519,380
Leasehold .. .. .	160,573
Held by Administration .. .. .	209,240
Native Reserves(a) .. .. .	26,611
<b>Total</b> .. .. .	<b>915,804</b>
Held by Natives .. .. .	58,604,196
<b>Total Area of New Guinea</b> .. .. .	<b>59,520,000</b>

(a) Vested in Director of District Services and Native Affairs as Trustee for Natives.

**TERRITORY OF NEW GUINEA : LEASES IN FORCE, 30th JUNE, 1950.**

Class of Lease.	No. of Leases.	Area.
		Acres.
Agricultural .. .. .	456	143,509
Pastoral .. .. .	3	9,496
Residential and Business .. .. .	418	454
Special .. .. .	58	854
Mission .. .. .	455	1,606
Leases granted to Chinese in towns .. .. .	214	58
Long period leases from German régime .. .. .	106	4,596
<b>Total</b> .. .. .	<b>1,710</b>	<b>160,573</b>

2. **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 1924-1950.

## § 6. Production.

1. **General.**—The products of the Territory are obtained from its agricultural, fishing and mining industries. The only manufacturing industry of importance is that of desiccated coco-nut. Native subsistence agriculture, fishing and hunting produce most of the food requirements of the native population. The main native agricultural products are taro, yams, sweet potatoes, bananas and paw paw. Non-indigenous enterprise produces most of the commodities exported. Natives, however, do produce copra for export and native enterprise in other fields of agricultural production for export purposes is being encouraged. The principal agricultural products of New Guinea for the export trade are copra and rubber. Most of the timber milled during 1949-50 was absorbed

by local building requirements; exports of timber were only about one per cent. of total production. The main products of fisheries exported from New Guinea are trochus and green snail shell. Gold is the principal mineral mined.

2. *Agriculture.*—(i) *General.* The principal agricultural product of New Guinea is copra. Before the 1939–1945 War the peak annual exports of copra were 76,400 tons in 1936–37. The plantations suffered considerable damage during the war, but rehabilitation has been rapid and although 25 to 30 per cent. of palms were lost owing to war damage and abandonment, and the economic value of many remaining palms deteriorated owing to loss of the major portion of a number of plantations, production is now again approaching pre-war levels. Little replanting of damaged areas has taken place but a number of palms which were immature pre-war are now in bearing. Losses due to strangulation by secondary growth consequent upon abandonment were heavy amongst immature palms. Apart from coco-nuts, the main export crops were cocoa and coffee. Cocoa, by reason of extensive post-war plantings prompted by favorable prices, is now approximating the pre-war levels of exports. In 1949–50 207 tons of cocoa beans were exported from New Guinea. The average annual exports for the three years 1937–38 to 1939–40 were 243 tons. Coffee plantations which suffered extensive damage during the war are being rejuvenated, but their rehabilitation has not been rapid and the export of coffee beans in 1949–50 amounted to only 15 tons as compared with 63 tons in 1939–40. Owing to greatly increased prices, however, the value of the exports for 1949–50 (£2,797) exceeded that of the exports for 1939–40 (£2,060). The increased prices are creating interest in this crop among planters. New Guinea, like Papua, is capable of producing the wide range of crops described on p. 350 and development of these crops is being encouraged.

(ii) *Plantations.* Tables giving details of crops planted and areas and yields of plantations in 1939–40 and planted areas from 1885 to 1940 are shown in Year Book No. 38, pp. 379 and 380.

(iii) *Agricultural Experimentation and Agricultural Extension.* The Department of Agriculture, Stock and Fisheries of the Territory has been active since the war in carrying out experiments in tropical agriculture, mainly at three experimental stations. Aiyura Experimental Station in the New Guinea highlands has carried out experiments in growing cinchona, tea, coffee, food crops and various cover crops, in addition to experiments with timbers, live-stock and soil surveys. The Lowlands Experimental Station at Keravat on the Gazelle Peninsula of New Britain has done concentrated work on coco-nuts, cocoa, coffee, rubber, spices, manila hemp, jute, cotton, cover crops, sweet potato, rice and yams. This station has worked intensively on diseases and pests of coco-nuts, cocoa and oil palms. At Garaina, south of Lae on the New Guinea mainland, experiments are being conducted in the growing of tea and also coffee and cinchona. The experimental stations form an important part of agricultural extension programmes designed to service existing and developing agricultural industries and to teach agricultural techniques to the native peoples. Particular attention has been paid to promoting the growing by native enterprise of rice and ground nuts. Rice production by native growers is expanding, particularly in the vicinity of Madang, Rabaul, Buin, Wewak and Aitape. At present only upland types are in use.

3. *Live-stock.*—Little natural pasture is at present accessible in the Territory of New Guinea, though investigations have proved that good cattle country exists in the vicinity of the lower Sepik River, the nearest point of access being Marienberg, 38 miles from the river mouth. The swampy country through which the Sepik passes is not itself suitable for cattle. Apart from pasture lands which have been discovered in the Sepik area, in the Markham and Ramu Valleys there is excellent cattle country from Lae to Wau, and further inland to the upper Ramu and Purari. In the gold-fields area, also, large valleys of open country exist, probably suitable for grazing and stock-raising. An experiment is at present being conducted by the E. J. Hallstrom Trust in the breeding of Romney Marsh sheep at Nondugi in the Central Highlands District of the Territory of New Guinea.

