UNITED NATIONS

TRUSTEESHIP COUNCIL

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Twenty-fourth session
Agenda item 3 (c)

REPORT OF THE COMMONWEALTH OF AUSTRALIA ON THE ADMINISTRATION OF THE TERRITORY OF NEW GUINEA FOR THE PERIOD FROM 1 JULY 1957 TO 30 JUNE 1958

Note by the Secretary-General

The Secretary-General has the honour to transmit to each member of the Trusteeship Council two copies of the report of the Commonwealth of Australia on the administration of the Territory of New Guinea for the period from 1 July 1957 to 30 June 1958.[1/]

Fifty-seven copies of the report were received by the Secretary-General on 10 June 1959.

Vingt-quatrième session
Point 3 c) de l'ordre du jour

RAPPORT DU COMMONWEALTH D'AUSTRALIE SUR L'ADMINISTRATION DU TERRITOIRE DE LA NOUVELLE-GUINEE POUR LA PERIODE DU 1er JUILLET 1957 AU 30 JUIN 1958

Note du Secrétaire général

Le Secrétaire général a l'honneur de transmettre à chacun des membres du Conseil de tutelle deux exemplaires du rapport du Commonwealth d'Australie sur l'administration du Territoire de la Nouvelle-Guinée pour la période du 1er juillet 1957 au 30 juin 1958.[1/]

Cinquante-sept exemplaires de ce rapport sont parvenus au Secrétaire général le 10 juin 1959.

1/ Commonwealth of Australia. Report to the General Assembly of the United Nations on the administration of the Territory of New Guinea from 1st July 1957 to 30th June 1958. A.J. Arthur, Commonwealth Government Printer, Canberra.

[To face page 1.]
F.2579/59.



The first six observers—three from New Guinea and three from Papua—appointed to attend meetings of the Legislative Council.

1959.

COMMONWEALTH OF AUSTRALIA.

REPORT

TO

THE GENERAL ASSEMBLY OF THE UNITED NATIONS

ON THE

ADMINISTRATION OF THE TERRITORY OF NEW GUINEA

From 1st July, 1957, to 30th June, 1958.

(SUBMITTED IN CONFORMITY WITH ARTICLE 88 OF THE CHARTER OF THE UNITED NATIONS AND ON THE BASIS OF THE QUESTIONNAIRE APPROVED BY THE TRUSTEESHIP COUNCIL ON 6th JUNE, 1952, AS AMENDED ON 24th JULY, 1958.)

By Authority:
A. J. ARTHUR, Commonwealth Government Printer, Canberra.
(Printed in Australia.)

F.2579/59.

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Department of Territories, Canberra, A.C.T.
December, 1958.

THE TERRITORY OF NEW GUINEA.

ANNUAL REPORT 1957-58.

PART I.—INTRODUCTORY DESCRIPTIVE SECTION.

GENERAL DESCRIPTION OF THE TERRITORY.

AREA AND LOCATION.

The Trust Territory of New Guinea extends from the equator to eight degrees south latitude, a distance of 400 nautical miles, and west to east from 141 degrees east longitude (its boundary with Dutch New Guinea) to 160 degrees east longitude, a distance of 1,000 nautical miles. The land area of the Territory covers some 93,000 square miles and includes that part of the Island of New Guinea north of the Papuan and east of the Dutch New Guinea borders, the islands of the Bismarck Archipelago of which New Britain, New Ireland and Manus are the largest, and the two northernmost islands of the Solomon Group, namely Buka and Bougainville.

TOPOGRAPHY.

New Guinea Mainland.—The central core of this zone is a massive cordillera which extends from one end of the island to the other, a distance of 1,500 miles. This cordillera is one of the great mountain systems of the world, reaching in several places a height of 15,000 feet. It represents an axis of mesozoic and tertiary mountain building situated in a zone of crustal weakness separating the relatively stable Australian continental mass from the Pacific Ocean. The western extension of this system of fold mountains merges with the island arc complex of the East Indies. To the south-east this zone continues marginal to the Pacific Ocean, but it is only sporadically represented by small island groups.

The highest peak in the Territory is Mount Wilhelm (15,400 feet) in the Bismarck Range. Despite the fact that the main ranges extend throughout the length of the island and form a complete divide between north and south flowing drainage, they do not consist of a single chain but form a complex system of ranges separated in many cases by broad upland valleys. The principal units of this system in eastern New Guinea are the Star Mountains (extending across the Dutch New Guinea border) and the Hindenburg, Muller, Kubor, Schrader and Bismarck Ranges. Each of these reaches an altitude of 10,000 feet or more and each has an individual character which is largely in accordance with its geological structure. The width of the main range varies from 50 miles at its narrowest part to 150 miles at its widest. Broad, grass-covered valleys are to be found in the wider portions of these highlands. Some of these valleys are fertile and generally enjoy a good climate. Marginal to the highlands dissection has been proceeding apace and has resulted in intensely rugged juvenile topography.

Running parallel to the main ranges, but separated from them by the Central Depression, are the Northern Mountains. The Central Depression is a great trough of structural origin which includes the valleys of the Sepik and Ramu Rivers, which drain in opposite directions to enter the sea close to each other between Hansa Bay and Wewak, and the Markham Valley, which drains into the Huon Gulf near Lae. The ranges which constitute the Northern Mountains, running east from the Dutch New Guinea border, are as follows:—The Bewani, Torricelli and Prince Alexander Mountains (north of the Sepik River), and the Adelbert, Finisterre and Saruwaged Mountains (between the mouth of the Ramu River and the Huon Gulf). The mountains north of the Sepik do not exceed 5,000 feet in height, but in the Finisterre and Saruwaged Ranges of the Huon Peninsula some peaks exceed 13,000 feet. These latter ranges are particularly rugged and include numbers of near-vertical precipices several thousands of feet in depth.

The coastal areas of eastern New Guinea show the features indicative of a slowly rising littoral. One of the most significant features is that with few exceptions the rivers are not navigable. Another feature is the raised reefs which extend almost continuously from the Sepik Delta south-easterly to Cape Cretin. The Morobe coast between Salamaua and Morobe is a drowned littoral and there is a complete absence of raised coral from the mouth of the Markham River to the Papuan border. A notable feature of the north coast is the belt of off-shore volcanic islands which stretches from Wewak to Dampier Strait (west of New Britain).

New Britain is the largest of the islands of the Bismarck Archipelago. There are two main lines of ranges in the island—the Whiteman and Nakanai Ranges in the south, which trend from south-west to north-east, and the Baining Mountains of the Gazelle Peninsula, trending north-west and south-east. The low relief of the north coast is broken by a large number of sharp volcanic peaks which in some cases reach 7,000 feet in height. These volcanoes are mostly of the explosive type and catastrophic eruptions have occurred in recent times. At the western end of New Britain is a cluster of volcanic mountains containing several peaks over 3,000 feet in height; another group of volcanoes occurs further east in the Kimbe Bay and Open

Bay areas; and there is an area of very recent volcanism on the Gazelle Peninsula in the vicinity of Rabaul. All of New Britain not of a mountainous nature may be classified as shore-line, coastal plains or swamps. The coastline is approximately 1,000 miles in length around most of which fringing and barrier coral reefs, although not continuous, are extensively developed.

New Ireland which is nearly 200 miles long averages only seven miles in width except in the south where it expands to 30 miles. It is exceedingly mountainous with the Schleinitz Mountains (in the northern part of the island) rising to 4,100 feet and the Rossel Mountains (in the south) to 6,430 feet. To the south-east of the former is the extensive Lelet Plateau with a mean height of 2,600 feet. To the west of this plateau is an almost continuous fringe of extensive alluvial plain.

The coasts of New Ireland are relatively straight and exposed, and afford little shelter. They have been subject to recent elevation and there has been an extensive development of raised coral reefs.

Manus Island is about 50 miles long from west to east and its greatest width is about 17 miles. The island is largely hilly and deeply dissected. Along the coast steep slopes alternate with swampy lowland embayments, there being no continuous coastal plain. Practically the whole of Manus is fringed by coral reefs.

The Solomon Islands.—Bougainville is the largest island in the Solomons, being about 127 miles in length with a maximum width of about 49 miles. The interior of the island contains a massive mountain range which follows its length and which is known as the Emperor Range in the north and the Crown Prince Range in the south. It contains the two active volcanoes: Balbi (8,502 feet) and Bagana 5,730 feet). Shoals and fringing coral reefs are common off the coasts of the island.

Buka Island, just north of Bougainville, is 35 miles long by nine miles wide. A range of volcanic hills follows the west coast and reaches a maximum height of about 1,300 feet. Parallel to this and fronting the east coast is a lower range of hills formed of coral limestone terraced on their seaward slopes. The east and north coasts are steep and are backed by wooded cliffs. The west and south coasts are protected by a barrier reef, from two to three miles off-shore, on which is situated a chain of twenty or more small coral islets.

There are some 600 lesser islands within the Trust Territory mainly of volcanic origin or coralline formation.

Drainage.

The heavy rainfall of New Guinea, New Britain, New Ireland and Bougainville, coupled with the large area of steep slopes with rapid run-off, has been responsible for a large number of rivers with a very large volume of flow. With one exception, the Sepik (which is navigable for a distance of 300 miles from its mouth by vessels drawing thirteen feet), the rivers are not navigable except by canoes or small launches in the lower reaches. Mountain streams are found extensively throughout the Territory; they are frequently a hindrance to travel, as they carry a huge volume of water, especially after heavy rains.

Swamps are most extensive. Tidal swamps (almost entirely mangrove) occur intermittently round the coasts where the land is regularly submerged at high tide. Riverine swamps are to be found in the Sepik basin while grass and Reed marshes are most extensive in the mid-Sepik and mid-Ramu areas where the low-lying terrain is almost continuously under water.

There is a number of small lakes in the Territory but none is of any physiographic or economic importance.

Climate.

Lying wholly within the tropics and situated between the continents of Asia and Australia, the Territory of New Guinea experiences a typical monsoonal climate. The monsoonal regime divides the year into two principal wind seasons which are distinguished primarily by difference in wind direction. The north-west monsoon, during which the winds blow from a north-west or westerly direction, extends from December to March, and the south-east monsoon (trades) season, when the winds blow from the south-east or east, extends from May to October. The seasons are separated from each other by "changeover" or transitional periods during which the wind changes its direction. These periods occur in April-May and in October-November. As is characteristic of all monsoonal regions the time and intensity of the wind vary from year to year.

The north-west monsoon and the south-east trades pass over large expanses of ocean before reaching the islands of the Territory and both are thus heavily laden with moisture. The precipitation of this moisture over the islands results in heavy rainfalls throughout the area and most places in the Territory have an average annual rainfall in excess of 100 inches. The highest figures are recorded on coasts and mountain-sides exposed to the steady south-east trades. Southern New Britain and the higher mountains of the Huon Peninsula receive an average of 250 inches of rainfall or more per annum. Wide valleys parallel to the east coast, such as the Middle and Upper Ramu Valleys, and enclosed valleys in the highland regions, such as the Bulolo Valley, where the average annual rainfall is about 60 inches lie in "rain shadow" zones and have a very low rainfall.

Some areas in the Territory have a generally uniform rainfall throughout the year, but most places have a definite seasonal distribution of rainfall, receiving the greater percentage of their rainfall in one or other of the two main wind seasons. This seasonal distribution of rain is the resultant effect of topography on the rain-bearing winds. The island of New Britain illustrates this effect perfectly. As the median mountainous backbone of the island lies athwart the direction of the seasonal winds, the north coast of the island derives a seasonal concentration of rainfall in the north-west monsoon season, while at the same period the south coast is relatively dry, the central mountains forming an effective

barrier and placing the latter area in a "rain shadow". In the south-east trades season concentration of rainfall occurs on the southern coast while the protected northern coast remains dry.

Within the Territory the length of day varies very slightly throughout the year, with a half-hour difference between the limits of sunrise and sunset. The sun ascends almost perpendicularly with the horizon, so that dawn and twilight are of short duration and there is little change in the sun's position at noon.

Atmospheric temperature and humidity are uniformly high throughout the year. Summer and winter seasons as experienced in the temperate latitudes do not exist; the mean maximum temperature is about 90 degrees Fahrenheit and the mean minimum about 73 degrees Fahrenheit in coastal areas. A diurnal temperature range of from 10-15 degrees Fahrenheit is experienced in most localities. There is a general lowering of temperatures with increase in elevation, highland areas being cooler than the coastal regions.

Natural Resources.

Soils.—The greater part of the inland country is covered with shallow heavily leached and infertile soils. Notable exceptions are to be found in the broad valleys, such as the Ramu and Markham and an appreciable part of the plateau regions of the central mountains, including areas in the vicinity of Goroka, Mount Hagen, Aiyura and Chimbu, where either rich alluvial soils or soils of volcanic origin occur.

The soils of the coastal areas are of varying fertility, ranging from shallow relatively infertile soils formed from decomposed coral to extremely fertile deep alluvial and volcanic soils. From the data available, it appears that the greatest possibilities for agricultural development are on the latter two groups of soils. There are appreciable areas of volcanic soils in northern New Britain, especially in the Rabaul area, where most of the commercial and agricultural development of the island is centred; extensive areas of volcanic soils also occur in Bougainville. As a general rule the soils of greatest fertility are those where volcanic activity has been recent; as soil matures it tends to become degraded as the result of intense leaching. As in the case of volcanic soils, the better alluvial soils are of recent origin. Alluvial soils are widespread in occurrence in the Territory; the largest areas are on the coastal plains and in the broad river valleys. They are found not only on the lower parts of the valley floors, but are frequently well developed on the adjoining slopes.

Minerals.—Many different minerals have been discovered in the Territory, including gold, platinum, osmiridium, silver, copper, iron, lead, sulphur, low-grade coal and various gemstones. Of these gold is the only one which has assumed any economic importance and the gold won from the Morobe District has become one of the chief exports of the Territory. Favorable geological conditions have led to a search for oil in the Sepik District of the Territory but as yet no payable quantities have been found.

Vegetation and Timber Resources.—The vegetation of the Territory is luxuriant and has a great wealth of plant species, and although there are large areas in which the whole aspect of the vegetation has been transformed by human activities, by far the greater part of the area still bears natural vegetation little affected by man. Much of the Territory is still botanically unexplored although thousands of species of vegetation have already been identified. The flora of the Territory has much in common with that of northern Australia, but because of the large proportion of Asian elements, New Guinea is reckoned botanically as part of the Indo-Malayan region.

With the exception of low rainfall areas the major part of the Territory below 6,000 feet is covered by rain forest. This type of forest is characterized by a thick overhead canopy of leaves, branches and creepers which cut off the sunlight and inhibit the growth of small bushes on the ground. Except for a few very high isolated trees, the ceiling is dense and of fairly uniform height. A feature is the buttressed roots of many of the trees, often radiating several yards from the butt.

Secondary growth consisting of thick tangled growths of bush, brambles and creeper is found throughout the rain forest areas, usually in the vicinity of native villages, or where the land has been previously cleared for native gardens. It generally occurs in small isolated patches.

At altitudes of about 6,000 feet the rain forest usually gives way to moss forest, which persists to the edge of the alpine vegetation at about 11,000 feet. The trees of the moss forest are lichen covered and festooned. The ground is carpeted with a layer of moss and decayed vegetation many feet thick.

In the zone of alpine vegetation the trees are stunted conifers and other species and constitute what is known as alpine forest. The timber is rarely continuous, but grows in stands separated by stretches of grassland over which tree ferns and shrubs are scattered. Above 12,000 feet trees are rarely found and grassland is dominant.

Some areas in various parts of the Territory are completely covered by tall grasses, of which kunai and kangaroo grass are dominant. Very extensive areas of these grasslands occur in the Waria, Markham, Ramu and Sepik Valleys and in the highlands. Some of these may be natural grasslands, but in most cases there is little doubt that they have been caused by fires or clearing.

In the swamp lands a large variety of plants grow. Mangrove is to be found between the limits of tides on most flat areas along the coast and also along rivers. It covers the delta of the Ramu River. Nipa palm is often associated with mangrove and patches of it are to be found in the less salty parts of the large rivers. In general the mangrove occurs nearest the sea and the nipa behind it extending to the limits of the brackish water. Sac sac or sago palms grow generally in swamps beyond the limits of brackish water and numerous areas are to be found along the Sepik and Ramu Rivers. Pit pit, which grows to a height of about 12 feet and resembles wild

sugar cane, is also to be found in swampy low-lying country usually lining stream banks, but does not cover extensive areas.

In the Territory there are several timbers which have economic possibilities; they are mainly softwoods, although a limited number of durable hardwoods do exist. (The development of timber and other forest industries is dealt with in Chapter 6 of Section 4 of Part VI of this report.)

Fauna.—The fauna of the Territory of New Guinea is closely related to that of Australia. The long isolation of the New Guinea group of islands, however, has had a great influence and some types and forms which succumbed in the continent have survived in the islands.

There are over 100 species of mammals and with the exception of the echidna or spiny ant-eater they are all marsupials. The largest of these is the tree kangaroo. The phalanger family is represented by several species, of which the cuscus and red bandicoot are representatives. There is only one carnivorous animal in New Guinea, the dasyure, known in Australia as the native cat. Bats, rats and mice are common.

The birds of New Guinea include a number of handsome and brightly coloured forms. Most are of Australian origin, but many have come from the Malayan region. The bird of paradise and the cassowary have arisen locally. There is an abundance of cockatoos, parrots and lories, pigeons, kingfishers, honey-suckers, thrushes, warblers and shrikes.

There are about 70 species of snakes, many of which are poisonous. The non-poisonous varieties include boas and pythons. Lizards are common and many species are represented. Tortoises and crocodiles are found in the rivers and sea. Fish are abundant.

More than 80 species of amphibia exist, all of which belong to one or the other of five families of frogs; many of these are arboreal.

Insects are prolific and most places are alive with ants, cockroaches, flies, sandflies, mosquitoes and many other types. Some of these are dangerous, the most harmful to humans being the malaria-carrying mosquito and the typhus-bearing mite. Certain species of borers and coconut hoppers are detrimental to plants. Butterflies are numerous, large and often beautifully coloured.

Discussion of the fauna of the Territory would be incomplete without some mention of the giant snail, which was introduced by the Japanese as a food during the war. Work is being carried out to control the spread of this potentially serious pest which has caused much damage to village gardens in areas of New Ireland, New Britain and adjoining islands.

ETHNIC, LINGUISTIC, RELIGIOUS AND SOCIAL STRUCTURE.

POPULATION.

The total indigenous population of the Territory is estimated at 1,326,195, while the non-indigenous population numbers 15,073.

The details at 30th June, 1958, were as follows:—

Particulars.	Males.	Females.	Persons.
I. INDIGENOUS.			
(*a*) Enumerated Population—			
Children	256,923	230,229	487,152
Adults	388,283	347,660	735,943
Total	645,206	577,889	1,223,095
(*b*) Estimated Balance ..	*	*	103,100
Total Indigenous ..	..	..	1,326,195
II. NON-INDIGENOUS.			
European	6,685	4,425	11,110
Asian	1,666	1,117	2,783
Others	651	529	1,180
Total Non-Indigenous ..	9,002	6,071	15,073

* Reliable estimates not available.

Details of the population are given in Appendix I.

An annual census of the indigenous population is compiled, wherever possible, by administrative patrols. Where such a census cannot be satisfactorily conducted, for instance in areas which have not yet been brought under full administrative control, estimates of populations are compiled, based on whatever information can be obtained from the people contacted and from observation, sometimes from the air, of the number and sizes of houses and gardens. (Where variations exist between population figures shown in previous years and those for 1957-58, they are partly due to the extension of administrative control, making possible the replacement of population estimates by more accurate enumeration.)

A comparison of the statistics of the indigenous population for 1956-57 and for 1957-58 indicates that there has been a small natural increase which, in addition to revised estimates of uncounted populations, has resulted in a net overall gain of 29,021 during the past year.

Population movements of the type common in many other heavily populated Trust Territories do not generally take place in New Guinea. Such movements as do occur present no economic or social problems to the Administration since, with the exception of workers proceeding to employment, the indigenous people rarely travel outside their lingual boundaries except for the purposes of trade. The Administrator has the power to restrict or prohibit the employment of workers from specific areas to prevent over-recruitment.

ETHNIC STRUCTURE.

There is a great diversity of physical types and linguistic groups of indigenous people in the Territory, and there are many differences between local groups and between individuals within those groups. The indigenous people may in general be grouped with the Melanesians who occupy the greater part of the Western Pacific.

The distinction sometimes made between Papuan and Melanesian racial types lacks clarity. There is so much overlapping between groups, and so much variation can be observed within each group, that attempts at this distinction are not profitable except in the most general way. There is some confusion, also, because these terms have been used in linguistic studies and groups recognized as a result of linguistic classification do not necessarily coincide with those recognized as a result of physical classification. It is probable that the chief advantage derived from the attempts at a Papuan-Melanesian physical distinction has been not so much to provide a precise basis for physical classification as to indicate that the origins of the Territory's people were diverse, and that there has been a good deal of movement and mixing among the ancestors of the present day people. Generally, it could be said that the Papuan is more representative of the interior, while the Melanesian is more representative of the coastal and island areas, but a precise distinction cannot be made.

A few groups of such short stature that they have been described as pygmies or Negritos have been recognized. However, apart from stature, they do not appear to show any greater differences from their neighbours than those to be observed between the Territory's groups in general, and it has been suggested that they may not indicate a distinct immigrant type but may have developed locally from people similar to surrounding types. The main group in this classification is in the Aiome area of Madang District.

In the North-West Islands of the Manus group are small groups of people who bear a physical resemblance to the inhabitants of the area commonly called Micronesia, and they have been classified as Micronesian. However, there appears to have been considerable admixture between these people and neighbouring Melanesians.

The Polynesian groups are few in number and are confined to the Tauu and Nukumanu islands and other small adjacent atolls. They bear the well-known physical characteristics of the Polynesian type.

Linguistic Structure.

Linguistically the picture is varied, and so great is the diversity that members of villages only a few miles apart are often unable to understand one another without the aid of an interpreter. In coastal areas language groups exceeding 5,000 are unusual, and a great many are well below that figure. In the Eastern and Western Highlands Districts some larger groups have been found, such as the Medlpa language group extending over more than 30,000 people in the Mount Hagen Sub-district, and the even larger Kuman language groups in Chimbu Sub-district and Enga language groups in Wabag and Mount Hagen Sub-districts.

Polynesian languages are spoken in a few small eastern islands such as Tauu and Nukumanu, and Micronesian influences are noticed in some of the small language groups of Manus District. For the rest of the Territory, the languages fall into one or other of two broad divisions. On the one hand are languages of the Melanesian type which are related to one another within the Territory and to other Melanesian languages spoken in the Western Pacific, and which belong to the Austronesian family of languages, though some of them exhibit non-Austronesian characteristics. On the other hand are languages which do not conform to this Melanesian type. These are frequently called Papuan, but since it has not been possible to demonstrate any relationship between them, it appears undesirable to give them a name which suggests they belong to a type.

Generally speaking, the Melanesian languages are found in the Manus District, the Bismark Archipelago, Bougainville, and coastal areas of the New Guinea mainland, frequently appearing side by side with non-Melanesian languages. On the mainland they are not found far inland, their greatest penetration being about 70 miles in the Markham Valley. Non-Melanesian languages have been found in every district, though they are rare in New Britain and New Island. They are found throughout the New Guinea mainland interior and part of the coast. They are spoken by a greater number of people than are the Melanesian languages.

In addition, a great many people speak Melanesian-pidgin, which has become the *lingua franca* for the whole of the Trust Territory. The vocabulary includes a large number of words of English derivation, some Melanesian terms from Blanche Bay, New Britain, and a few German, Malay and Polynesian terms. The grammar is simple and is based on Melanesian. It is quickly learned by the indigenous inhabitants, among whom it has spread rapidly as a means of overcoming the multiplicity of local languages and dialects which formerly were a bar to communication and understanding between groups. It provides, however, no literature, except certain limited educational and Mission booklets and papers.

Social Structure.

The social systems vary considerably in detail throughout the Territory, but in outline they conform to a pattern usual in the Western Pacific region of Melanesia and can be said to be based upon the family. Generally the basis of subsistence is shifting cultivation of such crops as yams, taro and sweet potatoes, though in a number of places the cultivation of gardens is subordinate to the collection of such foodstuffs as sago. All four of these foodstuffs, as well as various subsidiaries, may be used in the one area, but usually one of the four is the staple of any particular group and makes up the bulk of its diet. Domestic pigs are kept and are numerous in some areas, though they are regarded as a token of wealth and prestige and reserved for feasts and special occasions, rather than a source of daily food. In coastal areas the indigenous people fish and everywhere some form of hunting adds to the variety of the diet, although the quantity of meat thus obtained is small and the protein intake is limited.

The division of labour between the sexes involves the extension of women's work beyond the sphere of domestic

duties within the home. For the most part, women maintain the garden, though the initial clearing of garden sites and such heavy work as fencing is done by men. Planting of crops, harvesting and some maintenance are the work of both sexes, with variations from place to place in the extent of either's duties.

Articles of trade importance may be made by either men or women. Clay pots, for instance, which in various places are exchanged for food or other objects, are made by women in many areas.

Features of the indigenous system of work are the small development of specialization and the high degree to which each individual is equipped to carry out all duties considered suitable for his or her sex. A few practices, particularly in the spheres of art and magic, may be confined to small numbers of people or to individuals within some communities, while some individuals are naturally more highly skilled than their fellows in particular aspects; but apart from sexual division, all individuals perform the same type of work and are capable of practising most of the skills possessed by their communities. A man's importance or standing as a leader in a community does not remove him from the field of activities involved in such things as the cultivation of crops, house-building and canoe-making.

Inheritance of land and other forms of property follows two systems. In some communities the predominant principle is that the individual inherits from the father and his group; in others inheritance is predominantly from the mother's group. Affiliation with kinship groups shows the same variation.

The people of the Territory live in villages usually having populations of 200-300, though some are larger; in hamlets of about 20-40; or sometimes in single dwellings. Houses, except in places close to centres of European settlements, are built of local timber, grasses and palm leaves. They show many differences in size, design and methods of construction. Usually they are occupied by the individual family of parents and children, though it is customary in some places for men to sleep and spend a large part of their time in special " men's houses ". Particularly is this so in the case of young unmarried men.

The people's sense of community fellowship rarely extends beyond the village or collection of neighbouring hamlets. Within the larger groupings made up of those speaking the same language there is usually no strong or widespread feeling for common interests and aims, though there is a consciousness of difference from other groups speaking a different language.

In the political organization of local groups the most general principle is that all men have some influence and that all have the opportunity of rising to leadership by exhibiting qualities considered desirable according to the cultural emphasis of the group. Energy in the acquisition of wealth in the form of garden produce, ceremonial and other objects counts for much in the majority of communities, while in earlier days leadership in war was also an important factor. General personality and outstanding knowledge of a group's customs and skills are of influence. In a few places inheritance of rank is taken into account. In other places reputation as a practitioner of various forms of magic can help to raise a man to leadership. Each group has its own customary law, much of which is backed by the authority of myth and legend. Breaches of such law are sometimes dealt with by community or individual action; at other times consequences arising from the operation of supernatural forces are expected to follow.

Communities in the Territory have always been strongly influenced by religion and by belief in magic.

Beliefs in the efficacy of charms, magic actions and spells may relate to social or anti-social magic. In the first group comes such magic as is, for example, directed towards ensuring the well-being of garden crops, the assurance of a proper supply of rain and the success of trading expeditions. The second group includes magic aimed at bringing death and disaster to enemies. Skill and power in magic are often thought to be the possession of particular individuals whose qualities are utilized by their fellows in both the social and the anti-social spheres. This is probably the most notable example of specialization to be observed among the Territory's communities.

Artistic practice is usually connected with religion, magic, ceremonial or the marking of affiliation with kinship or other groupings, and in most cases is not undertaken for its own sake. When contact with outside influences has modified traditional beliefs, interest in the practice of indigenous arts has therefore naturally tended to diminish. The maintenance of interest in art forms, which have often been considered to have considerable value, has become something of a problem, and in schools emphasis has accordingly been placed on handicraft work.

Certain areas have been and remain areas of extensive trade, for example, the Huon Gulf and Markham River areas of the Morobe District; the Mount Hagen area of the Western Highlands District; the Manus and New Britain Districts. Artifacts, including pottery, stone axes, woodcarvings and shell-work, some utilitarian, some possessing ceremonial or religious significance, are exchanged between communities for other such objects or for foodstuffs. In some cases money has now entered into old trade systems.

Most aspects of indigenous life have been increasingly influenced by external influences since the period of first European contact. There have been no significant changes, however, in the physical types of the various areas, as there has been little intermixing between groups.

Social systems have been affected by organized activities in general administration, in education and in mission evangelization, as well as by experience in employment outside the individual's local group and by other contacts. However, shifting agriculture, supplemented by fishing, hunting and collecting, remains the main basis of livelihood in the majority of communities. The use of metal tools and other articles has entered into work in many areas, but there is a wide adherence to old techniques and methods.

The use of money has to some extent modified the influence of older forms of wealth on which leadership was often based. The disappearance of warfare and some diminution in the belief in the efficacy of magic have also had an effect on the basis of leadership and, consequently, on local political conditions. Customary law has been affected by these factors in many areas.

Despite such changes the Territory remains an area of very great linguistic and social diversity, and remains one in which concentration of loyalty on village or hamlet groups tends to obscure any conception on the people's part of a community of interest on a Territory-wide scale.

Such a conception may be developed only slowly, for if progress were too rapid it would cause a breakdown in social organization before new forms had been developed and adopted. The establishment of law and order, the development of communications and the use of a *lingua franca* all assist in breaking down barriers of ignorance and active mistrust of all persons outside the local group. The growth of a Territory-wide consciousness and community interest is being fostered by the establishment of co-operative societies, local government councils, and by the various activities of the Social Development Branch of the Department of Native Affairs. In this way the progress made is not rapid, but is steady and soundly based.

Indigenous Religions.

Magico-religious beliefs and practices are an integral part of the culture of the indigenous inhabitants. They provide an explanation of incalculable and uncontrollable events in human life, a putative way of controlling such events, of expressing the hopes of the people concerned and of establishing individuals' faith that their hopes will be realized.

The religious beliefs and practices are numerous and diverse in character and are largely based on ancestral and spirit worship. Belief in a supreme being or limited number of deities has not been observed, the emphasis having been on respect for and attempts to please and propriate a number of spiritual beings: some remembered ancestors, some existing from the remote past. At times these beings are given material location in certain natural objects. Generally, the attitudes of the indigenous people towards the universe are anthropomorphic. Supernatural beings are generally conceived of and approached in a human fashion according to patterns of sacrifice, atonement and intercession. There is a belief in the indestructibility of the essential self (the soul) and a kind of life after death. General and mourning rites play an important part in their lives, while the placation of the ancestors' ghosts is paramount in rules governing agriculture, hunting, fishing, etc. There are numerous myths and legends closely identified with prevailing superstitions and beliefs in magic by which the attributes of inanimate things may be acquired. The people have not built up a consistent theology or magicology as in the great religious denominations of the world, but continue their magical practices because tradition has given these a validity. Religious and magical rituals are performed on the assumption that man lives in two worlds which are essentially separate. These two worlds are the profane and sacred worlds, the later of which is often further subdivided into the closely intermingled realms of the sacred and of the unclean.

Legislation is levelled only at those magico-religious practices which are repugnant to the principles of morality and humanity, otherwise the individual's right to his own customs and beliefs is recognized by law. At the same time the people are quite receptive to the evangelistic work of the Christian missions, and there are now considerable groups which are largely christianized. In many cases, of course, traditional magico-religious beliefs and practices persist in Christian communities.

There has been no major religious or quasi-religious movement in the Territory for some years. Such movements as have taken place have usually been unrelated and on a small scale, and the practices adopted have usually been a synthesis of Christian and traditional rituals, frequently based on a wrong conception of European ideals and methods. In all cases they have prevailed for only a short time.

HISTORICAL SURVEY.

Geographical characteristics often play an important part in shaping a country's history and nowhere is this more evident than in New Guinea. Europeans who first entered the area in the sixteenth century were discouraged by its rough topography and its swamps and left New Guinea well alone. Moreover, these factors have also influenced the type and course of administration. New Guinea's isolation came to an end in the last quarter of the nineteenth century at the same time as the unknown parts of Africa were being opened up. Although some of the basic reasons underlying this activity in Africa are also applicable to New Guinea, there were a number of special local factors which operated in New Guinea to end its isolation. In the first place the need of European industries for coconut oil provided for the first time a market for one of New Guinea's natural products. In the 1870's the largest trading firm in the Pacific, Godeffroy's, of Hamburg, began trading for copra in the New Guinea islands. In 1884 Germany formally took possession of what is now the Trust Territory of New Guinea. The administration of the new Territory, then known as German New Guinea, was placed in the hands of a chartered company, the German New Guinea Company, but in 1899 the Imperial Government assumed control. In 1914 the Territory was occupied by Australian troops and administration was carried out by a military administration until 1921.

In 1920 the League of Nations, in pursuance of Article 22 of the Covenant, conferred upon his Brittanic Majesty, for and on behalf of the Government of the Commonwealth of Australia, a Mandate for the Government of the Territory of New Guinea. The *New Guinea Act* 1920 was passed by the Commonwealth Government to provide for the government of the Territory in accordance with Article 22, the Act coming into force on 9th May, 1921.

The territory continued to be administered under Mandate until the Japanese invasion brought about the suspension of civil administration and large areas of the Territory were devastated. The Australian New Guinea Administrative Unit, the organ of military government, was responsible for the administration of the indigenous inhabitants, and, as far as circumstances permitted, kept plantations in production. The indigenous people made a valuable contribution to the Allied war effort.

With the surrender of the Japanese in 1945 civil administration of the Territory was progressively restored between October, 1945, and June, 1946.

The trusteeship Agreement for the Territory was approved by the General Assembly of the United Nations on the 13th December, 1946.

The *Papua and New Guinea Act* 1949-1957 approved the placing of New Guinea under the International Trusteeship System and provided for the government of the Territory in an administrative union with the Territory of Papua with the title of the Territory of Papua and New Guinea.

This Act also provided for the setting up of a Legislative Council for the Territory of Papua and New Guinea, which was established at Port Moresby, Papua, on the 26th November, 1951.

At the end of the war the Territory set itself the task of recovery and rehabilitation which was greatly assisted by large grants by the Government of the Commonwealth of Australia and payments of war damage compensation.

The work of bringing the remaining restricted areas under control has continued and medical, education, agricultural and developmental services have continued to expand.

Meetings of the Legislative Council were held from 30th September to 11th October, 1957; 3rd to 7th March, 1958, and 9th to 13th June, 1958.

Visitors to the Territory during the year under review included Her Excellency Lady Slim; His Excellency the Ambassador of France, Monsieur Renaud Sivan; His Excellency the High Commissioner for India, Shri Parakat Achutha Menon; His Excellency the High Commissioner for the United Kingdom, the Rt. Hon. the Lord Carrington, M.C., and Lady Carrington; His Excellency the Ambassador of the United States of America, Mr. William J. Sebald.

The Rt. Hon. Sir Arthur Fadden, G.C.M.G., M.P., Deputy Prime Minister and Treasurer of the Commonwealth, and Lady Fadden; the Rt. Hon. Harold Holt, M.P., Minister for Labour and National Service; the Rt. Hon. R. G. Casey, C.H., D.S.O., M.C., M.P., Minister for External Affairs; the Hon. Sir Philip McBride, K.C.M.G., M.P., Minister for Defence; Senator the Hon. W. H. Spooner, M.M., Minister for National Development; the Hon. P. M. C. Hasluck, M.P., Minister for Territories; the Hon. D. A. Cameron, O.B.E., M.P., Minister for Health.

His Excellency the Netherlands Minister for Overseas Territories, Mr. C. Helders; His Excellency the Governor of Netherlands New Guinea, Dr. J. van Baal.

Mr. J. B. Howse, M.P., Parliamentary Under-Secretary for Territories; the Hon. A. A. Calwell, M.P., Deputy Leader of the Opposition; a Parliamentary delegation comprising Mr. G. Freeth, M.P. (leader), Senator J. A. Cooke, Senator E. W. Mattner, Senator H. W. Wade, and Mr. C. H. Webb, M.P.; Senator Nancy Buttfield; and Mr. C. W. J. Falkinder, D.S.O., D.F.C., M.P.

PART II.—STATUS OF THE TERRITORY AND ITS INHABITANTS.

STATUS OF THE TERRITORY.

The constitutional authority for the administration of the Territory of New Guinea is the *Papua and New Guinea Act* 1949-1957 which became law on 1st July, 1949. In accordance with the terms of the Trusteeship Agreement approved by the General Assembly of the United Nations on the 13th December, 1946, this Act approves the placing of the Territory of New Guinea under the International Trusteeship System on the terms set forth in the Trusteeship Agreement. The Act provides for the government of the Territory of Papua and the Territory of New Guinea in an administrative union under the title of the Territory of Papua and New Guinea. Although providing for the administrative union of the two Territories, the Act declares the intention of the Commonwealth Parliament to maintain the identity and status of the Territory of New Guinea as a Trust Territory and to expend in the development and welfare of the Territory an amount annually not less than the total amount of public revenue raised in the year in respect of the Territory. No changes were made during the year in any legislation affecting or defining the legal status of the Territory.

STATUS OF THE INHABITANTS.

By Statutory Rule No. 112 of 1956 made under the *Nationality and Citizenship Act* 1948-1955 of the Commonwealth, persons born in New Guinea who are not British subjects are expressed to be "Australian protected persons" and therefore protected persons within the meaning of the Act. For the purposes of this legislation all indigenous inhabitants of the New Guinea Trust Territory are therefore Australian protected persons unless they are British subjects. Any Australian protected person may renounce this status if he so desires as soon as he becomes 21 years of age. A non-indigenous inhabitant of the Territory who was not born in the Territory retains his individual national status. Residence in the Territory counts as a qualification for the acquisition of Australian citizenship by naturalization. Under the *Nationality and Citizenship Act* 1948-1955 any protected person may be granted a certificate of naturalization on compliance with the conditions laid down in sections 14 and 15 of the Act. He then becomes an Australian citizen by naturalization. A non-indigenous person who was not born in the Territory may also obtain Australian naturalization in accordance with sections 14 and 15 of the Act.

Except as defined in the Ordinance, Australian protected persons are eligible to vote under the *Legislative Council Ordinance* 1951-1957 of the Territory of Papua and New Guinea.

PART III.—INTERNATIONAL AND REGIONAL RELATIONS.

The principal organ of inter-territorial co-operation in the region is the South Pacific Commission, which was established in 1947 by agreement between the six metropolitan governments responsible for the administration of non-self-governing territories in the South Pacific. The Commission is a consultative and advisory body on matters affecting the economic and social development of these territories and the welfare of the inhabitants.

Selected officers of the Administration are members of the Research Council of the Commission and the Trust Territory has continued to share in the increasing exchange of knowledge and experience gained through the Commission's work.

The South Pacific Commission has accepted the invitation of the Commonwealth Government of Australia to hold the Fourth South Pacific Conference at Rabaul. The Conference is to take place in April or May, 1959, and will be in session for two to three weeks.

The South Pacific Conference meets at intervals not exceeding three years and is attended by delegates from the local inhabitants of the territories within the Commission, who may be accompanied by advisers.

The Administering Authority has continued to co-operate with the organs of the United Nations and with the Specialized Agencies in furnishing reports and other information in relation to the Territory and representatives of the Territory have participated in meetings and seminars arranged or sponsored by the World Health Organization and the Food and Agriculture Organization. Study fellowships allotted by the World Health Organization to officials of the Administration are referred to elsewhere in this report.

Co-operation has continued between the Territorial Administration and the Administration of Netherlands New Guinea in dealing with problems which are common to both territories. Netherlands New Guinea, the Australian Trust Territory of New Guinea and the Territory of Papua are geographically and ethnologically related and the advancement of their respective peoples is benefitting from this co-operation.

Apart from the various missionary organizations whose activities are described in other sections of this report, the only non-governmental bodies of an international character which are active in the Territory are the Red Cross Society (and Junior Red Cross), the Boy Scouts, the Girl Guides, Rotary and the Apex Clubs.

Information relating to treaties, conventions and agreements applying to the Territory at 30th June, 1958, is given in Appendix XXIII.

PART IV.—INTERNATIONAL PEACE AND SECURITY: MAINTENANCE OF LAW AND ORDER.

POLICE FORCE.

Internal law and order are maintained by the Royal Papua and New Guinea Constabulary which is composed of the European Constabulary, the Auxiliary European Constabulary and the Native Constabulary. The European Constabulary consists of officers employed wholly on police duties; the Auxiliary European Constabulary of district commissioners, district officers, assistant district officers and patrol officers who in the main perform duties at centres where no officer of the European Constabulary is stationed; and the Native Constabulary of indigenous members. Subject to the control and authority of the Administrator the Force is under the control of the Commissioner of Police whose headquarters are at Port Moresby, Papua.

As part of the reorganization of the Police Branch, a clerical division has been created to cope with expanding administrative requirements, and the nucleus of a *modus operandi* section established.

The following paragraphs deal with the section of the Force stationed in the Trust Territory which, in addition to the officers of the Auxiliary European Constabulary, numbers 44 European officers and 1,688 members of the Native Constabulary.

The Territory is divided into nine administrative districts each administered by a district commissioner who, by virtue of his office, is the senior police officer for the district with the rank of superintendent. This arrangement is varied in the districts of New Britain and Morobe, where, for the purpose of police administration, the towns of Rabaul and Lae have been proclaimed special police districts and each is under the control of a superintendent of police of the European Constabulary. Officers of the European Constabulary are posted to the larger centres, i.e., Rabaul, Lae, Wau, Bulolo, Madang, Wewak, Kavieng, Manus, Goroka and Kokopo.

Detachments of the Native Constabulary are stationed at 77 centres throughout New Guinea and at ten of these stations the detachments are directly responsible to officers of the regular Force. At the other centres they are under the control of officers of the Auxiliary European Constabulary.

Requisite qualifications for admission to the European Constabulary include training in general police duties and satisfactory service in another police force. New appointees serve a twelve months' probationary period during which they attend an induction course at the Australian School of Pacific Administration, New South Wales, Australia, which is followed by a period of in-service training in the Territory.

The Native Constabulary is recruited by voluntary enlistment from the indigenous inhabitants of the Territory of Papua and New Guinea, and members serve in either Territory. Many applications for enlistment are received

each year. The qualifications of applicants show a consistent improvement. In addition to being of good character recruits must be of superior physique and intelligence. Initial enlistment is for a term of not less than three years and not more than five years. Leave of absence on full pay is granted on the basis of one month's leave for each year of service plus the time necessary for the member to travel to and from his home village. When travelling on leave transportation to and from his village is at the expense of the Administration.

A training syllabus introduced during 1956-57 has produced good results. The course covers a period of six months' depot training, followed by six months' in-service training. The syllabus caters for instruction in first aid, report writing, elementary law, physical culture, hygiene, foot drill, rifle training, police functions and traffic control. Within the Native Constabulary there is a specialist branch comprising clerks, wireless/telegraphy operators, instructors, armourers, carpenters, mechanics, drivers, other tradesmen and bandsmen. Specialist members are enlisted on the same terms as the constabulary performing normal police duties and are paid specialist allowances in addition to normal pay.

It is intended to recruit and train indigenous persons for appointment to officer positions in the Force but it will be some time before suitably qualified persons are available.