Soils are variable and often the terrain is broken : however, the loose, coral-derived soils and those from pumice and volcanic sands are gently undulating. The foothill soil is heavier, being generally a mixture of volcanic and sedimentary types. The hinterland soils are often heavy and lateritic. Generally, there is more good land on the island groups than on the mainland, except in certain valleys such as the Markham and Sepik.

District Agricultural Stations are located throughout the Territory. In the selection of sites for these, special consideration has been given to areas which suffered most under enemy occupation. Each of these Stations is in the charge of a District Agricultural Officer whose functions are largely those of extension. As a first step towards improving live-stock breeds and animal husbandry methods, a piggery has been established at each Station and stocked with imported Berkshires.

Pigs in many parts of the country were almost entirely annihilated during the Japanese occupation. As the pig is one of the chief sources of meat to most natives, a serious unbalancing of the native diet has been brought about in such areas. Pigs are also of considerable importance to the native people in social prestige, wealth and as a medium of exchange. With a view to increasing the number and the quality of pigs at present available, small studs of pure breeds have been established. From these studs, pigs of a superior type will be made available to natives, especially good type boars. It is hoped in this way gradually to improve the standard of native pigs.

A Quarantine Ordinance is in operation in the Territory and this is largely under the control of the Department of Public Health, in co-operation with the Department of Agriculture, Stock and Fisheries.

All stock introduced is carefully inspected in Australia prior to shipment, and on arrival is again inspected and treated for internal and external parasites. The stock is not allowed to land if parasites not already existent in the Territory are present on inspection.

4. **Timber.**—An investigation of the timber resources was made by the Commonwealth Inspector-General of Forests, and a report in connexion therewith was published in 1926. According to this report, while offering no prospects of immediate gain to large sawmilling interests, the Territory possesses forest potentialities of a high order. Surveys of the timber resources of the Morobe District indicate that there are approximately 500 million super. feet of timber in the pine forests of the Bulolo Valley. This is supporting sawmills cutting for local use, and fitches are also being exported to Australia for the manufacture of battery separator veneer. It is proposed to harvest this forest over a period of years and progressively re-forest the area. Sawmills controlled by the Administration are established at Lae and Keravat, and are supplying local requirements. The log export trade has not yet recovered, but in 1949-50 shipments of some 926,399 super. feet of timber in the log were made.

The Forestry Ordinance 1936-1937 provides for the issue of permits and licences to cut timber. Present policy calls for the orderly development of the timber industry on sound forestry principles ; the grant of emergency timber permits to provide timber for Territory requirements ; the disposal by public tender of timber areas designated by forest officials of the Territory ; and the development of the pine stand in the Bulolo Valley by a joint company in which the Commonwealth Government shall have a majority shareholding. Timber growing on native lands cannot be acquired by private purchasers direct from the natives but must be obtained through the Administration. A royalty is payable on all forest produce taken under permit or licence. Some 26 permits covering approximately 200,000 acres, which were in force when the war intervened, were extended to cover the five-year period of suspension.

5. **Fisheries.**—The wealth of the waters of the Territory has been little exploited. Fish are 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 béche-de-mer, trochus-shell and tortoise-shell also figure amongst the exports. The value of marine products exported in 1949-50 was £17,219. A survey of the Territorial waters, undertaken with the co-operation of the Commonwealth Scientific and Industrial Research Organization with a view to ascertaining the fisheries resources and developing these and the shell industries, was completed during 1949-50.

6. **Mining.**—Except for gold there has been little mining in New Guinea. Gold has been discovered on the Waria, the Ramu, the Francisco, and the Markham Rivers, and in tributaries of the Sepik River. Rich gold was discovered in the Morobe District in 1926: the field is situated about 90 miles (40 by air) inland from Lae, the nearest coastal port. Communication is established with the coast by a regular aeroplane service and by road transport. 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 1928-1947. Copies of the Ordinance and Regulations made thereunder may be obtained from the Secretary, Department of Territories, Canberra.

The following table shows the production of gold during the years 1938-39, 1940-41 and 1947-48 to 1949-50:—

**TERRITORY OF NEW GUINEA : GOLD PRODUCTION.**

Year.	Quantity.		Value.(a)
	Fine oz.		£
1938-39	..	..	2,153,018
1940-41	..	..	2,808,835
1947-48	..	..	891,696
1948-49	..	..	982,574
1949-50	..	..	1,209,001

(a) Valued at average price realized for fine gold in Australia.

Since the high market price of gold has been maintained, the search for profitable areas in various parts of the Territory has not diminished and systematic testing by drilling and other means has been undertaken on alluvial areas previously considered unworthy of attention. Although there were no new discoveries of alluvial or reef gold during 1949-50, work proceeded steadily on the known gold-bearing areas.

A search for petroleum has been actively conducted on the mainland. The Petroleum Ordinance 1936 has been superseded by the Petroleum (Prospecting and Mining) Ordinance 1938-1947, which has facilitated the carrying out of geological surveys and prospecting activities generally. On 30th June, 1950, two permits to search for petroleum were in force.

**§ 7. Trade.**

1. **Customs Tariff.**—As from 1st July, 1950, a new customs tariff came into force. This provides high revenue rates on ale, spirits, wines, timepieces, cigarette papers, fancy goods, jewellery and certain apparel and piece goods made of silk. Of 72 items



mentioned in the import schedule, 55 are on the free list. The new tariff allows duty-free treatment of necessities, but increases rates on non-necessities. The purpose of the revision is to relieve both general industrial costs and the basic costs of living with a view to encouraging further development of the Territory. The rate of duty on items not specified in the schedule is 10 per cent. ad valorem. No preferential rates are specified in the schedule.

Export duties are levied on copra, trepang, shell, feathers and sulphur. When the price, or the assessed value of copra is less than £5 15s. per ton no tariff is imposed, but when the price exceeds this figure but is not more than £11 per ton 2s. 6d. per ton is charged; thereafter the charge increases on a sliding scale to 11s. 6d. per ton as the price rises to £18, with an additional 2s. per ton for every further increase of £1 in the price of copra. Imports in 1949-50 amounted to £4,791,799 on which £435,189 was received in import duties, while £254,489 was paid in export duties and royalties.

Provision is made in the Australian Customs Tariff (Papua and New Guinea Preference) 1396 for the free entry into Australia of certain goods produced and imported direct from the Territory of New Guinea (*see* Chapter XII.—Trade), and a proclamation of 25th September, 1935 exempted from primage duty goods produced or manufactured in the Territory.

2. Imports and Exports.—Values of the principal items of imports and exports for the years 1938-39, 1940-41 and 1947-48 to 1949-50 are shown below. The values of exports are expressed in Australian currency, but it is not possible to determine accurately the currency of the £ in the table of imports.

#### TERRITORY OF NEW GUINEA : IMPORTS AND EXPORTS.

(£.)

Particulars.	1938-39.	1940-41.	1947-48.	1948-49.	1949-50.
<b>IMPORTS.</b>					
Foodstuffs of animal origin ..	152,023	127,464	441,391	546,683	722,518
Foodstuffs of vegetable origin ..	158,895	145,070	489,168	767,728	692,387
Spirituous and alcoholic liquors ..	54,969	46,753	72,186	154,724	182,039
Tobacco and preparations thereof	63,122	51,931	170,545	154,029	269,029
Live animals .. .. .	1,328	508	16,511	10,553	13,349
Animal substances .. .. .	1,124	179	..	..	392
Vegetable substances and fibres ..	3,307	2,386	3,997	6,611	5,599
Apparel, textiles and manufac- tured fibres .. .. .	138,077	93,164	429,837	562,418	565,497
Oils, fats and waxes .. .. .	65,901	72,153	256,196	453,387	288,965
Paints and varnishes .. .. .	10,934	7,818	23,643	30,350	43,439
Stones and minerals .. .. .	8,164	5,439	1,424	2,801	9,456
Metals, manufactures and mach- inery .. .. .	470,781	252,750	683,334	1,044,340	1,164,363
Rubber and leather and manu- factures thereof .. .. .	16,365	16,739	35,325	42,867	62,444
Wood and wicker .. .. .	29,195	9,105	43,054	78,814	141,879
Earthenware, cement, glass, etc.	13,215	8,383	25,751	40,492	64,464
Paper and stationery .. .. .	22,829	19,122	69,613	57,279	65,337
Jewellery and fancy goods .. ..	14,133	10,045	49,284	76,145	81,844
Optical and scientific instruments	22,318	17,140	28,825	57,003	75,251
Drugs, chemicals and fertilizers ..	46,163	45,539	66,830	99,889	104,926
Miscellaneous .. .. .	47,992	30,441	108,184	207,760	238,621
<b>Total .. .. .</b>	<b>1,340,835</b>	<b>962,129</b>	<b>3,105,098</b>	<b>4,393,873</b>	<b>4,791,799</b>

TERRITORY OF NEW GUINEA : IMPORTS AND EXPORTS—*continued.*  
(£.)

Particulars.	1938-39.	1940-41.	1947-48.	1948-49.	1949-50.
<b>EXPORTS.</b>					
Copra .. .. .	727,949	266,970	625,662	1,522,681	2,264,114
Cocoa .. . . .	6,580	11,680	16,976	36,413	31,247
Trepang .. . . .	2,025	1,870	..	..	..
Shell (trochus, etc.) .. .. .	10,560	7,383	21,092	24,424	16,636
Tortoise-shell .. . . .	89	2	..	2	..
Gold .. . . .	2,129,263	2,797,226	851,570	982,572	1,211,569
Desiccated coco-nut .. . . .	69,960	93,850	..	31,373	123,142
Rubber .. . . .	4,050	19,027	..	5	..
Miscellaneous .. . . .	23,419	55,976	411,775	604,787	588,270
<b>Total .. . . .</b>	<b>2,973,895</b>	<b>3,253,984</b>	<b>1,927,075</b>	<b>3,202,257</b>	<b>4,234,978</b>

Included in Miscellaneous in the table above are surplus war stores exported by purchasers.

3. Direction of Trade.—Particulars of the countries of origin of the imports into the Territory of New Guinea and of destination of the goods shipped therefrom during the years 1939-40, 1948-49 and 1949-50 are given in the following table.

TERRITORY OF NEW GUINEA : DIRECTION OF TRADE.

(£.)

Country.	Imports.			Exports.		
	1939-40.	1948-49.	1949-50.	1939-40.	1948-49.	1949-50.
Australia ..	583,291	2,693,647	2,914,594	3,283,246	2,614,367	2,546,386
United Kingdom	119,042	273,831	333,733	220,200	268,744	1,533,150
Other British Countries ..	55,306	57,879	308,367	..	316,595	54,811
China ..	87,412	304,310	86,595	11,115	..	12,912
Japan ..	34,921	..	..	7,266	..	..
France ..	2,523	..	..	12,291	..	..
Germany ..	17,430	..	..	2,669	..	131
U.S.A. ..	247,189	518,576	565,385	62,529	2,524	587
Other ..	120,983	(a)545,630	(a)583,125	81,804	27	87,001
<b>Total ..</b>	<b>1,268,097</b>	<b>4,393,873</b>	<b>4,791,799</b>	<b>3,681,120</b>	<b>3,202,257</b>	<b>4,234,978</b>

(a) Part of these imports may originate from Other British Countries, Japan, France or Germany.