A member may have his wife and children residing with him at his place of employment and the Administration provides them with accommodation, clothing and rations and medical attention free of charge. At the close of the year 613 members had their families residing with them.

Members perform normal police duties in towns and settlements; special selection is made of those who accompany exploratory patrols carried out by officers of the Department of Native Affairs. These members play an important part in the task of extending Administration influence to new areas.

The pay and allowances of members of the Native Constabulary are described in the Annual Report for 1955-56. There were no changes during the year under review.

PUBLIC ORDER.

The only instance of collective violence or disorder during the year occurred in the Lamarai River area of the Eastern Highlands District. Particulars are given in Chapter 2 of Part V.

PART V.—POLITICAL ADVANCEMENT.

CHAPTER 1.

General Political Structure.

The basis of the Territory's legislative, administrative and judicial systems is the *Papua and New Guinea Act* 1949-1957 which came into force on 1st July, 1949. The Act approved the placing of the Territory of New Guinea under the International Trusteeship System and in accordance with Article 5 of the Trusteeship Agreement for New Guinea provided for the administration of the Territory in an administrative union with the Territory of Papua. Article 5 of the Trusteeship Agreement states—

> 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.

The Papua and New Guinea Act is administered by the Minister of State for Territories, the Honourable Paul Hasluck, M.P., through the Department of Territories at Canberra.

The Act provides for the appointment of an Administrator who is charged with the duty of administering the government of the Territory on behalf of the Government of the Commonwealth of Australia. The Administrator is assisted by an Executive Council of not less than nine officers of the Territory. The Act also provides for a Legislative Council consisting of the Administrator, sixteen officers of the Territory, and twelve unofficial members, of whom three are elected and nine, including at least three representatives of the indigenous people, are appointed by the Governor-General of the Commonwealth on the nomination of the Administrator. The Legislative Council was inaugurated on 26th November, 1951. Subject to the assent of the Administrator, or, in certain cases defined in the Act, of the Governor-General, it has full legislative powers in regard to the peace, order and good government of the Territory.

The *Native Local Government Councils Ordinance* 1949-57 provides for the setting up of councils with powers to make rules for the peace, order and welfare of the indigenous people within the areas of their jurisdiction.

Under the general direction of the Administrator, the administrative functions of government are discharged by fourteen functional departments, the officers of which are members of the Public Service of the Territory of Papua and New Guinea. The detailed administration of each department is the responsibility of the departmental head, subject to the direction of the Administrator. The headquarters of the Administration are located in Port Moresby in the Territory of Papua.

The Supreme Court of the Territory of Papua and New Guinea, established under the Papua and New Guinea Act, is the highest judicial tribunal in New Guinea and the only court possessing general jurisdiction over civil and criminal matters. The jurisdiction, practice and procedure of the Supreme Court are provided for under the *Supreme Court Ordinance* 1949-1958. Courts having limited jurisdiction are District Courts, constituted under the *District Courts Ordinance* 1924-1957 and Courts for Native Affairs constituted under the *Native Administration Ordinance* 1921-1951.

Policy and Developmental Plans.

It is the broad aim of the Administering Authority to promote and foster among the indigenous population an

understanding of and competence in the operation of democratically elected representative institutions and the administrative machinery of government, until a stage has been reached where they are capable of managing their own affairs and deciding their political future as a people.

There are, however, many obstacles to be overcome in the attainment of this objective. Conditions of terrain, population distribution and social organization have all militated against the pre-European development of large political units. The forbidding topography, the sparsity of population and the lack of common interests over most of the Territory have resulted in marked political fragmentation, a pattern of independent and mutually hostile village groups and a bewildering number of languages. The administrative and economic future of many of the thinly inhabited areas of swamps and broken mountain country constitutes a major problem.

Apart from the lack of cohesion existing among the indigenous population there are many areas where their transition from a primitive state is only just beginning. The impact of civilization on these people subjects them to tremendous strains. Not only does it compress into one or two generations social and economic changes which in other parts of the world have come about only in the course of centuries, but it introduces them to a new culture and new ideas, the understanding and absorption of which must inevitably be a gradual process. In the long run lasting political progress will be achieved only if training in the arts and practices of government is accompanied by cultural changes which produce a society of individuals who have gained an appreciation of democratic values. Training in responsible government is one means of fostering such an appreciation, but it is an essential condition of stable growth that political changes should be within the comprehension of the people and related at every stage to their developing needs.

For these reasons, basic training in the operation of representative institutions must begin at a familiar level—that of local affairs. The Administering Authority has accordingly followed the practice of working upwards from the village population to evolve a series of democratically constituted local government bodies handling their own affairs.

In the inital stages of contact the chief task of field officers is to win the confidence and co-operation of the people and establish a framework of law and order. The system, referred to in Chapter 3, of direct administration through regional and village officials selected from among individuals already possessing some standing in the community has been a means of achieving this.

Unofficial village councils (or kivungs), organizations covering groups of three or four villages and acting only as advisory bodies to village officials and administration officers, have also been set up as a further means of co-operation and continue to operate in a number of areas.

In practice it has been found that the interest of the people during the early period of their association with the Administration is primarily in social and economic benefits; political interest, even in local affairs, comes later. Experience with unofficial village councils in the more advanced areas, however, eventually indicated the need for more responsible bodies with definite powers and functions, and the passage of what is now the *Native Local Government Councils Ordinance* 1949-1957 provided the statutory basis for more positive action. The activities of the councils which have been established under this Ordinance are described in Chapter 3 of this Part.

The establishment of the first councils in 1950 was regarded as an experiment in the field of political advancement to ascertain the form of local government best suited to the circumstances of the Territory. The next step was to train officers in the light of the experience gained and this was undertaken through the establishment of the Vunadadir Local Government Training Centre in 1952 and the inclusion of a suitable course in the training of patrol officers.

Five senior officers and seven field staff officers of the Department of Native Affairs completed the course during the year and training was given to native local government assistants, council clerks, cacao fermentery clerks and members of councils in a series of special instructional courses.

Continual guidance and assistance is given by Administration officers to councils, especially during the early stages of their existence.

Surveys are carried out from time to time in areas where the conditions necessary for the establishment of further local government councils, including an adequate economic potential, appear to be developing. A council is only established when it is clear that the people want it and are ready for it. It is explained to them that the councils are but a first step in their political advancement. During the year under review five new councils were proclaimed—two in the Madang District and one each in the Morobe, Sepik and Bougainville Districts. In addition three existing councils were enlarged by the inclusion of further villages. Preliminary work was continued by Native Affairs officers in the Bougainville, New Ireland, Morobe, Eastern Highlands, Sepik, Madang, Manus and New Britain Districts, and it is anticipated that further councils will be proclaimed during 1958-59. Ultimately progress in this field depends on the response of the people themselves and their willingness to accept this form of advancement. The speed of future development is therefore difficult to forecast, but there is no doubt that it will increase as the effects of education among the new generation are felt.

Results achieved through the operation of local government councils so far established indicate that apart from their importance as a means of political education they are best regarded as area administrative instrumentalities which can be used as convenient media for raising living standards. As area mechanisms making for economic and social advancement they have amply demonstrated their superiority over the single village administrative system.

When sufficient councils have been established in a district and as community interests become more and more integrated over a wider area, the people will be consulted regarding the formation of area councils composed of representatives from the local units. Some councils have already taken the initiative by holding combined meetings to deal with matters of common interest, although so far the stage where an effective federation of councils could be formed has not been reached. In due course evolution towards larger political grouping, e.g. on a regional basis, in accordance with the developing needs of the people, will become possible.

Insofar as it entails working upwards from the village population this system of political development is slower than one which concentrates on the advancement of an educated *élite* only, but, because it means education in citizenship for the people as a whole, the gains it makes are more likely to be sound.

Although evolution upwards from the level of local government is seen as the main line of political development of the indigenous people, training will be provided at other levels of the present political structure whenever such a course seems likely to produce useful results.

The first step to be taken in this direction was the appointment in 1950, under the provisions of the *Papua and New Guinea Act* 1949-1957, of three indigenous members to the Legislative Council. This was done with the twofold purpose of providing representation of the people by responsible indigenous persons and of enabling such representatives to gain experience of government at the territorial level. There is not at present, and may not be for some years to come, any possibility of a Territory-wide franchise for the indigenous people. They are separated into so many different language groups; they are at so many different stages of progress towards civilization; and so many of them are still unaware, or only partly aware, of what a legislative council is that the early formation of a general electoral roll would be completely unreal. In the attempt to achieve universal literacy in English as rapidly as possible, however, one of the main obstacles to the development of wider political groupings and ultimately the complete representation of the indigenous people at the territorial level is being overcome.

As suitable individuals become available throughout the Territory indigenous representation on the Legislative Council will be increased and the selection of members will be given a more widely representative character. Perhaps the first advance, after the development of more local government councils might be to give councils an opportunity to nominate persons to be considered for selection to the Legislative Council.

Meanwhile, as a means of promoting an understanding of the procedures and machinery of central government, a scheme for appointing indigenous observers to attend meetings of the Legislative Council has been introduced. Details of this scheme are given in Chapter 2 of this Part.

To provide a further field of political training, indigenous members have been appointed to district and town advisory councils in cases where competent and qualified persons are available. In other cases members of the indigenous population are selected to serve as observers on these councils.

Apart from the question of political training and the development of representative institutions the Administering Authority realizes the importance of drawing the indigenous population more and more into the practical tasks of administration. There are two reasons for this—first, the increasing need for additional staff, and, secondly, the fact that this is an essential part of their political development and one without which they cannot attain the eventual goal of self-government.

Accordingly, an Auxiliary Division of the Public Service has been created and the first appointments to this Division have been made. The Auxiliary Division provides a training ground to enable members of the indigenous population to advance to other divisions of the Service, to which in due course, as educational standards rise, direct appointments also will be made.

The following chapters describe the operation of the existing organs of government within the Territory and the progress made during the year under review in the political development of the Territory.

CHAPTER 2.

TERRITORIAL GOVERNMENT.

Structure.

The general structure of the territorial government is described under Chapter 1 and illustrated by the organization chart in Appendix II.

Chief Administrative Officer.

Authority for the government of the Territory is derived from the *Papua and New Guinea Act* 1949-1957, which provides that there shall be an Administrator charged with the duty of administering the government of the Territory on behalf of the Administering Authority. The Act also provides that the Administrator shall be appointed by the Governor-General by Commission under the Seal of the Commonwealth of Australia and shall hold office during the pleasure of the Governor-General and that he shall exercise and perform all powers and functions that belong to his office in accordance with the tenor of his Commission and in accordance with such instructions as are given to him by the Governor-General.

Brigadier D. M. Cleland, C.B.E., continued in his appointment of Administrator of the Territory.

Heads of Departments.

Territorial ordinances confer various statutory functions on these officers by office and, in addition, in some cases the Administrator has delegated to heads of departments certain of his powers relating to a department or subject-matter under the supervision of the officer.

Legislative Councils or Organs.

The councils or organs which exercise legislative powers in the Territory are:—

(a) the Legislative Council;

(b) the Administrator in Council;

(c) the Administrator.

The Legislative Council.

The Legislative Council is established under the provisions of the *Papua and New Guinea Act* 1949-1957 and consists of 29 members, namely:—

(i) the Administrator;

(ii) sixteen officers of the Territory (known as official members);

(iii) three non-official members posessing such qualifications as are provided by ordinance and elected by electors of the Territory;

(iv) three non-official members representing the interests of the Christian missions in the Territory;

(v) three non-official indigenous members; and

(vi) three other non-official members.

The Act provides for a majority of official members and direct representation of the Christian missions in the Territory and of the indigenous population. Other sections of the population are accorded representation by three elected members and three other non-official members. Officers of the Public Service are not eligible to be members of the Legislative Council, except as official members. All members, except the three elected members, are appointed by the Governor-General on the nomination of the Administrator and the Act provides that the Administrator shall exercise his powers of nomination to ensure that not less than five of the nominated non-official members are residents of the Territory of New Guinea.

The qualifications for and methods of election of non-official members, together with the electoral boundaries, are laid down in the *Legislative Council Ordinance* 1951-1957. Elections are to be held at intervals of not less than three years.

The Territory is divided into two electorates, the New Guinea Mainland and the New Guinea Islands Electorates. One member is elected to represent each electorate.

A candidate for election must:—

(i) be an elector;

(ii) have resided continuously in the Territory during the three years immediately preceding the lodging of his nomination as a candidate; and

(iii) not be an officer or employee of the Public Service of the Territory or of the Commonwealth or an officer or employee of an instrumentality of the Administration or of the Commonwealth.

A member, other than the Administrator, an official member or an elected member, may at any time be removed from office by the Governor-General and, unless re-appointed, vacates his seat at the end of three years from the date of his appointment. Official members of the Legislative Council hold office during the pleasure of the Governor-General.

The changes in the membership of the Council from that given in the report for 1956-57 were—

Official members:—

Mr. James Glen, Director of Public Works, appointed to the vacancy caused by the return of Mr. R. W. Wilson to the Commonwealth Public Service.

Dr. Roy Frederick Rhodes Scragg, Acting Director of Public Health, appointed to the vacancy caused by the resignation of Mr. S. Elliott-Smith.

Members elected at the triennial elections held in August, 1957:—

Mr. Ian Firley Graham Downs, Planter, New Guinea Mainland Electorate.

Mr. Dudley Fearnside Jones, Solicitor, New Guinea Islands Electorate.

Mr. Ernest Alfred James, Public Accountant, Papua Electorate.

Indigenous member:

Mr. Mahuru Rarua-Rarua, Secretary, Federation of Native Associations, Port Moresby, Papua, appointed in place of Mr. Merari Dickson.

Non-official member:

Mr. John Harold Hohnen, Company Director, Wau, appointed to the vacancy caused by the retirement of Mrs. D. R. Booth, O.B.E.

The Council met three times during the year, the first meeting being held from 30th September to 11th October, 1957; the second meeting from 3rd to 7th March, 1958; and the third from 9th to 13th June, 1958.

The full membership at 30th June, 1958, was as follows:—

President:

His Honour the Administrator, Mr. D. M. Cleland, C.B.E.

Official Members:

Dr. J. T. Gunther, O.B.E., Assistant Administrator.

Mr. S. A. Lonergan, Director of Civil Affairs.

Mr. A. A. Roberts, M.C., Director of Native Affairs.

Mr. I. F. Champion, O.B.E., Chief Native Lands Commissioner.

Mr. H. H. Reeve, Treasurer and Director of Finance.
Mr. W. C. Groves, Director of Education.
Mr. R. E. P. Dwyer, Director of Agriculture, Stock and Fisheries.
Mr. D. E. Macinnis, Director of Lands, Surveys and Mines.
Mr. J. B. McAdam, M.M., Director of Forests.
Mr. W. W. Watkins, Secretary for Law.
Mr. T. Grahamslaw, O.B.E., Chief Collector of Customs.
Dr. R. F. R. Scragg, Acting Director of Public Health.
Mr. J. Glen, Director of Public Works.
Mr. H. L. R. Niall, C.B.E., District Commissioner, Morobe District.
Mr. J. K. McCarthy, M.B.E., Executive Officer (District Services).
Mr. J. R. Foldi, District Commissioner, New Britain District.

Non-official Members:

Mr. R. F. Bunting.
Mr. I. F. G. Downes.
The Very Reverend J. Dwyer.
Mr. B. E. Fairfax-Ross.
Mr. J. H. Hohnen.
Mr. E. A. James.
Mr. D. F. Jones.
Mr. M. Rarua-Rarua.
Mr. Simogun, B.E.M.
The Right Reverend P. N. W. Strong, C.M.G.
The Reverend D. E. Ure.
Mr. J. Vuia.

The official language of the Council is English. Minutes are kept of all meetings and in addition a verbatim record is made of the proceedings and debates.

The Council is empowered to make ordinances for the peace, order and good government of the Territory. Ordinances made by the Council do not have any force until assented to as provided in the Act, and must be presented to the Administrator for assent. Certain classes of ordinances may not be assented to by the Administrator, but must be reserved for the Governor-General's pleasure.

The initiation of legislative proposals in the Council is governed by sections 47 and 48 of the *Papua and New Guinea Act* 1949-1957 and by the Standing Rules and Orders regulating the order and conduct of the Council's business and proceedings. Subject to these requirements, and particularly the restriction on any ordinance involving government expenditure, non-official members are competent to introduce legislation.

Observers.

Indigenous observers have now been appointed to attend meetings of the Legislative Council. Three observers are from New Guinea and three from Papua. They arrive approximately a week before meetings so that they may be taught about the Legislative Council and other institutions and aspects of central government. Before sittings they are briefed on the matters to be discussed, as far as possible interpretations are made for their benefit during the course of proceedings, and they are given a recapitulation of proceedings at the end of each day. It is planned to increase the number of observers so that in due course there will be at least one from each administrative district at every session of the Council. Each group will attend an annual series of meetings.

The Administrator in Council.

The Administrator, with the advice of the Executive Council, is empowered by certain ordinances to make regulations relating to matters specified in those ordinances.

The Administrator.

The Administrator has authority under certain ordinances to make regulations relating to matters specified in those ordinances. In practice, this power is exercised with the advice of the Executive Council.

Executive and Advisory Organs.

The Executive Council is set up under the provisions of the *Papua and New Guinea Act* 1949-1957, its function being to advise and assist the Administrator. The Council is constituted of not less than nine officers of the Territory appointed by, and holding office during the pleasure of, the Governor-General.

The Administrator may, if he thinks fit, act in opposition to the majority advice of the Council on any particular occasion, but in such case is required to report the matter fully and promptly to the Minister of State for Territories with his reasons for his action.

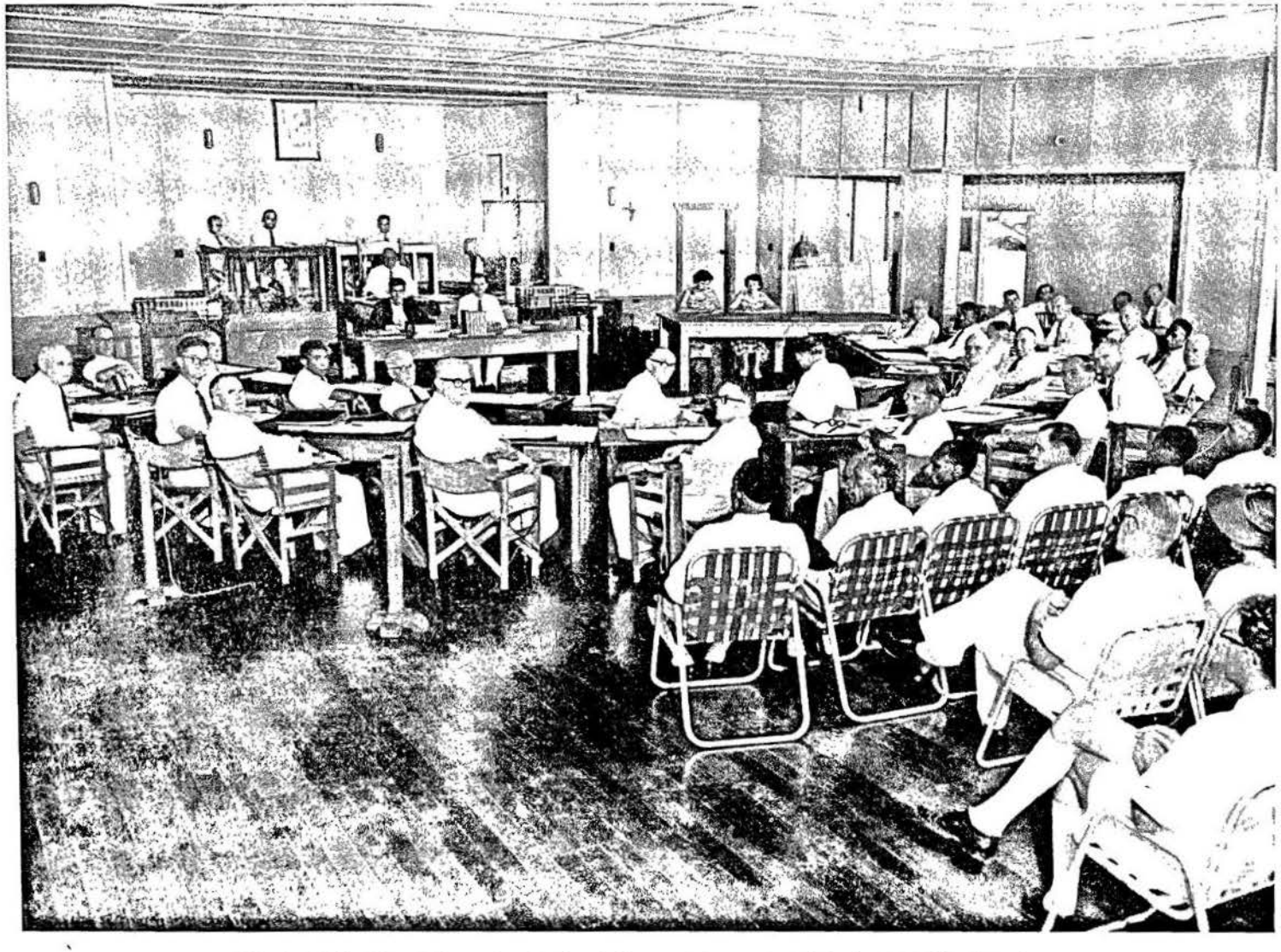
Minutes of the proceedings at all meetings of the Executive Council are kept, and a copy of the minutes relating to each meeting is sent by the Administrator to the Minister as soon as practicable after the meeting is held.

The following officers of the Territory were members of the Executive Council at 30th June, 1958:—

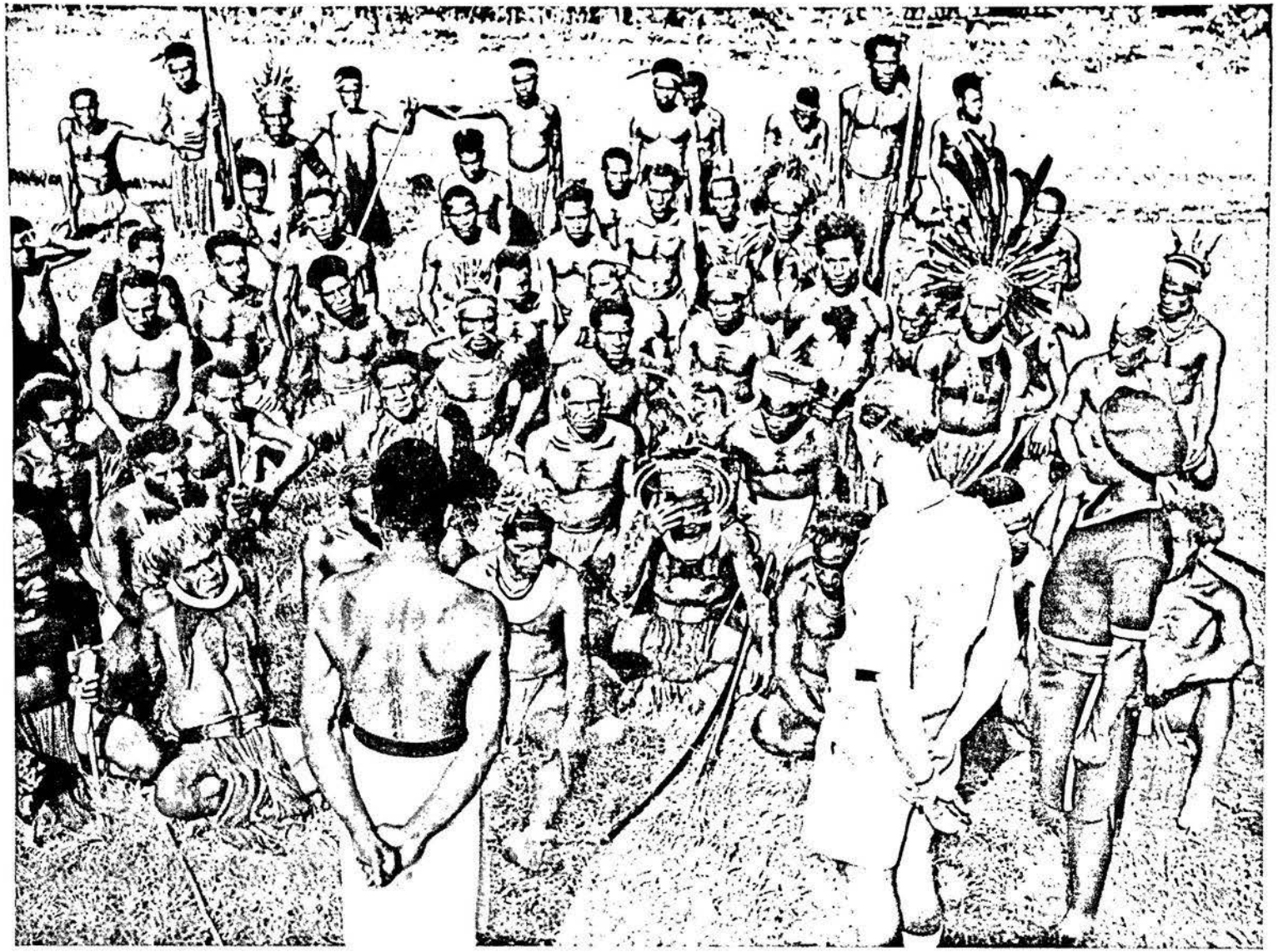
Dr. J. T. Gunther, O.B.E., M.L.C., Assistant Administrator.
Mr. S. A. Lonergan, M.L.C., Director of Civil Affairs.
Mr. H. H. Reeve, M.L.C., Treasurer and Director of Finance.
Mr. W. C. Groves, M.L.C., Director of Education.
Mr. D. E. Macinnis, M.L.C., Director of Lands, Surveys and Mines.
Mr. J. B. McAdam, M.M., M.L.C., Director of Forests.

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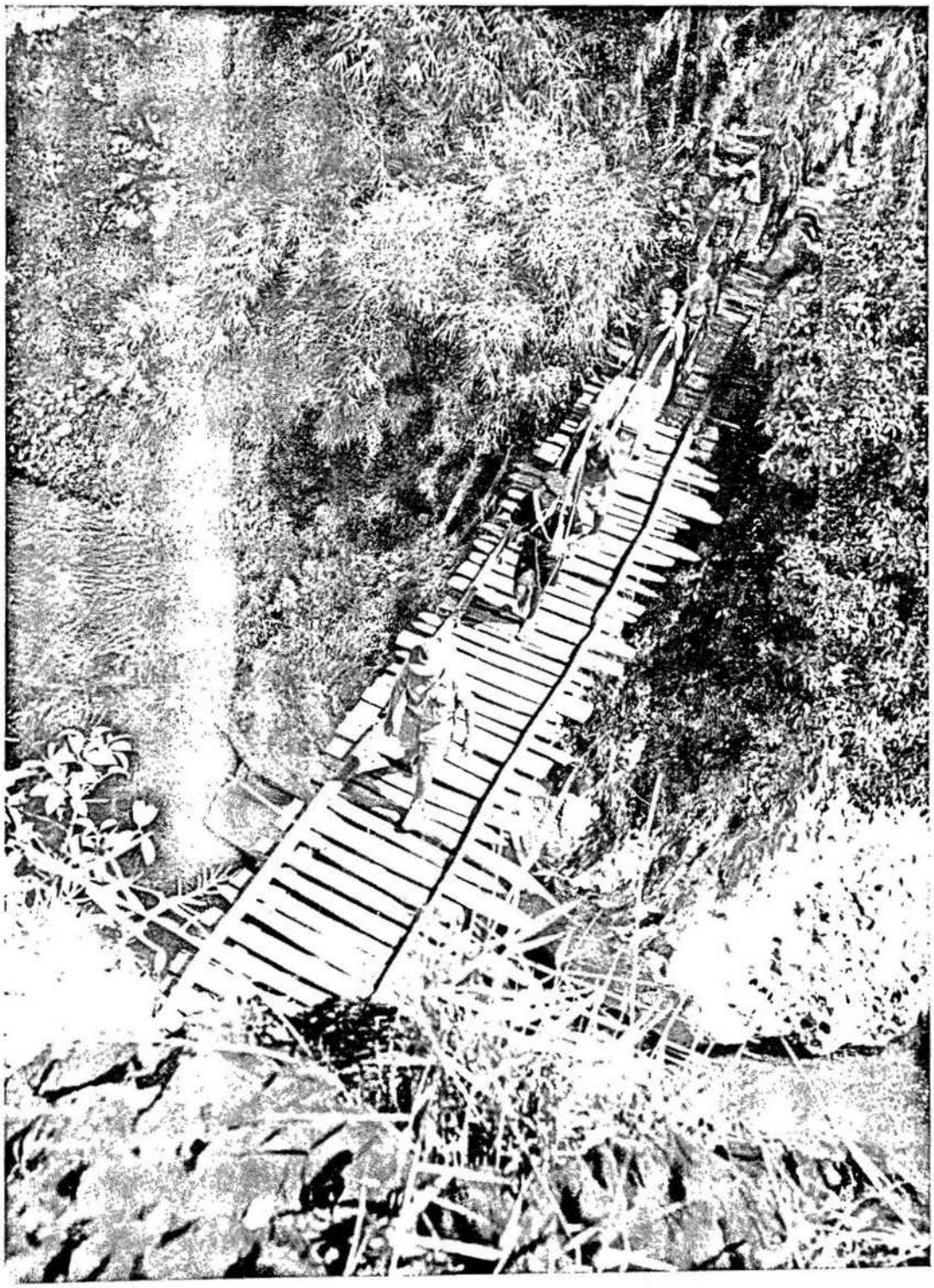
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The Legislative Council in session showing indigenous observers seated in front of visitors' section.



Patrol officer addressing a group of Eastern Highlanders.



A patrol crossing a river gorge in the Eastern Highlands.

Mr. W. W. Watkins, M.L.C., Secretary for Law.
Dr. R. F. R. Scragg, M.L.C., Acting Director of Health.
Mr. J. K. McCarthy, M.B.E., M.L.C., Acting Director of Native Affairs.
Mr. F. C. Henderson, Acting Director of Agriculture, Stock and Fisheries.

There is a number of statutory and other boards, committees and similar bodies which exercise executive or advisory functions. Among the more important are the:—

Medical Board.
Education Advisory Board.
Copra Industry Stabilization Board.
Copra Marketing Board.
Rubber Board.
Committee for the Advancement of Native Women.
Apprenticeship Board.
Stores and Tenders Board.
War Surplus Materials Board.
Land Development Board.
Land Board.
Tariff Committee.
Town Planning Board.
Cocoa Industry Committee (Gazelle Peninsula).
Rice Development Committee.

District Administration.

For administrative purposes the Territory is divided into nine districts, each administered by a district commissioner. A district commissioner is the Administrator's representative and as chief executive officer is responsible for general administration and the co-ordination of the activities of all departments within his district.

No changes were made to district boundaries during the year.

At 30th June, 1958, the districts and areas were as follows:—

District.	Land Area.	Headquarters.	Number of Sub-districts.
	Square miles.		
Eastern Highlands ..	6,900	Goroka	3
Western Highlands	9,600	Mount Hagen ..	3
Sepik	30,200	Wewak	7
Madang	10,800	Madang ..	3
Morobe	12,700	Lae	5
Manus	800	Lorengau ..	1
New Ireland ..	3,800	Kavieng ..	2
New Britain ..	14,100	Rabaul	4
Bougainville ..	4,100	Sohano	3
Total ..	93,000		31

Sub-districts are created as necessary according to the distribution of the indigenous population, topography, ease of communication, degree of economic and political development and other administrative aspects.

Sub-district boundaries are not firmly fixed until the districts are under complete administrative control.

Classification of Areas.

Administratively the Territory is classified as follows:—

(a) " under Administration control ";
(b) " under Administration influence ";
(c) " under partial Administration influence ";
(d) " penetrated by patrols ".

In addition there are restricted areas which are so declared by the Administrator under the *Restricted Areas Ordinance* 1950 and may be entered only by indigenous inhabitants, officers of the Administration, or persons holding a permit under the Ordinance.

The area under restriction at 30th June, 1958, totalled 17,320 square miles.

Areas not yet under the Administration control comprise a considerable proportion of the Western Highlands District, the hinterland of the Sepik District, and small sections of the Madang, Morobe, and Eastern Highlands Districts. In accordance with declared policy to bring the whole Territory under control as soon as practicable, extension and consolidation of influence were continued during the year, with the emphasis on consolidation. At 30th June, 1958, the area under Administration control was 78,195 square miles. Of the remainder, 7,055 square miles were under Administration influence, 2,400 square miles under partial influence, and 5,350 square miles classified as " penetrated by patrols only ".

A sketch match showing the degree of control at 30th June, 1958, and the area brought under full control during the perod under review is included in Appendix II.

Particulars of areas in the various categories are given in Table 6 of Appendix II.

Patrols.

In areas under Administration control, the aim is to visit the people as often as possible and to remain with them as long as is necessary to deal with any matters which might arise. Visits are made by officers of the field staff of the Department of Native Affairs and by officers of other departments, in particular Health, Agriculture Stock and Fisheries, and Forests.

Areas under influence or partial influence are patrolled as frequently as possible in a similar way, with the aim of consolidating influence and bringing the areas under complete control.

New areas are linked with those under influence by exploratory patrols led by an experienced officer. Where practicable, a preliminary aerial reconnaissance is first undertaken. The ground patrol makes contact and establishes friendly relations with the people. It obtains information for administrative purposes as well as topographical data. Further patrols follow. Similar work

proceeds from other selected points in the region and the pattern is so organized that patrols from various posts link up with each other until the whole region is covered.

Patrols working in isolated areas are equipped with portable radio transmitting and receiving sets.

Details of the number of patrols carried out in each District are given in Table 5 of Appendix II.

Tribal Fighting and Attacks on Patrols.

Mention was made in the Annual Report for 1956-57 of tribul disturbances in the May River area of the Sepik District. A patrol post has since been established which the indigenous people visit frequently for medical treatment and settlement of disputes. The area is now quiet and administrative control is being consolidated.

Recent patrols into the Telefomin Sub-district of the Sepik District have met with co-operation. This area was the scene of the murder of sixteen people and of an ensuing attack on an Administration patrol during 1956-57. All the accused were found guilty and death sentences were recorded. These sentences were later communted to 4½ years' imprisonment.

In August, 1957, an Administration patrol was attacked in the Lamari River area of the Eastern Highlands District. The officer conducting the patrol had sent word ahead asking the people to assemble so that a census might be taken. When the patrol neared the village the people were seen to be armed with bows, arrows and spears. After a shouted conversation as the patrol approached the village it transpired that they believed the patrol had come to arrest some of them for pig stealing. They refused to believe the officer's assurances and attacked the patrol immediately it came within range. The attackers fled when the patrol fired shots at their legs. One police constable received an arrow wound and three attackers were slightly wounded. Subsequent patrols have made friendly contact with the people, who seem to regret their hasty action. No further trouble is expected.

Evacuation of Manam Island.

Volcanic activity which commenced on Manam Island in October, 1957, progressively destroyed nearly all the food gardens and was increasing in intensity. On the advice of the Government Vulcanologist and with the people's own consent, they were evacuated in mid-December to the mainland in the neighbourhood of Bogia. A total of nearly three and a half thousand people were moved without incident, and this entailed the provision of emergency accommodation in tents and temporary structures, and full rationing by the Administration until the evacuees are able to bring gardens into production. To enable this to be done the Administration made available mechanical equipment for cultivating land, and planting material for crops.

At present it is not the intention to settle the evacuees permanently in the Madang District, but no decisions can be made regarding their return to Manam Island until the possibility of future eruptions has been fully assessed by the Government Vulcanologist.

CHAPTER 3.

LOCAL GOVERNMENT.

Native Local Government Councils.

As described in Chapter 1 of this Part, the system of local government adopted involves working upwards from the village population to evolve a series of democratically constituted local government bodies handling their own local affairs.

The system of direct administration through regional and village officials (paramount luluais, luluais and tultuls) has been fully described in previous reports. It was inaugurated by the former German Administration and is still in use in all areas where local government councils have not yet been established. Unofficial village councils (or kivungs) which have also been fully described in earlier reports have continued to carry out their advisory functions in a number of areas.

A new approach to the problem led to the passage of what is now the *Native Local Government Councils Ordinance* 1949-1957 and Regulations to provide for the setting up, by proclamation of the Administrator, of local government bodies endowed with the following functions over a specific area:—

(a) maintaining law and order;

(b) organizing, financing or engaging in any business or enterprise for the good of the community;

(c) carrying out any works for the benefit of the community;

(d) providing or co-operating with any department or entity in providing any public or social service; and

(e) making rules on matters concerning peace, order and welfare (which, when approved by the district officer have the full force of law).

To enable councils to carry out these functions, the Ordinance authorizes them to levy rates and taxes and charge fees or make charges for services rendered.

During the year under review five new councils were proclaimed—two in the Madang District and one each in the Morobe, Sepik and Bougainville Districts. The Lei-Labu Council was enlarged by the addition of ten villages and its name was altered to Lei-Wompa. The Baluan Council was enlarged by the addition of eleven villages.

In all districts except the Western Highlands preliminary work has been continued with a view to determining where, and in what manner, additional councils might

best be instituted. It is hoped that as a result of these investigations more councils will be proclaimed during 1958-59.

Councils proclaimed prior to 30th June, 1958, were:—

Name of Council and District.	No. of Villages in Council area.	Approximate population covered.	No. of Councillors.
New Britain District—			
Rabaul	18	7,300	21
Reimber	22	4,500	15
Livuan	18	3,400	20
Vunamami	26	5,186	22
Vunadadir-Toma-Nanga Nanga	33	7,200	31
Manus District—			
Baluan	41	5,716	37
Sepik District—			
But-Boiken	39	5,514	25
Maprik	54	9,976	25
Madang District—			
Ambenob	61	7,482	40
Waskia	31	5,250	25
Takia	29	6,140	26
Morobe District—			
Lei-Wompa	20	4,455	12
Yabim-Kotte	37	9,472	32
New Ireland District—			
Tikana	61	6,210	23
Bougainville District—			
Teop-Tinputz	33	3,356	25

During the year an amendment to the Native Local Government Councils Ordinance transferred responsibility for the overall control of councils within each district from the district commissioner to the district officer. Section 16 of the Ordinance was also amended to make it an offence for any person (formerly "any native") to attempt to prejudice the free and effective exercise of the lawful power and authority of a council.

The actual tasks of initial organization and day-to-day supervision are carried out by officers of the Department of Native Affairs. In the early stages of establishing a council the district staff are assisted, where necessary, by officers experienced in such work. Generally, however, administration through councils is viewed as part of the normal duties of the field staff who oversee elections, instruct members in their duties, superintend council financial matters and generally advise and help. Reference to the training of Native Affairs officers and council staff at the Vunadadir Local Government Training Centre is made in Chapter 1 of this Part.

While at first much of the initiative in local government depends on Administration officers, after a year or two councils begin to develop real executive ability and the impetus to progress and new activities shifts more and more to the members. Councils now hold substantial capital assets in the form of buildings, workshops, motor vehicles and other equipment and are playing an active part in such matters as the provision of public health and medical facilities; the improvement of local water supplies; education including the erection of school buildings; the maintenance of roads and tracks; rural settlement; the control of hygiene and sanitation; and the registration of births, deaths and marriages.

Councils have periodic consultations with the indigenous members of the Legislative Council and this is encouraged as a valuable means whereby Legislative Councillors may be informed of public opinion and the villagers on their side may learn about the work of the Legislative Council and how it is dealing with matters of direct and indirect concern to them. Fares and living expenses are specially provided for members to facilitate this.

The Native Local Government Councils Ordinance permits the nomination of members by the district officer. All but two of the councils, however, consist entirely of elected members. The But-Boiken and Ambenob Councils each have one member nominated by the district officer. In each case the nominated member is the outstanding leader in his area and has been nominated as the president of his council with the full agreement of the people in both cases.

Melanesian society is not generally characterized by hereditary leadership and the free election method of appointment to councils tends, therefore, to be in accord with their customary organization by affording full scope to the people to choose their own leaders.

Any resident of a council area is entitled to stand as a candidate. Some women have nominated but to date only one has been successful. Tenure of office is for twelve months following the initial elections with subsequent elections at biennial intervals. While the formal appointment of a successful candidate is subject to approval by the district officer no successful candidate has been debarred from assuming office.

The qualifications for franchise and the method of voting are referred to in Chapter 5 of Part V.

The selection of council presidents and vice-presidents depends on the council constitution. Normally these officers are selected by the secret ballot of an incoming council from their own number, but the Vunamami Council constitution, for example, permits the incoming council to select its president from the council-area residents at large while the But-Boiken and Ambenob presidents are nominated as described earlier in this chapter.

Council members are paid allowances from council revenue. Each year the councillors themselves fix the rate when they are drawing up their annual estimates. The annual appropriation for personal allowances of members and wages of council employees may not exceed one-half of the total annual estimated revenue of the council without the written approval of the Director of Native Affairs. These allowances are not regarded by the people as a salary but rather as a reimbursement for out-

out-pocket expenses of members when engaged on council business. The highest allowance voted is £120 a year by the Rabaul and Vunamami Councils for their presidents; these Councils also vote the highest allowance to councillors, the amount being £36 per year. Most councils also vote a small sum annually, as a special allowance, to executive committee members.

A member of a council may be dismissed from office by the Director of Native Affairs, but only after due inquiry has been made and proper precautions have been observed to protect the individual. No councillors were dismissed during the year and the power has been exercised only once—in circumstances outlined in the Annual Report for 1956-57.

There is an optimum grouping of villages for the most effective working of local government. As councils mature and as people advance this optimum may widen, but in the meantime there are various *ad hoc* arrangements for consultation and co-operation. The five councils in New Britain have shown considerable initiative by holding quarterly combined meetings to decide matters of common interest to the Tolai people as a whole, though the time is not yet opportune to effect formal political federation of these units. The Reimber and Livuan Councils share a common treasury which enables certain projects, beyond the resources of either unit to finance alone, to be handled jointly. Combined operations are controlled by a Joint Committee of these two Councils. The New Britain Councils also combined to provide part of the finance for the New Britain Girls' School and continue to assist it by way of special grants for specific purposes. They also contribute £24 per unit towards the maintenance of the Rabaul Native Market. The five New Britain councils have continued their operation of a joint bulk store for the importation and distribution of building and other materials. The Baluan Council has withdrawn from the operations of this bulk store because of shipping difficulties. The Vunadadir-Toma-Nanga Nanga and Vunamami Councils have joined together to provide a Rural Medical Centre. All five Tolai councils have allocated funds to send a combined party of cocoa growers to Australia on an educational tour.

The difficult terrain, poor communications, scattered population and intense parochialism indicate that ultimately the most typical local government pattern will be a series of small units, sharing common treasuries and, as far as possible, common administrative services. A smaller number of larger units would be more satisfactory, but any premature establishment of such units would simply result in the councils becoming divorced from their people.

A few groups have shown opposition to the system. One of the reasons for this is that the effective operation of local government necessarily involves taxation, and application of the policy therefore amounts to asking certain sections of the population to volunteer to tax themselves in part payment for services they would otherwise receive free. This attitude is now being effected by the application of a general personal tax introduced in January, 1958. At 30th June, 1958, however, the new tax had not been in force for sufficient time for any definite trends to be recorded. In some areas also, for example, Raluana, there are unofficial organizations which are naturally reluctant to have their power circumscribed by free elections. It appears now, however, that opinion here is gradually swinging round in favour of councils. In 1956-57 a minority of Raluana people presented a petition requesting incorporation in a council. While this is a most encouraging development, action to incorporate them into a council could not be taken as the petitioners did not form a clear majority of the people. The Administration continues to stimulate interest in the council system and this, coupled with the desires of the petitioners and the examples of new councils established elsewhere, eventually may induce the Raluana group to change its present attitude. Investigations are now proceeding to determine whether it would be practicable to bring hamlets in this area, rather than village groups, into the form of a local government organization.

The councils so far established have assisted greatly in raising the social and economic standards of the communities concerned. Their activities in social services, in health (with their rules on hygiene and sanitation), in the registration of vital statistics and in education, have given the people a feeling of pride and confidence. The system has not destroyed tradition but has become a part of their way of life. The councils encourage traditional arts and skills, and the people realize the value and advantage of retaining the best features of their traditional culture. Generally the residents of the council areas are just as much in favour of local government as they were in the initial stages.

In September of each year councils prepare their annual financial programmes for the new year to commence on 1st January. The estimates are prepared at a series of meetings which are attended by an Administration officer and by representatives of the Departments of Health, Agriculture Stock and Fisheries, and Education, with whom councils are co-operating in the provision of extensions of local services. After a rule fixing taxation rates for the ensuing year has been passed, an estimate is made of the total revenue which the council should receive.

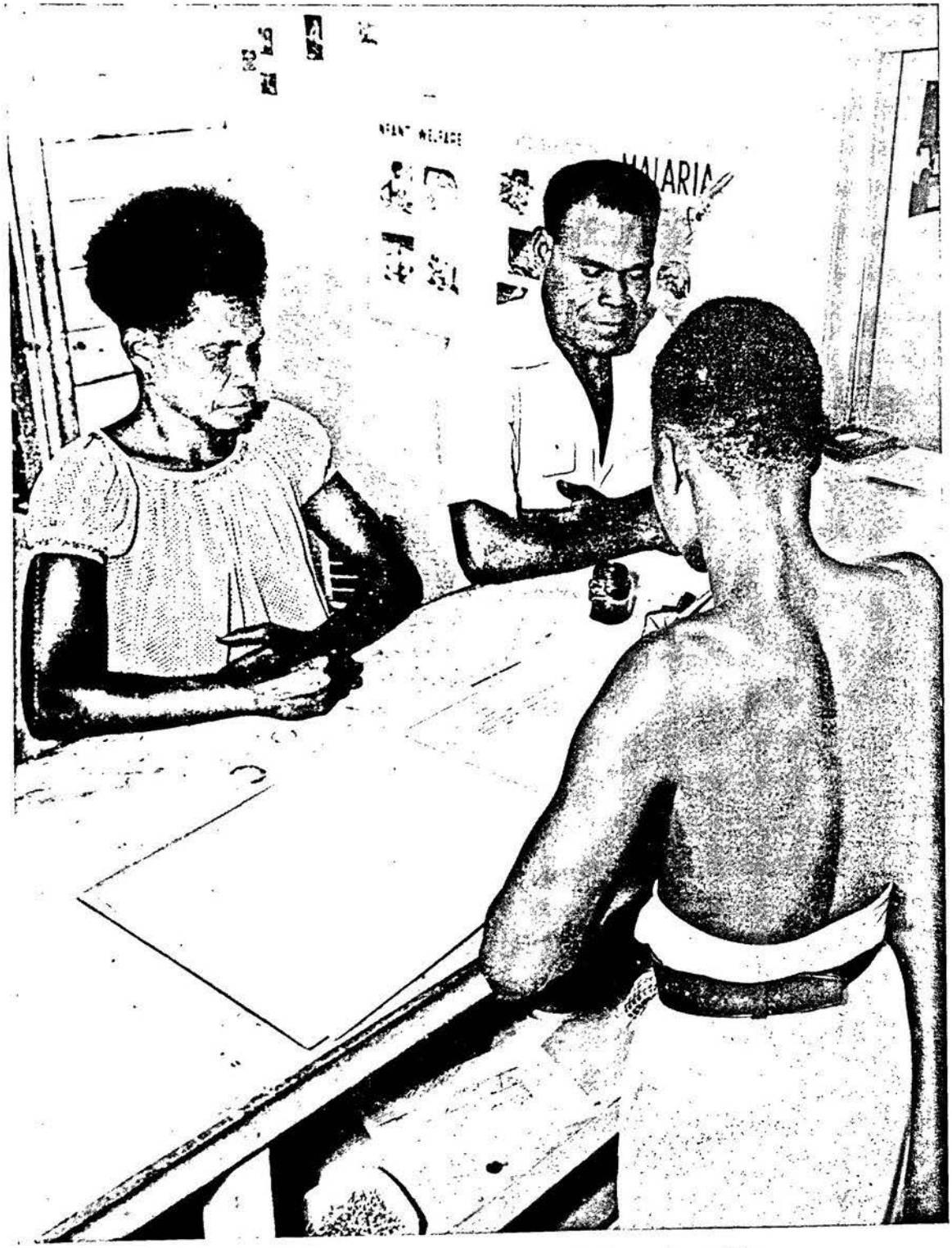
When the revenue figure has been estimated and the carry-over figure calculated, every item of expenditure, including wages and allowances of council members and employees, operating and recurrent costs and capital works, is decided by the full council. All major items of expenditure are voted on separately. Estimates meetings are usually attended by a large number of local residents.

Each council derives the bulk of its revenue from a capitation tax collected and taken into account by the council in accordance with the relevant legislation, and

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A medical aid post built by the Rabaul Native Local Government Council.



Local government council clerk making an entry in the marriage register.

expended by the council in accordance with its approved annual estimates. No part of the tax goes to the Territorial Government.

Comprehension of the estimates procedure is gradually spreading among the council members and residents, some of whom now show a keen interest in the financial aspect of local government. It will be some time, however, before any council is capable of preparing the whole of its estimates unaided.

The tax rates declared by rules of the various councils for 1958 are as follows:—

Council.	Males Over 21 Years.	Males 17–21 Years.	Males 18–21 Years.	Males 17–18 Years.	Females over 17 Years.
	£ s.	£ s.	£ s.	£ s.	£ s.
Reimber	4 0	..	4 0	1 0	1 0
Livua	4 0	..	4 0	1 0	1 0
Vunadadir-Toma-Nanga Nanga ..	4 0	..	4 0	1 0	1 0
Vunamami ..	4 0	..	4 0	1 0	1 0
Rabaul	4 0	..	4 0	1 0	1 0
Baluan	4 0	4 0	..	..	1 0
Lei-Wompa ..	2 0	2 0	..	..	0 10
Yabim-Kotte (Yabim) ..	2 0	1 0	..	..	0 3
(Kotte) ..	1 0	0 10	..	..	0 3
Ambenob ..	3 0	1 0	..	..	1 0
Waskia	2 0	2 0	..	..	1 0
Takia	2 0	2 0	..	..	1 0
But-Boiken ..	2 0	2 0	..	..	0 10
Maprik	1 0	1 0	..	..	0 5
Tikana	3 0	3 0	..	..	1 0
Teop-Tinputz ..	2 0	2 0	..	..	0 10

The *Personal Tax Ordinance* 1957, requires indigenous taxpayers (males eighteen years or over) to pay personal tax only to the extent that it exceeds the local government council tax. Exemptions from each type of tax may be granted on the grounds of impecunious old age, impecunious infirmity or unavoidable hardship. A reduction in personal tax may be granted by a taxation tribunal and a reduction in council tax may be granted by a local government council on any ground they see fit. Local government council rules also provide for the granting of exemption from council tax to mothers, widows, aged women, and wives of persons who have already been granted an exemption.

There is no communal labour organized by councils as such. The New Britain councils have rules covering the maintenance of inter-village tracks which place the onus on land owners to maintain sections of track passing through their holdings. The annual appropriations made by the councils for road maintenance are used for the purchase of road-repairing equipment which is distributed to villages and for the payment of workers hired for special jobs beyond the scope of ordinary communal maintenance.

The tables at the end of this chapter show in respect of each council:—

A. Analysis of actual expenditure on public services for financial year ending 31st December, 1957.

B. Abstracts of estimates for the financial year ending 31st December, 1958.

C. Analysis of estimated expenditure on public services for financial year ending 31st December, 1958.

Some local government councils have undertaken various forms of economic activity to develop their own areas. The councils in New Britain, for example, have concentrated on the production of cacao. As production increased it was necessary to extend existing fermentaries and build a number of new ones. There are now fourteen in operation. To meet the costs involved, a bank loan of £80,000 was negotiated. The loan was made to the councils, as the legal entities involved, and the Administration of the Territory guaranteed its repayment. Of the total of £80,000 available to them under the loan agreement the councils had at 30th June, 1958, borrowed £69,057 of which £18,829 had been repaid.

The Departments of Native Affairs, and Agriculture Stock and Fisheries, provide managerial and technical advice through their extension services for these activities. Each fermentary employs and pays a fermentary supervisor (trained and certified in cocoa processing by the Department of Agriculture Stock and Fisheries), a clerk (trained and certified by the Department of Native Affairs) and local casual workers, all of whom are indigenes.

The Vudal land development scheme of the Rabaul Native Local Government Council was described in the Annual Report for 1956-57. Progress during the year has been slow but steady and one block of cacao has begun to fruit.

The Vunamami Native Local Government Council has been granted an agricultural lease of 390 acres in the Warangoi Valley. The clearing of the land and planting of shade trees, which is being done by communal effort, is well under way. When this work is completed the area will be sub-leased in 10-acre holdings. It is proposed that the main crops will be cacao and coconuts. The Council has appointed a manager to control the project.

Another development project has been started by the Ambenob Native Local Government Council in the Madang District. Residents of the Council area voluntarily alienated some of their uncultivated land to the Administration which then granted a lease of the whole area to the Council. The land comprises a number of small areas near the villages and subsistence holdings and will be sub-let by the Council in 3-acre lots for the growing of cacao. Sub-lessees will continue subsistence farming on the nearby land which they hold by native custom.

TABLE A.—ANALYSIS OF ACTUAL EXPENDITURE ON PUBLIC SERVICES BY NATIVE LOCAL GOVERNMENT COUNCILS FOR YEAR ENDING 31ST DECEMBER, 1957.

Head of Expenditure.	Rabaul.	Reimber-Livuan.	Vunamami.	Vunadadir-Toma-Nanga Nanga.	Baluan.	Tikana.	Lei-Wompa.	But-Boiken.	Ambenob.	Total Expenditure.
	£	£	£	£	£	£	£	£	£	£
Council Administration(*a*) ..	2,418	2,325	1,548	2,257	1,325	826	548	973	1,739	13,959
Medical and Sanitation ..	1,453	1,036	896	1,730	1,191	664	..	150	390	7,510
Education	1,081	3,024	1,271	322	1,993	107	..	..	35	7,833
Agriculture	234	187	360	285	5	43	..	45	200	1,359
Forestry	674	..	..	64	..	..	..	..	..	738
Roads and Bridges	54	27	..	311	99	166	..	..	50	707
Water Supply	272	570	217	356	88	678	..	90	..	2,271
Law and Order	292	260	166	274	271	196	12	68	176	1,715
Transport	612	4,399	681	2,106	281	1,937	17	..	..	10,033
Maintenance	..	..	..	..	..	79	..	..	..	79
Social Activities	..	..	..	..	..	111	..	..	110	221
Total Expenditure on Public Services ..	7,090	11,828	5,139	7,705	5,253	4,807	577	1,326	2,700	46,426

(*a*) Council administration includes all expenditure not strictly chargeable to other services.

TABLE B.—ABSTRACTS OF ESTIMATES OF NATIVE LOCAL GOVERNMENT COUNCILS FOR THE FINANCIAL YEAR ENDING 31ST DECEMBER, 1958.

Council.	Balance from 1957.	Estimated Revenue 1958.				Estimated Expenditure 1958.				Est. balance to 1959.
		Tax.	Other Recurrent.	Non Recurrent.	Total.	Personal Emoluments.	Other Charges.	Capital Expenditure.	Total.	
	£	£	£	£	£	£	£	£	£	£
Rabaul	6,384	7,000	1,053	100	8,153	3,258	1,907	3,766	8,931	5,606
Reimber-Livuan	5,294	8,600	960	800	10,360	3,917	2,370	3,745	10,032	5,622
Vunamami	4,702	5,950	885	70	6,905	2,828	1,601	3,376	7,805	3,802
Vunadadir-Toma-Nanga Nanga..	4,336	6,750	370	1,000	8,120	3,219	1,994	3,477	8,690	3,766
Baluan	4,826	6,400	54	8,505	14,959	2,405	2,005	11,824	16,234	3,551
Tikana	1,156	5,700	270	..	5,970	2,174	1,090	2,655	5,919	1,207
Lei-Wompa	426	2,481	6	150	2,637	545	236	1,952	2,733	330
But-Boiken	620	2,870	103	300	3,273	600	366	2,480	3,446	447
Ambenob	375	6,000	224	1,080	7,304	1,113	670	4,917	6,700	979
Takia	..	3,350	100	1,089	4,539	338	428	3,428	4,194	345
Waskia	..	3,100	100	1,000	4,200	310	375	3,195	3,880	320
Maprik	..	3,300	..	..	3,300	222	445	2,303	2,970	330
Yabim-Kotte	..	2,305	..	645	2,950	503	232	1,985	2,720	230
Teop-Tinputz	..	1,500	..	..	1,500	121	80	1,152	1,353	147
Total	28,119	65,306	4,125	14,739	84,170	21,553	13,799	50,255	85,607	26,682

TABLE C.—ANALYSIS OF ESTIMATED EXPENDITURE ON PUBLIC SERVICES FOR THE FINANCIAL YEAR ENDING 31ST DECEMBER, 1958 (*a*)

Council.	Council Administration.	Medical and Sanitation.	Education.	Agriculture.	Forestry.	Roads and Bridges.	Water Supply.	Law and Order.	Transport.	Maintenance.	Social Activities.	Total.
	£	£	£	£	£	£	£	£	£	£	£	£
Rabaul	3,186	1,507	1,420	608	315	150	255	208	796	..	60	8,505
Reimber-Livuan ..	2,539	1,392	990	745	..	50	507	308	3,250	150	..	9,931
Vunamani	1,836	918	2,327	1,161	..	..	200	641	175	447	..	7,705
Vunadadir-Toma-Nanga Nanga	2,230	1,703	1,197	1,134	49	50	830	271	746	380	..	8,590
Baluan	1,922	1,244	1,445	100	..	100	508	340	10,230	200	..	16,089
Tikana	1,163	1,405	130	605	..	150	745	250	749	672	..	5,869
Lei-Wompa	928	1,511	..	..	..	..	..	64	55	..	..	2,558
But-Boiken	852	500	245	65	..	120	7	57	1,500	..	..	3,346
Ambenob	3,037	736	2,145	40	..	200	300	187	..	..	55	6,700
Takia..	1,881	300	132	..	..	..	..	83	1,693	..	105	4,194
Waskia	2,019	..	29	..	..	..	..	83	1,674	..	75	3,880
Maprik	2,067	..	45	..	..	658	..	..	..	..	..	2,770
Yabim-Kotte	2,034	190	300	..	..	..	..	122	60	..	10	2,716
Teop-Tinputz	1,292	..	30	..	..	..	..	30	..	..	..	1,352
Total	26,986	11,406	10,435	4,458	364	1,478	3,352	2,644	20,928	1,849	305	84,205

(*a*) Does not include the provision for capital works prices variation.

District and Town Advisory Councils.

District advisory councils, which are non-statutory, give residents an opportunity to express their views and offer advice to district commissioners on matters directly affecting them within their districts. There is a district advisory council in each of the nine districts of the Territory.

Each council consists of the District Commissioner, who is chairman, and a maximum of eight members appointed by the Administrator for two years. Members are eligible for re-appointment.

The membership of these councils at the end of the year was as follows:—

District.	Non-indigenous.			Indigenous.
	European.	Asian.	Mixed-race.	
New Britain ..	11	2	..	4
Madang	9	..	..	2
New Ireland ..	8	..	2	..
Sepik	8	..	..	1
Manus	4	..	..	2
Eastern Highlands ..	8	..	..	3
Western Highlands ..	8	..	..	3
Morobe	11	..	1	..
Bougainville ..	8	..	..	..
Total ..	75	2	3	15

Town advisory councils, which also are non-statutory, include representative citizens and officers of the Administration and advise only on matters concerning towns.

The membership of town advisory councils at 30th June, 1958, was as follows:—

Town.	European.	Asian.	Mixed-race.
Rabaul	10	3	1
Madang	12	1	..
Kavieng	9	2	..
Wewak	7	1	..
Kokopo	5	1	..
Wau-Bulolo	10	..	..
Lae	13	1	..
Total	66	9	1

Although district and town advisory councils, in particular the latter, deal principally with matters of non-indigenous interest, it is the policy of the Administering Authority to appoint qualified and competent indigenes to district advisory councils as they become available. Such appointments provide a useful training in public service and facilitate participation by the indigenous people in the political life of the Territory. In keeping with this policy fifteen indigenes have so far been appointed as members and it is expected that all nine councils will have indigenous representation in the near future.

CHAPTER 4.

THE PUBLIC SERVICE.

Legislation.

The Public Service of the Territory of Papua and New Guinea is constituted under the *Papua and New Guinea Act* 1949-1957 and regulated by the *Public Service Ordinance* 1949-1958 and Regulations made thereunder. Other legislative provisions in respect of the Public Service are contained in the *Superannuation (Papua and New Guinea) Ordinance* 1951-1958, which provides for pension and provident fund benefits; the *Administration Employees Compensation Ordinance* 1949-1957, providing for compensation payments for injury or incapacity arising out of or in the course of employment with the Administration; and the *Arbitration (Public Service) Ordinance* 1952-1957, providing for the appointment of a Public Service Arbitrator and the hearing and determination of claims submitted on behalf of officers and employees of the Public Service.

The principal amendments made to the Public Service Ordinance during the year provided for:—

(a) an increase in the monetary penalties which departmental heads can impose for breaches of discipline;

(b) a revised method of calculating furlough entitlements; and

(c) a legal foundation for the grant of awards to officers in recognition of suggestions made for the improvement of the efficiency of the Public Service.

During the year the Public Service Commissioner established determinations:—

(i) prescribing qualifications for medical assistants and instructors, postmasters and senior postal clerks;

(ii) providing for the payment of higher duties allowance to officers of the Auxiliary Division; and

(iii) relating to the promotion of cadets on satisfactory completion of a specified course of training.

Arbitration.

On the 23rd October, 1957, the Public Service Arbitrator handed down Decision No. 2 of 1957, which provided for the working of a five-day week by non-indigenous officers of the Public Service employed at Rabaul, Lae and Port Moresby, other than those engaged in essential services (police, telecommunications, &c.).

Following the Arbitrator's decision the five-day working week was extended to all indigenes and Asian employees of the Administration located at Rabaul, Lae and Port Moresby on the same conditions as for non-indigenous employees located at those centres.

Admission to the Public Service.

The Public Service of the Territory of Papua and New Guinea consists of four Divisions:—

(a) First Division;
(b) Second Division;
(c) Third Division; and
(d) Auxiliary Division;

and admission is subject to an applicant producing satisfactory evidence as to his health and physical fitness, his possession of qualifications prescribed for the office to which appointment is to be made, and his age and good character. Appointment to the First, Second and Third Divisions is on a competitive basis and is open to persons who are British subjects or Australian protected persons including indigenous residents of the Territory. Appointment to the Auxiliary Division is restricted to indigenes who are either British subjects or Australian protected persons.

Organization.

During the year expansion of activities made considerable changes necessary in the organizations and establishments of the majority of departments. Many of the changes represented the strengthening of establishments, while others were directed towards improvement and efficiency or reflected changing work values. Major organizational changes included the following in the Department of Civil Affairs:—

(a) complete re-organization of the former Police and Prisons Branch and the setting up in its place of three separate branches—Police Branch, Corrective Institutions Branch and Fire Brigades Branch; and
(b) the establishment of an Electrical Undertakings Branch.

A considerable number of minor changes was made in the establishments of other departments, notably in the Department of the Public Service Commissioner, the Department of the Treasury and the Department of Posts and Telegraphs. Some changes have been made in the Department of Works including the creation of a position of Director of Water Use, but the reorganization has not yet been completed.

The Auxiliary Division.

The Public Service (Auxiliary Division) Regulations 1956 governing the terms and conditions of service of officers of the Auxiliary Division came into effect on 31st January, 1957. In general these Regulations cover the same field as the Public Service Regulations with the addition of certain provisions designed to cover the particular requirements of the Auxiliary Division. Offices within the Division have been created on the basis of a broad salary classification and at present are divided into five main groups as follows:—

Group Designation.	Salary Scale. £
Clerical Assistant	200-610
Field Assistant	200-640
Technical Assistant	200-640
Health Assistant	200-700
Teacher	200-700

Salary scales quoted above incorporate junior rates, the minimum rates payable to adult officers being—

	£
(a) Adult males and married male minors ..	400
(b) Females	300

For the purposes of the entry and training of officers the Auxiliary Division is divided into three distinct categories, each category having a separate standard of entry appropriate to the qualifications required for advancement. The three categories, the group designations within each category and their related standards of entry are shown in the following table:—

Category.	Group Designation.	Standard of Entry.
Clerical and professional	Clerical Assistants, Teachers, Health Assistants	Standard 9. (equivalent to completion of two years post primary school education)
Higher technical ..	Technical Assistants, Field Assistants	Standard 7. (equivalent to the completion of primary school education)
Lower technical ..	Miscellaneous semi-skilled for which group designations have not been provided	Standard 4. (equivalent to completion of three years primary school education)

An overall establishment of 360 positions has so far been provided for the Auxiliary Division and at 30th June, 1958, 188 of these positions were occupied—176 by permanent officers and twelve by temporary employees. All officers and employees so far admitted to the Division were formerly employed as Administration servants. It is proposed, however, to introduce in the near future an entrance examination system under which admission to the Division will be on a purely competitive basis and the recruitment procedures to be followed will be the same as those applying to the other Divisions of the Public Service.

Administration Servants.

During the year a review was made of the question of the employment of Administration servants, who comprise the bulk of indigenes employed by the Administration, and in June, 1958, the Legislative Council passed the *Administration Servants Ordinance* 1958. This Ordinance, which will provide for the determination of employment conditions, wages, clothing and ration issues, allowances, training, &c., will be administered by the Public Service Commissioner and will govern the employment of approximately 6,000 indigenous Administration servants who, while not possesing the qualifications required for admission to the Auxiliary Division, nevertheless possess certain skills, or desire to obtain certain skills and qualifications through training, and who wish to make a career with

the Administration. Indigenes employed as labourers (approximately 7,000) will continue to be employed under the relevant native labour legislation.

The *Administration Servants Ordinance* 1958 has not yet come into force because of the financial and administrative preparations needed for the changeover from one set of employment conditions to another.

In addition to the passing of the above-mentioned new legislation a complete review was made during the year of the wages scale for Administration servants. New rates for each designation were determined in accordance with principles of work value and qualifications, and provision has been made also for incremental advancement, standards of entry and qualifications for advancement. The new wages which are paid in cash in addition to the provision of accommodation, clothing, rations and equipment, &c., range from a commencing rate for a trainee in his first year of £16 5s. per annum to a maximum of £279 10s. per annum for the more highly skilled workers.

Special consideration will be given to the provision of opportunities for Administration servants to attend special classes to enable them to qualify for appointment to the Auxiliary Division.

Recruitment.

Recruitment proceeded satisfactorily during the year and a total of 636 officers including cadets was recruited for the Papua and New Guinea Public Service. The number recruited to each Department is shown hereunder:—

Department of the Administration	6	(6)
Department of the Public Service Commissioner	2	(1)
Department of Civil Affairs	39	(13)
Department of Public Health	144	(21)
Department of Native Affairs	98	(37)
Department of the Treasury	3	(2)
Department of Law	5	(1)
Department of Education	115	(57)
Department of Agriculture, Stock and Fisheries	39	(10)
Department of Lands, Surveys and Mines	9	
Department of Public Works	16	(13)
Department of Forests	7	(3)
Department of Customs and Marine	7	(5)
Department of Posts and Telegraphs	43	(19)
Clerks, Typists, Accounting Machine Operators, Tracers etc., for allocation to all Departments	103	
	636	

NOTE.—The total of 636 includes 63 serving exempt and temporary employees who attained permanent or exempt status. Officers recruited to the Auxiliary Division are shown in brackets.

As from 1st July, 1957, electrical services were taken over from the Commonwealth Department of Works and the engineer-manager has accepted an appointment with the Territorial Administration. Arrangements for the absorption into the Administration of other members of the staff are in hand.

The figures quoted above include all except three of the following cadets who commenced training during the year:—

Department of Public Health—	
Medical Assistant	1
Medical Officer	3
Department of Native Affairs—	
Patrol Officer	63
Co-operative Officer-in-training	3
Department of Agriculture, Stock and Fisheries—	
Agricultural Officer	5
Veterinary Officer	1
Department of Education—	
Education Officer	19
Department of Forests—	
Forestry Officer	3
Department of Lands, Surveys and Mines—	
Surveyor	3
Valuer	1
Total	102

(The three exceptions referred to above were officers who transferred to cadetships from within the Service.)

It will be seen from the foregoing that there was a concentrated effort to meet the needs of the technical departments, especially the Departments of Public Health; Native Affairs; Education; and Agriculture, Stock and Fisheries.

Training.

Staff training throughout the Territory is conducted by the Training Division of the Department of the Public Service Commissioner. The Division is under the control and direction of a Public Service Inspector who is responsible to the Public Service Commissioner and is assisted by a staff of lecturers, training officers, and administrative and clerical personnel. The Division has its own central accommodation at Port Moresby, Papua, comprising offices, lecture rooms, theatrette and library.

External Academic Training.—As a result of the encouragement given to officers to obtain the benefits of higher education enrolments for diploma and degree courses of study have increased fivefold over the past three years.

As a further incentive to officers to study, and also to provide a form of official recognition of their efforts to improve their knowledge and qualifications, a "Free Place Scheme", based substantially on the scheme in operation in the Commonwealth Public Service, has been planned to begin in 1959. This scheme entails the award of three part-time "free" places and one full-time "free" place each year at an Australian University and the creation of a scholarship for post-graduate studies to be used from time to time.

Another recent development in the field of external studies has been an alteration in the course for the Diploma of Public Administration of the University of Queensland. A unit in Constitutional and Administrative

Law will be included in the list of compulsory subjects while a special subject, "Territorial Administration", dealing with the problems encountered in administering non-self-governing countries, is to be developed by the University for Public Service officers undertaking the course.

Administrative and Managerial Training at the Higher Levels.—The training of senior executives in higher administration and management is achieved mainly through their attendance at courses conducted by the Public Service Board of the Commonwealth of Australia and other appropriate external institutions. The Public Service Board conducts courses for organization and methods officers, finance officers, assistant secretaries, etc. The Territory nominates one officer each year to attend the Australian Administrative Staff College. The Australian School of Pacific Administration conducts each year a special four weeks' residential course for senior officers. The subject of this latter course for 1957-58 was "Native Local Government".

Organized lectures on various aspects of management are also delivered within the Training Division either by local experts or by visiting specialists from Australia.

Training at the Lower Levels.—In the field of general supervision practice, results achieved by the introduction of "Training Within Industry" have had only limited success, primarily because New Guinea lacks the industrial complex necessary for its extension and because a territorial public service requires a different approach to its training problems. Special supervisory courses, more closely related to actual Service needs, will be developed to replace "Training Within Industry".

Courses of training of Service-wide application have been conducted for staff clerks, shorthand typists, accounting machinists and comptometer operators; in instructional techniques for departmental induction officers; and in accounting procedures and local government for officers directly concerned with those types of work.

The training of new entrants to the First, Second and Third Divisions of the Public Service begins with a three weeks' orientation course at the Australian School of Pacific Administration. This course, in conjunction with an induction programme in the Territory, is designed to give officers a concentrated briefing on matters of practical import relating to the country in which they are to live and to the Service which they have joined. Techniques of instruction employed include talks, films, colour-slides and visits to places of local interest.

Departmental Training.—Planning is proceeding for the establishment of departmental schools and institutions where specialized vocational and technical training can be given to indigenous officers. For example, an agricultural college is to be established at Kerevat to train officers initially at sub-diploma level, but later at a full diploma level, in the techniques of tropical agriculture and in extension work. The Department of Forests is to establish a forestry training school at Bulolo by 1960, with the broad aim of teaching forestry trainees an appreciation of the forest environment and sufficient mathematics for them to undertake simple forest surveys. The Department of Public Health will shortly establish a medical training school at Port Moresby. The Department of Posts and Telegraphs is already operating a training school for technicians.

The Australian School of Pacific Administration.—The function of the School is to provide courses for the education of officers and prospective officers of the Territory of Papua and New Guinea and other selected personnel including the following:—

(a) persons nominated by Christian missions operating in the Territory, with a view to their receiving education for the purpose of the mission;

(b) indigenes whose standard of education fits them for higher training; and

(c) persons whose admission to the School, in the opinion of the Minister for Territories, would be of benefit to the Territory.

The courses of study at the School include a general orientation course for new entrants to the Public Service of Papua and New Guinea; an orientation course for education officers; and courses for cadet patrol officers, patrol officers, cadet education officers and senior officers.

The overall training course for cadet patrol officers which covers three years culminates in the Certificate of the Australian School of Pacific Administration. The course consists of:—

(i) five weeks' orientation course at the School;

(ii) three weeks' induction training by the Public Service Institute and Department of Native Affairs at Port Moresby;

(iii) correspondence tuition from the School during the first period of 21 months' field service, followed by an examination in the field; and

(iv) following successful completion of (iii) above, a patrol officers' certificate course of one academic year at the School.

On completion of a thesis to the satisfaction of the Principal of the School, the holder of a Certificate is awarded the Diploma of the Australian School of Pacific Administration. Unless he has already completed four years' field service with the Department of Native Affairs, a candidate for the Diploma must have held a Certificate for at least two years before submitting a thesis.

The following table shows the number of courses conducted by the Australian School of Pacific Administration during the 1957 and 1958 academic years and the number of students enrolled for each course:—

Course.	1957.		1958.	
	Number of Courses.	Number of Students.	Number of Courses.	Number of Students.
Cadet Patrol Officers' Orientation Course	2	35	2	41
Education Officers' Orientation Course	2	34	1	28
General Orientation Course (including Officers of the Army and Navy) ..	10	201	11	185
(and nominees of Christian Missions)	..	(5)	..	(9)
Patrol Officers' Certificate Course	..	..	..	(6)
First Year Cadet Education Officers' Course ..	1	26	1	36
Second Year Cadet Education Officers' Course	1	19	1	21
Cadet Medical Assistants' Course	..	..	1	19
Senior Officers' Course ..	1	5	..	..
Total	1	15	1	17
	18	335	18	347

Auxiliary Division Training.—The Auxiliary Division is essentially a training unit and its primary purpose is to bring indigenous officers to a standard where they will be eligible for entry to the higher divisions of the Public Service. The educational training of officers and employees of the Division commenced on 19th August, 1957. Training is conducted on a district basis by means of organized classroom tuition, wherever possible, or otherwise by correspondence. The numbers undertaking classroom and correspondence tuition are as follows:—

Port Moresby	95	officers and employees —classroom tuition
Various district centres ..	68	officers and employees —classroom tuition
Small district sub-centres ..	25	officers and employees —correspondence tuition
Total	188	

Overall responsibility for the training of Auxiliary Division officers rests with the Training Section of the Department of the Public Service Commissioner. The Training Section co-ordinates and supervises the training, prepares instructions to teachers in districts, prepares comprehensive lessons for the correspondence students, supervises the issue of textbooks, stationery and equipment and conducts correspondence with teachers and students. In Port Moresby classes are both organized and conducted by the staff of the Training Section. In all other district centres responsibility for organizing classes rests with the District Commissioner who in this respect works under the guidance of the Department of the Public Service Commissioner, while the actual conduct of district classes is undertaken on a part-time basis by teachers of the Department of Education. Two-thirds of all tuition takes place during working hours and one-third in the student's own time.

CHAPTER 5.

SUFFRAGE.

Legislative Council.

Every person living in the Territory, except natives or aliens as defined in the *Nationality and Citizenship Act* 1948-1957, who is not under the age of 21 years, and who has resided continuously in the Territory for at least twelve months immediately preceding the date of his application for enrolment, is entitled to enrolment as an elector and to vote, provided that he has not been convicted and is not under sentence or subject to be sentenced for an offence punishable by imprisonment for one year or longer; or is not of unsound mind. Enrolment and voting are not compulsory.

The qualifications of voters and candidates, registration of voters, keeping of rolls, election procedure, petitions and civil proceedings and election offences are governed by the provisions of the *Legislative Council Ordinance* 1951-1957 and Regulations made thereunder.

Voting for the election of members is by secret ballot and in accordance with the preferential system.

For the purpose of the election of members to the Legislative Council, the Trust Territory is divided into two electorates—the New Guinea Mainland, comprising the five mainland districts, and the New Guinea Islands, comprising the four island districts. One member is elected to represent each electorate.

Before the last elections, which were held on 31st August, 1957, both press and radio were used to give publicity to the elections for the purpose of encouraging qualified persons to exercise their electoral rights. This publicity, together with the establishment of additional polling places and the simplification of postal voting procedures, resulted in a big increase in enrolments and in the number of voters compared with the figures for the elections held in 1954.

Native Local Government Councils.

In areas where councils have been set up, all adults are entitled to vote at the election of members. The qualifications for franchise are contained in the Native Local Government Councils Regulations, the relevant sections of which read:—

6.—(1.) Subject to the next succeeding sub-regulation where a Proclamation establishing a Council or a subsequent Proclamation makes provision for the election of some or all of the Members of a Council by ballot, the following categories of Natives resident within the Council's area shall be eligible to vote:

(a) Any Native who has paid council tax in respect of the financial year in which the elections are held or who is deemed to be liable to pay council tax for that financial year.

(b) Any Native who has been granted an exemption from council tax.

(2.) All adult Natives resident within the area of the Council shall be eligible to vote at the initial elections following the establishment of a Council.

7. Any female Native apparently above the age of seventeen years resident in a Council's area may become eligible to vote by applying to have her name inserted in the Register of Tax-payers of the Council.

Voting is not compulsory and, at the discretion of the district commissioner, is by either open or secret ballot. In practice a semi-secret ballot on a preferential basis is usually conducted by Administration officers, as most communities still lack sufficient experience to conduct wholly secret ballots. The following table shows the number of eligible electors and those who exercised the franchise at the most recently conducted elections:—

Council.	Number Entitled to Vote.		Number Actually Voting.	
	Male.	Female.	Male.	Female.
Baluan	1,691	1,492	1,232	1,212
Teop-Tinputz	842	792	537	548
Livuan	1,122	1,039	462	389
Takia	947	1,012	906	945
Waskia	885	1,007	837	914
Lei-Wompa	807	974	641	695

For some weeks before an election, an officer of the Local Government Branch of the Department of Native Affairs visits all villages in the area, explaining the method of nomination and the system of voting, and encouraging the electors to exercise their rights. Visits at other times are made the occasion of talks and discussions directed towards political advancement.

Registration of voters is effected by means of registers of taxpayers of each council. These include the names of all male residents and female applicants for enrolment, apparently over twelve years of age.

All adults, whether male or female, who have residential qualifications in the particular area are eligible to nominate for election. No political parties have yet evolved, but competition between individual candidates is keen, particularly in unofficial primaries which many village groups hold before election day. Discussion with groups and individuals on the bases of past record, future plans, kinship and locality ties and suchlike is the method usually adopted by candidates in seeking support.

CHAPTER 6.

Political Organizations.

No political organizations exist in the Territory.

CHAPTER 7.

The Judiciary.

Types of Courts.

The courts which exercise jurisdiction within the Territory are:—

(1) The Supreme Court of the Territory of Papua and New Guinea.
(2) District Courts.
(3) Courts for Native Affairs.
(4) Wardens' Courts.

The Supreme Court is the highest judicial authority in the Territory. It has original criminal and civil jurisdiction.

In each district in the Territory there are District Courts with criminal jurisdiction to try "simple summary" and "non-indictable offences", but having no jurisdiction to try indictable offences, i.e., crimes and misdemeanours. District Courts also exercise a limited civil jurisdiction.

The jurisdiction of the Courts for Native Affairs covers offences by indigenous inhabitants against the Native Administration Regulations, and civil actions of any kind if all parties are indigenes.

The Administrator has power to establish Wardens' Courts in respect of each gold field or mineral field with jurisdiction over civil cases respecting mining or mining lands held under the Mining Ordinance, and offences against the mining laws of the Territory.

In addition, there are the Titles Commission, set up under the *New Guinea Land Titles Restoration Ordinance* 1951-1955 and the Native Land Commission, set up under the *Native Land Registration Ordinance* 1952. No changes were made in the judicial organization or were contemplated during the year under review.

Appeals.

Appeals lie from the decisions of the courts of inferior jurisdiction and the Titles Commission to the Supreme Court of the Territory of Papua and New Guinea. Appeals from the Native Land Commission lie to a Native Land Appeal Court, constituted by a judge of the Supreme Court. The High Court of Australia has jurisdiction to hear and determine appeals from judgements, decrees, orders and sentence of the Supreme Court, and appeals on a question of law from the Native Land Appeal Court.

Official Language.

English is the official language of the courts. Where indigenous inhabitants are concerned, however, evidence, &c., may be given in a local language, in which case it is translated into English for the court. Court interpreters are employed as necessary to assist the presiding judge or magistrate. While no statutory qualifications are prescribed, in practice considerable experience, a good educational background and competence in the relevant languages are sought in interpreters.

Constitution of the Courts.

The Chief Justice and other judges of the Supreme Court of the Territory of Papua and New Guinea are appointed by the Governor-General of the Commonwealth of Australia under section 59 of the *Papua and New Guinea Act* 1949-1957. A judge may be removed from office by the Governor-General of the Commonwealth of Australia only on the ground of proved misbehaviour or incapacity. Retiring age is 65 years, but a judge who has held office as a judge of the Supreme Court of Papua-New Guinea under the *Papua-New Guinea Provisional Administration Act* 1945-1946 may continue in office during the pleasure of the Governor-General after he has

attained that age. The Supreme Court consists of the Chief Justice and three judges who exercise all the powers and functions of the Court sitting alone. The seat of the Supreme Court is at Port Moresby, but the judges move on circuit throughout the Territory of New Guinea as occasion arises.

All regular judicial functions other than those of the Supreme Court are discharged by magistrates and other competent officers appointed under ordinance. District commissioners, district officers and assistant district officers are *ex officio* magistrates of the District Courts which are established under the *District Courts Ordinance* 1924-1957.

Provision is also made by the Ordinance for the appointment by the Governor-General of stipendiary magistrates. Three stipendiary magistrates have been appointed and they preside at Rabaul, Lae and Goroka. They also travel on circuit to preside at other places as circumstances demand.

A District Court is constituted by at least two justices of the peace, or a stipendiary magistrate, district commissioner, district officer or assistant district officer sitting alone. The Administrator may appoint any person to be a justice of the peace.

District commissioners, district officers and assistant district officers are *ex officio* members of Courts for Native Affairs which are established under the *Native Administration Ordinance* 1921-1951. The Administrator may appoint any person to be a member of a Court for Native Affairs and may terminate any such appointment. Courts for Native Affairs consist of one or more members.

No action has been taken to recognize the jurisdiction of indigenous tribunals. The policy of the Administering Authority is to encourage the people to turn to the greater use of the existing statutory judicial system which provides for them the highest measure of justice, and in due course and as circumstances permit, the Administration will ensure a fuller participation of indigenous people in the administration of justice within that system.

It is proposed in the near future to institute on a trial basis a system of indigenous assessors attached to magistrates presiding over Courts for Native Affairs. Details of the scheme are being worked out, but in outline indigenous persons having a good grasp of the English language and a reasonably sound education will be selected. The scheme will have a twofold purpose: firstly, it will be a means of instruction in the administration of law in Courts for Native Affairs or similar tribunals and, secondly, it will enable the presiding magistrate to be informed where necessary by the assessors in relation to prevailing custom and general background.

Wardens' Courts are conducted by a warden appointed under the *Mining Ordinance* 1928-1947. Any officer of the Public Service may be appointed a warden.

Judicial Appointments.

A person to be eligible for appointment as a judge of the Supreme Court must either have been a judge of the Supreme Court of Papua-New Guinea or be a barrister or solicitor of the High Court of Australia or the Supreme Court of a State or Territory of the Commonwealth (including the Supreme Court of the Territory of Papua and New Guinea) of not less than five years' standing. The *Legal Practitioners Ordinance* 1954 provides that any person who is entitled to practise in the High Court of Australia or in the Supreme Court of any State or Territory of the Commonwealth shall be deemed to be qualified for admission as a barrister and solicitor of the Supreme Court of the Territory.

Fees.

Court fees are on a moderate scale and in general are related to the amount at issue in the particular case. No fees are payable in criminal cases or in Courts for Native Affairs.

Legal Aid.

Under the *Poor Persons' Legal Assistance Ordinance* 1951 any person without adequate means to provide legal assistance for himself may, with the concurrence of the judge, be granted such assistance if on trial for an indictable offence. In addition, the Secretary for Law, at the request of the Director of Native Affairs, will arrange for the defence of any indigenous person accused of any offence, and in practice the judges have ruled that any indigenous person accused of a capital offence must be represented, if at all possible, by a qualified legal practitioner. In other cases members of the Department of Native Affairs field staff act as defending officers.

A new office of Public Defender has been created and in future, in the abovementioned circumstances, this will render unnecessary the provision of defence counsel by the Secretary for Law.

Methods of Trial.

The normal British and Australian procedure governing the methods of trial and ascertainment of facts is followed by the courts of the Territory.

The *Jury (New Guinea) Ordinance* 1951-1952 provides for any person of European descent charged with a crime punishable by death to be tried before a jury of four persons. All other issues both civil and criminal are tried without a jury.

The indigenous people are not subject to trial by jury for the reason that, in their present state of development, it is considered that a judge sitting alone with the responsibilities of judge and jury, having a wide experience with regard to judicial practice involving the indigenous community, and assisted as necessary by competent assessors, affords the best assurance of substantial justice for an indigenous person on trial.

A male resident of the Territory of New Guinea who is of European descent, has reached the age of 30 years, and is a natural-born or naturalized British subject, is qualified to serve on a jury. Persons who have been convicted of an offence which is punishable by twelve months' imprisonment are not so qualified. Clergy in holy orders, missionaries and public servants are exempt from jury service.

Equality of Treatment Before the Law.

One of the basic principles of English law is equal treatment for all in the courts, irrespective of race or nationality, and this principle is always observed throughout the Territory. The indigenous inhabitants have the right of free recourse to the courts and are guided in such matters by officers of the Department of Native Affairs, whom they may approach on any matter.

Penalties.

The penalties which may be imposed by the courts are stated in the ordinances and regulations under which the charges are laid. With one exception there is no differentiation in the application of penalties between one section of the population and another. This exception relates to certain offences committed by the indigenous inhabitants. In regard to such offences it is recognized that the present state of development of the indigenous people is such that they ought not be subject to the full rigour of the criminal law applicable to the non-indigenous inhabitants, and a special code, namely, the *Native Administration Regulations* 1924 as amended from time to time, has therefore been created permitting very simple court procedure and generally allowing for reduced maximum penalties.