The bulk of the imports into the Territory of foodstuffs, beer, coal, paints, boats, launches and soap comes from Australia, which also supplies large quantities of machinery and metal manufactures, drugs, explosives, tobacco, cigarettes, apparel, boots, leather manufactures, timber, stationery and polishes.

### § 8. Shipping and Communication.

1. **General.**—A regular passenger and freight service between Australia and the Territory is operated by Burns Philp & Co. Ltd. Vessels engaged in the trade between Hong Kong and Australia also call at Territory ports. A regular coastal and inter-island shipping service for the carriage of cargo and passengers is maintained. The vessels for this purpose are provided by the Government of the Commonwealth of Australia and operate from and to the main ports in the Territory. Shipping within the Territory is regulated by the Shipping Ordinance 1936–1939 and the Coastal Shipping, Ports and Harbours Regulations.

2. **Oversea Tonnage in 1949–50.**—The number and net tonnage of oversea vessels which entered and cleared the Territory during 1949–50 are shown hereunder.

#### TERRITORY OF NEW GUINEA : OVERSEA SHIPPING, 1949–50.

Nationality.	Vessels Entered.		Vessels Cleared.		Total.	
	Number.	Net Tonnage.	Number.	Net Tonnage.	Number.	Net Tonnage.
British .. .. .	(a) 105	220,353	(a) 93	210,891	198	431,244
Other .. .. .	9	17,655	9	17,655	18	35,310
<b>Total .. .. .</b>	<b>114</b>	<b>238,008</b>	<b>102</b>	<b>228,546</b>	<b>216</b>	<b>466,554</b>

(a) Five British vessels were still in Territorial waters at 30th June, 1950. The remaining seven British vessels cleared inwards to Territory ports and remained in the Territory for the coastal trade.

3. **Shipping, Ports and Inland Waterways.**—Shipping services on a regular basis ply between Australia and the Territory, providing passenger and cargo accommodation. Cargo vessels have been chartered at various times to supplement the regular service. Vessels of the Eastern and Australian Shipping Line on the Australia-Hong Kong service make calls at Rabaul with imports from Hong Kong. The Australian Government is responsible for the coastal and inter-island shipping service and it provides the vessels for the purpose.

Main ports of call for oversea vessels are established at Lae, Madang and Finschhafen (mainland), Rabaul (New Britain), Kavieng (New Ireland) and Lorengau (Manus). Ports proclaimed under the Coastal Shipping Ports and Harbour Regulations for the service of local vessels are, in addition to the main ports above-mentioned, Salamaua, Wewak, Aitape and Wanimo (mainland), Gasmata and Talasea (New Britain), Namatanai (New Ireland), and Kieta and Buka Passage (Bougainville).

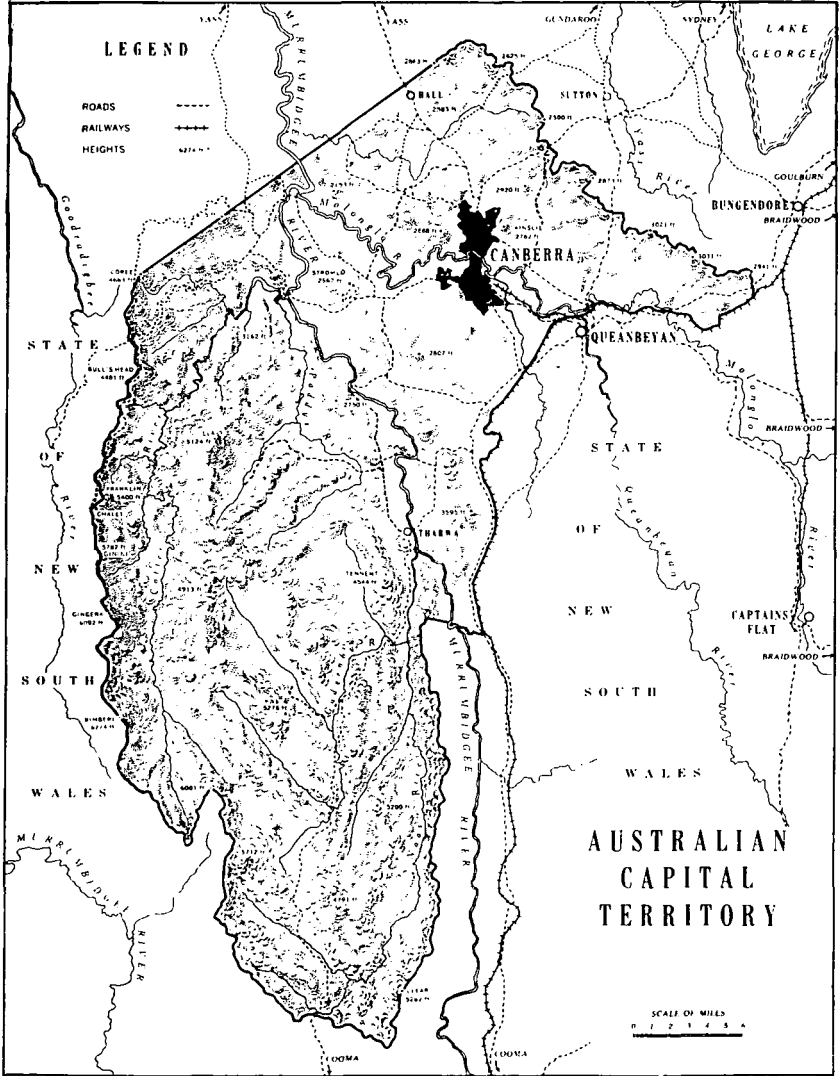
There are no prepared inland waterways. The natural river system is not generally suitable for vessels except those of small tonnage. There is a fair measure of traffic on the Sepik River.