Capital punishment by hanging is the extreme penalty irrespective of race, class, creed or person, where a person has been convicted of wilful murder, rape, treason or certain kinds of piracy. The Administering Authority decided that the prerogative in regard to a sentence of death should be exercised only at the highest level and, accordingly, the Papua and New Guinea Act was amended to vest the power of clemency in the Governor-General. In practice no execution may be carried out until all the circumstances of the case, including information as to the stage of advancement of the condemned, have been reported to the Minister for Territories and the exercise of the prerogative of mercy has been considered by the Administering Authority. During the period under review, one death sentence was carried out, and in 55 cases death sentences were commuted to terms of imprisonment.

Corporal punishment is now restricted in the case of adults to certain categories of serious offences; in the case of juveniles it is usually given as an alternative to sending the offender to prison. It is inflicted with a light cane or strap, privately and under strict supervision. Sentence of corporal punishment cannot be passed on a female.

The Native Administration Regulations provide that, if the Administrator is satisfied that the continued residence of an indigenous inhabitant is detrimental to the peace and good order of any place, he may order his removal and may order him to remain in any specified area.

Deportation of any immigrant member of the non-indigenous population (but not of the indigenous population) can be ordered under certain circumstances, but only by administrative process provided by law. Deportation as a penalty may not be imposed by judicial process.

European prisoners serving a sentence of more than six months may be removed from the Territory under the *Removal of Prisoners (Territories) Act* 1923-1957 of the Commonwealth of Australia to serve their sentences in a prison in Australia. In no circumstances may an indigenous inhabitant who is a prisoner be sent outside the Territory to serve his sentence. Juvenile offenders, who are a relatively small class and are mostly convicted of petty theft or house-breaking, are given separate opportunities for corrective instruction and general improvement. (See also Chapter 13 of Part VII.)

All penalties in the criminal law of the Territory are quoted as maxima and any lesser penalty may be imposed by the court (except where the penalty is death, when it may be reduced only by the Governor-General). Thus in place of a life sentence a court may impose one of a term of years, and instead of a sentence for a term of years, it may impose a fine.

Conditional Release.

A person convicted of any offence not punishable with death, instead of being sentenced to any punishment to which he is liable, may be released upon his own recognizance, with or without sureties in such amount as the court directs, that he shall be of good behaviour for a time fixed by the court, or come up for sentence when called upon.

CHAPTER 8.

Legal System.

General.

The main source of the law of the Territory is the *Papua and New Guinea Act* 1949-1957 of the Commonwealth of Australia. Article 4 of the Trusteeship Agreement for the Territory confers on the Administering Authority the same powers of legislation in and over the Territory as if it were an integral part of Australia, and entitles the Administering Authority 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 circumstances of the Territory. The Papua and New Guinea Act authorizes the making of laws for the Territory by a Legislative Council.

Under the Papua and New Guinea Act, which adopted the Trusteeship Agreement for the Territory, all laws in force in the Territory immediately before the date of commencement of the Act, i.e., 1st July, 1949, were continued in force, subject, however, to their subsequent amendment or repeal by ordinances made by the Legislative Council in pursuance of section 48 of the Act. The laws so continued in force comprised:—

(a) Ordinances made under the *New Guinea Act* 1920-1935;

(b) Ordinances made under the *Papua-New Guinea Provisional Administration Act* 1945-1946.

One of these Ordinances, the *Laws Repeal and Adopting Ordinance* 1921-1952, adopts as laws of the Territory to the extent that they are applicable to the circumstances

of the Territory and not inconsistent with any other law of the Territory:—

(a) certain Acts of the Parliament of the Commonwealth of Australia;
(b) certain Acts and Statutes of the State of Queensland;
(c) such of the Acts, Statutes and laws of England as were in force in the State of Queensland on 9th May, 1921;
(d) certain ordinances of the Territory of Papua;
(e) the principles and rules of common law and equity that were in force in England on 9th May, 1921.

In addition to laws which derive their force from the above sources, certain laws are valid in the Territory of their own force:—

(a) certain Imperial legislation, e.g., the *Fugitive Offenders Act* 1881.
(b) certain legislation of the Commonwealth of Australia, e.g., the *Air Navigation Act* 1920-1950.

In general, the legal system—whether civil, criminal or administrative—adheres both in principle and practice to that pertaining in England and the Australian States.

Native Law and Custom.

The *Laws Repeal and Adopting Ordinance* 1921-1952 provides that the tribal institutions, customs and usages of the indigenous inhabitants of the Territory shall not be affected by that Ordinance, and shall, subject to the provisions of the Ordinances of the Territory from time to time in force, be permitted to continue in existence insofar as the same are not repugnant to the general principles of humanity.

The Native Administration Regulations provide for Courts for Native Affairs to take judicial notice of all indigenous customs and give effect to them, save insofar as they are contrary to the principles of humanity or conflict with any law or ordinance in force in the Territory; and for all district officers and patrol officers to make themselves acquainted by all means in their power with the indigenous customs of their district, and to reduce such customs to writing and keep a copy of them in the district office.

No attempt has been made to codify such information, but there is a qualified anthropologist on the staff of the Department of Native Affairs who investigates and advises on indigenous customs and laws. All field officers of the Department of Native Affairs also take special courses of training in anthropology with special reference to New Guinea.

CHAPTER 9.

CONCLUSIONS.

In an under-developed country progress in the political field cannot be realistically assessed in isolation from the progress which is taking place in the economic, social and educational fields. It is only on a proper appreciation of the whole complex of community development—the establishment of law and order, the administration of justice, economic development, progress in the social sphere, particularly in relation to such matters as labour and public health, and progress in education—that a true and effective understanding of the principles and practices of self-government can be built. Thus the development described not only in Part V. but in all sections of this report and the increasing part being played in that development by the indigenous people, as well as the direct benefits they are deriving from it, have a fundamental relevance to their political advancement. The overall progress made in the political, economic, social and educational fields during the year under review represents another step towards achieving the political objectives of Article 76 (b) of the Charter.

PART VI.—ECONOMIC ADVANCEMENT.

Section 1.—Finance of the Territory.

CHAPTER 1.

PUBLIC FINANCE.

The basic legislation governing the territorial budget is the *Papua and New Guinea Act* 1949-1957 of the Commonwealth of Australia. This Act provides that—

(i) the revenues of the Territory shall be available for defraying the expenditure of the Territory;
(ii) the receipt, expenditure and control of revenues and moneys of the Territory shall be regulated as provided by Ordinance;
(iii) no revenues or moneys of the Territory shall be issued or expended except under appropriation made by law and except by warrant under the hand of the Administrator;
(iv) the accounts of the Territory shall be subject to inspection and audit by the Auditor-General of the Administering Authority.

Supporting legislation is provided in the *Treasury Ordinance* 1951-1957 which governs procedures for the receipt, expenditure and control of revenues and moneys of the Territory. Moneys are expended only under authority of an appropriation ordinance passed by the Legislative Council.

The revenues raised within the Territory of New Guinea are derived chiefly from import and export tariffs, and in 1957-58 amounted to £2,926,026. These revenues are fully applied to the expenditure of that Territory and are supplemented by a direct, interest free and non-repayable annual grant from the Government of the Commonwealth of Australia. Table 2 of Appendix IV. shows the sources of revenue in the Territory of New Guinea for the last five years. For each year expenditure by the Administration on the government, welfare and development of the Territory has substantially exceeded the public revenues raised within the Territory.

During 1957-58 the grant by the Commonwealth of Australia to the Territory of Papua and New Guinea was £10,994,991 and after provision was made for repayment of the advance of £198,500 received in the previous year from the Commonwealth, the sum of £6,188,821 was allocated to the Territory of New Guinea.

The published Estimates of Receipts and Expenditure of the Commonwealth of Australia specifically record the following items of financial assistance to the Territory of Papua and New Guinea for the last three years:—

Item	1955–56.	1956–57.	1957–58.
	£	£	£
Grant towards expenses, including native welfare, development, war damage and reconstruction	8,433,823	9,446,590	10,796,491*a*
Advance (repaid 1957–58) ..	..	198,500	..
Printing and consolidation of laws	2,210	1,369	..
Australian School of Pacific Administration	25,466	27,709	27,559
Shipping Service	327	..	..
New Guinea and Papua Superannuation Funds	71,050	69,000	78,791
Restoration of plantation land and roads..	4,612	..	..
Lighthouse services — Buildings, works, fittings, furniture and equipment	4,753	16,569	7,929
Maintenance of lighthouse services	14,294	28,037	15,040
Payment under Clause 14 of the New Guinea Timber Agreement	65,462	..	140,993
Electricity undertakings—transfer of stores and vehicles from Department of Works ..	..	..	116,666
Total	8,621,997	9,787,774	11,183,469

(*a*) Net grant after providing for repayment of advance of £198,500.

In addition the Commonwealth Government spends considerable sums each year on essential works and services in Papua and New Guinea at no cost to the Administration. Commonwealth departments and instrumentalities such as the Departments of Civil Aviation, Works, Interior, National Development and the Australian Broadcasting Commission spent in 1957-58 approximately a net £1,700,000 of which £500,000 was on capital works.

The budgetary system and procedures of local government are described in Chapter 3 of Part V of this report.

In conformity with statutory requirements the Treasurer annually prepares estimates of revenue and expenditure before the commencement of the financial year to which they relate. The estimates are presented by the Treasurer to the Administrator who forwards a copy to the Minister for Territories for consideration and determination of the amount of the grant that will be made available to the Territory by the Commonwealth Government. When the estimates of revenue are thus fixed, the details of expenditure are then presented to the Legislative Council in the form of an appropriation bill. This bill is debated by the Legislative Council and if approved is passed as an appropriation ordinance. Before the ordinance can become operative it must be assented to by the Administrator, but, although expenditure may then be incurred within the limits of the appropriation, the Governor-General of the Commonwealth of Australia is empowered to disallow the ordinance within six months of assent thereto should such a course of action be warranted.

The administrative union of the Territory of New Guinea with the Territory of Papua is explained in Chapter 1 of Part V of this report. The revenues and expenditures of each Territory are recorded separately, those costs common to both being apportioned to each on an appropriate basis.

There is no administrative, fiscal or customs union with any other neighbouring territory, and no preference on imported goods is given in the Customs Tariff of the Territory.

A comparison is made in Appendix IV of the various heads of revenue and expenditure for the Territory of New Guinea over the past five years.

Revenues and expenditures from and on behalf of indigenous inhabitants are not recorded separately. The balance, however, is heavily weighted on the side of expenditure incurred for the benefit of indigenous inhabitants, as will be seen from the details furnished in Appendix IV and the reference made in this report to the social, medical, educational, agricultural and other services provided throughout the Territory.

There is no public debt in the Territory.

CHAPTER 2.

TAXATION.

The types of taxation imposed in New Guinea are import and export duties, licence fees, stamp and succession duties, registration fees and personal tax. The amounts and sources of revenues received are detailed in Table 2 of Appendix IV.

Customs Duties.

Matters related to customs are regulated under the *Customs Ordinance* 1951-1957. Customs revenue accounts for the greater part of local revenue; duties on imports and exports are prescribed by the following Ordinances:—

Customs Tariff 1957-1958.
Customs (*Copra Export*) *Tariff* 1958.
Customs (*Rubber Export*) *Tariff* 1951-1957.
Customs (*Cacao Export*) *Tariff* 1953-1957.
Customs (*Shell Export*) *Tariff* 1957.

The amendments to the Customs Tariff legislation made in 1957-58 were principally directed to increasing revenue from Territory sources. Import duties were increased on a number of luxury items. At the same time the opportunity was taken to reduce duties on such classes of goods as building and fencing materials which are not in direct competition with a Territory manufactured product. New rates of export duties were prescribed on rubber, shell and coçoa beans,

The value of extra-territorial trade and the direct revenue contribution therefrom for the period 1st July, 1955, to 30th June, 1958, are:—

—	1955-56.	1956-57.	1957-58.
	£	£	£
Value of Imports	10,280,029	10,918,981	11,452,012
Amount of import duties ..	1,066,801	1,193,262	1,349,595
Value of Exports	9,885,623	10,312,492	9,628,048
Amount of export duties ..	482,038	456,631	464,816

Details of classified imports and exports, with values, are given in Appendix VII.

Personal Taxation.

Under the *Personal Tax Ordinance* 1957-1958 which came into operation on 1st January, 1958, personal tax, at rates fixed by ordinance for each tax year, is levied on and paid by all male persons of or over the age of eighteen years. A maximum rate of £2 for 1958 was fixed by the *Personal Tax (Rates) Ordinance* 1958 and the specific rates, based on ability to pay, for the various tax districts were determined by the Administrator in Council and announced in the Government Gazettes of 13th January and 6th March, 1958. Collections up to 30th June, 1958, amounted to £69,304.

Persons who reside for less than six months in the Territory and who are not Territory landowners or lessees are not liable for personal tax. Exemptions are granted under the Ordinance to persons who pay tax levied by a native local government council of an amount equal to or greater than that for which they are liable under the Personal Tax Ordinance. Should the local government council levy be less than the personal tax, such persons are liable only for the difference between the two taxes. A taxation tribunal may grant an exemption or reduction in personal tax on the grounds of impecunious old age, infirmity, unavoidable hardship or other grounds. A person aggrieved by a decision of a taxation tribunal may appeal to a taxation appeals tribunal whose decision is final.

The Personal Tax Regulations 1958 require that personal tax be paid by indigenous taxpayers on demand and by others before 30th March in each tax year. Where a taxpayer is about to leave the Territory in a tax year, the personal tax for that year must be paid before his departure. There is also provision within these Regulations for a census of indigenes to be taken in each tax district and for records of all non-indigenes in the Territory to be kept.

Taxes imposed other than by the Administration are the rates and taxes levied by councils created under the *Native Local Government Councils Ordinance* 1949-1957. Such rates and taxes are payable to the Council Treasury Account vested in the council. Information on these taxes is given in Chapter 3 of Part V of this report.

Review of Revenues.

A comprehensive review of the revenues of the Territory was commenced by the Administering Authority during 1957-58. The review examined the existing Territory revenues to see whether they were being raised from the right quarters, were equitable as between taxpayers and were having economic effects conducive to the long-term welfare of the Territory and its industries.

Section 2.—Money and Banking.

The currency system of the Territory is that operating in the Commonwealth of Australia. Australian notes and coins are legal tender in the Territory. Distribution of Australian notes is handled through the banking system of the Commonwealth. The Commonwealth Bank of Australia acts on behalf of the Commonwealth Government as distributing agent for Australian coin through its offices at Lae and Rabaul.

Legal tender in the Territory is governed by the provisions of the *Currency Coinage and Tokens Ordinance* 1922-1938, and as to Australian notes, by virtue of the application of the Commonwealth Bank Act. No new issue of Territorial coinage has been made since the re-establishment of civil administration after the war.

The foreign exchange regulations of the Commonwealth of Australia apply also to the Territory. Territory requirements of foreign exchange are met through the central banking system of the Commonwealth and are made available through the branches of the banks operating in the Territory. There are no restrictions on payments between the Territories of Papua and New Guinea and the Commonwealth and the only restrictions on exchange transactions with other countries are those applicable to similar transactions between Australia and those countries.

As the Territory uses the currency of the Commonwealth of Australia, there are no separate exchange rates between the Territory and other countries. During the period under review there have been no major fluctuations in exchange rates between Australia and other countries.

There are three trading banks operating in the Territory. These are the Commonwealth Trading Bank of Australia, the Bank of New South Wales and the Australia and New Zealand Bank Limited. At 30th June, 1958, fourteen branches were maintained by one or more of these banks at Bulolo, Goroka, Kavieng, Lae, Madang, Rabaul and Wewak. In addition there were bank agencies operating at Kokopo and Wau.

Savings bank facilities are provided by the Commonwealth Savings Bank of Australia, the Bank of New South Wales Savings Bank Limited, and the Australia and New Zealand Savings Bank Limited. At 30th June, 1958, thirteen branches were maintained at Bulolo, Goroka, Kavieng, Lae, Madang, Rabaul and Wewak, and 46 agencies were operating at smaller centres.

Rates of interest for bank deposits and advances are the same as those in Australia. The Territory has no separate public debt and consequently no rate of Government loans is available. The money market rates applying in Australia at 30th June, 1958, are detailed in Appendix VI.

No information is available relating to current accounts maintained by indigenous people. However, in June, 1958, the number of operative savings bank accounts of indigenous depositors was 35,451, the balances of which totalled £738,461. There were also 1,677 school savings bank accounts of which the balances totalled £7,493; some of these belonged to indigenous children.

Details of the amounts invested by the indigenous people on fixed deposit and in government securities and loans are not available.

The levels of deposits and advances of cheque-paying banks in 1957-58 and deposits of savings banks at 30th June, 1958, in the Territory of New Guinea are shown in the following table:—

BANK DEPOSITS.

Cheque-Paying Banks.	Average June, 1958.	Average 1957–58.
	£	£
Not Bearing Interest—		
Australian Governments	160,951	161,723
Other Customers	3,054,665	3,041,966
Bearing Interest—		
Australian Governments	..	..
Other Customers—		
Fixed	799,730	768,313
Current	195,171	242,990
Total	4,210,517	4,214,992
	At 30th June, 1958.	
Savings Banks	£2,919,036	

BANK ADVANCES.

Cheque-Paying Banks.	Average June, 1958.	Average 1957–58.
	£	£
Loans, Advances and Bills Discounted—		
Australian Governments	..	..
Other	1,444,346	1,344,418
Total	1,444,346	1,344,418

Information is not available regarding the number of loans made and the classification of loans according to the purpose for which they were made.

The Territory has no separate reserves of gold and foreign exchange, but relies on the reserves of the Commonwealth of Australia.

Section 3.—Economy of the Territory.

CHAPTER 1.

GENERAL.

General Situation.

Primary production is the basis of the Territory's economy, the chief industries being agriculture, timber and mining. Manufacturing, although small at present, is increasing steadily. Agriculture and timber production are expanding, but the overall economic activity of the Territory cannot be sustained by these domestic industries alone. Administration expenditure of both a recurring and capital nature is greater than can be met from local sources, and expenditure on imports greatly exceeds the proceeds of exports. The difference is partly made up by substantial grants to the Territorial Administration by the Administering Authority. These have increased as follows:—

1955–56.	1956–57.(*a*)	1957–58.(*b*)
£4.9m	£5.5m	£6.2m

(*a*) Includes advance of £119,100 repayable 1957–58. (*b*) The portion for the repayment of the advance of £119,100 is not included.

In addition to these grants to the Territory revenue the Administering Authority spent approximately £800,000 in 1957-58 on essential works and services, including aviation, for which the local administration is not directly responsible.

As described in subsequent sections of this report, the grants to the Territory revenue are made for the purpose of providing facilities for the Territory's economic and social development. They also accelerate development in local commercial undertakings. The net increase in nominal capital of locally registered companies participating in commercial and agricultural activities was £2,327,000 in 1957-58. At 30th June, 1958, a total of 259 "local" companies was registered to operate with an aggregate nominal capital of £19,659,200.

The predominance of agriculture in the economic life of the Territory has been mentioned previously. In view of the distribution and relationship of Territory resources agricultural production must provide much of the basic income on which the economic advancement of the indigenous population will depend. In this connection there is a continuing growth of indigenous participation in the various cash crop industries, while the Department of Agriculture, Stock and Fisheries is training people to take part in the work of agricultural administration.

The principal economic events during 1957-58 affecting agricultural industries were:—

(a) The commencement of copra sales on the open market. The prices paid to producers in 1957 were £59 19s. 8d. (hot-air), £59 4s. 8d. (F.M.S.) and £56 9s. 8d. (smoke). From January to June, 1958, when copra was sold

on the open market, the producers received an interim price of £46 per ton, subject to an adjustment retrospective to 1st January, 1958, when the actual price became known. The final payment is still to be made and the price is certain to be more than £54 per ton. The world market for copra which was very quiet in 1957 firmed considerably in the first half of 1958 so that the fall in selling price when sales reverted to the open market was not as severe as had been expected.

(b) The price of cocoa made a strong and sustained recovery during the year increasing to levels which were about twice as high as those of the previous year.

(c) Coffee prices declined steadily throughout 1957-58 and the trend was still downward at the close of the year.

(d) Peanut exports increased from 288 tons to 713 tons.

Copra is the principal plantation crop. Many of the plantations have a preponderance of old palms but progress in replanting indicates that the present level of plantation production will be maintained or may even increase slightly.

Comprehensive fertilizer and cultural trials are being continued to find ways of improving yield and of rehabilitating palms which are passing the limit of their economic usefulness under present conditions of management. A research programme to increase yields from breeding and selection is also preceeding, but this is necessarily a long term project.

There is an upward trend in the planting of coconuts by indigenous growers. It is estimated that between 7,500 and 8,500 acres were planted out in 1957-58. It is difficult to estimate what proportion of post-war indigenous plantings will reach maturity. Many are made on grassland where some are always lost by fire. Undoubtedly some receive insufficient maintenance and others are planted too closely so that later thinning is necessary. Copra received by the Copra Marketing Board from indigenous producers was 15,908 tons for the year ending 30th June, 1958.

Exports of cocoa beans again showed an appreciable increase rising from 2,088 tons to 2,544 tons. The rate of expansion of cocoa planting by both Europeans and indigenes has lessened, but the area of immature cocoa is still in excess of the area in full bearing; a rapid increase in production can therefore be predicted for the next few years. Planting of this crop by indigenes is equal to nearly 25 per cent. of total plantings, and they are currently producing about a quarter of the total crop.

Exports of coffee beans increased from 262 tons in 1956-57 to 379 tons in 1957-58. Although the bulk of this production at present comes from European plantings, the indigenes, under the guidance of the Agricultural Extension Service, have in recent years planted more than 4,000 acres of coffee and have prepared nurseries to plant an additional 1,000 acres in the coming season.

Peanut production has continued to expand, and this crop, which is grown in gardens with other food crops, has become part of the pattern of indigenous agriculture. Indigenous growers produced considerable quantities for local sale but, as it is grown so widely for local consumption also, overall production cannot be estimated. The greater proportion of the export production of 713 tons came from European producers.

Indigenous rice production has been well sustained as the Agricultural Extension Service seeks to foster interest in this crop because of its sound long-term prospects and the advantages of adding a storable grain to subsistence production. European production, however, has decreased.

The passionfruit industry in the highlands, which is almost entirely in the hands of indigenous producers, is continuing to expand rapidly. Approximately 535 tons of fruit were sold to processers at Goroka, Chimbu and Mount Hagen in 1957-58 compared with 290 tons in the previous year. Markets in Australia can absorb present production, but, as the industry continues to grow, further attention will be given to marketing overseas.

The supply of vegetables from indigenous growers to town markets, including Rabaul, Lae, Madang and Kavieng, has further increased, but it is difficult to obtain exact figures. Sales for the year were estimated at about 12,000 tons, mainly of sweet potatoes, but including 370 tons of European potatoes.

The pastoral industry is still in the developmental stage and is being assisted by a scheme which subsidizes cattle importations. The importations during the year totalled 333 head valued at £12,574 and the expenditure on subsidy was £12,955. Shipping difficulties are still limiting the number of cattle imported. It is estimated that there are over 10,000 head of cattle in the Territory at present.

The value of timber production and timber products remained at a high level. After local demands were met the value of exports increased from £1,177,953 to £1,265,301.

In other sections of the economy the important items were:—

(a) The continuation of the depression in the market for trochus shell.

(b) The decline in the production of gold. Gold produced during the year amounted to 49,859 fine ounces valued at £779,043, showing a decrease in value of £453,085 in comparison with 1956-57. The value in mining royalties also dropped from £59,448 to £18,754, but this is largely attributable to the lowering of the royalty rate from 5 per cent. to 1¼ per cent. as a measure of assistance to the industry. Alluvial mining among indigenous people showed a rise. Production from this source amounted to 2,872 fine ounces valued at £44,973.

National Income.

It is not yet possible to obtain sufficient information to estimate the national income of the Territory.

Non-Governmental Organizations.

The main non-governmental organizations of an economic nature are the Chamber of Commerce, Rabaul; Co-operative Societies; the Highland Farmers and Settlers' Association; and the Planters' Association of New Guinea.

CHAPTER 2.

POLICY AND PLANNING.

General.

Economic policy is directed to developing the resources of the Territory in order to sustain a rising standard of living for the whole population, and to encourage all sections of the community to play their part in that development with increasing participation by the indigenous inhabitants.

Most of the indigenous population are agriculturists and the advancement of indigenous agriculture—for local food supply and improved land use in village gardens as well as for the economic production of crops for sale—has a high priority in the Government's policy for the Territory.

Increased quantities and greater diversification of local food supplies will raise nutritional standards and reduce the dependence of the Territory on certain foodstuffs at present imported. Increased production of commercial crops by both indigenous and non-indigenous producers will increase the volume of exports. Both factors in the long run will enable the Territory to achieve a greater degree of economic maturity.

The Administering Authority's plans for the development of the Territory's resources are implemented not only through measures of a purely economic nature, but through its social policies as well, in particular in the fields of health and education. From an economic standpoint programmes of development in these fields, particulars of which are given elsewhere in this report, have a twofold effect. On the one hand, the expenditure they involve, which is mainly from financial grants made by the Administering Authority, helps to stimulate local economic activity; on the other, their long-term effect through the raising of health and general educational standards will be to accelerate economic progress and enable the indigenous population to make an increasingly effective contribution by their own efforts to the provision of the goods and services they need.

One of the most important aspects of economic policy directly affecting the indigenous people is that which concerns the administration of land. The effect of the land laws is that all land is regarded as native-owned unless it has been either acquired from the owners or shown by prescribed procedures to have been unoccupied or unclaimed. Only the Administration may acquire native-owned land and it may do so only if in its judgment the land is surplus to the present and prospective needs of the people. In acquiring land from indigenous owners and making it available for non-indigenous settlement, special care is taken to ensure that measures for the advancement of indigenous agriculture go side by side and keep pace with measures for non-indigenous settlement; and the calculation of the land needs of the indigenous people is related to the changing conditions brought about by these measures. Having acquired the land the Administration may dispose of it to settlers, but, as the only form of tenure it gives is leasehold, it retains some control over the use to be made of the land and periodically, in accordance with the terms of the lease granted, it has an opportunity of reviewing the future of the land.

In addition to protecting such indigenous interests in land as already exist, the Administration is giving attention to the need for ensuring that, with the growth of population and the increased interest of progressive communities in economic enterprises, any indigenous group or enterprising individuals within the group will have the use of all the land they need. Already some indigenous agriculturalists who do not have suitable land under their traditional system of tenure have become holders of leases of land previously acquired by the Administration and an extension of this system will be necessary in the future.

The investment of outside capital in the Territory is encouraged subject to suitable safeguards which ensure that the interests of the indigenous inhabitants are fully protected. In an under-developed country such a policy is essential if its resources are to be adequately developed. Moreover, economic expansion in which management and technical knowledge are provided by non-indigenous private industry and the bulk of the labour by the indigenous inhabitants can have an important influence in training the latter to play an increasing part in the development of their country.

Apart from the general aspects referred to above the Administering Authority's economic plans and policies for the Territory embody many forms of assistance both direct and indirect.

Production of primary products is encouraged by preferential tariff treatment accorded by Australia to certain commodities and by exemption from primage duty. Specialists from various departments of the Australian Government are made available to investigate a wide variety of technical problems and to carry out scientific surveys. An example of this is the continued assistance given by the Commonwealth Scientific and Industrial Research Organization in the survey of natural resources.

A considerable amount of research and experimental work is carried on by the various departments of the Administration in relation to agricultural production, pests and diseases, stock-breeding, fisheries, forests and mining.

A new series of cadastral map compilations has been established to provide a complete coverage of the Territory in various scales. The aim is to compile first a complete

set of maps at a scale of four miles to an inch and then larger scale maps where they are most warranted, e.g. for settled areas and areas of immediate development. Good progress has been made in the four miles to an inch series by the Division of National Mapping of the Commonwealth Department of National Development which is carrying out a programme of topographic mapping from aerial photography.

Subsidies, either of a direct nature or by the carrying of economic operating losses, have been provided for air transport and telegraphic communications, while facilities of a high standard have been established for civil aviation. A vigorous road-building programme has been pursued to open up inland areas.

The importation of livestock has been encouraged by the granting of freight subsidies and custom exemptions have been extended to the importation of agricultural machinery and other mechanical equipment.

Training and advice are provided for the indigenous inhabitants in relation to all aspects of their economic activities. Agricultural extension work directed to improving the methods of indigenous farmers, introducing and encouraging the production of new subsistence and commercial crops, and providing training and advice in regard to processing, marketing and distribution is one of the main functions of the Department of Agriculture, Stock and Fisheries. Full particulars of this activity are given in Chapter 3 (b) of Section 4 of this Part.

The work of the Administration in other fields of economic activity with which the indigenous people are concerned is described in Chapters 4 to 8 of Section 4 of this Part.

Administrative Organization for Economic Development.

The majority of the departments of the Administration have particular functions to perform in respect of economic growth and development. Those most directly involved are the Department of Agriculture, Stock and Fisheries, the Department of Forests and the Department of Lands, Surveys and Mines, all of which work in close liaison with the Department of Native Affairs.

Other instrumentalities with responsibilities in the field of economic development are the Land Development Board and the Copra Marketing Board.

The Land Development Board is a non-statutory organization established to advise the Administrator as to the best use to be made of Administration land or land which is about to come under the control of the Administration. The chairman of this Board is the Assistant Administrator and its members are the Director of Lands, Surveys and Mines, the Director of Agriculture, Stock and Fisheries, the Director of Forests, and the Director of Native Affairs.

The functions, composition and operations of the Papua and New Guinea Copra Marketing Board are described in Chapter 1 of Section 4 of this Part.

As described in Chapter 3 of Part V, native local government councils prepare, finance and administer local economic development programmes, while co-operative societies and rural progress societies also play an important part in the economic progress of the indigenous people. Details of co-operative and rural progress activities are given in Chapter 1 of Section 4 of this Part. The Department of Native Affairs and the Department of Agriculture, Stock and Fisheries are active in fostering the growth of these forms of organization among the people and in giving advice and assistance to them in their economic plans.

Programmes of Economic Development.

On the basis of the research and experimental work which is being carried on and surveys which have been made to determine the extent of resources and appropriate patterns of development, economic plans and programmes of various kinds have been drawn up and are being implemented.

In the field of agriculture in particular, action plans are in operation to encourage the production of a number of commodities, while programmes for the development of indigenous agriculture in the various administrative districts have also been laid down. Progress under these plans is described in Chapter 3 (b) of Section 4 of this Part.

References to plans for development in other fields of economic activity will be found in Chapters 4 to 10 of the same section.

Credit Assistance for Economic Development.

The *Treasury Ordinance* 1951-1957 provides that the Administration may guarantee repayment to a bank of any loan made by the bank to any person for various purposes approved by the Minister. The Administration has guaranteed loans totalling £80,000 under this Ordinance for the purpose of development of central cacao fermentaries operating under certain native local government councils in the Gazelle Peninsula. At 30th June, 1958, the debt under this loan stood at £50,228. The expected expansion in indigenous cacao production in the Gazelle Peninsula will make more capital necessary for the construction and operation of additional fermentaries, and investigations are now taking place to determine the amount of extra capital required and how it will be raised. If necessary the Administration will guarantee further loans.

Activities by groups and associations of indigenous people may be assisted further by the provision of special credit facilities under the *Native Loans Fund Ordinance* 1955. This legislation provides that loans may be granted to further economic projects in primary and secondary industries and those of a commercial nature; for welfare projects on a local government or community basis; and for other similar purposes. At 30th June, 1958, the following loans had been made to native local government councils for various projects:—

Lei—Wompa Council—£3,000.
Waskia Council—£1,000.
Takia Council—£1,000.
Ambenob Council—£1,080.

Other applications are pending.

Five new councils were constituted during the year, and it is expected that more will be proclaimed during 1958-59 and 1959-60. As the system expands councils will need finance in order to establish sound services and welfare projects and are likely, therefore, to make greater use of the Loans Fund.

So far only one co-operative society in the Territory has sought finance from the Loans Fund. Societies are usually able to raise capital by calls on members, and in addition they have access to loan and overdraft credit through the commercial banking system.

In May, 1958, the Administering Authority announced a credit scheme for ex-servicemen settlers in Papua and New Guinea. Those eligible are ex-servicemen, including indigenous ex-servicemen, of the Second World War, who have lived in Papua and New Guinea for at least five years since discharge, and who have knowledge and experience of tropical agriculture. The maximum amount of a loan is £25,000 and generally the maximum period of repayment will be 25 years, with interest at the rate of 3¾ per cent. Legislation will be enacted to introduce the scheme and control is operation.

CHAPTER 3.

INVESTMENTS.

Procedures for the formation and registration of companies are prescribed in the *Companies Ordinance* 1912-1926 (Papua, adopted), the *Companies Ordinance* 1933-1938, the *Companies (New Guinea) Ordinance* 1952, the *Companies (New Guinea) Ordinance* (No. 2) 1952, the *Companies (New Guinea) Ordinance Amendment Ordinance* 1952, the *Companies (New Guinea) Ordinance* 1953, and the *Companies (New Guinea) Ordinance* 1954.

A company may be incorporated in the Territory upon production of a memorandum and articles of association to the Registrar of Joint-stock Companies. The memorandum and articles must set out the name, objects and rules of the company to be incorporated, together with a declaration that the liability of the members of the company is limited; the place in the Territory where the registered office is to be situated; the nominal capital of the company; and the number of shares into which it is divided. The memorandum and articles must be signed by at least seven persons who must take at least one share each. Upon registration of the memorandum and articles the Registrar issues a certificate of incorporation and the members of the company are then a body corporate under the registered name of the company with perpetual succession and a common seal. A registration fee is payable at prescribed rates, up to a maximum fee of £75.

Subject to the *Companies Ordinance* 1933-1938 any company incorporated outside the Territory and carrying on business in the Territory is required to register as a foreign company. Registration is effected upon production of the following documents and particulars to the Registrar of Joint-stock Companies:—

(a) a certified copy of the certificate of incorporation of the company;
(b) a copy of the memorandum and articles of association or similar document defining the constitution of the company;
(c) a balance-sheet containing a statement of assets and liabilities as presented at the last general meeting of the company;
(d) the name, address and occupation of the person appointed by the company to carry on its business in the Territory;
(e) the situation of the principal office of the company in the Territory;
(f) a statutory declaration by the agent of the company verifying the foregoing documents and particulars.

Upon registration the Registrar issues a certificate of registration embodying particulars of the company's name, incorporation, registration, registered agent and principal office in the Territory. A registration fee is also payable at prescribed rates up to a maximum of £75.

The *Companies Ordinance* 1933-1938 provides that no company having all or any of the following objects:—

(i) agricultural;
(ii) pastoral;
(iii) forestry;
(iv) mining for coal or iron ore;
(v) air transport;

may incorporate in the Territory or register as a foreign company in the Territory unless at least two-thirds of the issued capital is held by or on behalf of British subjects.

A company having all or any of those objects will not be incorporated or registered as a foreign company unless a list, certified by statutory declaration, is furnished to the Registrar showing the name and nationality of every member of the company. Special provision is made in the *Companies Ordinance* 1933-1938 whereby any company proving that its main and substantial object in the Territory is the engaging in mining pursuits other than mining for coal or iron ore may be incorporated or registered as a foreign company notwithstanding the provisions of the Companies Ordinance.

During 1957-58, 39 companies having a total nominal capital of £2,112,050 were incorporated as local companies, five companies with a total nominal capital of £195,000 were de-registered and two companies increased their nominal capital by £430,000. The net increases in nominal capital during the year in the commercial and plantation categories were £892,000 (8.85 per cent.) and £1,435,000 (25.95 per cent.) respectively. At 30th June, 1958, 259 companies were operating with an aggregate nominal capital of £19,659,200.

Thirteen foreign companies (i.e. companies incorporated outside the Territory and carrying on business in the Territory) were registered and two were de-registered making a total of 98 foreign companies operating in the

Territory at 30th June, 1958. Of these companies, 60 were incorporated in Australia, twenty in England, four in New Zealand, eleven in the Territory of Papua and one each in Canada, Hong Kong, and the United States of America. Many of these companies operate through agents, usually a local company or firm, and the exact amount of capital actually invested in the Territory is not known. The nominal capital of the companies incorporated outside the Territory but within the sterling area totalled £204,106,592. One company incorporated in Canada had a nominal capital of 6,000,000 dollars and one incorporated in Hong Kong had a nominal capital of 10,000,000 dollars.

Particulars of local and foreign companies and their nominal capital are given in Appendix VII.

No statistics are available to show the interest, profit, dividends, etc., of the above companies or the extent to which profits remained in the Territory.

The Commonwealth of Australia has subscribed capital in one incorporated company and one foreign company incorporated in the Territory of Papua. The companies Commonwealth-New Guinea Timbers Limited and New Guinea Resources Prospecting Company Limited have a nominal capital of £2,000,000 and £300,000 respectively. Statutory returns show that the total paid up capital of Commonwealth-New Guinea Timbers Limited is £1,500,000 of which the Commonwealth and its nominees have subscribed £750,001; the total paid up capital of New Guinea Resources Prospecting Company Limited is £300,000, and of this the Commonwealth and its nominees have subscribed £152,999.

The *Business Names Ordinance* 1952-1953 requires every person or persons carrying on business in the Territory under a name which does not consist of the true surnames (together with the Christian name or names and initials) of all the members of the business to register the business name in accordance with the Ordinance. Four hundred and eighty-seven names were registered under this Ordinance at 30th June, 1958.

CHAPTER 4.

Economic Equality.

Nationals of members of the United Nations, other than the Administering Authority, and non-members of the United Nations enjoy equal treatment in economic matters with nationals of the Administering Authority, but no company having for its object, or one of its objects, the engaging in agricultural, pastoral or forestry pursuits, mining for coal or iron ore, or aerial navigation, may be formed or registered unless at least two-thirds of the shares issued by the company are held by or on behalf of British subjects. Legislation embodying the results of a review of this provision is at present under consideration.

CHAPTER 5.

Private Indebtedness.

There is no problem of private indebtedness among members of any section of the population. Among the indigenous population there is a certain amount of indebtedness in kind and in services towards kinsfolk, but this is within the framework of the social structure and forms an essential part of their custom in relation to marriage, &c. Usury is not practised in the Territory.

Section 4.—Economic Resources, Activities and Services.

CHAPTER 1.

General.

Policy and Legislation.

The general situation regarding economic resources, activities and services is described in Chapter 1 of Section 3 of this Part.

Policy with regard to the natural resources of the Territory provides for the development, improvement and increased production of crops and products suitable for Territory requirements and for export, and management that will ensure that land and resources such as forests are available in the future. In the development of primary products, special encouragement is given to items which are imported into the Territory or for which the overall market prospects are considered to be good. The development of indigenous agriculture has a high priority in the policy of the Administering Authority.

The fostering of those economic projects which have the greatest chance of success and in which the indigenous people can participate is regarded as essential to provide a sound and self-sustaining basis for the current progress towards higher living standards. In particular, the aim is to achieve, through an expanding economy, an enlargement of the national income with consequential improvements in the general level of individual incomes and regular increases in public expenditure for social services.

The executive responsibility for implementing government policy rests with the Departments of Agriculture Stock and Fisheries, Forests, and Lands Surveys and Mines, which work closely with the Department of Native Affairs and the district administration.

Legislation relating to the protection of the Territory's resources includes the Lands, Mining, Forestry, and Animal and Plant Quarantine Ordinances, and developmental enactments such as the *Fire Prevention Ordinance* 1951-1955, the *Native Economic Development Ordinance* 1951-1952, the *Native Loans Fund Ordinance* 1955, the *Papua and New Guinea Copra Marketing Board Ordinance* 1952-1957, the *Petroleum (Prospecting and Mining) Ordinance* 1951-1958, the *Copra Ordinance* 1952, the *Rubber Ordinance* 1953 and the *Cacao Ordinance* 1951-1952.

In addition to providing measures for control of pests and diseases, some ordinances and regulations prescribe for the inspection and grading of products according to recognized standards.

Indigenous laws and customs, generally, do not conflict with the provisions made to conserve resources. Care is taken to see that non-indigenous development is not injurious to indigenous interests.

Production, Distribution and Marketing.

Apart from copra, the export of which is controlled, agricultural products may be sold freely on internal or external markets according to the owner's judgment of the relative advantages. Generally there is competition between traders operating in the Territory for the handling of products for marketing overseas.

A few indigenous inhabitants are in business on their own account and information on their increasing activities through co-operative societies and native local government councils are given in Chapter 3 of Part V and Section 4 of Part VI. of this report.

The number of indigenous people engaged in mining for alluvial gold is increasing. Gold won is received and marketed, and the proceeds paid to the miners, by the Administration through the Department of Lands, Surveys and Mines and the Department of Native Affairs. Indigenous mining operations are encouraged by the Administration by technical advice and help, and advances on lodgment of gold parcels.

Australia provides a ready market for much of the Territory's exports, which are at present mainly copra, coconut oil, timber, plywood, marine shell, cocoa, coffee, peanuts and gold. The Territory is accorded preferential tariff treatment by Australia and all Territory produce is exempt from primage duty. Territory produce normally pays the lowest rate of duty applicable under the Australian tariff and several commodities are either completely exempt or subject to special rates; such concessions are almost exclusively for Territory produce.

Items admitted duty free include copra, cocoa beans, raw coffee, shell, pepper, peanuts and timber (except plywood, for which duty free admission is limited to 16,000,000 square feet per annum). The Tariff Board's report on timber presented in April, 1958, recommended that no alteration be made in the quantity of plywood admitted duty free from the Territory. The Australian Government agreed with the Board's recommendation.

Until the end of 1957 copra, the staple export, was sold under an agreement with the United Kingdom Ministry of Food. It has since been sold on the open market and, despite earlier predictions of a substantial fall, the price has remained at a reasonable level.

The marketing of copra is under the control of the Copra Marketing Board, a body corporate set up under the *Papua and New Guinea Copra Marketing Ordinance* 1952-1957. Under powers conferred by the Ordinance the Board may purchase and sell copra on behalf of the producers. It is the sole authority controlling the export of copra and is empowered to determine the price for any copra which it purchases. The Administering Authority guarantees advances for the operation of the Board.

The Board comprises six members—a chairman, two members representing the copra producers of the Territory of New Guinea, one representative of the copra producers of the Territory of Papua, the Director of Agriculture, Stock and Fisheries, and one other member who at present is the Treasurer and Director of Finance.

Copra is purchased by the Board under a system of grade and ownership markings. The system is designed to eliminate confusion regarding ownership brands and it applies to all producers and agents. Most copra produced by indigenes is channelled to the Board through co-operative societies, but where any indigene desires to manage his own affairs and can operate a bank account he is allotted identification marks by the Board.

The Board takes delivery of copra *ex* ships' slings where water transport is used and otherwise at a warehouse of the Board.

The price of copra paid to producers is arrived at in a normal commercial manner on a modified "pool" principle. A tentative f.o.b. price is determined from the overseas and local sale contracts made by the Board and deductions are made to cover the estimated costs of handling, administration, "instore" shrinkage, etc. On 31st December at the close of each trading year, the final prices are determined in the light of actual trading results. The surplus is distributed *pro rata* among the producers who delivered copra during the year.

An indigenous producer can receive an immediate cash payment on delivery of copra to the Board, but the accounts of all other producers are settled twice monthly.

The final prices paid by the Board for copra delivered to main port depots over the last three trading years were as follows:—

—	Hot Air.	F.M.S.	Smoke.
	£	£	£
1955	72 5 0	71 10 0	68 15 0
1956	65 6 6	64 11 6	61 16 6
1957	59 19 8	59 4 8	56 9 8

Stabilization.

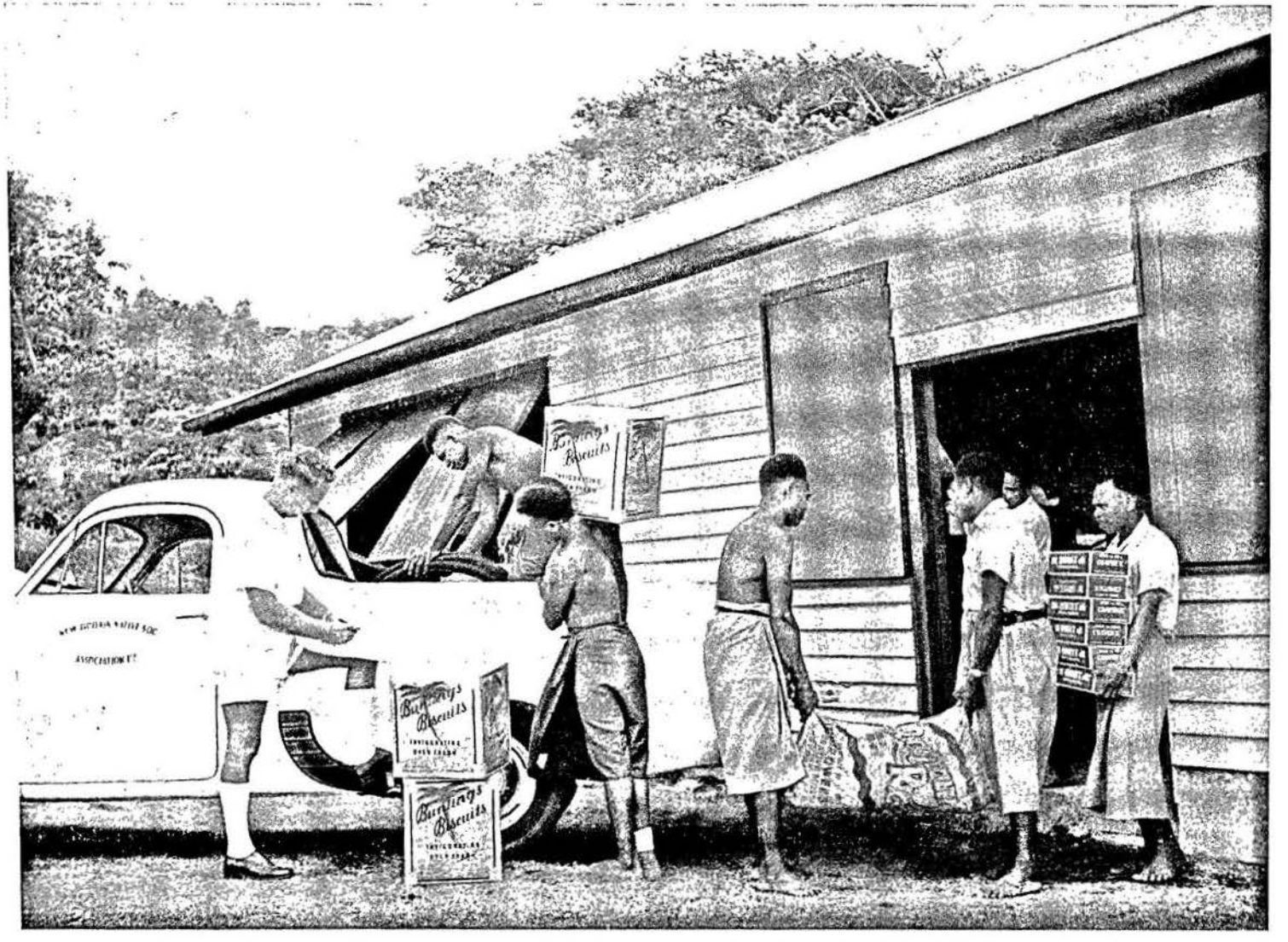
In 1946-47 a levy to create a stabilization fund was imposed on all copra exported from Papua and New Guinea. The fund, which now totals approximately £3,000,000, is administered by a Board appointed under the *Copra Industry Stabilization Ordinance* 1954-1957. The Board consists of five members (including three representatives of copra producers) and may use the fund to pay bounties to copra producers.

Private Corporations and Organizations.

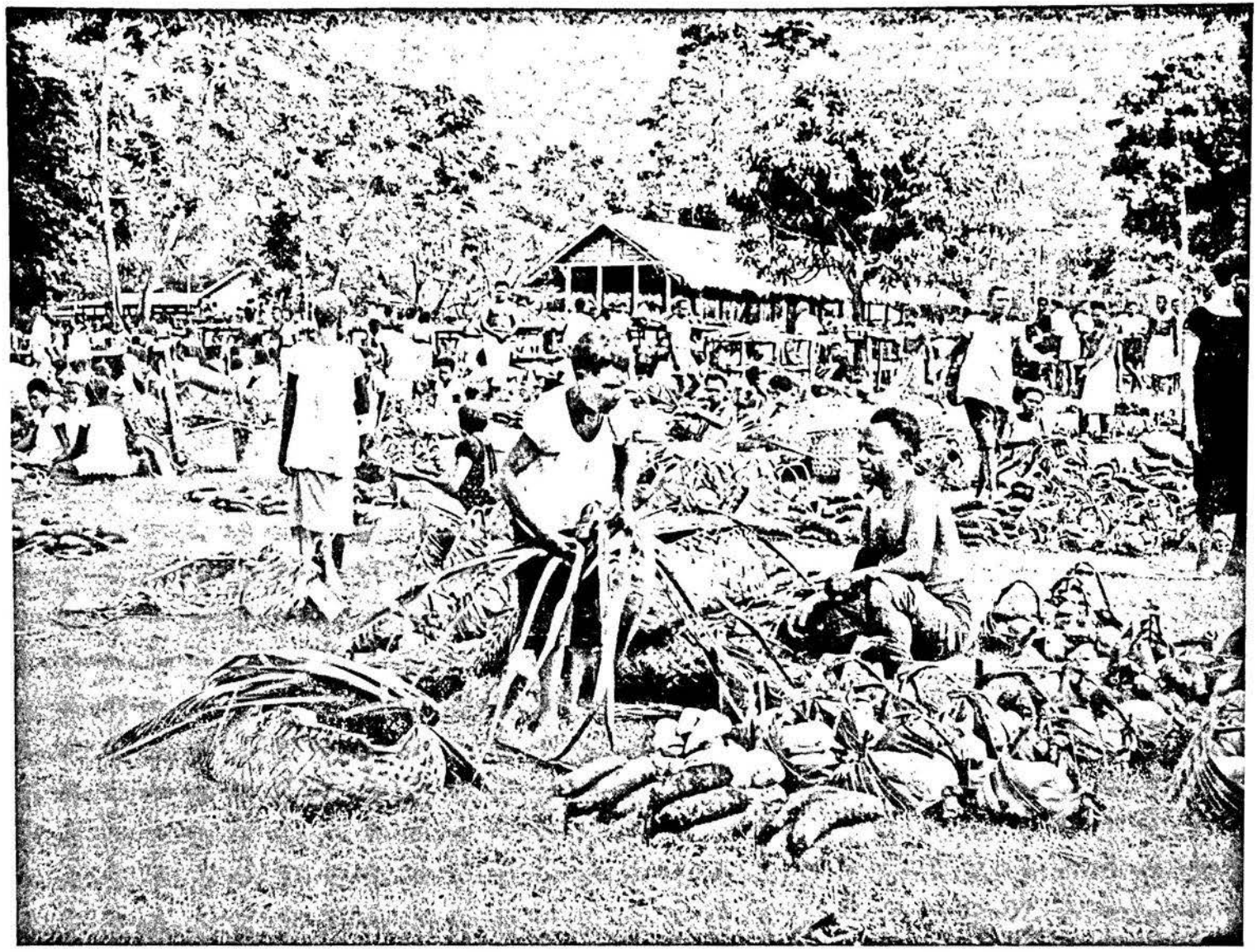
The principal companies registered under the *Companies Ordinance* 1912-1926 (Papua adopted) and amendments, at 30th June, 1958, engaged in the Territory

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Bulk store of the New Britain Native Societies Association Ltd.



A typical town market where indigenous growers dispose of their produce.

in respect of the principal economic resources, activities and services, are:—

Commercial.—

Incorporated in the Territory—

Colyer Watson (New Guinea) Limited.
Commonwealth-New Guinea Timbers Limited.
General Construction (New Guinea) Limited.
Gabriel Achun & Company Limited.
J. L. Chipper & Company Limited.
Lucas & Ducrow (New Guinea) Limited.
New Britain Shipping and Docking Company Limited.
New Guinea Company Limited.
Pacific Holdings Limited.
Pacific Trading Company Limited.
Palmoils (New Guinea) Limited.
Rabaul Investments Limited.
Robert Gillespie (New Guinea) Limited.
The Bougainville Company Limited.
T. J. Watkins (New Guinea) Limited.

Registered as foreign companies —

Amalgamated Wireless (Australasia) Limited—incorporated Australia.
Anderson's Pacific Trading Company Limited—incorporated Papua.
A.G.C. Pacific Limited—incorporated Papua.
Burns Philp (New Guinea) Limited—incorporated Papua.
Hastings Deering (New Guinea) Proprietary Limited—incorporated Australia.
The B.N.G. Trading Company Limited—incorporated Papua.
The Shell Company of Australia Limited—incorporated England.
Vacuum Oil Company Proprietary Limited—incorporated Australia.
W. R. Carpenter & Company Limited—incorporated Australia.

Plantation.—

Incorporated in the Territory—

Bay Miller Limited.
Coconut Products Limited.
Cottee's Passiona (New Guinea) Limited.
Edgell & Whitely Limited.
Goroka Coffee (Holdings) Limited.
Island Estates Limited.
Kinjibi Coffee Plantation Limited.
Korfena Plantations Limited.
Konguru Coffee Plantation Limited.
Kulon Plantations Limited.
Macquarie Investments Limited.
Pacific Industries Limited.
Pacific Tobacco and Development Company Limited.
Tabar Plantations Limited.
The Buka Plantations & Trading Company Limited.
Territory Development Company Limited.

Registered as foreign companies—

Cadbury-Fry-Pascall Proprietary Limited—incorporated Australia.
Choiseul Plantations Limited—incorporated Australia.
Dolarene Proprietary Limited—incorporated Australia.
MacRobertson Proprietary Limited—incorporated Australia.
New Britain Plantations Limited—incorporated Australia.
New Guinea Plantations Limited—incorporated Australia.
New Hanover Plantations Limited—incorporated Australia.
New Ireland Plantations Limited—incorporated Australia.

Air Line.—

Incorporated in the Territory—

Gibbes Sepik Airways Limited.
Island Transport (New Guinea) Limited.
Mandated Air Lines Limited.

Registered as foreign company—

Qantas Empire Airways Limited—incorporated Australia.

Mining and Oil—

Incorporated in the Territory—

Gold and Power Limited.
Island Exploration Company Proprietary Limited.
New Guinea Consolidated Mining Company Limited.
New Guinea Industries Limited.
Sandy Creek Gold Sluicing Limited.

Registered as foreign companies—

Bulolo Gold Dredging Limited—incorporated Canada.
Enterprise of New Guinea Gold and Petroleum No Liability—incorporated Australia.
New Consolidated Goldfields (Australasia) Proprietary Limited—incorporated Australia.
New Guinea Goldfields Limited—incorporated Australia.

Insurance—

Registered as foreign companies—

Australian Mutual Provident Society—incorporated Australia.
Harvey Trinder (N.G.) Limited—incorporated Australia.
Queensland Insurance Company Limited—incorporated Australia.
The Australasian Temperance and General Mutual Life Assurance Society Limited—incorporated Australia.

The Yorkshire Insurance Company Limited—incorporated England.
The National Mutual Life Association of Australasia Limited—incorporated Australia.

Banking—
Registered as foreign companies—
Australia and New Zealand Bank Limited—incorporated England.
Bank of New South Wales—incorporated Australia.

Companies registered during the period 1st July, 1957, to 30th June, 1958, were—

Commercial—
Incorporated in the Territory—
A. A. Hopper & Company Limited.
Ajax Timbers Limited.
Andrews & Company Limited.
Bulolo Motors Limited.
Chin Cheu & Company Limited.
Erap Development Limited.
E. V. Lawson Limited.
Gencos (New Guinea) Limited.
Gen (New Guinea) Limited.
Highland Hotels Limited.
Hilliard and Rice Limited.
Hotel Cecil Limited.
Kimil Sawmill Limited.
Lucas & Ducrow (New Guinea) Limited.
N. C. Akehurst Limited.
New Guinea Brick and Pottery Company Limited.
New Guinea Courier Limited.
Pare Investments Limited.
Sepik District Engineering Company Limited.
Singer Island Produce Limited.
Vulcan Concrete Products Limited.
Wewak Hotel Limited.

Registered as foreign companies—
A.G.C. (Pacific) Limited—incorporated Papua.
Consolidated Investment Company Limited—incorporated Australia.
Ela Services Limited—incorporated Papua.
J. R. Parker Proprietary Limited—incorporated Australia.
Mobil Oil Company of Australia Proprietary Limited—incorporated Australia.

Plantation—
Incorporated in the Territory—
Asulip Estate Limited.
Aukentina Coffee Estates Limited.
Buambub Plantations Limited.
Gisumonoso Plantation Limited.
Goroka Coffee (Holdings) Limited.
Huvei Plantation Limited.
Kinjibi Coffee Plantation Limited.
Konguru Coffee Plantation Limited.
Tabar Plantations Limited.
Tamiloa Estates Limited.
Territory Development Company Limited.
Upego Company Limited.
Wagamil Plantation Limited.
Warana (New Guinea) Limited.

Mining and Oil—
Incorporated in the Territory—
Central Bulolo Sluicing Limited.

Registered as foreign companies—
Australian Mining and Smelting Company Limited—incorporated Australia.
Clutha Development Limited—incorporated Australia.
Purchasers Incorporated Proprietary Limited—incorporated Australia.
New Consolidated Gold Fields (Australasia) Proprietary Limited—incorporated Australia.

Insurance—
Registered as foreign company—
Alliance Assurance Company Limited—incorporated England.

Not for Gain—
Incorporated in the Territory—
Four-Square Gospel Mission.
Faith Mission.

Registered as foreign companies—
Apostolic Church Trust—incorporated Australia.
International Church of the Foursquare Gospel (Australasia) Limited—incorporated Australia.

Monopolies.

The following public monopolies have been established:—

(a) Papua and New Guinea Copra Marketing Board—this Board controls the marketing of all copra exported from the Territory.
(b) Posts and Telegraphs—the postal and telecommunications services are reserved to the Administration, the latter service being operated in conjunction with the Overseas Telecommunications Commission of Australia.

Co-operatives.

The co-operative movement is under the supervision and guidance of a Registry of Co-operatives within the Department of Native Affairs, and trained staff are stationed in the districts to enable the widest possible coverage of economic activity.

Three classes of societies are recognized—societies registered under the *Co-operative Societies Ordinance* 1950; societies registered under the *Native Economic Development Ordinance* 1951-1952; and unregistered societies. All societies operate on accepted co-operative principles, but are related in classification to the degree to which they are capable of managing their own affairs without Administration supervision and assistance.

Societies are further classified into two main categories: primary and secondary organizations. The primary organizations consist of marketing or consumer retailing bodies dealing directly with individual members. A society which combines both these activities is termed a dual purpose primary.

Secondary organization is represented by associations of societies, joined to effect an amalgamation of their purchasing power in retail consumer store operation, and their marketing volume in relation to argricultural production, and to concentrate capital to facilitate the purchase of large assets such as shipping, land transport, agricultural machinery, &c. The association performs for its component societies various functions which the individual societies could not themselves perform as adequately or economically. The allotment of functions to a secondary body is decided in the light of particular local circumstances, and it is an established principle that the association remains the servant of the societies and that societies should not become branches of a parent body.

There are 102 primary societies, an increase of five during the year, and five associations representing 75 member societies. Of the primary societies 41 are single purpose and 61 dual purpose. Capital increased by £30,444 to £227,572, membership fell by 2,497 to 39,599, and turnover fell by £128,019 to £374,609. Rebates paid to members totalled £22,896, compared with £31,416 for the previous year.

Particulars of societies and associations are given in Appendix XIV.

The fall in turnover, referred to earlier, resulted from a drop in the production of copra following the introduction of copra inspection and correct grading, the fall in the price of copra, and the big reduction in the price of marine shell which has almost halved the income from this source of a great number of the population in the shell producing areas.

Societies have been severely tested and a number has been reduced to an operating level where profits barely cover overhead expenses. Despite this decline, the majority of co-operatives are still in a sound position, and the Manus Association of Societies has acquired a new 46 feet vessel costing £9,500.

Although societies generally have been able to raise sufficient funds from their members to meet normal requirements, the need sometimes arises for additional funds for capital expenditure, usually for the purchase of road or water transport or for the erection of copra driers and store buildings.

The *Native Loan Funds Ordinance* 1955 established a Native Loans Fund administered by a Board which may grant loans up to £5,000 to registered co-operative societies, local government councils and other approved community groups for economic and welfare activities. At 30th June, 1958, only one society had applied for financial assistance although it is expected that others will follow suit.

If they wish to co-operative societies may negotiate for loans and overdrafts with commercial banking institutions.

Supervision and Consolidation.—Throughout the year routine visits of inspection were made by the Co-operative Section staff for purposes of supervision, guidance and audit. These visits are essential to avoid malpractices and uneconomic dealings, to assist societies which have got into financial difficulties through gifts to members, perquisites of office and excessive honoraria to office-holders, and similar practices, and to assist the indigenous people to achieve a better understanding of the basic principles involved. At the same time care is taken to develop independent habits of thought so that the societies may progress to a stage where they can carry on without close supervision. The policy is gradually to place greater responsibility on the office-bearers of the individual groups as trained indigenous co-operative staff become available to them, but it has become apparent that Administration assistance and supervision will be necessary for many years to ensure the consolidation of existing societies and the development of the movement generally.

Co-operative Education.—Informal co-operative education was continued through the medium of discussion groups in the villages during visits by officers.

The Co-operative Education Centre at Port Moresby is administered by a Board of Trustees consisting of two European officers of the Administration and two indigenous representatives. The construction of this centre was financed by a grant from the Commonwealth Bank and contributions from co-operative societies throughout Papua and New Guinea. The teaching staff is provided by the Administration, which also meets the boarding expenses of students. Societies pay the cost of fares and pocket money for students nominated by them. There is a noticeable pride of ownership among societies in relation to this school and members take an active interest in their nominated students.

Training provided at the Centre during the year included an advanced course for co-operative officers, a course for ships' masters, four courses for storemen, and a course for marine shell graders. Nine students from the Trust Territory attended the co-operative officers' course, nine the ships' masters' course, 92 the storemen's courses, and four the course for marine shell graders.

A delegation attended the 1958 Congress of Queensland Co-operatives as in previous years.

Rural Progress Societies.

Details of rural progress societies are given in Chapter 3 (b)—Agricultural Products.

CHAPTER 2.

COMMERCE AND TRADE.

General.

The commercial life of the Territory is based mainly on the production and sale of primary products and the importation of manufactured goods, including foodstuffs.

The indigenous people are almost wholly self-sufficient in food and domestic requirements but new demands continue to increase through the Administering Authority's efforts to improve the standards of nutrition, health and village hygiene and the general standard of living.

These demands are met through various channels including indigenous co-operatives in areas where there is close contact with the Administration and where cash crops and trading have been introduced. Provision for the education of officers and employees of the co-operative societies is made at the Co-operative Educational Centre, Port Moresby. Particulars of co-operative activities are given in Chapter 1 of this Section and in Appendix XIV.

Markets exist throughout the Territory and the indigenous inhabitants are able to participate in trade to a greater degree as the range of products extends and transport facilities are improved. Loans under the Native Loans Fund Ordinance are available for assistance in group commercial ventures provided the Native Loans Board is satisfied with the purpose for which the loan is sought and the borrower's prospects of success.

Although the indigenous people are taking an increasing part in commercial activities, the bulk of the commerce and trade in the Territory is conducted by European, and to a smaller extent, by Asian enterprise. Particulars of companies, trading establishments and enterprises are given in Appendix VII and also in Chapter 1 of this Section.

Distribution is normally through wholesale and retail traders at the main ports and centres or through small stores and by mail orders in the more scattered settlements. There is also a certain amount of direct trade between private individuals in the Territory and business houses in Australia.

There is no restriction on the distribution of foodstuffs, piece goods or essential commodities in the Territory.

Provision exists under the *Prices Regulation Ordinance* 1949 for the regulation of prices. Maximum prices have been declared only for certain foodstuffs and petroleum products, tobacco and cigarettes, sawn timber and taxi fares. There is no need for any special measures for the allocation of essential commodities. There is no shortage of such commodities and their distribution is adequately catered for by normal commercial channels.

External Trade.

The development of existing crops and new crops, for which it is considered that the market prospects are satisfactory, is encouraged. Copra, the stable export product, is marketed by the Copra Marketing Board, the constitution and functions of which are described in Chapter 1 of this Section. In 1949 the Government entered into a long-term contract with the United Kingdom Ministry of Food for the sale of copra. Although the prices under the agreement were below open market prices for substantial periods, there is no doubt that it provided a general measure of price stabilization and was of great assistance to the Territory industry. The agreement terminated in 1957, but producers elected to continue uniform marketing through the Copra Marketing Board.

Produce from the Territory imported into Australia receives preferential tariff treatment and all New Guinea produce is exempt from Australian primage duty.

There are no direct or indirect subsidies designed to stimulate imports or exports of any particular category. No preferences on imported goods are given in the Customs Tariff of the Territory.

The following figures show how trade, in value terms, has moved in recent years:—

Year.	Total Trade.	Imports.	Exports.
	£(*a*)	£(*a*)	(£*a*)
1953–54	18,630,418	8,586,024	10,044,394
1954–55	19,637,729	9,577,088	10,060,641
1955–56	20,165,652	10,280,029	9,885,623
1956–57	21,231,473	10,918,981	10,312,492
1957–58	21,080,060	11,452,012	9,628,048

(*a*) The valuation ascribed to imports and exports which are quoted on an f.o.b. basis are not comparable with those quoted in the 1954–55 and earlier reports.

The slight decline in value of exports has been mainly due to lower prices for copra and shell together with decreases in copra and especially gold production.

The range of items included in external trade, together with summaries of values and countries of origin or destination, are shown in the tables in Appendix VII.

The following table shows the quantity and value of the principal exports for 1957-58 and increases and decreases in value by comparison with 1956-57:—

—	Quantity.	Value.	Increase.	Decrease.
		£	£	£
Cocoa Beans ..	2,544 tons	814,633	360,170	..
Coffee Beans ..	379 tons	222,794	43,284	..
Coconut Meal and Oil Cake ..	8,705 tons	176,506	51,095	..
Coconut Oil ..	14,802 tons	1,472,997	157,221	..
Copra	58,598 tons	3,673,687	..	1,032,455
Gold (unrefined)	..	851,506	..	373,941
Hides and Skins ..	..	34,117	..	2,886
Passion Fruit Pulp and Juice ..	170 tons	72,411	42,970	..
Peanuts ..	713 tons	103,388	54,687	..
Shell—				
Greensnail ..	24 tons	8,481	..	37,326
Trochus ..	305 tons	59,044	..	115,475
Timber—				
Logs ..	1,015,412 sup. ft.	24,767	..	42,178
Sawn ..	3,011,850 sup. ft.	210,480	21,139	..
Veneer	825,810 sq. ft.	6,649	5,613	..
Plywood ..	26,492,054 sq. ft.	1,023,365	103,887	..

Customs Duties.—Imports and exports to and from the Trust Territory are recorded separately and no customs union exists with the metropolitan country.

The Standard International Trade Classification of Statistics has been adopted for all Territory imports and exports.

The Administration publishes quarterly and annually an overseas trade bulletin which shows the details of exports and imports by quantity, value and country.

Customs duties are imposed on imports and exports in accordance with the following Ordinances:—

Customs Ordinance 1951-1957.

Customs Tariff 1957-1958.

Customs (Copra Export) Tariff 1958.

Customs (Rubber Export) Tariff 1951-1957.

Customs (Cocoa Export) Tariff 1953-1957.

Customs (Shell Export) Tariff 1957.

The *Customs Tariff Ordinance* 1933-1956 was repealed on 2nd October, 1957, and replaced by a consolidated tariff applicable to the Territory of Papua and New Guinea. The consolidated tariff provided for increases in the rates of import duty on various classes of goods, including alcoholic liquors, tobaccos and cigarettes, petroleum products, textiles, fancy goods, motor vehicles and photographic goods. In order to reduce building construction costs in the Territory, rates of duty on such items as cement, sheet glass, galvanized iron and prefabricated metal buildings were reduced from 15 per cent. to 5 per cent. ad valorem. The revised tariff also provided for the free admission of certain classes of goods which were previously subject to duty. These include fencing materials, distress signals for use on vessels and aircraft and goods imported by Boy Scouts and Girl Guides Associations.

To assist economic development a large range of items, including specified goods for use in oil exploration, specialized machinery for the manufacture of trade tobacco and substitutes therefor, specialized paint-making machinery, certain agricultural processing equipment and agricultural machinery and parts thereof, as defined, are exempt from import duty. Unmanufactured tobacco for the manufacture of trade tobacco and substitutes is partially exempt.

A Tariff Advisory Committee furnishes recommendations on applications for variation of import and export tariffs and such other matters relating to the duties of customs as are referred to it.

Import Restrictions.—The Territory draws on Australian overseas funds in paying for imports from sources other than Australia. During 1955 Australia found it necessary to intensify import restrictions in order further to conserve overseas exchange. In view of this, and having regard to the heavy increases in the value of licences being taken out by importers of less essential and luxury class goods, import restrictions in the Territory were re-imposed on 1st December, 1955. These restrictions, however, were not as severe as those applied in Australia and were adapted to the special needs of the Territory. In general, the restrictions were designed to hold essential imports from non-Australian sources to the 1954-55 level, and to reduce various classes of less essential and luxury items by 10 per cent. and 25 per cent. respectively.

A re-allocation of items to more favorable import licensing categories was made as from 1st June, 1957, in order to increase imports of more essential non-Australian items in short supply in the Territory; certain items for which comparable supplies were readily available from Australia were allocated to lower quota categories to compensate for this.

On 1st December, 1957, there was a considerable relaxation in the licensing of imports from countries other than Australia. The overall import ceiling for these imports was increased by 25 per cent.; various goods were transferred from one category to another depending upon essentiality and the experience of the import pattern of the previous two years; provision was made for the granting of special quotas to new wholesale importers; and the permissible c.i.f. loading was raised from 10 per cent. to 15 per cent.

Tractors, agricultural and dairy machinery, and resins were transferred to a less essential category because the demand for these imports over the past two years had been lower than the level allowed under their former classifications. Structural iron and steel and metal and metal manufactures were also transferred to a less essential category because supplies from Australia were more readily available. Trade goods, axes and tomahawks, and household utensils for use by indigenous peoples were placed in more essential categories.

For the purpose of the restrictions imports are divided into four categories, namely, "A", "B", "C" and "Administrative". Category "A" now relates to such items as motor vehicles, bicycles, nails, screws, pumps, tools of trade, wire fencing, and other types of wire, textiles including piece-goods, adding and computing machines, typewriters, tractors, agricultural and dairy machinery and resins. Licences are granted for imports in this category up to 100 per cent. of the value of 1954-55 imports, plus an overall increase of 25 per cent. as from 1st December, 1957.

Category "B" relates to such items as clothing and other textiles, manufactured tobacco, cigarettes, whisky, rubber manufactures, paints and varnishes, wrapping and plain paper, footwear, household and cooking utensils, lamps and lampware, plated ware, furniture, matches and vestas, timepieces, photographic goods, metal and metal manufactures, and structural iron and steel. Licences issued under this category are granted for the imports up to 90 per cent. of the value of 1954-55 imports, plus an overall increase of 15 per cent. as from 1st December, 1957.

Category "C" relates to non-essential goods so far as overseas purchases are concerned, and other items which are readily obtainable from Australian sources. Imports under this heading are restricted to 75 per cent. of the value of 1954-55 imports, plus an overall increase of 10 per cent. as from 1st December, 1957.

"Administrative" category includes apparel made from cotton textile material for use by indigenes, sewing machines, aircraft and aircraft parts, prefabricated metal buildings, mining machinery, motive power machinery, cement, chemicals, petrol, oils, lubricants, bags, sacks, cordage and twine, electrical machinery and appliances, surgical and dental instruments and appliances, cotton wool and surgical dressings, medicines and drugs, articles used for educational and religious purposes, tea and coffee, axes and tomahawks, and household utensils for use by the indigenous people. It is planned to keep the importation of these goods as far as practicable to the 1954-55 level, but this may be exceeded provided their essentiality is established.

Export Licences.—The *Export (Control of Proceeds) Ordinance* 1952 provides that the exportation of any goods is prohibited unless a licence is in force and the terms and conditions (if any) to which the licence is subject are complied with, or the goods are to be exported to the Commonwealth of Australia or any Territory of the Commonwealth. The Ordinance is designed to ensure the receipt into the banking system of all proceeds of overseas transactions. No fees are imposed for the issue of licences.

CHAPTER 3.

LAND AND AGRICULTURE.

(a) LAND TENURE.

Classification of Land.

Lands in the Territory are classified as follows:—

(a) native-owned land;
(b) freehold land:
(c) Administration land, including land leased to indigenous and non-indigenous inhabitants; and
(d) ownerless land.

Native-owned Land.

Native-owned land may be defined as land which is owned or possessed by an indigenous person or community by virtue of rights of a proprietary or possessory kind which belong to that individual or community and arise from and are regulated by indigenous custom.

The importance of land to the indigenous people and the necessity for protecting their ownership rights have always been recognized by the Administering Authority. Provisions to protect these rights and regulate dealings in land are included in all the land laws of the Territory.

All unalienated land is regarded as native-owned until it has been demonstrated by prescribed procedures that it is unoccupied and unclaimed. This is designed to protect the interests of the indigenous inhabitants until such time as the position regarding ownership of land is clarified by the Native Land Commission. Any land of which there are no owners, or where ownership cannot be proved to the satisfaction of the Commission, will be taken possession of by the Administration.

Provision for the investigation and recording of rights and interests in land and the establishment of a register of lands owned by indigenous people are contained in the Native Land Registration Ordinance.

The policy is first to complete registration of land in those districts where the main agricultural development has taken place, e.g., New Britain and New Ireland and in the densly populated areas of the highlands.

Acquisition of Native-owned Land.—The most important safeguards to the land ownership rights of the indigenous people are that no land can be acquired from the native owners except by the Administration, and the Administration in no case assumes title to any land unless that land is found, on detailed investigation, to be ownerless, or the consent of the owners has been freely obtained by the Administration.

As "Administration land" is, in effect, a reserve of public lands and there is no transfer of ownership of Administration land in fee simple, the acquisition of native-owned land by the Administration does not deprive the people of that land, which will eventually come under the control of whatever political entity ultimately emerges in the Territory.

The acquisition of land from indigenes is supervised by the Lands Department, acting in consultation with the Departments of Native Affairs, Health, Agriculture and Forests regarding the present and prospective needs of the indigenous people and the best economic use of any land acquired.

The procedures adopted in regard to the acquisition of native-owned land are designed to ensure that it can be acquired without detriment to the indigenous community concerned either in the present or the foreseeable future.

A number of factors are taken into account in the assessment of the area of land required by a community to meet its present and future needs. These include an investigation to determine ownership according to native custom and the arable area owned by the community and to define the population trends. Information is also obtained on the subsistence pattern—whether it is entirely agricultural or dependent on collecting, hunting or fishing, or a combination of these, and to what extent the pattern has been modified by the introduction of new foods, cash-cropping, and improved agricultural techniques. Consideration is also given to the ecological factors obtaining in the area and to the probable future economic advancement of the people. The latter aspect involves an estimate of the rate at which their capacity to undertake greater responsibility in land management and utilization is likely to develop.

All land to be purchased is valued by a qualified valuer and his assessment forms the basis for the price offered by the Administration. The price for rural land is based on agricultural or pastoral potential, accessibility and terrain. The price for urban land varies according to the size of the township.

The Administration may grant leases of Administration lands under certain conditions and limitations as to time. No lease is granted, however, unless the whole area in which the land lies has been first surveyed and, if considered necessary, sufficient land has been placed in reserve to provide for the present and prospective needs of the indigenous population of the area.

Land Inheritance.—There is great variation throughout the Territory in the nature of customary ownership of land. In most areas some rights remain in the land-holding group, and individuals within the group have limited rights of use, either for life or for a shorter period. Thus the normal system, with very few exceptions, by which rights of ownership in land use are acquired is by birth into a land-holding group. The transfer of rights between individuals by sale and purchase appears to have been unusual in the past, but the practice is at present an established custom in some localities and is increasing in those localities in which it exists.

Adoption of a child (or sometimes an adult) may at times provide another example of deviation from the principle that land rights are acquired through birth. An individual is usually accepted as standing to adopted parents in the full relationship of a child actually born to them, and thus acquires all the rights which a community's customary land laws might allot to such a child. Adoption often involves the consent and approval of the kinship groups of one or both of the adopting parents. In the case of an individual adopted from outside the kinship group his enjoyment of land rights is likely to be dependent on whether or not the group in general has agreed to the adoption.

In some areas in the past communities were driven off their land by warfare, but, though warfare was formerly fairly general throughout the Territory, acquisition of land by conquest does not appear to have been general. The usual pattern of warfare involved raids with the subsequent return of the conquering group to its own lands.

Customary rights over land are generally acquired through birth, but the details of inheritance systems vary greatly from place to place and can be understood only after examination of variations of kinship organization and differences in emphasis placed on descent lines. A large number of the Territory's communities are organized into groups based on one or the other of the two forms of unilineal descent. In communities in which patrilineal descent is emphasized, land rights are inherited through the father; in those where matrilineal descent is emphasized, inheritance is through the mother. In cases where both men and women are recognized as land owners, inheritance will be through either a father or mother, or both.

In the case of land owned in common by members of kinship or descent groups rights in land are acquired by the individual at the time of birth; the acquisition of such rights is not dependent on the death of a previous owner.

Generally, the system of succession to land rights is followed with some rigidity in each community and custom does not vary according to individual wishes. It would not, for example, normally be possible for an individual to leave his land rights to a person outside his kinship group without the previous procedure of adoption and the kinship group's acceptance of the person concerned as one of its members. Also, within the group, an individual does not usually have scope to decide how his property rights are to be divided among customary heirs.

While this system is maintained there is little scope for individual variation, but there are a few areas in which there is a tendency for the inheritance to change. This is noticeable in some communities in which the inheritance system is based on matrilineal descent. In certain of these communities an increasing number of men are coming to desire a change so that their own children may succeed to their land rights.

Land Ownership.—House sites in villages and hamlets are allotted to individual heads of families except in cases where such community buildings as "Men's Houses" exist, the latter being the joint property of extended families, lineages or clans. In the case of individual family houses allotment of sites usually involves the grouping together of the homes of members of a descent group.

Land used for gardening is in some places individually owned, but in others garden areas are the common property of descent groups, such as lineages or clans, within the community. In the latter case particular garden plots for each family may be allotted seasonally by agreement of all members of the owning group, and no individual or family would have a specific claim to any particular portion of the group-owned land.

Where group ownership of garden lands exists there are gradations, based on seniority, in the degrees of influence of various members of the group and, consequently, variations among them in degrees of control of land. At times it may be possible to discern some one person who clearly has the greatest amount of control in the group-owned area, but he is more in the nature of the chief spokesman in land matters and behind him are a number of other people who must also be considered as the owners.

In some communities individually owned and group-owned garden land can be found side by side. For example, bush land newly cleared for a garden for the first time may be considered the property of those organizing the clearing while the older garden areas are recognized as the joint property of members of the kinship.

Hunting and collecting land outside the garden areas are usually common property not of a kinship group but of local groups such as villages. Similarly fishing and other rights over reefs and water are owned in common by those who have, by birth, the right to reside in a particular village.

At times it is necessary to distinguish between ownership of land and ownership of what is on land. It frequently happens that permission is given to people to plant useful trees and palms on land other than their

own and indigenous customary law recognizes such trees and palms as continuing to belong to the planters and their heirs.

Land Use.—Land use must often be distinguished from ownership. Members of many communities are likely not to be particularly rigid when it comes to allowing others temporary or seasonal use of the land, though they are very firm indeed when the matter of actual ownership arises. At times a people's garden system itself means that the majority each season will be gardening on land other than their own. In some communities it is the practice for all gardens to be made within a common fence on land owned by a few individuals or kinship groups, but used for a season by a large number of families. In subsequent years gardens will be made on the land of other individuals or other descent groups.

In all the Territory's communities the gardening system is based on shifting or "bush-fallow" cultivation, i.e., a garden is made for one season on a piece of land which may afterwards be used for one or two further seasons for minor garden purposes and then will be left for varying periods of years before it is used again. Although such a system means that each community requires a considerable area of land for the production of food, it shows that communities have taken care to prevent undue depreciation of the quality of the land so far as their traditional knowledge of productive techniques permitted.

Freehold Land.

Although the Land Ordinance makes provision for the granting of land in fee simple, it is the policy of the Administration to grant only leasehold tenures. Of the freehold land in New Guinea, which originated almost entirely during the New Guinea Administration before World War I, approximately 518,485 acres are held by non-indigenous inhabitants. (During the year 5 acres of freehold land in New Ireland were resumed for the public purpose of an addition to an aerodrome.)

Administration Land.

This comprises:—

(a) land to which the Administration succeeded in title following the acceptance of mandatory powers by the Commonwealth Government after World War I;

(b) land purchased by the Administration;

(c) land acquired by the Administration for public purposes; and

(d) land taken possession of by the Administration where, upon inquiry, there appears to be no owner of the land.

The *Land Ordinance* 1922-1958 regulates the dealing with Administration land. Under this Ordinance the Administrator is empowered to grant leases and licences of various types. Applications for leases are first considered by a Land Board.

The principal types of lease which may be granted are:—

(a) Agricultural leases for any period not exceeding 99 years and subject to conditions relating to cultivation.

(b) Pastoral leases for any period not exceeding 99 years and subject to stocking conditions.

(c) Leases of town allotments for business and residence purposes for which the maximum term is 99 years. These leases incorporate improvement conditions requiring the erection and maintenance of buildings.

(d) Business and residence leases outside town areas. The maximum term is 99 years. Improvement conditions are applied to this type of lease.

(e) Special leases with conditions appropriate to the purpose of the lease and having a maximum term of 50 years.

(f) Mission leases which may be granted free of rent for the erection of buildings required for mission purposes. The maximum term is 99 years. The buildings must be erected within three years and kept in good repair during the currency of the lease.

Licences to occupy Administration land may also be issued for various purposes. They remain in force for a period not exceeding one year and are subject to such conditions as may be prescribed.

The Administration examines land available for agricultural and pastoral development and prepares a land-use plan dividing the land into areas of a size suited to the best use of the land. Agricultural and pastoral leases are granted only in accordance with a land-use plan.

Land totalling 311,247 acres has been granted under leasehold tenure mostly for agricultural and pastoral purposes.

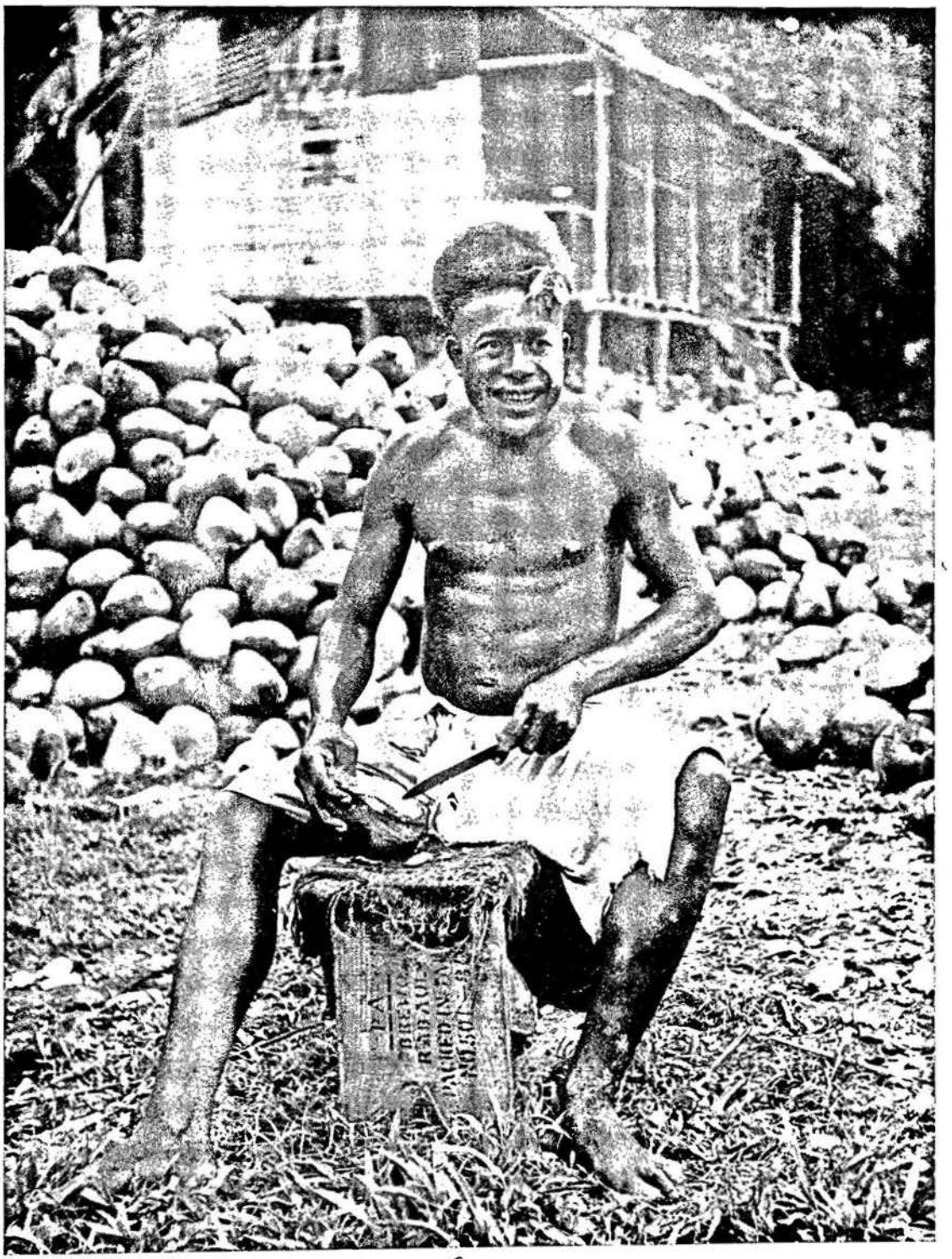
Details of the numbers and areas of the various types of lease in force are given in Table 2 of Appendix VIII.