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 200 miles long in New Ireland and also a road from Lae to Wau in the Morobe District. Elsewhere there are few roads outside plantations and the District Officers' stations.

5. **Air Transport and Civil Airfields.**—The discovery of gold in New Guinea 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 was an irksome and costly process. The fields are situated about 90 miles (40 by air) inland from Lae.

Qantas Empire Airways Ltd. operates a regular service from Australia to Lae, Madang, Rabaul, Bulolo and Wau with extensions to Finschhafen, Torokina, Kavieng and Manus Island. Commercial aircraft operators located at Lae also maintain passenger and freight-carrying services to Wau, Bulolo, Mount Hagen, Kainantu, Goroka, Finschhafen, Madang, Wewak, Aitape, Maprik and Angorum. Charters are undertaken to other parts of the Territory as occasion arises.

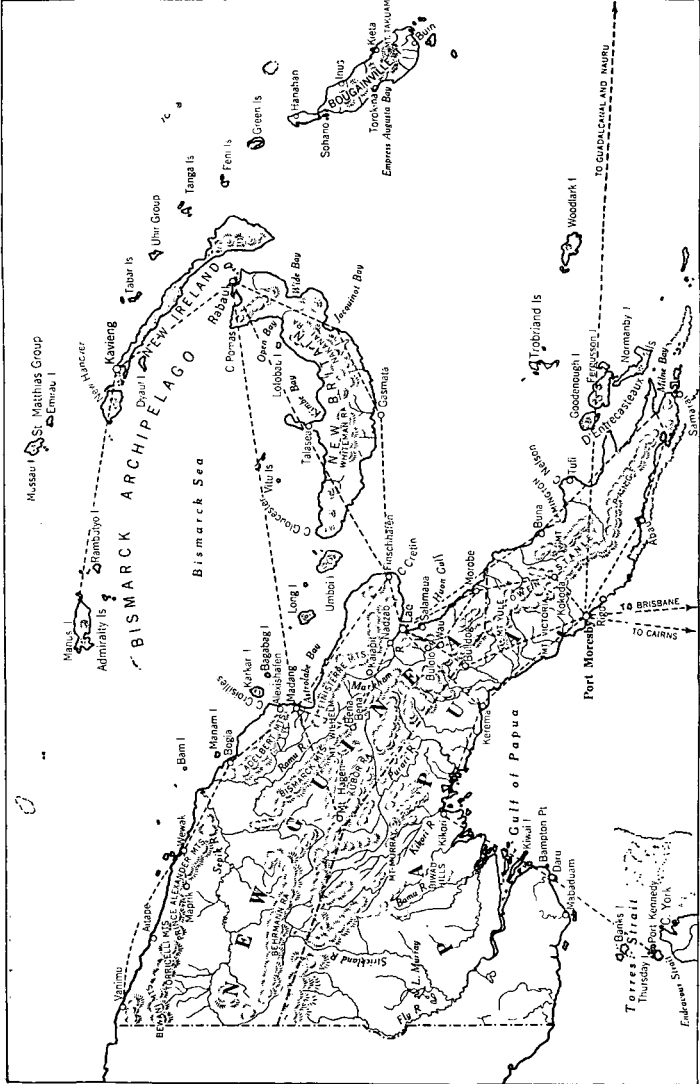
Further reference to New Guinea air activities is contained in Chapter V.—Transport and Communication.



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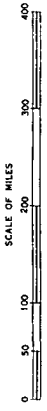
Drawn by the National Mapping Office

1952



DRAWN BY THE INTERNAL MAPPING OFFICE, DEPARTMENT OF THE INTERIOR, CANBERRA, A.C.T. 1952.

# TERRITORY OF PAPUA AND NEW GUINEA



Main Air Routes shown thus

1960/5/1/64

### § 9. Revenue and Expenditure.

Details of the revenue collected from various sources and the expenditure during each of the years 1938-39, 1940-41 and 1947-48 to 1949-50 are given hereunder:—

#### TERRITORY OF NEW GUINEA : REVENUE AND EXPENDITURE.

(£.)