Acquisition of Land.—The amount of land acquired by the Administration during the past five years is—

Year.	Total acres.
1953-54	18,935
1954-55	17,051
1955-56	41,460
1956-57	113,300
1957-58	13,458

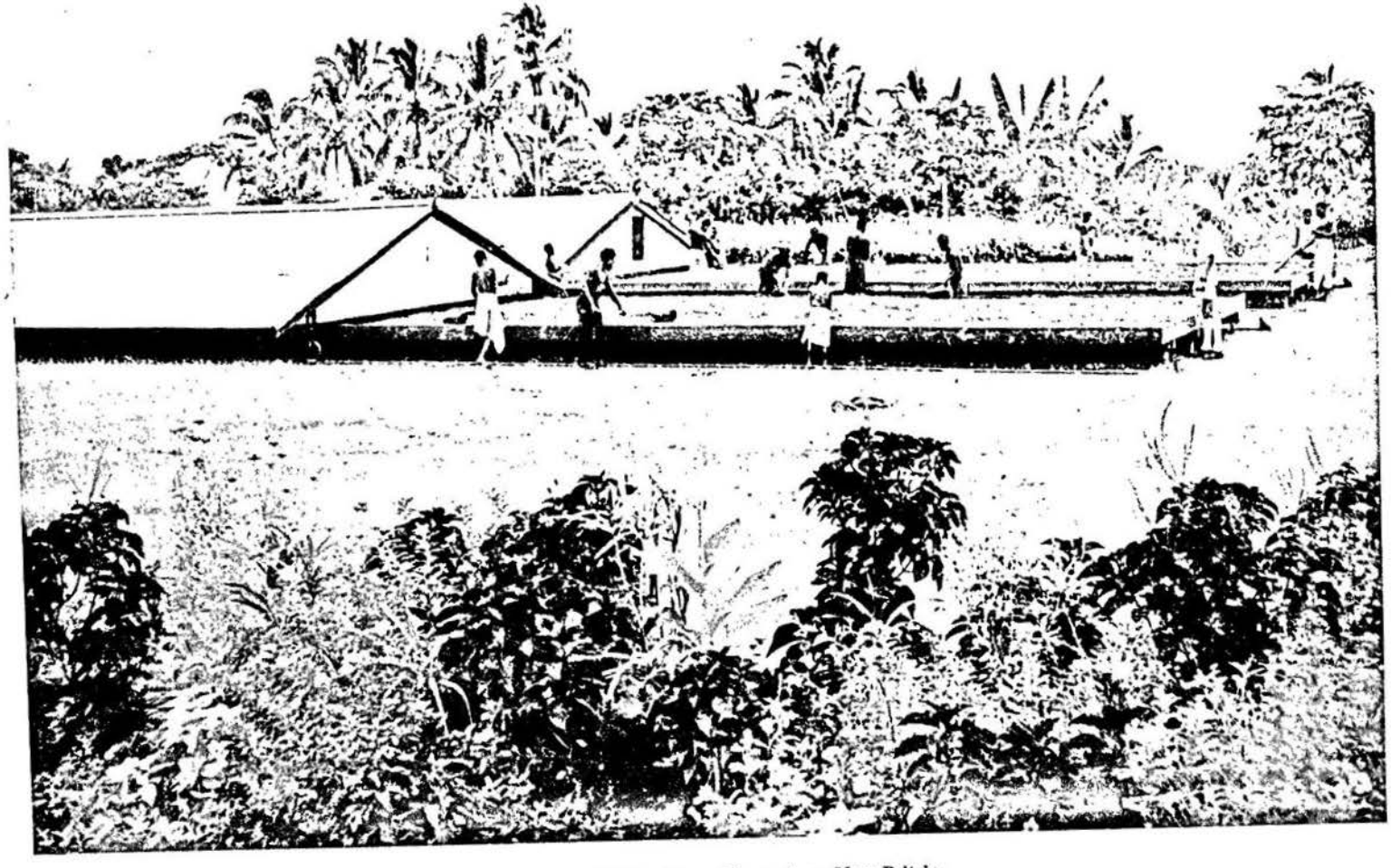
Transfer of alienated land to indigenous inhabitants.—A total of 2,072 acres of land previously alienated has been leased to individual indigenous inhabitants or corporate bodies controlled by indigenes as follows:—

	Total Acres.
Agricultural Leases—	
Rabaul Native Local Government Council	1,000
Vunamami Native Local Government Council	390
Ambenob Native Local Government Council	670
Leases in Towns—	
22 leases	7
Business Leases—	
13 leases by indigenous societies	5



A copra cutter.

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The Ramale Native Cocoa Fermentary, New Britain.

Any indigene or group of indigenes may apply for land in accordance with the requirements of the Land Ordinance. Any such applications will be considered by the Land Board on their merits. Additionally special settlement areas with lower building covenants exist in Lae and Kavieng and are planned for Madang, Rabaul and Lorengau in 1958-59.

Land Development Board.—The functions and composition of the Land Development Board are described in Chapter 2 of Section 3 of Part VI. of this report.

Ownerless Land.

The Land Ordinance provides that the Administrator may, subject to certain requirements, declare that any land which has never been alienated by the Administration and of which there appears to be no owner, shall become Administration land. Thirty-nine thousand and forty-eight acres have been possessed by the Administration under this provision. None was declared during the year under review.

Surveys of Land for Registration.

Details of non-indigenous land holdings are already registered and surveys are not required except for the purpose of proceedings under the New Guinea Land Titles Restoration Ordinance.

The *Native Land Registration Ordinance* 1952 requires the Native Land Commission to inquire into and determine what land is the rightful and hereditary property of natives or native communities by native customary right and the natives or native community by whom and the shares in which that land is owned.

Proceedings under the Ordinance are initiated either by the Commission itself or by claimants applying to the Commission. The Ordinance also provides for the registration of Commission decisions by the Registrar of Titles and for the survey, by a qualified surveyor, of the boundaries of land determined by the Commission. The owners of the land may be required to mark off the boundaries and to maintain them until the survey has been made.

No surveys have yet been made but steps are being taken to increase the present survey staff of the Department of Lands to enable a start to be made on this work as early as possible. There are no private surveyors practising in the Territory.

Registration of Titles.

A system of registered titles and interests in land is provided for under the *Lands Registration Ordinance* 1924-1955. The *New Guinea Land Titles Restoration Ordinance* 1951-1955 enables the compilation of new registers and official records relating to land, mining and forestry, in place of those lost or destroyed during the war of 1939-45.

Acquisition or Resumption of Land.

Under the Land Ordinance the Administration may acquire or resume land for any of the following public purposes:—

(a) public safety;

(b) quays, piers, wharves, jetties or landing places;

(c) telegraphs, telephones, railways, roads, bridges, ferries, canals or other works used as a means of communication or for any work required for the purpose of making use of any such work;

(d) camping places for travelling stock;

(e) reservoirs, aqueducts or water courses;

(f) hospitals;

(g) native reserves;

(h) commons;

(i) public utility, convenience or health; or

(j) any other public purpose which the Administrator shall deem to be necessary.

This provision applies to land held in fee simple, land held under lease, licence, or permit from the Administration, and to native-owned land. Compensation by arbitration is provided for. Notice of intention to resume must be published in the *Government Gazette* for one month before acquisition or resumption may be effective. This permits reasonable time for the lodging of any objections by interested parties.

The *Lands Acquisition Ordinance* 1952 also makes provision for the Administrator to acquire land in the name of the Administration for a public purpose either by agreement with the owners or by compulsory process, but under this Ordinance native land may be acquired only for the defence of the Commonwealth or of the Territory or for securing the public safety of the Commonwealth or of the Territory. Compensation is provided for.

The *Lands Acquisition (Town Planning) Ordinance* 1949 provides for the acquisition or resumption of any lands for the purpose of town planning and compensation is provided for.

No acquisitions were made under the two latter Ordinances during the year.

Reservation of Land for Public Purposes.

The Land Ordinance provides that the Administrator may from time to time grant in trust, or by proclamation reserve from sale or lease, either temporarily or permanently, any Administration land which in his opinion is or may be required for the public purposes specified in the Ordinance and any other purpose which may be approved by the Administrator.

Reservations made during the year included a Red Cross Centre at Lae, native reserves and a lighthouse at Madang, and a village school on Karkar Island.

(b) Agricultural Products.

Principal Types and Methods of Agriculture.

Agriculture is predominant in the economic life of the Territory, and agricultural production provides much of the basic income essential for the economic advancement of the indigenous population.

Indigenous agriculturalists continued their pattern of subsistence agriculture based on bush or grassland fallowing and the production of root crops as a staple supplemented by minor crops such as maize, beans and various types of fruit and vegetables. There was a steady increase in cash cropping; but there is no evidence that this prejudices food crop production which is universally undertaken by indigenous farmers.

Cultivation Methods and Techniques of the Indigenes.

Improvement of the subsistence agriculture of the indigenous people is of first importance in the agricultural policy of the Administration and in the investigation and extension programmes carried out by the Department of Agriculture, Stock and Fisheries. Three major divisions are developing in the pattern of indigenous agricultural production. They are, firstly, the production of crops solely for a cash income—these crops being in the main the major export products of the Territory; secondly, the production of dual purpose crops (e.g. peanuts and rice), which play a part both as subsistence foods and as cash crops, allied with the cash sale of surpluses of the classical subsistence crops such as bananas, sweet potato, taro and yam; and thirdly, the production of food crops for subsistence only, or for use in traditional barter, marriage payments and the like. Though the farmers will increase their skill and more and more undertake the specialized production of particular crops in order to achieve advanced living standards, subsistence production is regarded as the economic sheet anchor for them during transition, mitigating the effects of any difficulties encountered in particular industries.

There are avenues for increasing productive efficiency by the modification of existing techniques. The climate over the greater part of the Territory is so variable and the terrain generally so broken, that the approach to modification must be one of extreme caution to avoid active destruction of agricultural resources. The Administration plans to maintain a close and continuous survey of agricultural conditions among farmers and to implement carefully considered extension programmes to assist an evolutionary development of indigenous agriculture based on the valuable and conservational aspects of the existing system. For example, the present basic system of bush or grass fallowing, whilst inefficient in that it requires a major clearing effort each time a crop is planted, is conservational in that the regrowth which takes place rapidly in gardens tends to preserve the soil from physical and chemical degradation. Extension programmes aim at showing farmers that they can considerably decrease the labour connected with producing their food requirements by practising a rotation on each clearing before it is abandoned, instead of the older method of taking only one crop before land reverts to bush or grass fallow. It has been found that soil fertility is far from being the only factor governing traditional agricultural practice and that other difficulties, such as build-up in the incidence of pests and diseases, combine to make successive cropping with a single staple impracticable. The lack of foods suitable for storage makes the indigenes dependent on day-to-day harvesting of the perishable staples and subject to the effects of seasonal variations. Rice and peanuts yield foods which can be stored and fit in well with traditional subsistence methods; farmers are encouraged to expand the production of these crops. Use is encouraged of leguminous covers or quick-growing leguminous trees, which provide only a minor clearing problem, as a substitute for the natural rejuvenation of soil in the bush fallow by natural forest growth. It is not yet known exactly to what extent a complete resting period for soils can be deferred, but it is felt that it cannot be deferred indefinitely.

The production of staple foodstuffs is usually closely interwoven with the social structure and religious beliefs and practices of indigenous communities. Tastes, prejudices, fear of contamination of themselves and of their agricultural land, and the fear of relying on crops with which they are unfamiliar are all difficulties which are met with in attempting to diversify and improve the efficiency of agriculture. Training programmes in which cultivators are given specific instruction in new methods and shown the value of new and varied foods accelerate their adoption by the people.

The expansion of perennial crop planting, particularly for cash cropping, introduces specific problems. Perennial crops are of minor importance in the primitive subsistence economy; land tenure systems correspond with the land use methods for the production of the annual staples, and land ownership is of little importance in relation to the location of groves of perennials. However, when perennials are used for cash cropping, particularly where formal spacing and techniques other than grove planting are adopted, the attitude to the land involved tends to change radically. For example, where land under tribal conditions changes hands through matrilineal inheritance patterns, men growing perennial crops develop the wish to hand it down through their own lineage. Perennials will be increasingly important in the economic advancement of farmers; it is considered that if individual plantings are within the boundaries of land owned by social groups this form of planting can be integrated with tribal agriculture. Difficulties will be encountered also in the extension into the indigenous system of mechanized production of annual crops. The ultimate solution to these problems is undoubtedly the rationalization of tribal tenure so that the farmer can be issued with a legal title to replace his tribal right. However, indigenous communities are extremely cautious towards any suggestion of replacing traditional tenure, and in the interim period new systems of planting can be introduced side by side

with subsistence production, provided there is not a widespread development of permissive occupancy planting outside the land boundaries of effective social units.

A primitive but highly developed system of agriculture which includes the composting of vegetable matter is practised by the people of the Western Highlands. Saucer shaped depressions are filled with vegetable refuse which is heaped up and covered with fine top soil making a compost pit. Sweet potato, the local staple food, is planted in this pit. This system offsets the rather poor soil conditions and the warmth generated by the further decomposition of the compost counteracts the effect of the severe cold of the high altitudes. An attempt is now being made to extend this system throughout the highlands region, particularly on the less fertile lateritic soils. With the introduction of coffee as a cash crop, it has been found that farmers are quite willing to accept the principle of mulching because of their past experience of closely allied practices.

Irrigation schemes are being encouraged as a means of coping with drought problems and resultant food shortages, especially in the Kainantu Sub-district of the Eastern Highlands District. Further attention has been given to frost problems in the Highlands, and major introductions were made of a European potato variety with some frost tolerance. Multiplication plots of this variety have been established at the Mount Hagen and Goroka District Agricultural Stations and seed has been distributed to farmers in high altitude areas of the Wabag, Hagen, Chimbu, Minj, Goroka and Kainantu Sub-districts.

In the Chimbu Sub-district much of the land under cultivation is on hill slopes. The clearing of forest from these areas has led to erosion by wash and landslides and, in some cases, has tended to destroy catchment areas. There is sufficient land available at present for the traditional system of subsistence agriculture, but with an increasing population and the expansion of cash cropping, there may be insufficient land in some of the more heavily populated areas to meet the future needs of these people. A survey of the present land position of the Chimbu people is being carried out and an assessment will be made of their future requirements.

In areas where major deterioration of soil and vegetation has resulted from the application of primitive land use methods, particularly from burning for hunting in lower rainfall regions, agricultural extension programmes include measures for land reclamation and conservation. A major programme of this type is at present being undertaken in the Eastern Highlands District, the lines of action being, first, the control of burning, including the prosecution of offenders; secondly, encouragement of the people to refrain from cultivating rich top and watershed areas; and thirdly, a programme, supported by the supply of suitable tree seedlings, for the recovery of degraded grassland country by reforestation. The programme for the control of widespread burning in the Eastern Highlands has been in force since 1951; it is approved by the farming population, and already there is evidence of natural regeneration of vegetation throughout extensive degraded and eroded areas. Fairly dense stands of young secondary forest are now appearing on some of these areas. There has been a change in emphasis involving the expansion of plantings of *Casuarina* species as it has become obvious that this genus is the most widely adapted to land improvement work over a range of soil and climatic types in the highlands areas. The planting of Casuarinas on old garden land and degraded grasslands was established as an accepted technique in the Bena Bena area of the Eastern Highlands during 1957-58.

Status of Indigenous Agriculture.

Active and expanding extension programmes in recent years have had a considerable influence on the changes in the status of indigenous agriculture now becoming apparent. Particularly during the years 1956-58, a noticeable change has been the strong interest which has developed in the diversification of food and cash cropping. Particulars are given later in this chapter under the heading "Development Plans for Indigenous Agriculture".

There were also signs of a marked expansion of the area and output of individual farms and of a greater understanding of the relationship between increased volume of production and increased income. In the past the areas cultivated by individual farmers tended to show little expansion even when new crops were introduced, and when larger blocks of particular crops were achieved by co-operative effort, the area planted or cultivated per farmer did not increase. However, a number of individual coffee blocks of from 5 to 15 acres in size have been developed in the Eastern Highlands and cacao blocks of up to 10,000 trees have been recorded in New Britain. A marked expansion has also occurred in the size of individual peanut blocks in the Sepik coastal area, while at the same time there was a noteworthy move to use areas cleared for the culture of annual crops for the subsequent planting of perennials, particularly coconuts. These moves are accompanied by an increased assumption of managerial responsibility and an increase in the employment of farm labour by farmers.

A Territory-wide survey of the status of indigenous agriculture being carried out by the Department of Agriculture, Stock and Fisheries will form the basis for the constant review of indigenous farming.

Evaluation of Territory Agriculture.

The major objects of the agricultural development programme for the Territory are:—

(i) the improvement of the indigenous agricultural methods to increase the total volume of production and the nutritional level of the people;

(ii) the increase in production of commodities such as rice, meat, dairy products and fresh fruit and vegetables which are all imported in varying quantities at the present time; and

(iii) the increase in production of certain commodities for export, such as copra, cocoa, rubber, coffee, peanuts and passionfruit.

There was an increase in the planting and production of various crops during the year accompanied by some decline in agricultural export income due to price trends, particularly for copra. The most noteworthy expansions were recorded in the planting and production of cacao, coffee and peanuts.

Coconuts and Copra Production.—Particulars of the Coconut Action Plan for the maintenance and development of the copra industry were given in the Annual Report for 1955-56. The investigation of the problem of declining coconut yields continues. Some results are now available and it is clear that the major limiting factor in New Ireland, and probably in other areas where palms are grown on soils derived from coral, is a severe potash deficiency. It is as yet uncertain whether potash application to correct the deficiency will be economic. These trials are considered in more detail later in this chapter under the heading *Agronomy*. There is a marked upward trend in the planting of coconuts by indigenous growers, and recordings of new plantings during the year under review showed an increase of approximately 7,500 acres for this crop with possibly another 1,000 acres of new plantings as yet unrecorded. Both the output and quality of copra produced by indigenous farmers have improved.

Cacao.—Good progress was made in implementing the work programme under the Cacao Action Plan. The aim of the plan was explained in the 1955-56 report. Information relating to the development of high-grade planting material and agronomic, entomological and pathological investigation into the planting and maintenance of cacao is provided later in this chapter under the heading *Agronomy*.

Cocoa bean exports rose from 2,088 tons in 1956-57 to 2,544 tons in 1957-58. Plantings of cacao by indigenous farmers rose from 8,924 acres to approximately 10,000 acres. As with the industry as a whole the rise in production from new plantings during 1957-58 was lower than expected as yields per acre dropped and production by indigenous growers showed a limited rise to approximately 700 tons.

The number of indigenous growers granted permanent registration under the Cacao Ordinance increased from 1,692 to 2,913 and those provisionally registered increased from 1,250 to 2,204.

Coffee.—Exports of coffee for the year were 379 tons compared with 262 tons in 1956-57. Total plantings of this crop by indigenous growers almost doubled during the year under review, reaching approximately 4,100 acres. The largest plantings are in the mountainous areas of the Morobe and Eastern Highlands Districts, where nearly 2,000,000 trees have been planted. In the Eastern Highlands District preparations have been completed for the planting of a further 1,000,000 trees in 1958-59. During 1957-58, indigenous growers produced approximately one-quarter of the coffee exported. The policy now being followed is to encourage indigenous growers to pulp and dry their coffee in the village and market it in the form of parchment either to central coffee hulling plants or through trade channels. Small hand-operated coffee pulpers are being widely distributed to assist in this programme.

Rubber.—There has been no commercial production of rubber in the Territory for many years, although considerable areas of land are considered as suitable for the crop. The main features of the Rubber Action Plan were given in the Annual Report for 1955-56.

Peanuts.—Peanut production expanded sharply and exports rose from 288 tons in 1956-57 to 713 tons. Indigenous farmers produced approximately 500 tons for sale, an increase of 240 tons over the previous year. As the peanut is gaining in favour as a subsistence crop the quantity sold represents only a portion of the total production. The Administering Authority has accepted a recommendation from the Australian Tariff Board which considerably favoured the marketing of Territory peanuts in Australia. The new arrangement affords the same protection to Territory peanuts sold on the Australian market as is given to the Australian industry.

Rice.—There is a decline in interest in commercial production owing to the more attractive returns from other crops, but indigenous farmers produced an estimated 750 tons of paddy for local consumption.

Passionfruit.—Passionfruit growing is entirely in the hands of indigenous farmers in the Highlands Districts. An Australian Tariff Board decision has greatly improved conditions under which this crop is marketed in Australia, and the improved price situation has stimulated production. Approximately 535 tons of fruit were produced—almost double the quantity of the preceding year.

Tea.—Tea production is on a small scale and limited to a few planters in the Highlands Districts who, in addition to their main crop, such as coffee, grow sufficient tea for their own use and for limited local sale. Research work was continued on the Administration experimental tea plantation at Garaina.

Truck Crops.—It is the policy of the Administration to encourage to the maximum the consumption of locally grown foodstuffs in preference to the importation of foods from overseas, and the production of truck crops, particularly indigenous root crops for sale by indigenous farmers, is now reaching the proportions of a major industry. Commercial production of these crops during 1957-58 totalled 12,000 tons, comprising principally sweet potato, taro and yams. The production of European potatoes, a specialized industry, increased to 370 tons during the year under review.

Development Plans for Indigenous Agriculture.

Further progress was made during the year along the lines of the plans for development of indigenous agriculture in each district which were outlined in the Annual Report for 1955-56. Progress is briefly described below:

Sepik District.—Soil survey and agricultural patrol work in the district has virtually eliminated cacao from consideration in the planned cropping programme. Some

limited groups of farmers have been insistent on the development of a cacao industry, but in the main considerable success has been achieved in the substitution of robusta coffee as a secondary cash crop to coconuts in coastal areas and in its development as a major perennial cash crop of the inland foothill areas. Plantings of arabica coffee were begun in the mountainous areas of the Torricelli Ranges. About 20,500 seedling coconut palms were planted in coastal and riverine areas. There were further increases in copra production. Cultivation of rice showed a slight contraction in the coastal and foothill areas, but new plantings commenced in the Aitape area and along the Sepik River and its tributaries. There was a major expansion of peanut production, particularly in the coastal area, and cultivation of this crop is now beginning to extend into the foothills and coastal plains. The cultivation of sweet potatoes, maize and pigeon peas for subsistence purposes continued.

Madang District.—During the last few years 147,000 palms have been planted under the coconut planting programme. There was a dislocation of all planting programmes following the eruption of the Manam Island volcano and the evacuation of the population to the mainland. The extension officers of the Department of Agriculture stationed in the Madang District, who had been assisting the people to implement the planting programme, were called upon to assist in the temporary settlement of these people, numbering more than 3,500, particularly in the establishment of extensive food gardens.

Some reduction of rice growing occurred in the older established areas around Madang and in the lower Gogol Valley, but this was offset by an expansion in the inland areas associated with the Ramu Valley, particularly around Aiome and Josephstaal.

Cacao planting is increasing, particularly on Karkar Island, and, to a lesser degree, in the Madang and Bogia areas. Coffee growing is also making progress.

Morobe District.—The coconut planting programme undertaken in recent years in the coastal areas of the district and in the Markham Valley has resulted in 245,000 new palms being planted. Continued attention was given to the improvement of copra production techniques, and additional hot-air driers were installed in villages.

The introduction of arabica coffee into the mountain areas has met with major success, and plantings have now reached a total of 1,250,000 trees. Some plantings of robusta coffee have been made in the coastal area of the Finschhafen Sub-district.

Cacao growing in coastal areas also showed further expansion with a total of 110,000 trees planted, and preparations were completed for a 100,000-tree project in the Kotte-Yambim area of the Finschhafen Sub-district.

Rice growing for subsistence purposes is showing a marked expansion and the production of peanuts and truck crops is improving.

Manus District.—Further steady expansion took place in the coconut industry and the standards of coconut culture and copra production are higher than in any other area of the Territory. Four thousand additional introduced seed coconuts were planted during the year.

Cacao planting continued to expand steadily in the islands of Lou and Baluan. Work on the robusta coffee project has continued, and 2,000 trees have now been planted out in the field. Interest in commercial truck cropping has increased and 100 tons of mixed vegetables were produced for sale.

New Britain District.—Cacao planting showed only a small increase. This was due to a diversion of effort towards other crops, particularly annual truck crops in the Gazelle Peninsula. The revival of interest in coconut plantings continued. The new plantings include 250,000 palms in the northern part of the island and there have been additional plantings, the number of which is not yet known, in the Talasea Sub-district. Cocoa production remained steady at approximately 630 tons owing to acre yields being lower.

The outlook is promising for the development of a rice industry in the West Nakanai area of the Rabaul Subdistrict. There has been a marked expansion of peanut growing both for commercial and subsistence purposes.

Agricultural patrols continued to give their attention to the improvement of subsistence agriculture. A reported food shortage in two small areas of the Kandrian and Gasmata Sub-districts were investigated and remedial measures were taken.

New Ireland District.—The attention given to the coconut industry in recent years has resulted in a strongly expanding trend in both planting and production by indigenous farmers. Total plantings are not yet fully recorded, but it is known that at least 5,000 acres of new plantings have been made recently. The standards of culture and maintenance have greatly improved, and 65 hot-air driers have been installed in the Kavieng Subdistrict. There is a keen demand for introduced seed nuts.

Interest in cacao growing is increasing and a total of 43,000 trees has now been planted. The first small commercial crops have been marketed.

Robusta coffee is being introduced as a second perennial cash crop in some of the outlying islands and other areas which do not lend themselves to the centralization of processing facilities. Further progress has been made in the programme for the improvement and diversification of subsistence farming. This includes the wider replacement of taro as a staple by sweet potatoes and peanuts. The latter are also grown as a cash crop.

Bougainville District.—Coconut plantings for the year totalled 59,000 palms and there are prospects for the planting of an additional 60,000 within the next twelve months.

More than 130,000 cacao trees have been planted and the first plantings are now coming into production.

Further development continued in the southern part of the island with an expansion in plantings of cacao, coffee, peanuts, rice and maize. Much of the development is due to the activities of newly formed rural progress societies.

Eastern Highlands District.—The most significant development was the increase in coffee planting, which reached a total of 700,000 trees. Preparations were completed for the planting of a further 1,000,000 trees in the 1958-59 season.

The growing of peanuts also continued to expand owing to their increased use as a domestic foodstuff. There was a slight decline in the quantity marketed commercially.

Commercial production of passionfruit was approximately 535 tons, nearly double the quantity of the preceding year.

Western Highlands District.—Extension work was devoted principally to the planting of coffee and peanuts, both crops being established on sound lines.

Commercial production of peanuts is a new venture in the District but one which should prove satisfactory. Production of truck crops reached approximately 3,000 tons for the year.

Agricultural Research.

The Division of Plant Industry of the Department of Agriculture, Stock and Fisheries is responsible for research and investigational work into all aspects of agriculture. The specialist technical sections, with the exception of those engaged in livestock research, are attached to this Division, and laboratories are located at strategic centres throughout the Territory. The Division is decentralized and most of its staff are employed on the various experiment stations throughout the Territory. The main activities are as follows:—

(i) the promulgation and administration of plant quarantine legislation;
(ii) plant introduction and testing of new crops and new varieties;
(iii) provision of technical services and research in plant pathology and economic entomology;
(iv) crop improvement and agronomic experiments with all crops grown in the Territory;
(v) chemical and biochemical services and research; and
(vi) soil and land use surveys.

Trials designed to rationalize the shifting cultivation method of subsistence and annual cash crop gardening were described in the 1956-57 Annual Report.

The data for the first trial, covering one complete phase of three years, have now been analysed. This trial was conducted on the fertile pumice soils of the Lowlands Agricultural Experiment Station, Keravat. No differences could be found in the nitrogen or mineral content of the soils of the different rotations nor was any loss of fertility measurable in these soils. However, there was a marked increase in pests and diseases which suggests that under some conditions at least one valuable function of the bush fallow method of gardening may be to minimize loss from such causes. Under conditions of lower fertility the loss of initial fertility would probably make cropping uneconomic before the pests and diseases increased to the same extent. These first results from the rotation trial suggest that some modifications will be necessary in the next phase.

There are four agricultural experiment stations which carry out research in plant industry; they are also centres for agricultural extension in all phases of crop husbandry, and foster, by demonstrations and advice, the rational development of agriculture. The stations are the Lowlands Agricultural Experiment Station at Keravat, near Rabaul, the Agricultural Experiment Station at Bubia, near Lae, the Administration Tea Plantation at Garaina, in the Morobe District, and the Highlands Agricultural Experiment Station at Aiyura in the Eastern Highlands District. The functions of these stations were fully described in Chapter 3 (b) of Section 4 of Part VI of the Annual Report for 1955-56. Information on the work carried out at the stations during the year under review is given in the following sections.

Plant Pathology and Microbiology.

The survey of plant diseases was continued. This research is directed particularly to diseases occurring on plantation crops such as coconuts, cacao, coffee and rubber; on the indigenous food crops of sweet potato, taro, cassava, banana, sago, maize, sugar cane and vegetables; on the shade and cover crops *Leucaena glauca* and *Crotalaria anagyroides*; and on weeds, introduced and native grasses (especially pasture grasses), ornamentals and indigenous plants. Several new records were made, including a few new species. Confirmation of some of the more unusual records was given by the Commonwealth Mycological Institute at Kew, England.

One of the most important records was the occurrence in coastal areas of South American maize rust (*Puccinia polysora*), the eastern boundary of which was hitherto the Philippines. Common maize rust was found mainly in the interior.

Problems investigated in the field included the following:—

Garaina.—A severe infection of Brown Blight of tea caused by *Colletotrichum camelliae* on young regrowth of tea which had been originally stumped back to 6 inches and which was showing a nitrogen (and possibly sulphur) deficiency. The disease was controlled by copper sprays and by building up the vigour of the plants by the application of ammonium sulphate.

Goroka and Aiyura.—As well as other diseases, Gall Rust (*Uromycladium tepperianum*) of an indigenous *Albizzia* sp. was studied. This tree has been used for permanent shade in many coffee plantations. In some areas infection was severe with distortion of branches and suppression of shoots and leaves. So far *Albizzia stipulata* has remained undiseased.

Madang.—Brown Sheath Rot of rice, caused by *Ophiobolus oryzinus,* was detected in village rice fields in the Madang area but the damage was only slight. Packing materials of goods from the Orient were examined and rice straw, even with grains attached, was detected in quantity. This item is totally prohibited and action was taken to prevent a recurrence.

Lower Markham Valley.—Dieback of cacao was examined in several areas between Lae and Bubia. Fungal

mycelium was found in the water-conducting vessels in green wood in advance of the dieback, the infected wood having a light brown streaked appearance. The fungus isolated from this area did not spore in culture, but was culturally similar to isolates derived from single ascospore isolates of *Botryodiplodia theobromae,* which occurs abundantly on dead cacao wood and on other substrates in New Guinea. It was not possible, however, to re-infect healthy young seedlings and it appears that the fungus is not a primary pathogen and can proceed only if the cacao trees are either growing in areas which are marginal for nutrition, climate or drainage, or if they have been subjected to heavy insect attack, thereby providing dead and dying cells for the colonization of the fungus.

A study was made of nematodes parasitizing crops in the Territory. The nematodes have been identified as *Meloidogyne incognita, M. incognita* var. *acrita* and *M. javanica,* and occur on some plants of the following families: Leguminosai, Solanaceae, Malvaceae, Cucurbitaceae, Caricaceae and also unidentified species of *Meloidogyne* on species of the families Chenopodiaceae and Compositae.

In experiments carried out at Keravat it was found that the nematodes (*M. javanica*) parasitizing *Leucaena glauca* did not infect cacao.

A pathologist began research work on virus diseases at Keravat early in the year. The work will cover the identification of virus diseases already noted in indigenous food and cash crops and other plants. To date the common bean mosaic virus and tobacco mosaic virus, previously identified on symptoms only, have been confirmed by inoculations to indicator plants. Work has already started on the identification of the virus causing mosaic of *Grotalaria anagyroides* and of the viruses in other leguminous shade crops, cover crops and pastures species; other important crops such as sweet potato, taro and passionfruit are also being checked for virus diseases.

Inoculum of *Rhizobium* species has been prepared and supplied for *Leucaena glauca,* lucerne (*Medicago sativa*), red clover (*Trifolium pratense*), peanut (*Arachis hypogaea*) and *Centrosema pubescens.* The amount of inoculum of *Leucaena glauca* supplied to all parts of the Territory has been increasing and hundreds of bottles were distributed to growers, both European and indigenous, during the year.

Agricultural Chemistry.

The biochemist, who is stationed at the Lowlands Agricultural Experiment Station, Keravat, is undertaking analyses of plants and other material in connexion with general research programmes. The main chemistry laboratories at Port Moresby also carry out a considerable volume of work supporting investigations in New Guinea. All analyses in connexion with soil surveys are made in Port Moresby.

In September, 1957, several hundred plant and soil samples were collected in New Ireland. Chemical analysis showed conclusively that a lack of potassium is the main deficiency causing the decline of coconuts in the coral-derived soils of New Ireland. A correlation coefficient of 0.955 was found between the potassium level in the nut waters of 257 samples from 23 sites and the field estimate of the productivity of palms at these sites. The productivity of each site was rated according to the average number of nuts carried and covered the five groups of nut numbers 0—5, 5—20, 20—40, 40—60, and 60+ nuts per palm. The potassium contents of fronds and husks were likewise closely related to palm productivity. The general pattern of distribution of healthy and declining palms can be explained in terms of the potash status of the palms. The results of this chemical survey suggest that a limited increase in yield following potash applications in agronomic trials could be due to the inadequacy of the rate or frequency of placement of the fertilizer applications. This is being followed up with further agronomic trials.

The analysis of cacao leaf samples from fourteen plantations in New Ireland gave preliminary evidence that a potash deficiency may become a major problem in this crop also. Potash trials on cacao are planned.

A fairly detailed investigation of the soils of the Warangoi Valley, the Lowlands Agricultural Experiment Station, Keravat, and a number of plantations in the Gazelle Peninsula carried out in 1955-57 showed that the nutrient status of the soils derived from volcanic ash and pumice is very high and indicated that the most likely deficiency would be nitrogen. It was also found that the usual methods for estimating available phosphorus did not give satisfactory results in these soils. Accordingly various investigations were begun in 1957-58 to determine the nitrogen status of crops in this area. At Keravat it was found that soil nitrogen in the soil exhaustion trial had not decreased after six consecutive sweet potato crops, nor had it increased after being eighteen months under *Mimosa.* It was also shown that the nitrogen requirement of sweet potato is small even when the yield is heavy, and it is possible that this requirement is met to some extent by non-symbiotically fixed and rainfall nitrogen. At Keravat it was found impossible to demonstrate any effect of leguminous covers on soil nitrogen content and in a cacao plot where the *Leucaena* shade was removed five years ago the soil nitrogen content in the 0—4-inch layer was not measurably different from that in a plot with normal leguminous shade.

The failure of teak seedling nurseries was investigated and found to be caused by nitrogen deficiency. A Urea spray or soil application of sulphate of ammonia rapidly corrected the condition.

Samples of palm fronds, coconuts and cacao leaves were collected from a trial being laid down by the agronomists on coconuts interplanted with cacao. Preliminary analysis of eighteen cacao and 24 coconut leaf samples showed a sub-optimal level of nitrogen in every case. A response to nitrogen treatment can be expected provided the level, frequency and placement of the applications are not limiting. No marked visual symptoms could be seen on the coconut fronds, but leaves of the cacao exhibited a general yellowing and reduction in size.

Analysis of nut water has been developed as a useful diagnostic technique for determining the uptake of various nutrients by the coconut palm and limits have been set to the reliability of the technique.

Further work by the Chemistry Section has been concerned with the fat content of cocoa beans, leaf analyses of coffee in connexion with fertilizer trials and analysis of the pyrethrin content of pyrethrum flowers. Attempts are being made to develop pyrethrum as an alternative crop for the highlands, and selections of good agronomic type are being analysed for pyrethrin content before release.

Economic Entomology.

The work of the Entomology Section is concentrated at the Lowlands Agricultural Experiment Station, Keravat, where the senior entomologist is stationed. Work at the Bubia Agricultural Experiment Station and the Highlands Agricultural Station, Aiyura, supplements the Keravat investigations.

In addition, an entomologist in Port Moresby is carrying out taxonomic work and a systematic survey of economic insects in the Territory of New Guinea and the Territory of Papua, district by district.

Research on control of the giant snail, *Achatina fulica,* has continued. Four batches each of approximately 200 individuals of the predator snail, *Gonaxis,* were liberated on four sites of the Gazelle Peninsula during August, 1957. Three of these sites have been examined closely since that time, and each has shown the presence of *Gonaxis.* In one instance a half-grown predator snail was found approximately 800 yards from the point of liberation. In February, 1958, four batches each of 200 individuals of another predator snail *Euglandina rosea* were also liberated. To date no recovery has been made from this release.

During the year marked success was achieved in the development of baits for controlling the giant snail. The baits developed are effective for at least three months and have been widely used by planters. It is possible to give complete protection to cacao at a cost of £2 per acre for three months. By that time the snail population in the area is reduced to negligible proportions and the cacao is past the danger period before snails can effectively recolonize the area.

There has been no marked advance in the control of the Rhinoceros beetle, *Oryctes rhinoceros,* and other Dynastids which attack coconuts. The ecto-parasitic wasp, *Scolia ruficornis,* is well established in the Gazelle Peninsula, but there is no evidence that the parasites *Pyrophorus* and *Leionota* have survived. *Pachylister sinensis,* a Histerid beetle, has also been released, but there is no proof of its establishment. Experiments with the Reduviid bug, *Platymerus radamanthus,* have been abandoned because of difficulty in breeding the insect under laboratory conditions.

Recent taxonomic studies have shown that the coconut grasshoppers referred to in previous reports as *Sexava* actually belong to four different species of the family *Mecapodinae.* These are *Eumossaula gracilis* (New Britain, New Ireland and Morobe Districts), *Segestidea insulana* (Admiralties), *Segestidea hanoverana* (New Hanover, Tabar) and *Pseudoniczara szentia* (Kerema district). A moderate outbreak of *Segestidea insulana* was observed on Pak Island near Manus during the year. Cage experiments with the Strepsipteron parasite of these grass hoppers have been continued during the year.

Work continues on the control of the cacao borers belonging to the genus *Pantorhytes.* A further indigenous host tree has been found. The present recommendations for control involve the destruction of the two natural host species in the vicinity of cacao plantations and control spraying programmes where the pest is already established.

Further trials with the Cryptorrhyncid weevil, the ring borer of coffee in the highlands, have shown that it can be controlled by spraying with the insecticide dieldrin.

It was reported in 1956-57 that a serious outbreak of mealy-bugs on coffee at Wau had been brought under control by the introduction of the predatory ladybird beetle *Cryptolaemus affinis.* This example of biological control has been particularly successful and no further trouble with mealy-bug at Wau has occurred.

Soil Survey.

The Commonwealth Scientific and Industrial Research Organization is making regional resources surveys of the Territory. Towards the end of 1957 the team carried out an extensive survey of the New Guinea Highlands.

During the year the Soil Survey Section of the Department of Agriculture completed the survey of the Hawain area, Sepik District, which was reported on briefly in last year's report. The survey provides a basis for subdivision into areas for economic utilization by the indigenous people. The whole of the area surveyed is to be used for re-settlement from the heavily populated and greatly dissected hill country adjoining the coastal plain north of Wewak. At the conclusion of the Hawain survey the team carried out a reconnaissance survey of the main Sepik plains.

Subsequently the Soil Survey Section moved to the highlands to carry out a thorough base survey following the regional and resources survey completed by the Commonwealth Scientific and Industrial Research Organization. This base survey will be made right through the region and will involve the study of soils, drainage patterns, and other aspects of land usage of the whole area. It will permit the rational planning of the development of the areas not at present in use and will establish the practicability or otherwise of draining the large swamp areas of the Wahgi Valley.

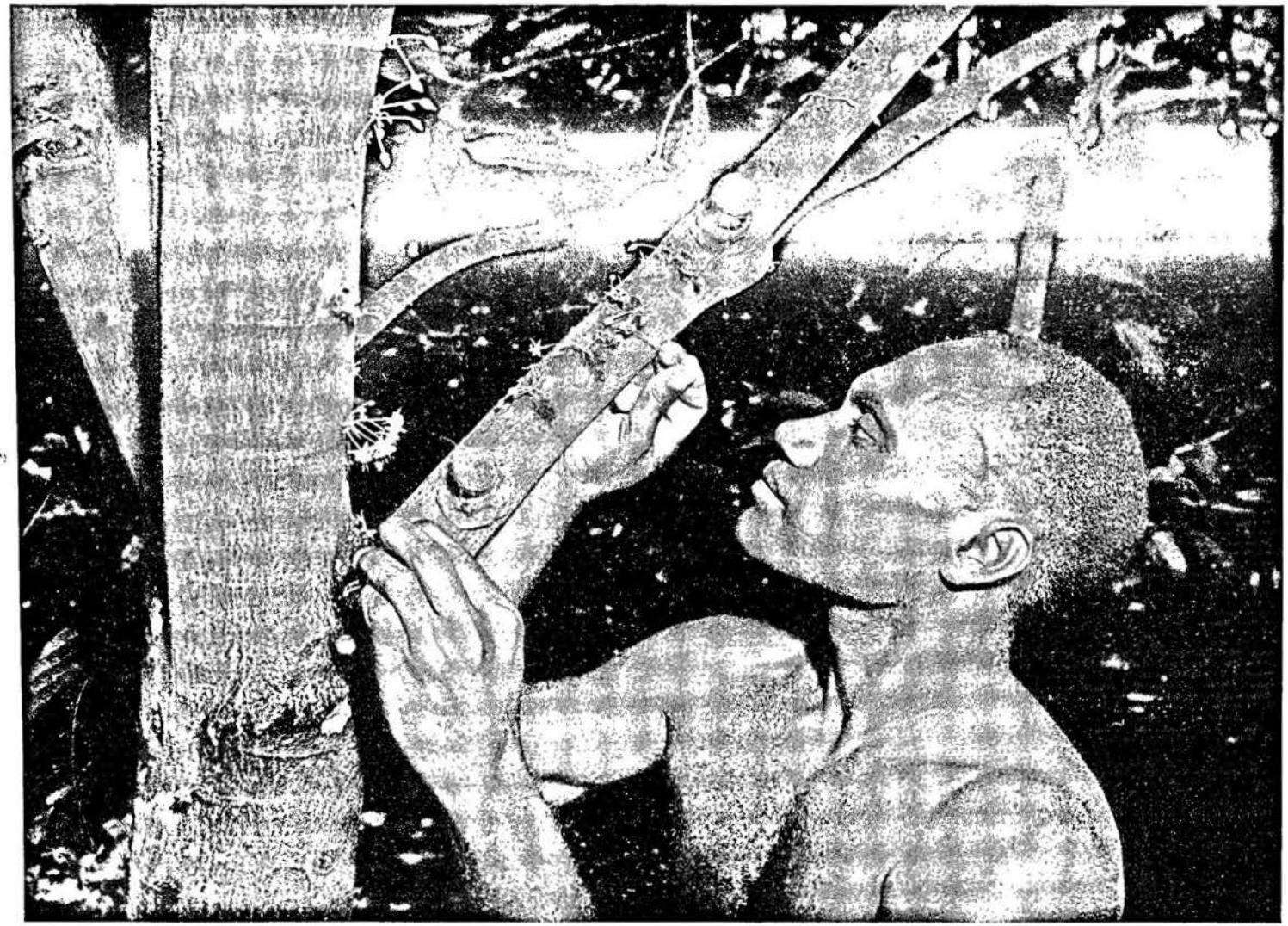
In addition to the base survey of the highlands the Section carried out a number of inspections of individual blocks.

Agronomy.

Coconuts.—When the coconut agronomist first began full-time work on coconuts five years ago, the problem of improvement in yield was considered from the dual viewpoint of improving the productivity of present stands and

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An agricultural assistant pollinating a cacao flower.



A coffee tree in bloom.

providing superior planting material which would lead to an increase in production from new plantings. Any marked increase in production per acre in the near future must come from existing plantations rather than from newly planted areas, and efforts have initially been directed towards improving the productivity of existing stands.

Plans for a co-ordinated investigation of coconut problems involving the co-operation of agronomists, entomologists, pathologists and agricultural chemists are being carried out. The main investigations under way are—

(a) *Field Trials.*—Yield recording has been continued on the New Ireland fertilizer trials, and further dressings of fertilizer were applied following the original plans. In the experiment on yellow-brown soil the response to potassium was maintained at about the same level as that recorded in December, 1957, but by June, 1958, it had fallen to about half the previous level. This decline in response within twelve months of its appearance probably indicates that the fertilizer is rapidly leached from soils of this type and has little residual effect. The results so far are not encouraging. Despite the fact that it is now possible to obtain potassium fertilizer in Kavieng at reasonably cheap rates results from its use are not likely to be economic. This trial, which was exploratory in nature, has indicated that potassium is the only element to which a response can be expected. Two more trials are now beginning on different plantations using different rates and methods of fertilizer application in the hope that a greater response may be obtained by a different method. Both these trials are on fairly old palms which are in a more advanced state of decline. In addition, in connexion with the interplanting trial described below, a test is to be made of the benefit of potassium fertilizer on young seedlings replanted in an old plantation.

The second fertilizer trial in New Ireland, located on healthier looking palms on red-brown soil, has given no response up to two years after fertilizer application. It would seem, therefore, that these better class soils are fairly adequately supplied with plant nutrients and that the appearance of palms on coral-derived soils is a fair guide to whether potassium deficiency is marked.

In January, 1958, a new fertilizer experiment was laid down on coconuts interplanted with cacao on a plantation in the Gazelle Peninsula. An earlier experiment on sole cacao at Keravat has shown that some benefit can be obtained from the use of sulphate of ammonia and it is to be expected that any nitrogen deficiency would be accentuated under interplanting conditions where there is no legume shade tree. Quite marked yellowing of the foliage is often found on older cacao growing under coconuts and this further supports the possibility of nitrogen deficiency. Chemical analysis of the pumice soils of the area shows the phosphorous level to be rather low, hence the new trial includes both nitrogen and phosphorus fertilizers. The trial has been sited on one of the oldest blocks of interplanted cacao in the area.

Extensive laboratory work has been carried out by the chemists in conjunction with all these field trials. Analyses have been made of soils and plant materials from all the experimental sites and from the whole New Ireland area as well as from many other parts of the Territory. Considerable progress has been made in developing suitable techniques for the accurate assessment of the nutrient status of coconut soils. Much of this work is to be published in the near future.

After a further twelve months of yield recording on the New Ireland cultivation trial, with no response shown, it was decided to abandon this trial in its present form and convert it to a fertilizer trial. As indicated in the report for 1956-57 the principal conclusion is that cultivation with standard equipment in New Ireland, and on coral-derived soils generally, is ineffective largely because of the rocky nature of the soils.

The interplanting trial with coconuts and cacao at Keravat is being maintained although insect damage to the coconuts has been very severe. It will not be possible to obtain accurate figures for establishment costs from this trial, but it may be possible ultimately to nurse to maturity sufficient coconut palms to determine the comparative economic returns from interplanted coconuts and cacao as against sole coconuts and sole cacao. It is of considerable interest to learn to what extent interplanting affects the yields of each crop.

(b) *Breeding and Selection.*—A progeny trial at Baibara in Papua is proceeding slowly. Half the necessary seedlings were transplanted from the nursery in April, 1958; severe drought conditions since then, however, have set them back greatly and about ten per cent. had to be replaced. The dry weather has also prevented transplanting of further seedlings.

Cross breeding of Malay Dwarf palms with pollen from Markham type palms was continued during July and August, 1957. Four nuts were obtained in February, 1958, from pollinations made twelve months earlier, but only one of these germinated satisfactorily. Eleven nuts were obtained from the later pollinations and have been placed in the nursery to germinate.

Cacao.—The main lines of investigation are—

(a) *Breeding and Selection.*—The cacao selection and breeding programme was reported fully in the Annual Report for 1956-57. This work is proceeding primarily with the objective of developing clones and clonal seed for commercial use. The long term agronomic trials associated with the breeding programme to determine the best cultural conditions for clones and clonal seed were also fully described in the 1956-57 report.

Results are now available from a comprehensive fertilizer trial, including all major and minor elements, laid down on five and a half years old cacao in 1954. The results have been assessed on the number of pods harvested from the plots during each period ending 30th June. The fertilizer application was made in September, 1954, and no significant response was evident up to June, 1955, but there was a 12 per cent. increase in yield with the application of sulphate of ammonia in the year ended June, 1956. This response was not maintained in the

following year. A further application of fertilizer was made in July, 1957. Yields for the twelve months ended June, 1958, have not yet been statistically analysed, but there appears to be a slight response again to sulphate of ammonia. Should it be possible to demonstrate a fairly consistent response to nitrogenous fertilizing on sole cacao with leguminous shade, there is little reason to doubt that interplanted cacao, where there are no nitrogen fixing leguminous trees, would show a greater response.

Results are now available from the cacao shade and spacing trial which began five years ago. Two spacings were used, namely 12 feet and 15 feet, both on the triangle, and two shade treatments—normal shade and complete removal of shade after the canopy closes. The early responses have been reversed, and the trial will have to run for a few more years before the long term trends are fully established.

(b) *Processing.*—Intensive work on cocoa processing continues at Keravat. A variation of the standard fermentation technique has been developed, but some aspects are still under investigation. There is little doubt that the wide adoption of the new technique when perfected would lead to the production of better and more uniform cocoa.

Coffee.—The work on arabica coffee is centred at the Highlands Agricultural Experiment Station, Aiyura. The trials were briefly outlined in the 1956-57 report. As they are essentially long term trials there are no results to report yet.

The processing of coffee is under close investigation at Aiyura. The Department of Agriculture has demonstrated the use of caustic soda as an alternative to fermentation for demucilaging pulped coffee. Although the use of soda is unlikely to be generally applicable, it may be of assistance to planters at a time when the peak crop is too great for the capacity of their fermentation tanks. According to the results obtained by the Department the removal of mucilage by caustic soda has no adverse affect on quality provided the parchment is thoroughly washed after demucilaging.

The Highlands Agricultural Experiment Station has received a new model aquapulpa which removes the mucilage by a process of attrition, eliminating the need for fermentation. This machine is to be tested to find out whether its use is economical and whether it has any adverse effect on quality.

A programme of robusta coffee improvement has been undertaken at Keravat. Fifty coffee mother trees were selected as parents on the basis of their appearance and cropping. These mother trees comprise twelve selections from a post-war introduction from Indonesia and 38 selections from the pre-war robusta material growing at Keravat. Some mother trees have been propagated vegetatively and planted in a cutting nursery. All selections are now being propagated for inclusion in a clonal testing block. Open pollinated seed from all selections has been planted in a nursery with a view to establishing a progeny testing trial. A simple technique for the vegetative propagation of robusta coffee has been worked out. The percentage of strike is high with very small post-potting losses.

Rice.—A preliminary report on the trials being conducted on the Sepik Plains was given in the 1956-57 report. Following the earlier trials, large scale trials were laid down in 1958 with a dressing of phosphorus given in various forms to initial crops of rice or peanuts. It is planned to follow these crops by other food or cash crops and then pastures in planned rotations, if possible without the use of additional fertilizer, until one phase of the rotation is complete. It does not seem that phosphatic fertilization can be applied economically every year in this remote area, but it is hoped that the initial dressing will carry the crops through for several years, especially where slowly available forms of phosphorus such as rock phosphate are used. In view of the relatively low trace element and potash status of these soils the application of other fertilizers in addition to phosphates may become necessary when the rotations have run one or more phases, but the crops chosen are those which have been shown to be relatively insensitive to the deficiencies even in the initial trials. Maize, which has been used as an indicator crop in early trials, is quite unsuitable for commercial cropping because of its well known sensitivity to nutrient deficiencies.

At the Agricultural Experiment Station at Epo in Papua, where the bulk of the previous experimental work on rice has been carried out, the work was disrupted by a staff shortage three years ago. The experiments were reorganized on a full scale in the 1958 season. Improved staffing now makes it possible for the rice agronomist stationed at Epo to supervise rice variety and other trials throughout the Territory and in the coming year the experimental work on rice will be expanded to cover all the rice-growing districts of the Territory.

Manila Hemp.—Planting material of good inherent agronomic characteristics and satisfactory fibre strength and yield potential is now available in limited quantities and a little was distributed during the year. The growth in the clone testing block is good, but in common with the trials concerned with shade, spacing and other cultural practices will not yield positive results for some years.

Further breeding work is in progress using seed of different Manila varieties as it becomes available and also other species which are closely related to *Musa textilis.*

Sisal.—Following preliminary trials of sisal fibre in recent years further spinning trials were carried out in 1958 with most satisfactory results. As a result of the early trials it was concluded that the sisal fibre was in herently acceptable both for cordage and fibrous plaster manufacture, although manufacturers indicated certain faults which could be eliminated by better processing. Accordingly various modifications in technique were made before the major harvest of the year was carried out at the Bubia Agricultural Experiment Station in the Morobe District. The decorticating mill was completely overhauled. The decorticators were partly rebuilt to permit greater precision in the setting for fibre clearance. A better

water supply was also installed and a wash and squeeze roll unit constructed to improve the washing and drying of the fibre. The fibre so produced, which was comparable with that which might be turned out by a large scale processing plant, was reported upon by the spinners as being well up to the world standards set for top grade fibre.

Before 1958 the Department of Agriculture, Stock and Fisheries was growing sisal only at Bubia which is much wetter than the usual environment where sisal is grown commercially. An important development during the year was the establishment of a field spacing trial in the Markham Valley, Morobe District. The area selected, in marked contrast to Bubia, is one of the driest spots in the valley and also has some of the poorest soils. The area was selected on the basis that, should sisal succeed there, it could be predicted with confidence that it would also succeed on any of the major soil types and under any of the environmental conditions occurring in the Markham Valley with the exception of those areas subject to flooding or swampy conditions. No maintenance whatsoever has been carried out since planting and the total cost of establishing sisal in this way is very low. Growth rate of the plants up to the end of the year was almost equal to that recorded at Bubia in spite of the rigorous conditions, the poor soil type, and the lack of maintenance.

Tea.—Planting at Garaina has been completed and there is little further progress to report until the estate comes into commercial production.

Food Crops.—The main work being undertaken on food crop agronomy is the series of rotation trials mentioned in last year's report and reported on earlier in this chapter. The trials involve the testing of seven different crop rotations in an attempt to find a system of land use which can be applied to a given area without loss of fertility and with a reasonable return of food for the labour involved. In addition, collections of varieties of all the important subsistence food crops are maintained and tested for their relative value.

Pyrethrum.—Approximately thirty pyrethrum clones with satisfactory agronomic characteristics have now been selected. Analysis of the pyrethrin content of each strain is proceeding and those strains which have satisfactory pyrethrin content will be released for commercial production.

Miscellaneous Crops.—Introduction and investigation work has continued with kapok, spices, varieties of citrus, cinchona, temperate climate vegetables, and pasture and fodder plants.

Plant Introduction and Quarantine.

The Plant Introduction and Quarantine Station at Laloki in Papua serves both Papua and New Guinea since all introductions for both Territories are quarantined at Laloki. During the year 174 introductions were made. Some of the most interesting of these were as follows:—

(a) a series of lines of thin-shelled strains of the Queensland Nut which have been developed in Hawaii;

(b) additional introductions of *Pyrethrum cinerariifolium* through the Ministry of Agriculture, England;

(c) a large group of miscellaneous ornamental and other species for the arboretum being established at Keravat;

(d) additional exotic fruit trees for establishment at various centres. The Department of Agriculture is attempting to establish all the best types of tropical fruits grown elsewhere in the world;

(e) three new dwarf varieties of castor bean of American origin obtained through the South Pacific Commission;

(f) a series of drought resistant ornamentals from Woomera, Australia; and

(g) two new species of *Albizzia,* namely *A. Sumatrana* and *A. maraguensis.* Various *Albizzia* species, especially *A. stipulata,* have been the most useful shade trees for coffee yet tried. The two new species introduced are used in East Africa.

During the year further progress was made with legislation bearing on plant introduction and quarantine. The schedule of prohibited and restricted imports made under the *Quarantine Ordinance* 1953, was gazetted in November, 1957.

Agricultural Extension.

This work is carried on by the Division of Agricultural Extension, which has the following functions:—

(a) agricultural patrolling and village contact work to encourage indigenous landholders to adopt improved methods of production, and to distribute planting material;

(b) agricultural training;

(c) maintenance of agricultural stations for:—

(i) training of lower level intermediaries;

(ii) demontrations of crop planting and processing techniques;

(iii) local experimentation and adaptability trials; and

(iv) seed production and preservation of purity in local crop types;

(d) promotion of improved types of rural organization;

(e) assistance with the marketing of agricultural produce and with the supervision of processing methods;

(f) operation of mechanization services in districts and area workshops in outlying areas;

(g) production inspection services;

(h) operation of government plantations; and

(i) operation of central processing facilities.

The Division's most important activities can be summed up by saying it has the task of extending to producers the results of investigations carried out by the technical divisions of the Department; assessing the problems of producers and referring these to the technical divisions; promoting improved forms of rural organization for such purposes as the processing and marketing of crops; disseminating information concerning new techniques of crop production; and assisting in the planning of efficient resettlement schemes.

Participation by the indigenous population in the programmes carried out by the Division of Agricultural Extension is fostered to the greatest possible extent, and takes place in the following ways:—

(a) By using indigenous staff as assistants to agricultural extension officers and gradually introducing more highly trained indigenous extension workers. During the year the number of extension officers increased from 30 to 40 including for the first time two trained Auxiliary Division officers. The number of trained indigenous assistants rose from 53 to 59.

(b) By the use of local agricultural committees. The aim of the Extension Service is to develop these committees so that there is a regular channel for consultation with the indigenous population in relation to both the dissemination of information and the planning of programmes for expansion of crop production. Such matters as the selection of students for agricultural training programmes are also dealt with as far as possible through these committees. In more advanced areas additional avenues of consultation are provided through such producer organizations as co-operatives, rural progress societies and local government councils, which are used to the fullest possible extent. To consolidate channels of information and consultation the agricultural bureau type of organization is now being considered for several of the more advanced districts.

(c) Through training programmes which are described below.

Agricultural Patrolling and Village Contacts.—As the demand for technical services becomes more intensive, the present trend is for patrols to concentrate their activities in particular sectors in each area and obtain a thorough technical coverage in such sectors rather than to make a general contact. The following table indicates the extent of patrolling carried out:—

AGRICULTURAL PATROLS—YEAR ENDED 30TH JUNE, 1958.

—	Number of Patrols.	Number of Days of Patrolling.
Extension Officers	122	2,610
Indigenous Assistants ..	225	16,735

The total number of people contacted by these patrols was 415,200 as follows:—

Eastern Highlands District	143,000
Western Highlands District	13,000
Sepik District	72,000
Madang District	47,000
Morobe District	69,000
New Britain District	16,000
New Ireland District	20,000
Bougainville District	24,700
Manus District	10,500

With the expansion of road development and aircraft communications it is possible to keep large numbers of village people in day-to-day contact with agricultural extension centres and stations. This type of contact was maintained with the following groups of people during the year:—

Western Highlands District	20,000
Sepik District	45,000
Madang District	19,000
Morobe District	29,000
New Britain District	30,000
Bougainville District	15,000

Training Programmes.—Training programmes which have been initiated by the Division of Extension and reported in previous annual reports were formalized during the year as a result of plans adopted for the future expansion of such agricultural training. The main points in the approved training plans are:—

(a) The development of an agricultural college in the Keravat area of New Britain to undertake the training of students who have reached the intermediate school standard. The course will be a three year one at full diploma level and will enable indigenous and non-indigenous students to gain qualifications in tropical agriculture for entry into the Territory Public Service as agricultural officers and teachers or qualify them for key positions in private agricultural enterprise in the Territory. The establishment will be for 90 students. In the interim a sub-diploma course will be conducted at Mageri, Papua.

(b) Active liaison between the Department of Education and the Department of Agriculture, Stock and Fisheries in regard to the development of agricultural teaching in schools at all levels in the Territory.

(c) An increase in farmer training, under the Department's lower level training programme, for up to 1,000 trainees per annum for both Papua and New Guinea. The present intake is approximately 350 trainees per annum. The number of trainees under this programme to be accommodated in the Trust Territory is planned at 670 and the training, which is of nine to twelve months' duration, is to be given at district agricultural stations.

(d) The establishment of Popondetta, in Papua, of a sub-diploma training centre which will provide courses for students from both Territories who have not reached the intermediate school level of education, but who wish to obtain some specialized agricultural training.

During the year under review, higher level training was continued at the Mageri Training Centre in Papua, with a further one year's course for twenty students, of whom nine were drawn from various districts in the Trust Territory.

Agricultural Extension Stations and Centres.—Crop production and processing demonstrations, local experimentation, seed production and farmer training were continued on the district agricultural stations located at Bainyik in the Sepik District, Madang in the Madang District, Sohano in the Bougainville District, Lorengau in the Manus District, Mt. Hagen in the Western Highlands District, and Goroka in the Eastern Highlands District.

Progress has been made in the development of a new district agricultural station for the New Ireland District located on the outskirts of Kavieng. Agricultural extension work including patrolling, rural organization, marketing assistance, training and other minor services was concontinued from the centres established at Taliligap in the New Britain District; Wewak in Sepik District; Lae, Wau and Finschhafen in the Morobe District; Kundiawa and Kainantu in the Eastern Highlands District; Bogia and Saidor in the Madang District; Kavieng in the New Ireland District; and Konga in the Buin Sub-district of Bougainville. New centres were established at Aitape, Angoram and Yangoru in the Sepik District; Talasea in the New Britain District; Minj in the Western Highlands District; Kieta in the Bougainville District; and Kaiapit in the Morobe District.

Promotion of Improved Types of Rural Organization.—Extension officers actively promote the development of organizations among the rural population to spread information concerning improved agricultural techniques, new crops, and better management practices, and to provide facilities for the processing and marketing of agricultural produce; such facilities are aimed at stimulating local consumption of new foods and increasing cash returns to producers.

(a) *Rural Progress Societies.*—Improvement was shown in the position of the societies in the Sepik District where there was a slight contraction in rice production, but a marked expansion in peanut and copra production. Eleven societies are now operating in the District with a total membership of 14,500 and subscribed capital of £34,500. During 1957-58 the societies processed and marketed 254,000 lb. of rice, 287,000 lb. of peanuts, 231 tons of copra and 313 tons of truck crops. A new society was formed at Aitape to handle the produce of growers and provide for extension contacts in this area. In the Madang District the five societies previously organized continued their operations on a satisfactory level, the main product being rice, while a new society was organized with a view to expanding rice production in the Marwin area of the upper Gogol Valley. In the Morobe District a new society based on rice growing was formed in the Bangalam area of the Mumeng Sub-district. There is also a strong development of rural progress societies in the southern Bougainville area and the Siwai Rural Progress Society continued to expand, handling rice, peanuts, basketware and stockmeal to the value of approximately £6,500. A new society was formed to cover marketing requirements and extension aims in the adjoining Nagoivissi area, while all preparations were completed for the development of the Kieta Sub-district early in 1958-59.

(b) *Co-operative Societies.*—Officers of the Agricultural Extension Service keep closely in touch with co-operative societies marketing agricultural products, particularly copra, and detailed advisory services were provided to such societies in the Madang, New Ireland and Manus Districts.

(c) *Local Government Organizations.*—The Agricultural Extension Service gave advice to local government organizations on the marketing of cacao through the central fermentary project in the Gazelle Peninsula area of New Britain; land settlement schemes in the Madang and New Britain Districts; and the improvement of coconut culture in New Ireland.

Assistance with the Marketing of Agricultural Produce.—The Division of Agricultural Extension provides special assistance to indigenous growers in the marketing of cash crops. During 1957-58, assistance in the form of the direct purchase of crops for resale was given to peanut and coffee growers in the Eastern and Western Highlands Districts; copra, rice and peanut growers in the Sepik District; peanut and rice growers in the Bougainville District; coffee growers in the Madang District and the New Ireland District; and coffee growers in the Morobe District. This form of assistance is extended in order to encourage cash cropping in areas where normal marketing facilities have not developed.

Operation of Mechanization Services.—Mechanical equipment inspectors stationed in the Morobe and Sepik Districts advise agricultural producers throughout the Territory. Provision has been made for the expansion of these services by stationing additional officers in New Britain and the Eastern Highlands.

Produce Inspection Service.—All copra for export is inspected at Lae, Madang, Lorengau, Kavieng, Rabaul and Kabakaul, and inspections are also made in the Bougainville District as necessary.

Government Plantations.—There are no government plantations operated by the Administration in the Trust Territory, but the Administration coconut plantation at Orangerie Bay in Papua serves the research and training needs of both Territories. Research is being carried out there into the mechanization of plantation operations and crop processing, staff and indigenous growers from New Guinea are being trained, and seed coconuts from this plantation are being distributed to all districts except Eastern and Western Highlands.

Central Processing Facilities.—The operation of the processing facilities mentioned in previous annual reports was continued, and included coffee hulling centres at Mount Hagen and Goroka in the Western and Eastern Highlands Districts and at Erap in the Morobe District, and rice milling centres at Bainyik in the Sepik District and Lae in the Morobe District.

Indigenous Participation in Agricultural Administration.—Consultation is maintained through such organizations as co-operative and rural progress societies and native local government councils, and with political representatives. The increasing employment of indigenes as research and extension assistants in the Department of Agriculture, Stock and Fisheries provides the basis for a greater degree of indigenous participation in the administration of the agricultural programmes, while one of the main aims of the higher level training referred to above is to produce qualified indigenes who can be recruited to higher positions in the Department of Agriculture, Stock and Fisheries.

Major Changes in Acreage and Production.

Owing to the loss by fire of the records on which previous statistics for acreage and production were based, it is not possible in all cases to provide information comparable in accuracy to that published under this heading in previous reports. The following notes on production figures, however, are provided:—

Copra.—Copra exports declined from 65,798 tons in 1956-57 to 58,598 tons in 1957-58.

Cocoa.—Exports of cocoa beans rose from 2,088 tons in 1956-57 to 2,544 tons in 1957-58, including 700 tons produced by indigenous growers.

Coffee.—Exports increased from 262 tons in 1956-57 to 379 tons in 1957-58.

Passionfruit.—Production rose from 290 tons in 1956-57 to 535 tons in 1957-58. The figure for 1955-56 was 380 tons.

Adequacy of Food Supplies for the Indigenous People.

Famines do not occur in any part of the Territory and the Department of Agriculture, Stock and Fisheries, assisted by the Department of Native Affairs, maintains an active programme designed to keep up the level and improve the quality of food production in indigenous agriculture. Special food production problems which have been encountered in the highlands area, and the corrective action being taken, have been described above in the section on "Cultivation Methods of the Indigenes".

Control of Production by Indigenes.

Indigenous farmers are not subject to any kind of compulsion or restriction in regard to crop production. The Administrator has power under the Native Administration Regulations to compel the planting and cultivation of crops in an area declared to be liable to famine or scarcity, but, in practice, recourse to compulsion is not necessary. In the case of industries where overall provisions or regulations aimed at the control of plant and animal diseases exist, indigenous inhabitants are required to observe the same measures as other producers, e.g., the registration of cacao trees, animal disease control measures, particularly in relation to pigs, and internal quarantine measures restricting the distribution of seed and planting material. There are no special measures of this latter type directed against indigenous producers.

While no special measures of compulsion exist, indigenous farmers are influenced, as far as possible, not to engage in industries which are unsuited, for environmental or other reasons, to the areas which they occupy. The specific district agricultural development programmes for indigenous farmers, referred to above, are aimed at minimizing unsatisfactory developments of this nature.

General.

No special privileges are granted to any non-indigenous groups in any branch of the economy.

Normal banking and commercial credit facilities are available to all sections of the community, these are described in another section of the report.

(c) Water Resources.

The rainfall of the Territory is described under "Climate" in Part I of this report. In consequence of the generally heavy and well-distributed rainfall there have been no major water conservation or irrigation projects. Irrigation is practised on a small scale, however, in a number of farming and agricultural ventures. To date rice has been grown only as an upland or dry crop or under conditions of natural flooding and drainage. A hydro-electric plant installed at Goroka supplies power for a small passionfruit pulping factory and also for small-scale coffee processing besides providing domestic and commercial power and lighting. Power-lines have not yet been extended to the surrounding agricultural area but such extension is a possible future development. Hydro-electric power is used in the milling of timber and manufacture of plywood at Bulolo and Wau, and on a small scale by a number of missions and landholders.

CHAPTER 4.

Livestock.

Principal Types.

The principal types of livestock in New Guinea are cattle owned almost entirely by Europeans, and pigs owned by indigenous inhabitants. The cattle are chiefly of the British breeds, although numbers of Zebu cross breed animals are present. Cattle are generally run on intensive lines with considerable sub-division as opposed to the range grazing system.

Administrative Organization.

Administration of animal industries is the responsibility of the Division of Animal Industry of the Department of Agriculture, Stock and Fisheries. This Division maintains quarantine programmes and internal and external supervision over stock movements. It provides a clinical and

advistory veterinary service to private stock owners and plans and conducts programmes of disease and pest eradication and disease control. The Division also provides an animal husbandry advisory service and has established stations for breeding livestock for distribution, demonstrating proved methods of station management and animal husbandry, and for experimental work in pasture improvement, animal production and the comparison of performance of animals under various conditions. Supporting facilities are laboratories with modern equipment to handle all aspects of parasitology, bacteriology and pathology. These laboratories are at Port Moresby, but serve both the Trust Territory and Papua.

The Hallstrom Livestock and Fauna Station at Nondugl is under the technical direction of the Division.

Pigs.

In most areas the pig population is quite large, reaching a maximum in the Highlands Districts.

The pig is not native to the Territory but probably accompanied population movements from Asia and the islands to the north. Two types of husbandry are practised, namely open range grazing, in which breeding and management in general are but loosely controlled, and housing, in which the pigs share the same dwelling as their indigenous owners. Pigs in the latter category are cared for rather better. Some degree of improvement in breeding is achieved by the use of good sires. The pig is regarded primarily as an indication of wealth and is used mainly for ceremonial purposes. Pig meat, therefore, contributes very little to native nutrition. Considerable areas of land in the highlands are locked up in traditional pig grazing areas, some of which would be suitable for agricultural pursuits. Extension activity in connexion with pig husbandry could lead to an increase in the pig population while at the same time releasing agricultural land.

For this purpose a pig breeding project has been established at Goroka in the Eastern Highlands District with stud pigs imported from Australia. Selected members of the indigenous population are receiving training on this project, and at the conclusion of their training will be able to buy animals from the stud herd to take back to their villages where they can manage them in conformity with the practices learned during their period of training.

Cattle.

Importations of cattle into New Guinea began in the last decade of the nineteenth century and proceeded intermittently until the 1939-45 war. Cattle were imported for use as working animals on plantations and as a source of supply of fresh meat for plantation personnel; the grazing of animals in plantations was also an economic method of keeping down secondary growth. Cattle are still kept on plantations for these purposes, but with the gradual establishment of the pastoral industry on a commercial basis this subsidiary form of cattle raising has assumed lesser importance. In most areas, natural grasslands, through careful management, can be improved appreciably, and in selected areas a carrying capacity of two beasts per acre has been achieved for much of the year. Introduced pasture species are as yet of little significance in livestock management, though most graziers have planted small areas of some of the more important tropical species.

At the end of June, 1958, the cattle numbered approximately 10,250. Only a small number of cattle are yet owned by the indigenous population. The quality of the stock is quite good, but the quantity is inadequate, and locally killed beef supplies but a small fraction of the Territory's requirements. To overcome this problem the Administration is subsidizing the importation of cattle from Australia and encouraging natural increase.

The problem of shipping space for cattle importation has eased slightly, one ship now being available throughout the year and another for six months of the year. The total amount paid to private importers under the subsidy scheme for 1957-58 was £12,955. The total number of cattle imported under the scheme was 333 valued at £12,574. The Administration did not purchase or import any cattle into New Guinea during the year. However, four stud Australian Illawarra Shorthorn bulls and two Jersey bulls, of a total value of £3,000, were imported for stations in New Guinea; they are being held at the Department's quarantine station in Port Moresby before being transferred to stations in the Territory.

The dairying industry, though small, is soundly based, and continues to operate at a high standard of hygiene and management. Dairies are established around the major towns of the Territory where a ready market for dairy products is available and transport difficulties are not involved. However, this type of dairying development is limited by the amount of suitable land close to the towns. The further development of the dairying industry will depend on the availability of dairying land in the less settled areas and the solution of the problems of marketing and transportation of dairy products from these areas. Many indigenes are becoming more aware of the advantages of using animal protein, particularly milk protein in the field of infant welfare.

Quality and Quantity of Livestock.

The conditions of the subsidy scheme provide for assistance in the importation of animals that are of above average quality. Approximately 86,000 acres have been taken up as pastoral leases and a substantial increase in the cattle population should result from their development.

Research.

Research has continued into pasture problems. Species introduction plots were established on all animal industry stations and on some selected private properties. All animal industry stations have planted increased acreages of improved pasture, but the particular species varies with the locality. Fertilizer trials were also laid down on some stations in an effort to determine whether there were soil deficiencies. An animal husbandry officer has been posted to the Hallstrom Livestock and Fauna Trust Station at Nondugl and has begun experiments into pasture problems and weaner thrift.

The Veterinary Laboratory at Port Moresby provides diagnoses on specimens forwarded from areas in New Guinea.

Control of Pests and Diseases.

Cattle tick, tuberculosis and brucellosis are virtually the only serious livestock diseases with the possible exception of anthrax which affects the pig population of the Highland Districts.

Large areas have been completely cleansed of tick and eradication programmes are being extended. The use of mechanical spray races has proved most effective, but in more remote areas eradication programmes are still carried out with hand sprays. An outbreak of cattle tick occurred in the Morobe District during the year.

The control of the screw worm fly with newer insecticides has reduced the incidence of strike to negligible proportions.

During the year approximately 7,000 head of cattle were tested for tuberculosis or brucellosis and eradication programmes have almost been completed. Tuberculosis has been eradicated from all areas except in the Morobe and Madang Districts and it is expected that the whole Territory will shortly be free of bovine tuberculosis.

The incidence of brucellosis has shown a sharp decline in comparison with 1956-57 and the following year should bring about complete eradication. Incidence is less than 1 per cent. The following table indicates the reduction in the incidence of the disease:—

	Number tested.	Reactors.	Percentage.
1956-57	2,321	117	5.04
1957-58	4,178	94	2.25

The majority of the testing carried out was on infected herds in order to eliminate positive reactors quickly; incidence in the total number of cattle would be much lower.

Vaccination of pigs in the Highlands Districts has controlled the anthrax that is present there. Research has begun into the characteristics of the causal organism, which in some respects appears atypical, and on its virulence for other domestic animals. To prevent the spread of this disease there is a complete prohibition on the movement of pigs from the Highlands to other areas in the Territory.

Rigid control over livestock movements is exercised by the Division of Animal Industry.

Hallstrom Livestock and Fauna (Papua and New Guinea) Trust.

An experiment is being conducted at the Hallstrom Livestock Station at Nondugl in the Highlands to ascertain whether sheep can be established successfully in New Guinea.

The year has been reasonably satisfactory. The record rainfall in the area caused a setback in the health of the sheep and lambing percentages were very low. Birth weights of the lambs, however, were only slightly lower than in the previous year.

Pasture improvement is still based on the indigenous *Ischaemum digitatum*. The use of cattle ahead of the sheep in the rotational grazing system has improved the quality and quantity of the pasture available to the sheep.

Extension Activity.

Steady progress is being made in the training of the indigenous population in stock management throughout the Territory; reference has been made above to the training in pig breeding and management at Goroka.

CHAPTER 5.

FISHERIES.

Administration Organization.

The Department of Agriculture, Stock and Fisheries is responsible for the administration of fishing activities through the Division of Fisheries.

Legislation.

The fisheries law of the Territory is contained principally in the *Fisheries Ordinance* 1922-1938 and Regulations, and also two Acts of the Commonwealth of Australia. These are the *Pearl Fisheries Act* 1952-1953 and the *Fisheries Act* 1952-1956, together with the respective Regulations.

This legislation provides for the protection and use of the fishing resources, for the control and regulation of fishing by a licensing system, and for the payment and collection of licence fees.

Payment of export duty on certain marine shell and on trepang is provided for under the *Customs (Shell Export) Tariff* 1957. Control over the export of fish and fish products is provided for under the *Customs Ordinance* 1951-1956, the *Commerce (Trade Descriptions) Ordinance* 1952, and the Export (Fish) Regulations 1953, made under these two Ordinances.

Fish handling and processing is controlled under the *Pure Foods Ordinance* 1952-1957 and Regulations.

Resources.

Territorial waters contain a great variety of fish species. Relatively few are of importance as food and only a small number are harmful.

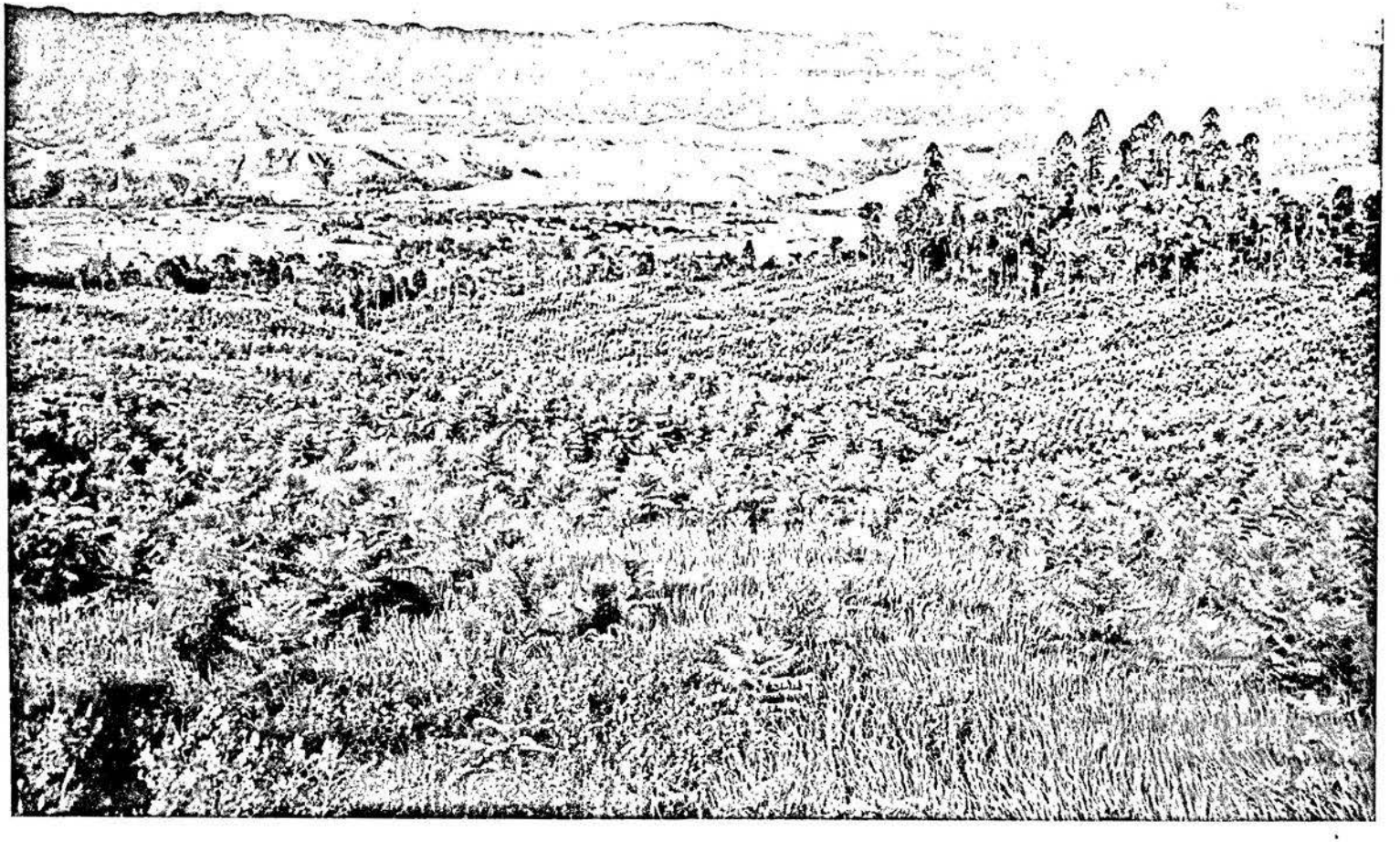
In the estuaries and rivers eels, catfish, perch-like fish and barramundi are found, and during certain seasons, when the rivers are not too high, river mullet go upstream. On the shallow reefs parrot fish, wrasses and surgeon fish are plentiful. Deep offshore reefs contain paradise fish and many kinds of snappers and sweetlips, including a red bass and the emperor or government bream.

Spanish mackerel, pike and tuna are often taken by towing lines. One particular species, the dogtooth tuna, is found almost exclusively in deep entrances to reefs. In the open sea yellowfin tuna sometimes abound and sailfish, dolphin fish and sharks are also seen.

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Mustering cattle at the Baiyer River Livestock Station, Western Highlands.



Reforestation in the Bulolo Valley.

The narrow barred spanish mackerel (*Scomberomorous commerson*) frequent territorial waters throughout the year, but are concentrated in schools of a commercial size only from August to November.

Fish taken in commercial numbers by trolling are two species of the sea pike or barracuda (*Sphyraena* sp.) and reef fish, mainly coral trout.

Shell.—Trochus, green snail, goldlip and other species of shell-fish are found in commercial quantities on most of the reefs.

Catch and Marketing.

Many of the coastal and islands people are actively engaged in organized fishing. Normally their catches surplus to subsistence requirements are used in barter trade with the hinterland people or are sold at town markets. Shell fishing is almost entirely in the hands of indigenous fishermen. All observation indicates that with the use of better equipment and techniques the fish catches are improving substantially.

There is one commercial fishing venture based on Rabaul.

The principal marine products exported are trochus shell and green snail shell but exports declined following a fall in world prices for these commodities.

The quantity and value of fishery exports are given in Appendix X.

Fisheries Development and Research

The main points of the Fisheries Action Plan were published in the 1956-57 report and the Fisheries Division is implementing this plan in the promotion of development and research in the Territory.

During 1957-58, attention was concentrated on the training of indigenous fishermen in fishing techniques and the encouragement of fishing to increase both consumption and trade.

There are at present eight fishery assistants from the Territory receiving training from the Fisheries Division. Depending on the qualifications they obtain the assistants will be stationed at various places in the Territory where they can best assist local fishermen, or will be attached to technical personnel for survey work.

A marine biological station is being established near Port Moresby in the Territory of Papua. When completed the station will have biological and hydrological laboratories, gear and fish technology buildings, a marine aquarium and administrative and residential quarters. It will be the main centre of instruction for extension workers and fishermen from New Guinea and Papua and will provide facilities for research and experimental work.

The station is being constructed in stages, the first of which is the gear technology building expected to be completed before the end of 1958.

When the gear technology building is completed intensive training courses will be introduced for selected indigenous fishermen from Papua and New Guinea. The purpose of these courses will be to give instruction in the efficient use of better equipment suited to Territory fishing conditions.

Experiments in the design and use of fishing gear have produced considerable advances in the fishing techniques of indigenous fishermen, particularly with traps and nets.

Pond Fisheries.—Although tilapia introduced in 1954 are now contributing small amounts of protein in lowland areas, the introductions have not proved satisfactory in altitudes above 5,000 feet. There is evidence that tilapia do not thrive even at moderate altitudes above 1,500 feet. The Administration is seeking varieties of temperate water fish which may be more suitable. Although the surface water temperatures at 5,000 feet during the day can simulate tropical conditions, the temperature of the bottom water, even in shallow ponds, probably seldom rises above 75° F. and at night falls below 60° F.

One important result of the introduction of tilapia may be the biological control of mosquitoes and experiments on this type of control are continuing.

Two new species of commercially important tropical fish, *Trichogaster pectoralis* and *Osphronemus gouramy* have been imported and are now stocked in breeding ponds.

Trout which were introduced into highland areas are reported to be doing well in the limited suitable water available, especially in streams at an altitude of not less than 7,000 feet.

Preservation.—Experiments are continuing to improve the standards of fish preservation. Dried and smoke-preserved fish are most popular.

Check List of Fishes.—A check list of the fishes of Papua and New Guinea has been published in the *Papua and New Guinea Agricultural Journal.* This list has been compiled on a geographical basis and incorporates all fish records of Papua and New Guinea, Netherlands New Guinea and the British Solomon Islands Protectorate.

Training.

Reference has been made in the preceding paragraphs to fishery assistants. These assistants undergo training for a minimum period of three years which involves acquiring a basic knowledge of fish and shell species with an appreciation of the problems of river, estuary and reef fishing; construction and repair of different types of fishing gear; seamanship and fishing operations.

Opportunity exists for those who pass their examinations to proceed to more complex training ultimately leading to qualifications to instruct in villages on fishing methods and preparation of fish for market; to take charge of station and field work; to design and operate new gear; and to manage fisheries vessels up to 60 feet in length.

CHAPTER 6.

FORESTS.

Forests cover more than 70 per cent. of the total area of the Territory. In type they vary from the swamp and

lowland forests of the coastal plain to the alpine vegetation and moss forests. The lowland forests contain most of the readily accessible, millable timber. Although the mid-mountain forest types, lying between an altitude of 1,500 feet and 7,000 feet, contain the greatest forest potential, access to this timber is difficult.

Generally the coastal forests are very complex in structure, but there are substantial areas of the foothill forests in northern New Guinea where a dipterocarp (*Anisoptera polyandra*) forms a considerable portion of the stand.

History of Utilization.

Since the establishment of European settlement in the Territory in the late nineteenth century the demands on the forests have remained comparatively light. The indigenous people have always drawn freely on the forests adjacent to their living areas, but mainly for minor products; their gardening has made the greatest inroads on the forests. Good growing conditions and light population density have combined with the long rotation system adopted in shifting cultivation, generally to return gardened areas to secondary bush and frequently to jungle. In areas of greater population density, and particularly in the mountains, where fire can more effectively assist in removing the forest and in keeping it in check, grasslands have developed. They occupy approximately 50 per cent. of the land area of the high plateaux on the western mainland. Between the two world wars a small European saw-milling and logging industry developed and 2,000,000 super. feet of sawn timber were produced in 1941 and approximately 7,000,000 super. feet of logs and flitches were exported. Few of the many available species were used in this trade, the main one being New Guinea walnut (*Dracontomelum mangiferum*) which was favoured for veneer slicing.

Between 1942 and 1945 military sawmilling units produced more than 80,000,000 super. feet of sawn timber and proved the feasibility of using heavy logging equipment and the usefulness of many untried species.

After the war, efforts were made to build up a sound sawmilling industry to meet the demands for rebuilding in the Territory and to export the more valuable forest produce. These efforts are proving successful.

The law of the territory provides that when indigenous owners are willing to sell land or timber rights the Administration may acquire them. The conditions under which land may be acquired by the Administration for forestry and other purposes are described in Chapter 3 of Section 4 of this Part.