Particulars.	1938-39.	1940-41.	1947-48.	1948-49.	1949-50.
<b>REVENUE.</b>					
Taxation—					
Customs .. .. .	214,629	158,221	418,618	639,169	719,665
Licences .. .. .	13,796	10,408	8,148	13,782	14,959
Native Head Tax .. .. .	21,417	21,786	..	..	..
Stamp duties .. .. .	6,467	3,906	1,312	17,650	7,071
Postal .. .. .	27,163	15,583	21,349	29,109	31,566
Lands .. .. .	18,416	16,357	5,778	8,772	11,249
Mining—					
Royalty on gold .. .. .	107,975	119,792	35,581	49,053	58,596
Other .. .. .	16,403	50,995	13,321	10,372	10,556
Fees and fines .. .. .	17,947	13,615	8,367	12,359	18,408
Sales of stores, etc. .. .. .	2,170	2,011	27,002	14,686	10,081
Forestry .. .. .	..	..	42,803	46,193	34,618
Grant by Commonwealth Government .. .. .	..	..	1,109,494	1,588,840	2,281,140
Miscellaneous .. .. .	14,453	11,076	7,430	8,060	25,308
<b>Total .. .. .</b>	<b>460,836</b>	<b>423,750</b>	<b>1,699,203</b>	<b>2,438,045</b>	<b>3,223,217</b>
<b>EXPENDITURE.</b>					
Treasury .. .. .	(a) 54,736	(a) 45,530	60,236	47,533	72,897
Agriculture .. .. .	19,424	19,475	47,782	110,094	156,679
Public Justice .. .. .	34,245	31,606	82,898	115,309	157,540
Public Health .. .. .	89,784	80,162	223,749	445,659	529,134
Public Works .. .. .	34,802	22,730	274,599	303,729	464,111
District Services and Native Affairs	125,876	106,107	584,776	772,003	667,217
New Works .. .. .	69,146	48,509	114,736	387,913	521,216
Native Welfare .. .. .	6,453	6,078	(b)	(b)	(b)
Forestry .. .. .	..	..	33,972	48,663	62,588
Other .. .. .	68,114	71,595	234,181	362,401	591,835
<b>Total .. .. .</b>	<b>502,580</b>	<b>431,792</b>	<b>1,656,929</b>	<b>2,593,304</b>	<b>3,223,217</b>

(a) Includes Audit, subsequently included in Other.

(b) Included elsewhere.

For information for 1945-46 and 1946-47 see Papua, § 7, p. 354.

#### TRUST TERRITORY OF NAURU.

1. **General.**—Nauru is an oval-shaped atoll about 12 miles in circumference, having an area of about 5,263 acres, of which approximately two-thirds is phosphate-bearing. It is situated in latitude 0° 32' south of the Equator and longitude 166° 55' east of Greenwich. 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 around an inland lagoon, the plateau which contains the phosphate deposits possesses few food plants and is uninhabited, but portion of the area has been planted with fruit trees. The system of land tenure is governed by an old custom, and, with the exception of small allotments held by the Government, the British Phosphate Commissioners and the Missions, the

whole of the island is owned by individual natives. The temperature range is from 76° at night to 94° during the day and the average humidity about 80 per cent. Normally the rainfall is comparatively low for islands of the Pacific, the average for twenty years from 1920 to 1940 being 80.5 inches. However, falls as high as 181.76 inches during 1940 and as low as 12.29 inches during 1950 have been recorded.

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 was confirmed by the Council of the League of Nations on 17th December, 1920. On 2nd July, 1919, the British, Australian and New Zealand Governments agreed that the administration (which, since 1915, had been in charge of an official appointed by the British Colonial Office) should be vested in an Administrator, who took up duty in June, 1921. The agreement between the three Governments was approved by the Commonwealth Parliament in the Nauru Island Agreement Act 1919, and is shown 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.

On 25th August, 1942, nine months after the outbreak of the war in the Pacific, communications with Nauru ceased, and the island was occupied by Japanese forces. It was re-occupied by a joint Australian Naval and Military Force on 14th September, 1945, and civil administration was re-established on 1st November, 1945.

3. *Trusteeship Agreement.*—On 1st November, 1947 the General Assembly of the United Nations approved a Trusteeship Agreement for the Territory of Nauru submitted by the Governments of Australia, New Zealand and the United Kingdom in substitution for the terms of the mandate under which the Territory had been administered. This Agreement designates the Governments of Australia, New Zealand and the United Kingdom as the Joint Administering Authority, with the Government of Australia continuing, on behalf of the Administering Authority, to exercise full powers of legislation, administration and jurisdiction in and over the Territory. The terms of the Agreement are as follows:—

*Preamble:* In pursuance of a Mandate conferred upon His Britannic Majesty, the Territory of Nauru has been administered in accordance with Article 22 of the Covenant of the League of Nations by the Government of Australia on the joint behalf of the Governments of Australia, New Zealand and the United Kingdom of Great Britain and Northern Ireland.

The Charter of the United Nations, signed at San Francisco on 26th June, 1945, provides by Article 75 for the establishment of an international trusteeship system for the administration and supervision of such territories as may be placed thereunder by subsequent individual agreements.

His Majesty desires to place the Territory of Nauru under the trusteeship system and the Governments of Australia, New Zealand and the United Kingdom undertake to administer it on the terms set forth in the present Trusteeship Agreement.

Therefore, the General Assembly of the United Nations, acting in pursuance of Article 85 of the Charter, approves the following terms of the trusteeship for the Territory of Nauru in substitution for the terms of the Mandate under which the Territory has been administered:—

*Article 1.* The Territory to which the Trusteeship Agreement applies (hereinafter called the Territory) consists of the island of Nauru (Pleasant Island) situated approximately 167° longitude East and approximately 0° 25' latitude South, being the Territory administered under the Mandate above referred to.

*Article 2.* The Governments of Australia, New Zealand and the United Kingdom (hereinafter called the Administering Authority) are hereby designated as the joint authority which will exercise the administration of the Territory.

*Article 3.* The Administering Authority undertakes to administer the Territory in accordance with the provisions of the Charter and in such a manner as to achieve in the Territory the basic objectives of the international trusteeship system, which are set forth in Article 76 of the Charter.

*Article 4.* The Administering Authority will be responsible for the peace, order, good government and defence of the Territory, and for this purpose, in pursuance of an agreement made by the Governments of Australia, New Zealand and the United Kingdom, the Government of Australia will on behalf of the Administering Authority and except and until otherwise agreed by the Governments of Australia, New Zealand and the United Kingdom continue to exercise full powers of legislation, administration and jurisdiction in and over the Territory.

*Article 5.* The Administering Authority undertakes that in the discharge of its obligations under Article 3 of this agreement—

1. It will co-operate with the Trusteeship Council in the discharge of all the Council's functions under Articles 87 and 88 of the Charter ;
2. It will, in accordance with its established policy—
  - (a) take into consideration the customs and usages of the inhabitants of Nauru and respect the rights and safeguard the interests both present and future of the indigenous inhabitants of the Territory ; and in particular ensure that no rights over native land in favour of any person not an indigenous inhabitant of Nauru may be created or transferred except with the consent of the competent public authority ;
  - (b) promote, as may be appropriate to the circumstances of the Territory, the economic, social, educational and cultural advancement of the inhabitants ;
  - (c) assure to the inhabitants of the Territory, as may be appropriate to the particular circumstances of the Territory and its peoples, a progressively increasing share in the administrative and other services of the Territory and take all appropriate measures with a view to the political advancement of the inhabitants in accordance with Article 76 (b) of the Charter ;
  - (d) guarantee to the inhabitants of the Territory, subject only to the requirements of the public order, freedom of speech, of the press, of assembly and of petition, freedom of conscience and worship and freedom of religious teaching.

*Article 6.* The Administering Authority further undertakes to apply in the Territory the provisions of such international agreements and such recommendations of the specialized agencies referred to in Article 57 of the Charter as are, in the opinion of the Administering Authority, suited to the needs and conditions of the Territory and conducive to the achievement of the basic objectives of the trusteeship system.

*Article 7.* In order to discharge its duties under Article 84 of the Charter and Article 4 of the present agreement, the Administering Authority may take all measures in the Territory which it considers desirable to provide for the defence of the Territory and for the maintenance of international peace and security.

4. *Administration.*—The administration of the island is vested in the Administrator, who is obliged to conform to instructions issued by the Government which appointed him. Until the Government of Australia ceases to exercise full powers of legislation, administration and jurisdiction in and over the Territory on behalf of the Administering Authority in pursuance of Article 4 of the Trusteeship Agreement, all ordinances made by the Administrator are subject to confirmation or disallowance by the Governor-General of Australia acting on the advice of the Federal Executive Council. All administration expenses are met from local revenue and phosphate royalties. 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 store 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.

5. **Population.**—The population figures on 1st April, 1939, 31st December, 1946 and 30th June, 1947 to 1950 are shown hereunder. Details are not available for the years 1942 to 1945, the period of Japanese occupation :—

**TERRITORY OF NAURU : POPULATION.**

Race.	1st April, 1939.	31st Dec., 1946.	30th June, 1947.	30th June, 1948.	30th June, 1949.	30th June, 1950.
Europeans .. ..	171	159	192	247	247	278
Chinese .. ..	1,512	787	1,163	1,370	1,440	1,491
Nauruans (a) .. ..	1,765	1,369	1,379	1,448	1,524	1,582
Other .. ..	44	33	31	97	58	81
<b>Total .. ..</b>	<b>3,492</b>	<b>2,348</b>	<b>2,765</b>	<b>3,162</b>	<b>3,269</b>	<b>3,432</b>

(a) The natives of Nauru are Micronesians.

During the year ended 30th June, 1950, there were 88 births, compared with 85 during the year ended 30th June, 1949. In 1949-50 there were 15 marriages and 22 deaths.

6. **Health.**—Cases of the usual diseases known in the Pacific occur. Venereal disease is rare, but elephantiasis is occasionally met with. An area has been set apart for the segregation of lepers, and the latest methods of treatment are applied. The total number of persons receiving treatment at 30th June, 1950, was 68 of whom 12 were in segregation at the Leper Hospital. Two hospitals are maintained on the island, one by the Administration for Nauruans, and one by the British Phosphate Commissioners for their 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. 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 at intervals of three months. Baby clinics have been established to give help and advice to Nauruan mothers in regard to infant nurture.

7. **Education.**—Formerly the education of Nauruan and other native children was undertaken by the Missions subsidized by the Administration, but on 1st October, 1923, the Administration assumed responsibility for education. There are 8 primary schools for native, and one for European children. A total of 358 native and 48 European children was enrolled at 30th June, 1950. The European school is in the charge of a teacher on loan from the Victorian Education Department. Education generally is controlled by a Director of Education.

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 for Nauruan and other native children.

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

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

10. **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 remaining on Nauru has been estimated at about 70,000,000 tons, and the exports average 35 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 had 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 three British Phosphate Commissioners, one appointed by each Government; and the three countries are entitled to receive the output in the same proportions of 42, 42, and 16 per cent.

(ii) *Royalty on Phosphate.* Under a revised agreement between the British Phosphate Commissioners and the Nauruan landowners, an increased royalty of 1s. 1d. per ton of phosphate exported has been payable from 1st July, 1947, as follows:—

- (a) 6d. per ton to be paid to the Nauruan landowner concerned;
- (b) 3d. per ton to the Administrator for the benefit of the Nauruan people;
- (c) 2d. per ton to the Administrator to be held in trust for the Nauruan landowner concerned and invested at compound interest for a period of 20 years. The capital will then remain invested and the interest thereon will be paid to the landowner.
- (d) 2d. per ton to the Administrator to be held in trust for the Nauruan community and invested until the year 2000 at compound interest.

From 1st July, 1947 the lump sums payable to landowners from whom phosphate-bearing lands are leased were also increased to £45 per acre, with a minimum payment of £7 10s. for areas less than an acre.

(iii) *Nauru and Ocean Island Phosphate Industry.* The following table shows particulars regarding exports of phosphate during the years 1938-39 and 1946-47 to 1949-50:—

**NAURU AND OCEAN ISLAND : EXPORTS OF PHOSPHATE.**

Year.	Total.	Proportion to Australia.	Proportion to New Zealand
	Tons.	%	%
1938-39 .. .. .	1,228,590	67.06	23.63
1946-47 .. .. .	213,875	87.07	12.93
1947-48 .. .. .	468,839	72.77	27.23
1948-49 .. .. .	857,824	78.18	21.82
1949-50 .. .. .	1,285,998	76.11	23.89

(iv) *Accounts of Commission.* A statement of Nauru and Ocean Island activities for the years 1938-39 and 1946-47 to 1949-50 is shown hereunder:—

**NAURU AND OCEAN ISLAND : SALES OF PHOSPHATE.**

(£.)

Heading.	1938-39.	1946-47.	1947-48.	1948-49.	1949-50.
Receipts from sales, etc. . .	909,027	551,537	1,040,086	1,550,769	2,071,228
F.o.b. cost, including interest on capital, sinking fund, etc.	906,133	508,224	1,037,914	1,546,065	2,063,417

During the period of the Japanese occupation from August, 1942 to September, 1945, while waiting to resume activities at Nauru and Ocean Island, the Commissioners were engaged in meeting the phosphate requirements of Australia and New Zealand from other available sources. Reconstruction of equipment destroyed during the Japanese occupation is now practically completed and a programme of improvements and additions has been commenced.

The amount due by the British Phosphate Commissioners to the partner Governments for purchase-money and other capital sums was £3,666,457 on 30th June, 1921, and at 30th June, 1942, this had been reduced to £3,024,373. The partner Governments agreed to a suspension of interest and sinking fund payments from 1st July, 1942, while operations at Nauru and Ocean Island were curtailed. Modified payments were resumed in 1946-47, pending a review of the position.

The review was carried out in 1950, as a result of which the revised capital indebtedness of the Commissioners to the partner Governments at 30th June, 1950 was determined at £3,881,711. Interest and sinking fund payments were resumed with effect from 1st July, 1950 on the basis of repayment of the revised capital indebtedness in 35 years.

(v) *Employees.* Apart from a limited number of Europeans and a few Pacific Islanders, the employees are Chinese engaged under a one year's contract. Increasing numbers of Nauruans are being employed, mainly in trade capacities.

(vi) *Christmas Island Phosphates.* It may not be inappropriate to refer here to the phosphate deposits on Christmas Island in which the Australian Government is interested. The concession to work phosphate at Christmas Island, situated in the Indian Ocean near Java, had been held since 1897 by the Christmas Island Phosphate Company Limited, a private company incorporated in England.

The Australian and New Zealand Governments, jointly, have acquired the Company's interests and assets at Christmas Island as at 31st December, 1948.

The undertaking will be controlled by an authority to be appointed by the Australian and New Zealand Governments which will arrange for the phosphate to be distributed by the British Phosphate Commissioners, in conjunction with supplies obtained from Nauru and Ocean Island, to meet the agricultural requirements of Australia and New Zealand. In the meantime the British Phosphate Commissioners are so operating the undertaking on the direct behalf of the Australian and New Zealand Governments.

11. *Trade.*—The Customs Tariff of Nauru provides for the free admission of all goods other than cigars, cigarettes, tobacco, spirits, wines, beer, cider, and perry, and cylinder blocks for motor cycle engines. Articles imported by the Administration for its own use and spirits for scientific purposes are exempt.

The Tariff rates apply to all countries alike. Information regarding imports and exports for the years 1939, 1941 and 1947-48 to 1949-50 is shown in the following table.

#### TERRITORY OF NAURU : IMPORTS AND EXPORTS.

Heading.		1939.	1941.	1947-48.	1948-49.	1949-50.
Imports ..	£	170,624	106,978	621,764	527,104	646,155
Exports—						
Phosphate ..	tons	932,100	99,150	263,507	680,746	1,009,266
	£	605,974	69,375	527,014	1,174,287	1,589,594

Of the total imports, Australia supplied £492,560 or 76.23 per cent. during 1949-50; the balance came mainly from the United Kingdom, New Zealand and China in that order.

In 1949-50, 779,456 tons of phosphate were exported to Australia, and 229,810 tons to New Zealand.

12. *Revenue and Expenditure.*—The revenue and expenditure of the Administration during the years 1939, 1941 and 1947-48 to 1949-50 were as follows :—

#### TERRITORY OF NAURU : REVENUE AND EXPENDITURE.

(£.)

Heading.		1939.	1941.	1947-48.	1948-49.	1949-50.
Revenue .. ..		33,084	12,023	23,745	34,204	42,103
Expenditure .. ..		29,391	23,951	96,347	105,673	68,567

Of the revenue for the year ended 30th June, 1950, royalty on phosphate amounted to £25,443, post office and radio receipts, £3,547 and customs duties, £3,758.