The average population density of the Territory is estimated at almost fourteen persons per square mile. This is comparatively light and it means that very large areas of virgin forest are still untouched. Efforts are being made, therefore, to channel present expansion of the timber industry into areas which must be agriculturally developed in the near future and thus not only ensure the profitable use of the timber on such areas, but give more time for the investigation of the areas to be permanently set aside as forests. This will allow time, too, for the development of satisfactory silvicultural techniques for such forests when they are brought under management.

Where forest land is more suited to agricultural development than to permanent forestry, timber rights only may be acquired if the agricultural development is to be carried out by the indigenous owners. In such cases the granting of timber concessions ensures that the timber is used and not wasted in agricultural clearing operations.

Recently the timber rights over a substantial area of Anisoptera forest on the lower end of the Bulolo Road have been acquired. The area is across the Markham River from Lae and the logs from it are being transported to the Administration sawmill at Lae. In conjunction with this harvesting operation, the possibility of re-establishing this type of forest by natural regeneration is being closely examined. As the area, in both composition and ruggedness, is typical of the large area of Anisoptera forest extending eastward along the Morobe coast, valuable data should soon be available to enable these larger reserves to be tapped efficiently and with confidence of their renewal.

Forest Policy.

An outline of the policy with regard to the natural resources of the Territory is contained in Chapter 1 of Section 4 of this Part. The development and management of the forest resources involve:—

(i) protection of forests;
(ii) reforestation by establishment of new plantations and silvicultural treatment to ensure natural regeneration of harvested forest areas;
(iii) experimental afforestation;
(iv) research to improve existing techniques;
(v) supervision of sawmilling activities in the Territory;
(vi) provision of services of botanical investigation and identification; and
(vii) investigation to demarcate timber stands of economic importance, and compilation of detailed working plans for those forests set aside for the production of timber.

Legislation.

The forest law of the Territory is embodied in the *Forestry Ordinance* 1936-1951 and Forestry Regulations. It provides for the protection and management of forests, timber reserves and forest produce, acquisition of land and timber rights, the issue of timber permits and licences, control of exports and the collection of fees and royalties. Control of forestry diseases and pests is provided for under quarantine legislation. There were no amendments to the forest law during the year.

Attitude of Indigenous Inhabitants.

The attitude of the indigenous inhabitants is generally favourable to the granting of timber concessions. They realize that the establishment of substantial milling and logging operations in their respective areas leads to the

development of better access facilities and provides not only marketing opportunities for them but also opportunities for gainful employment.

Forest Service.

The Department of Forests administers the forest policy in the Territory.

The Forest Botanist and Forest Engineer are stationed at Lae. Regional forest officers are located at Bulolo and Rabaul.

A Territorial Forest Service was begun with the appointment of two trained foresters in 1938. The service was re-established after the war and is gradually being built up by recruitment of qualified staff. The present strength is 105 European and 865 indigenous employees, of whom 72 and 820 respectively are stationed in the Territory of New Guinea.

The Commonwealth Scientific and Industrial Research Organization through its Divison of Forest Products has continued to give valuable technical advice on forestry matters.

The two principal forestry stations are at Bulolo in the Morobe District and at Keravat in the New Britain District. These are also the research centres and the main nurseries.

A nursery at Lae in the Morobe District provides ornamental species for sale to the public and tree seedlings for the Highland Districts.

Improvements to the Bulolo and Kervat stations included the extension and improvement of the road systems and the provision of new staff quarters; at Bulolo a regional herbarium has been built and local collections are being expanded.

Recruitment and Training.

There are twelve positions for forestry cadets in Papua and New Guinea. The training period is five years—two years of basic science at an Australian university, one year of field training in the Territory, followed by a two-year course at the Australian Forestry School, Canberra. The full cadre of twelve cadet forest officers was engaged during 1957-58.

A four-year on-the-job training course is available to assistant forest rangers to enable them to qualify for promotion to the position of forest ranger. Six officers are at present taking this course.

Two indigenous clerks have been appointed to the Auxiliary Division at headquarters at salaries of £430 and £445 and a temporary appointment has been made at a salary of £225. Others will sit shortly for examinations for entrance to the Division.

A number of indigenous employees have been trained for supervisory positions in survey and silviculture, and will be appointed to positions in the Auxiliary Division of the Public Service in due course. Sawyers, mechanics, saw-sharpeners, fallers and tractor operators are trained at the Administration sawmills. Two apprentice carpenters and one apprentice mechanic have been appointed.

Silviculture.

The principal silvicultural activities during the year were at Bulolo and Keravat and at both centres new plantations were established on areas from which merchantable timber had been harvested for local sawmilling and plywood manufacturing operations. A new planting operation was begun at Wau in the valley of the Bulolo River.

At Bulolo 661 acres of new plantation were established. The main species planted were hoop and klinki pine and 2,567 acres of these species are now established at this centre. The initial planting at Wau comprised 180 acres and was almost entirely of hoop pine. The new planting at Keravat was 135 acres and included teak, kamarere and balsa. Plantings at this centre now total 1,126 acres.

Since the commencement of plantation operations, 15½ miles of permanent road have been constructed—8 miles at Bulolo, 2½ miles at Wau and 5 miles at Keravat. These roads provide access to and within established plantations.

At Bulolo rainfall for the year totalled 59.02 inches compared with an average of 59.6 inches over nine years. The mean maximum temperature of the hottest month was 90.9° F. for December, 1957, and the mean minimum temperature for the coldest month was 63.1° F. for June, 1958. At Keravat, rainfall for the year totalled 123 inches, 16 inches above normal. The maximum temperature for the year was 93° F.; the absolute minimum was 68° F.

Nurseries.

To meet an increasing plantation programme, 700,000 hoop pine and 50,000 klinki pine seedlings were tubed at Bulolo during the year. Seed collections comprised 5,000 lb. of hoop and 230 lb. of klinki pine. Sowings included 6,300 lb. of hoop pine seed (1,300 lb. from seed cold stores from the 1956 collection) and 230 lb. of klinki seed. These sowings yielded 1,350,000 seedlings. Minor sowings comprised four indigenous species and five exotic species.

At Keravat 70,000 teak stumps were raised; other seedlings included kamarere and balsa. Four and a half pounds of kamarere seed were collected during the year. New sowings comprise over 600 lb. of teak seed with minor quantities of two indigenous and six exotic species.

Seed of klinki pine, hoop pine and kamarere was distributed to overseas government agencies as required.

Natural Regeneration.

Work on the natural regeneration of the coastal rainforest was maintained at Keravat with the initial treatment of a further 320 acres of forest. Follow-up treatments were carried out on 80 and 150 acres of treated regeneration areas.

Research.

Research work carried out included experiments on seed storage, nursery techniques, trials of weedicides for plantations, and natural regeneration treatment. Trial plantings of both exotic and indigenous species were extended in plantation areas and grasslands.

The viability of klinki seed has been maintained experimentally for one year with moist storage at 38-40° F., but storage at 12° F. proved fatal.

Root rot and bud rot of klinki seedlings in the nursery are associated with heavy clay soils of high pH. The diseased condition is minimized by sowing in sandy soil of pH below 7.0. Chlorosis of both klinki and hoop pine seedlings in the nursery is prevented by the controlled addition of sulphur to the soil at least four weeks before sowing.

Kunai (*Imperata*) and other grasses (*Paspalum dilitatum* excepted) can be controlled by spraying with dowpan. Saplings of many weed species can be effectively killed by a painted band of a solution of 2-4-5 T. in kerosene.

In the highlands a critical investigation was carried out of all previous experimental plantings and the findings are—

Araucaria sp. (*Hoop pine*).—Plantings of this species on good quality soils have so far made satisfactory growth.

Exotics.—Various species have been tried and some have proved suitable; the most important of these are—*Pinus patula, Pinus caribaea, Acacia mollissima, Eucalyptus tereticornis, Eucalyptus robusta, Eucalyptus saligna, Eucalyptus grandis, Eucalyptus citriodora, Eucalyptus torelliana, Eucalyptus camaldulensis.*

The highland nurseries at Goroka, Mount Hagen and Kainantu have been re-established and will be used for the introduction of seed of some twenty exotic species.

Extensive plantings of *Casuarina* spp. (*Yar*) have been made for fuel wood, and as a cover crop for other species.

Further areas of Administration and native-owned land typical of the main climatic, edaphic and topographic types have been selected for further trial plots.

In regard to the utilization of klinki pine the Division of Forest Products of the Commonwealth Scientific and Industrial Research Organization has prepared satisfactory pulps by the sulphite process using veneer waste, bush waste and peeler cores. Work is continuing on mechanical pulps of this species.

The Division of Forest Products has also prepared chemical pulp from several low density, light colour hardwood species from the coastal rain forests with quite satisfactory results, and has carried out satisfactory work on the drying of several species of New Guinea veneers.

The Division of Utilization of the Department of Forests has continued work initiated some years ago on the physical and mechanical properties of New Guinea species. The data collected is being correlated and it is expected that some of this work will be published in the near future.

Timber Identification.—Normal services of timber identification were maintained. An improved key has been developed and several sets have been distributed for testing in the field.

Cutch.—For the time being work on mangrove tannin-formaldehyde glues by the Division of Forest Products of the C.S.I.R.O. has been concluded. Results have indicated that to provide a satisfactory bond mangrove tannin requires considerable more resin fortifying than wattle tannin.

Utilization.

Harvesting and Marketing.—At the beginning of the year under review the timber market was buoyant, but by the end of the year there was a marked weakness in demand and stocks at several mills began to build up. It is estimated that approximately 43,862,000 super. feet of log timber were harvested from Administration land during the year. The total value of all forest production was estimated to have again exceeded £2,000,000.

Permits and Licences.—There are fifteen permits current covering an area of 168,355 acres, and six licences over an area of 17,239 acres.

Exports and Imports.—Exports of unsawn logs totalled 1,015,412 super. feet valued at £24,767 compared with revised figures of 2,544,353 super. feet valued at £66,945 for the preceding year. The decline in this category was due to the establishment of a veneer plant at Lae.

Exports of sawn timber and flitches were 3,011,850 super. feet compared with 3,035,110 super. feet for 1956-57. Plywood exports were 26,492,054 square feet compared with 24,005,860 square feet the previous year.

Imports of sawn timber totalled 75,967 super. feet valued at £6,113 compared with the previous year's imports of 126,992 super. feet valued at £18,752.

Sawmills.—The two Administration sawmills at Lae and Keravat produced over three million super. feet of sawn timber. The output of the 27 privately owned mills exceeded eleven million super. feet. The year's cut of hoop pine and klinki in the Wau-Bulolo area was 19,848,000 super. feet comprising 17,698,000 super. feet of logs and 2,150,000 super. feet of tops. Export of timber products from this area included plywood veneer and battery flitches. A new veneer mill began operation on coastal species at Lae and reached substantial production.

General.—The era of the small emergency sawmill is fading, but with the heavy building programme requiring large quantities of well sawn, good quality timber, the Administration is aiming to maintain log supplies and to expand the industry. It is the policy also to increase exports of forest produce. Improving access within the Territory is bringing more forest areas within economic reach, while expanding agricultural development is making additional logs from clearing operations available both for the local market and for export.

These developments are not without their effects on the indigenous population. Particularly in areas of closer contact they are making more use of sawn timber in their own building programmes and are appreciating the opportunities for employment in the sawmilling and logging activities adjacent to their home localities. This is noticeable in the Lae, New Britain and Sepik areas.

While there has recently been a slackening in the market demand both in Australia and in the Territory which has resulted in the operators in the Bulolo Valley finding difficulty in disposing of some of their lower grade products and thereby adversely affected the harvest of " top " logs from that area by nearly 1.3 million super. feet, it is believed that this is only a temporary recession. The rapidly expanding areas of conifer plantings in the Bulolo Valley will produce, within a few years, large quantities of thinnings, and the economics of establishing a pulping industry on this raw material are now being examined. The establishment of such an industry at this centre would immediately reverse the present downward trend.

It is not considered necessary to develop assistance in marketing. Each miller sells his own product on the local market and when he has a surplus beyond local requirements, seeks other markets within the Territories or overseas. Generally speaking the price structure within the Territory is such as to enable an efficiently managed business to make a reasonable profit.

Since the war the economy of the Territory has been closely linked with the extent of the Commonwealth grant. A gradually increasing proportion of the grant has been expended on capital works which has created the main market for the sawmilling industry. In this environment there has been no need to protect the local sawmilling industry from adverse price fluctuations. The Customs Tariff gives a slight measure of protection to the sawmilling and plywood industries with a view to enabling the young industry to amortise its heavy establishment costs.

With the exception of plywood, the bulk of which is exported, there are as yet only limited quantities of forest produce available for export. The major portion of the sawn exports goes to Australia. As the material exported is usually of the highest grade commanding premium prices, the exporters generally find ready acceptance for their offerings. Lower grade products, however, find difficulty in competing on the export market.

All royalty is paid into revenue which benefits the general economy of the Territory and is not specifically used for the benefit of the sawmilling industry. Nevertheless, the Administration in its development policy is carefully watching the balanced development of the Territory and its decisions on road development have been influenced by the need to bring access to forested areas. In addition expenditures on reforestation aiming towards the permanence of raw material supplies for the sawmilling industry have been substantial and these bring both direct and indirect benefits to the peoples in the vicinity of the managed forests.

Surveys and Acquisitions.

An assessment survey of an additional 4,250 acres in the Bulolo Valley of the Morobe District was completed. The triangulation system is being extended to the limits of the air photo coverage for this area.

Surveys in connexion with the acquisition of forest lands were carried out in the Eastern and Western Highlands Districts and in the New Britain District. A reconnaissance survey of the pine stands in the Jimmi River area of the Western Highlands District revealed substantial stands of Araucarias, but with access difficulties militating against early utilization.

The Administration has acquired timber rights over 15,700 acres in the Morobe District and is at present negotiating for timber rights over an extensive area in the New Britain District.

An area of 25,000 acres in the Wau-Bulolo area was proclaimed a Territory forest.

Forest Botany.

Local collections by the staff of the herbarium totalled 500 and a local collection made by Professor St. John of Hawaii in the genus *Pandanus* added a further 80 numbers. Herbarium material received from overseas totalled 4,700 and included 2,120 numbers from the Brass collection. A concerted effort has been made on the mounting and laying in of the large amount of accumulated material, which resulted in 10,540 sheets being added to the herbarium. Registered numbers now in the herbarium total 22,440 sheets.

Distribution of herbarium duplicates totalled 927, and a further 1,800 sheets have been prepared for distribution.

Large numbers of botanically supported wood specimens have been added and the reclassification of this material from numerical to family order is proceeding. One thousand five hundred and one wood specimens were distributed to Australia.

The Botanical Gardens which are associated with the herbarium at Lae are being constantly extended and now draw a large measure of interest from local inhabitants and very favourable comment from overseas visitors. The indigenous orchid collection numbers 350 species in 48 genera with individuals in the massed displays running into many thousands of plants. More than 40 genera of exotic orchids are represented. These are supplemented by a large living collection of decorative foliage and shade house plants, both indigenous and exotic. Orchids and foliage plants have been sent to botanical gardens in other countries and exchange collections continue to build up the variety. Woody shrubs, palms and trees are being added constantly.

The Chief of the Division of Botany recently visited various herbaria in England and Europe where major New Guinea collections are held.

CHAPTER 7.

MINERAL RESOURCES.

Production.

Gold is the principal mineral product. Silver is produced as a by-product of gold refining, and minor quantities of platinum are recovered in alluvial mining operations.

Annual production figures and actual values of minerals produced for the five-year period ended 30th June, 1958, are incorporated in Appendix XII.

Gold.—Production of gold for the year was 49,859 fine ounces, valued at £779,043—a decrease of 37 per cent. compared with the previous year. This decrease continues the general downward trend which has persisted since the post-war maximum of 138,640 fine ounces was achieved in the year 1952-53. Of the total production for the year under review 43 per cent. was obtained from dredging operations, 33 per cent. from other alluvial operations, and 24 per cent. from lode mining.

Large-scale gold production dates from the discovery of rich alluvial deposits in the Morobe District in 1920. Production was greatly increased in 1930 by the installation of dredges, and by 1940 the gold output of the Territory reached 270,000 fine ounces.

The decline in production over the last few years is due to payable areas being worked out and the progressive abandonment of areas of marginal value under the influence of rising costs. Only one of the original eight dredges is now operating.

Lode mining is carried out on a small scale by two organizations. The treatment plants recovered 11,726 fine ounces, compared with 12,628 fine ounces in the previous year.

Alluvial gold mining by indigenous people has continued to expand, and has been supported and encouraged by the Administration. Field Officers (Mining) have been appointed to assist and advise these miners. Production for the year amounted to 2,872 fine ounces valued at £44,973. This represented an increase of 32 per cent. over the production for the previous year.

Silver.—A total of 30,285 fine ounces of silver valued at £11,679 was produced in association with the production of gold.

Administration.

The Department of Lands, Surveys and Mines is the controlling authority administering mining through a Division of Mines.

The Geological Branch of the Department is staffed by officers of the Australian Bureau of Mineral Resources who work in close co-operation with the Division of Mines.

Wardens of gold and mineral fields are appointed by the Administrator to perform the duties prescribed in the principal Mining Ordinance—the *Mining Ordinance* 1928-1958. Their duties include the issuing of miners' rights, the granting and registration of claims, the hearing of applications and objections in relation to the granting of mining tenements generally, the arbitration of mining disputes, and recommendations to the Administrator on matters reserved for decision by him. Decisions of the Warden's Court are subject to appeal to the Supreme Court of the Territory.

Inspectors of Mines are appointed to exercise controls as prescribed in the *Mines and Works Regulation Ordinance* 1935-1956 over the physical operations of mining in matters relating to safety and health, and to perform other duties of a technical nature.

Indigenous inhabitants have all the rights conferred by the Mining Ordinance upon the holder of a miner's right for purposes incidental to or connected with mining, and may take up, use and occupy land for mining purposes as defined by the Ordinance under the same terms and conditions as non-indigenous miners. At the close of the year 134 claims were registered in the names of indigenous miners and 86 other groups were operating on unregistered claims.

The subsidy of £2 per fine ounce of gold, paid to small producers by the Commonwealth Government of Australia, is paid to indigenous miners under the same conditions as for non-indigenous miners. During the year under review indigenous miners qualified for payments amounting to £5,744.

The Division of Mines maintains a technical section responsible for the operation of boring plants owned by the Administration and available for hire to individuals at nominal rates for approved developmental drilling projects. Two diamond drills and one percussion drill have been in operation during the year.

Policy and Legislation.

The laws in operation governing mining are the *Mining Ordinance* 1928-1958, the *Mines and Works Regulation Ordinance* 1935-1956, the *Petroleum (Prospecting and Mining) Ordinance* 1951-1958 and the *Mining Development Ordinance* 1955 and regulations under these ordinances.

The Mining Ordinance governs prospecting and mining for minerals generally, including the granting of miners' rights and specified mining tenements, and provides also for the registration of agreements and the payment of royalty and other fees. In addition it provides for the appointment of officers to administer the Ordinance, confers powers and duties on wardens and warden's courts, and provides for the general administration of mining.

Restrictions are imposed upon mining on native-owned land and alienated land and mining operations are permitted on these classes of land only after a deposit of money has been lodged with the warden to be paid as compensation to the owner of the land for any damage done. In the case of native-owned land, the consent of the owners must be given where substantial damage is likely to be caused by mining operations.

The Ordinance provides for the free entry by the holder of a miner's right for prospecting purposes on native-owned land and for the entry upon alienated land by the holder of an authority issued by the warden.

Under the provisions of the Ordinance all minerals are reserved to the Administration, and royalties and other receipts derived from mining and prospecting are paid into the general revenue of the Territory for the benefit of its inhabitants as a whole.

The Mines and Works Regulation Ordinance provides for the technical administration and laws essential to the making, operation and development of mines. This Ordinance is concerned with safety and health matters and

establishes controls over mining methods, operation of machinery, use of electricity and explosives, sanitation, ventilation and drainage.

The Petroleum (Prospecting and Mining) Ordinance deals with the issue of permits and the granting of licences and leases for the exploration of oil fields. Permits must not exceed 10,000 square miles, except with the authority of the Governor-General, and the area must be reduced progressively to a maximum of 2,500 and 500 square miles at the licence and lease stages respectively.

One petroleum prospecting permit of 1,650 square miles in the Sepik River area was in force during the year. It expired on 30th June, 1958.

The Mining Development Ordinance authorizes various forms of assistance to the mining industry, including financial advances on a pound-for-pound basis to persons engaged in developmental mining, assistance to test drill favourable mineral deposits, advances for cross-cutting, drainage or road-making, the establishment of customs treatment plants, and payment of advances on ores to be marketed outside the Territory. Provision is made also for the Administration to undertake any of the above operations where it is considered that the performance of such work would be in the interests of the mining industry.

A number of amendments were made to the mining legislation during the year. The following is a short summary of the principal changes effected by these amendments:—

(i) The scale of royalty payable on gold produced was reduced from 5 per cent. to 1¼ per cent. At the same time royalty was fixed for all other minerals at the rate of 1¼ per cent.

(ii) Provision was made for the establishment of a Mining Advisory Board.

(iii) Special Prospecting Authorities and Exclusive Prospecting Licences were introduced giving exclusive prospecting rights for short periods over areas of up to 1,000 square miles and 25 square miles respectively. It is mandatory for the Mining Advisory Board to make recommendations concerning the grant of every Special Prospecting Authority.

(iv) The *Miners' Homestead Leases Ordinance* 1928-1938 was repealed because it permitted undesirable conflict with the Land Ordinance, which provides for a similar class of land tenure. The Miners' Homestead Leases Ordinance served a real purpose in providing for a short-term lease to serve the needs of miners in remote areas, but with the present degree of administrative control this duplication is no longer necessary or desirable.

Royalty.—Indigenous producers of minerals are not at present required to pay royalty. This concession has been continued in order to encourage the development of a healthy indigenous mining industry and may be reviewed at any time if it becomes apparent that the industry will support this impost. The present position is that non-indigenous producers are required to pay 1¼ per cent. of the value of minerals produced (less certain refining and realizing charges). Royalty is also payable on petroleum production at the rate of 10 per cent. of the gross value of production at the well head. There has been no commercial production of petroleum to date.

Total royalty collected during 1957-58 was £18,754.

Mining Development.

Plans to stimulate mineral production include the following:—

(1) progressive extension of the geological survey of the Territory by officers of the Australian Bureau of Mineral Resources;

(2) detailed geological surveys, as necessary, of mines, mineral fields and ore deposits.

(3) geophysical surveys to assist work under (1) and (2);

(4) establishment of an assay laboratory and a free assay service;

(5) provision of assistance for developmental mining by way of loans and exploratory drilling; and

(6) extension of the field service to assist mining by indigenous people.

Prospecting.—Several exclusive prospecting licences were issued for prospecting of auriferous lode deposits in the Kainantu area of the Eastern Highlands, and two exclusive prospecting licences were issued for prospecting the nickel-cobalt potential of the ultrabasic areas of the south-east Morobe District. These ventures did not yield sufficiently encouraging results to justify mining operations.

Assistance to Mining.—Diamond drills operated by the Administration completed a total of 2,809 feet of exploratory drilling during the year. Drilling operations were carried out at Kainantu and Wau under hiring agreements. No significant new deposits or extensions to known deposits were revealed by this work.

A programme of testing alluvial ground at Wau on behalf of private interests, using a percussion drill, is being carried out by the Administration under the provisions of the Mining Development Ordinance, and is still in progress. A total of 843 feet of drilling was completed at 30th June, 1958.

A free assay service is now available and it is hoped to enlarge this activity during 1959.

The field service to indigenous miners includes training in alluvial mining methods and various aspects of mining laws, as well as assistance in pegging, applying for and registering of claims. In addition, the Administration receives gold won by indigenous miners and makes an immediate cash advance payment of 50 per cent. of the estimated value. The balance is paid after the actual value has been assessed. Business dealings between individual indigenous miners and the Administration have been greatly helped by a system of photographic identification. The progressive expansion of mining by indigenous people is thought to be largely a result of the field service provided.

Geological Surveys.—Administration drilling projects in the Eastern Highlands and Morobe Districts were closely supervised by the geological staff.

Ultrabasic areas in the Waria Valley and along the Morobe coastline were examined for nickel-cobalt deposits. Small sub-economic areas of nickeliferous soils were reported.

A portion of the Finisterre Ranges and the coastline near Finschhafen was geologically examined, a regional geological survey was undertaken in the Eastern Highlands District, and during the latter part of the year an examination was made of outlying islands for phosphate deposits.

Geophysical Observation for the International Geophysical Year.

Weekly seismic bulletins have been forwarded from the Rabaul Vulcanological Observatory to International Geophysical Year data centres.

Some magnetic observation were made in the vicinity of the active volcano at Manam Island off the north coast of the New Guinea mainland.

The Australian National University has established seismographs at Lihir, an island off the north-eastern coastline of New Ireland, at Talasea on the north coast of New Britain, and at Jacquinot Bay on the south-eastern coast of New Britain, for various recording purposes.

The recently established Geophysical Observatory at Port Moresby is now contributing significant seismic and magnetic data to the International Geophysical Year.

Vulcanological Observations.

The Rabaul Vulcanological Observatory maintained continuous recording on Benioff and Oniori type seismographs throughout the year.

Vulcanological observation posts were temporarily established at Madang, Manam Island, Bam Island and Langila. Volcanic actvity at Manam Island was under instrumental observation throughout the year. Some surges of activity on this island were quite violent, and villages which had been previously evacuated were damaged. Unusual volcanic activity was also manifest at Bam Island, near Manam Island, and at Langila at the eastern end of New Britain.

Duration of Mineral Resources.

Geological investigations so far carried out have provided some knowledge of the geology of New Guinea, but, as the mineral resources of the Territory have not yet been fully explored or exploited, it is not yet possible to estimate their future duration. Exhaustion of known deposits is becoming evident only in the Bulolo area and here new industries such as plywood manufacture and timber milling have been established.

CHAPTER 8.

INDUSTRIES.

Manufacturing Industry.

Secondary industries are encouraged, but at this early stage of development in the Territory more importance is attached to primary industries.

Manufacturing industries are largely confined to the processing of local raw materials, either for export or local consumption. These industries include the production of copra, coconut oil, copra meal, curing of coffee, fermenting of cacao, milling of rice, sawmilling, production of plywood, manufacture of furniture, extraction of fruit pulp and fruit juice, boat-building, the manufacture of biscuits and baking generally. Other industrial concerns are cordial factories, printing works and plumbing and engineering shops, and the manufacture of twist and fine cut tobacco, mainly from imported leaf.

In addition a softwood veneer mill and a brewery were established during the year at Lae and the manufacture of concrete bricks and other concrete building materials began at Lae and Rabaul.

Summary details of manufacturing industry are included in Table 1 of Appendix XIII.

Local Handicraft and Cottage Industry.

Local handicrafts include wood and cane work, basket-making, pottery, sail and net-making and some weaving. Production is mainly to meet the requirements of the indigenous people, but articles such as wood carvings, baskets, mats, &c., find a sale among the non-indigenous inhabitants and visitors. It is doubtful if these industries are suitable for or capable of development in competition with mass-produced articles manufactured by modern processes.

Food Industry.

The primary activity of the indigenous people is the production of foodstuffs for local consumption. There is some trade between areas within easy reach of one another. Where the market price will cover the cost of air freight, vegetables produced in the highlands are air-freighted to the coastal areas.

Tourist Industry.

There is no organized tourist industry in the Territory, but several tourist ships have included Rabaul as a port of call and there is a small flow of visitors, mainly from Australia.

Principal Markets.

Information regarding markets for Territory produce is given in Appendix VII. Australia provides a market for an appreciable quantity of New Guinea produce and prices are comparable with prices for competing products of similar grade and quality.

Industrial Development.

The aim of the Administering Authority is to promote industries to the extent that they would be compatible



A basket-weaver in the Bougainville District.

[*To face page* 80.]

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New issue of postage stamps.

with the progress of the indigenous people and the economy of the Territory without disrupting social conditions or introducing harmful elements. Secondary industries are considered to be of advantage to the Territory. Such industries are therefore encouraged, but at the present stage of development of the Territory it is considered that secondary industries should be economic.

The Government is participating with private enterprise in the manufacture of plywood.

The development of industry by the indigenous people is assisted by the credit facilities for economic development offered by the Administration. The *Treasury Ordinance* 1951-1957 provides that the Administration may guarantee the repayment of a loan made by a bank, while under the *Native Loans Fund Ordinance* 1955 loans up to £5,000 may be made to approved authorities and organizations including local government councils. Co-operative societies, which are eligible for loans under the foregoing schemes, may also negotiate loans and overdrafts direct with commercial banking interests. More detailed information on credit assistance is given in Chapter 2 of Section 3 of Part VI of this report. In addition the Department of Agriculture, Stock and Fisheries administers funds for the procurement of agricultural and processing machinery which is applied to the benefit of the indigenous people. Assistance is also rendered to industries and developmental projects through fiscal administration.

Industrial Licensing.

There are no systems of industrial licensing or control.

Fuel and Power Facilities.

The Administration supplies electricity to the public in the principal towns and stations of the Territory and except at Goroka, where hydro-electric plant is operated, the source of supply is diesel generating plant. Bulolo Gold Dredging Limited, which operates hydro-electric plant for its own requirements, also makes electricity available for public use at Wau and Bulolo.

The present generating capacity of the plant operated by the Administration in the principal towns is set out below, together with additions planned for commissioning before the end of 1960.

—	Installed Capacity at 30th June, 1958.	Capacity planned to be available before end of 1960.*
	kWs.	kWs.
Rabaul	1,280	3,530
Lae	1,267	2,674
Madang	410	945
Wewak	123	960
Goroka	200	200
Lorengau	76	371
Kavieng	114	108
Kokopo	32	132
Sohano	32	140

* Subject to review.

The transmission system of the major plants consists of primary voltage of 11,000 volts and secondary distribution voltage of 415-240 volts, 3 phase, 50 cycle.

The supply of electricity for lighting and other purposes, and electricity charges are regulated by the *Electricity Supply Ordinance* 1951. The rates paid by consumers are—

—	Goroka.	Elsewhere in the Territory.
	DOMESTIC USE—PER MONTH.	
	Each.	Each.
	s. d.	*s. d.*
First 10 units	1 3	1 3
Next 30 units	0 8	0 8
Next 150 units	0 4½	0 6
Balance	0 3	0 4½
	COMMERCIAL USE—PER MONTH.	
First 50 units	1 3	1 3
Next 200 units	0 8	0 8
Next 400 units	0 6	0 7
Next 4,000 units	0 4	0 6
Balance	0 3	0 4½

The domestic tariff applies only to dwellings, boarding houses, churches, clubs, halls, &c.

CHAPTER 9.

TRANSPORT AND COMMUNICATIONS.

Postal Services.

The Administration provides a full range of mail and postal services with the exception of house-to-house deliveries by postmen. Mail matter is delivered by means of private bags, free bags, private boxes and *poste restante*. Facilities are available for registration and cash-on-delivery parcels service and provision is made for air letters and air parcels.

Internal surface rates of postage are prescribed from time to time. The rate for first-class mail matter is 4d. for the first ounce and 2½d. for each additional ounce. Other rates are applied to mail matter according to classification and weight.

Letter-class articles are conveyed by air free of surcharge to the post office nearest the office of delivery, when such treatment expedites delivery of the article. Articles of the second and third classes (commercial papers, printed matter, newspapers, books, periodicals, patterns, samples and merchandise), if to be conveyed by air, may be accepted at letter rate or air parcel rate. The rate applicable depends on the weight of the article. Articles of the fourth class (parcels posted within the Territory) are conveyed by air free of surcharge if the weight of the articles does not exceed one pound. Parcels weighing more than one pound, if conveyed by air, continue to be surcharged one shilling per pound after the first pound. Parcels posted overseas, prepaid at surface

rate of postage, and for delivery at Territory destinations to which air carriage is the only means of conveyance, are surcharged at the rate of ninepence per pound or portion thereof. All other classes of mail matter received from overseas and mail matter posted within New Guinea for delivery in overseas countries are transported within the Territory by the first available shipping or air service.

Charges for private boxes range from £1 to £8 per annum according to the size of the box and the location of the post office. For private bags a basic rate of £1 10s. per annum applies, but the rate is increased proportionately with the frequency of the service.

Post offices are established at the following centres:—

Aitape	*Kandrian*	Momote
Angoram	Kavieng	Mount Hagen
Banz	*Kieta*	*Namatanai*
Bogia	Kokopo	Rabaul
Buin	Lae	Sohano
Bulolo	Lorengau	*Talasea*
Chimbu	Madang	Wau
Finschhafen	*Maprik*	Wewak
Goroka	*Minj*	*Wabag*
Kainantu		

Full postal and telegraph facilities are provided at all post offices excepting those shown in italics at which the provision of money order facilities is not justified at present.

The Banz and Wabag Post Offices opened for business on 7th and 16th May, 1958, respectively.

Details of postal articles handled and money orders issued and paid are contained in Appendix XV.

Surface mails are conveyed to and from Australia by ship at approximately weekly intervals. Some ships from eastern ports call at Rabaul and other ports en route to Australia and provide a surface mail link additional to the regular Australia-New Guinea shipping service provided by vessels of the Burns Philp Line and the New Guinea-Australia Line.

An air mail service operates to and from Australia six times a week. This service is linked at Lae with internal air mail services.

In addition there is a weekly service for the exchange of mails between Lae and Honiara (British Solomon Islands) and two services per month between Lae and Hollandia (Netherlands New Guinea). Particulars of these services will be found in Appendix XV.

Within the Territory mails are conveyed principally by aircraft, but small ships and road transport are also used. Particulars of internal air and air mail services will be found in Appendix XV.

A new issue of postage stamps in the denominations 4d., 7d., 1s. 7d., and 5s., was made throughout Papua and New Guinea on 2nd June, 1958. The designs depict local industries which are expected to have an important effect on the future economy of the Territory. The 4d. stamp is vermilion in colour and pictures cacao pods on a branch. A view of the plymill at Bulolo is featured on the 7d. stamp, which is grey-green in colour. A herd of poll shorthorn cattle on the Baiyer River Livestock Station near Mount Hagen has been used for the design of the 1s. 7d. stamp, which is produced in red-brown colour. The bi-coloured 5s. stamp depicts a coffee stalk with ripe berries, the stalk being in brown-green and the berries in brown-red. A first day cover, portraying a Chimbu head-dress, was brought on sale at the same time as the new postage stamps were issued.

Ratification of the Universal Postal Convention (Brussels, 1952) has been extended to include the Territory of Papua and New Guinea. The Administering Authority represented the postal interests of New Guinea at the Fourteenth Universal Postal Union Congress held at Ottawa in August, 1957.

In accordance with the rules of the Universal Postal Union governing international postal services, literature for the blind is exempted from all postal charges.

The volume of business at post offices throughout the Territory continues to increase. This is partly due to the greater use being made of the postal facilities by the indigenous people. It is planned to increase further the services provided. The number of indigenes employed by the postal services increased from 25 to 34, and further recruitment is planned. On-the-job training is provided.

Telephone and Radio Telephones Services.

Except for 120 telephones in Bulolo, all internal telephone and radio telephone services are owned and operated by the Administration. All external telephone and radio telephone circuits are owned and operated by the Overseas Telecommunications Commission of Australia.

Continuous telephone service is available at Goroka, Kavieng, Lae, Madang, Rabaul, Wau and Wewak. Services on a limited basis are available at Bulolo, Finschhafen, Kokopo, and Toleap. The Bulolo public telephone exchange was brought into commercial service on 2nd August, 1957. The total number of telephones in use increased from 1,833 to 2,166. Details of services provided are shown in Appendix XV.

Rentals for exclusive telephone services are as follows:—

(a) *Measured Rate Service—Business or Residences*: —Subscribers connected to and within a radius of two miles of an exchange with unit fee automatic metering facilities and having access to the stated number of subscribers at the unit fee.

	Per Annum. £ s. d.
(i) From 1 to 300 subscribers ..	5 0 0
(ii) From 301 to 1,000 subscribers ..	5 12 6
(iii) From 1,001 to 2,000 subscribers ..	6 12 6
(iv) From 2,001 to 5,000 subscribers ..	7 12 6

The unit fee is 3d.

(b) *Flat Rate Service:* Subscribers connected to and within a radius of two miles of an exchange which is not equipped with unit fee automatic metering facilities and having access to the stated number of subscribers within that particular network:—

	Per annum. £	s.	d.
Business—			
(i) From 1 to 300 subscribers	24	12	6
(ii) From 301 to 1,000 subscribers	25	5	0
(iii) From 1,001 to 2,000 subscribers	26	5	0
(iv) From 2,001 to 5,000 subscribers	27	5	0
Residence—			
(i) From 1 to 300 subscribers	12	12	6
(ii) From 301 to 1,000 subscribers	13	5	0
(iii) From 1,001 to 2,000 subscribers	14	5	0
(iv) From 2,001 to 5,000 subscribers	15	5	0

Local calls are free.

Services supplied to a subscriber beyond a two mile radius attract an additional annual rental of 12s. 6d. for each additional half mile.

The charges for calls made over a radio telephone circuit or trunk line are based on a scale depending on the radial distance between exchanges. The rates vary from 3d. for each three minutes for a distance between five miles and ten miles to £1 for a distance exceeding 1,300 miles. Particular person call fees are also payable. The minimum charge for each effective radio telephone conversation is 2s. 6d.

The total of trunk line calls originated during the year and handled via the Territory internal telephone network was 46,044.

High frequency radio telephone trunk circuits are in use between Bulolo, Goroka, Kavieng, Lae, Madang, Rabaul, and Wau. The radio telephone trunk service is available from subscribers' telephones at Goroka, Kavieng, Lae, Madang, Rabaul, Wau, and Bulolo. The Papuan radio telephone network is linked with the New Guinea network.

Steps are being taken to improve the quality of high frequency trunk services between main centres on a single-channel basis prior to the ultimate introduction of multi-channel VHF trunk links. Single side band transceivers were purchased during the year and now are being installed. They will provide greatly improved trunk facilities between Lae, Rabaul, Madang, and Goroka. Successful VHF tests were conducted during 1956-57 on the Lae-Bulolo and Lae-Wau routes and single channel VHF trunks were brought into service between these centres on 31st October, 1957.

More indigenes are being employed by the Administration on the telephone and radio telephone services. They operate most of the manual exchange switchboards and 34 are employed on this duty. In addition there are 6 telephone technician assistants, 35 linesman assistants, 4 radio technician assistants and 6 labourers making a total of 85 employed, compared with 68 last year. These employes are given continuous on-the-job training.

Telegraph Services.

For radio telegraph purposes the Territory is divided into zones with zone centre stations located at Lae, Rabaul, Kavieng, Lorengau, Madang, Wewak, Sohano, and Goroka. Within these zones there are now 174 outstations, as against 172 in 1956-57, equipped with radio transceiver equipment.

The Wau Zone Centre was closed on 31st October, 1957, after the installation of a single channel VHF circuit between Wau and Lae. The Wau traffic is now controlled by the Lae Zone Centre.

All internal telegraph services are owned and operated by the Administration. The Administration operates the ship to shore services at Kavieng, Madang, and Wewak on behalf of the Overseas Telecommunications Commission. All other external services are owned and operated by the Commission. Telegraph services are operated by means of high frequency radio channels.

The radio stations for external telegraph circuits operated by the Overseas Telecommunications Commission are located at Lae and Rabaul and both stations transmit direct to Australia.

The total number of telegraph messages handled increased from 404,203 to 416,735 during the year.

A phonogram service, which was introduced progressively throughout the various telephone exchanges in the Territory, now enables telegrams to be lodged from all subscribers' telephones.

There are seventeen indigenous employees in telegraph service work of whom fifteen are employed as telegraph messengers and two as telegraphist assistants.

Planned Development.

Propagation path work and planning were continued during the year as part of the plan to link up all main centres by multi-channel VHF and/or UHF radio trunk circuits. Research by departmental engineers and statistical information now becoming available from other countries indicates that it will be more economical to provide UHF bearers in lieu of VHF bearers on links between major trunk centres.

Preliminary investigations show that multi-channel UHF links between Port Moresby, Goroka, Mount Hagen, Madang, and Rabaul, with a switching centre at Lae, should be practicable. It will be necessary to prove this by propagation path survey work. Orders for UHF survey equipment will be placed during 1958-59 to enable this work to proceed during 1959-60. VHF propagation path surveys are in progress on the Lae-Goroka and Goroka-Madang routes and it may be possible to introduce single-channel VHF circuits prior to the final installation of UHF equipment.

In an effort to improve rural telephone subscriber transmission, arrangements have been made for the supply of ten sets of VHF radio telephone subscriber equipment for field experiments during 1958-59. If the tests are successful, the problem of country subscribers having long physical lines will be eliminated and a more reliable and trouble-free service will be possible.

Plans have been made to establish a radio zone centre to meet the growing demand of outstation radio services in the Western Highlands area linking with the Southern Highlands District in Papua.

A telephone exchange network at Lorengau will be brought into operation during 1958-59.

Machine telegraphy over a modulated high frequency link between Port Moresby and Lae has provided satisfactory service during the year. Experiments are now being conducted between Lae, Goroka, Madang, and Rabaul with the intention of providing machine telegraphy on these high frequency circuits also.

Tenders have been invited for the construction of a training college for the Department of Posts and Telegraphs at Port Moresby which will serve both Papua and New Guinea. This college will provide much better staff training facilities than those now in use.

Technical training is to be provided for telegraphists, teleprinter operators, radio technicians, telephone technicians, linesmen and telephonists. There are now twelve telegraphy trainees and three technician trainees from New Guinea in full time formal training. These formal training courses vary from two to five years' duration depending on the category. It is intended that trainees, as far as practicable, will qualify through examinations at standards recognized by the Postmaster-General's Department of the Commonwealth of Australia.

Radio Broadcasting Services.

No broadcasting station has been established in the Territory. Medium and short-wave programmes are broadcast to New Guinea from the Australian Broadcasting Commission Stations 9PA and VLT6 located at Port Moresby.

Roads.

Terrain and climate make the construction and maintenance of roads and bridges extraordinarily difficult. The steep mountains and innumerable swamps and rivers give rise to formidable engineering problems.

The importance of roads for developmental purposes is recognized, and the road construction programme has been maintained to meet the expanding needs of the Territory. Funds will continue to be allocated for this purpose.

The majority of roads are of improved earth construction, but bituminous surfacing is used in the major towns. In the coastal areas some roads have been well constructed with crushed coral.

The Administration continues to receive the co-operation and support of the indigenous people who, appreciating the resulting benefits, provide much of the labour and materials required for road works. Adequate technical advice is given so that the indigenous communities do not waste their efforts and lose heart. Often the engagement, under the supervision of Administration officers, of traditionally rival clans or tribes in joint roadmaking efforts reduces the likelihood of future conflict between them. During the year a considerable mileage of roads was built in this way particularly in the Sepik and Eastern Highlands Districts.

The principal work undertaken in 1957-58 was on the new road from the coast at Lae through the Markham Valley to link up with the highlands road at Gusap, thus giving access to Goroka and Mt. Hagen and beyond. The section from Erap to the Leron River has been completed and construction from the Leron to the Umi River is in progress.

Elsewhere attention was mainly concentrated on consolidating and improving existing networks and the construction of minor access roads.

At 30th June, 1958, there were about 4,400 miles of vehicular road and approximately 20,000 miles of bridle paths in use. Of the vehicular roads slightly over 1,400 miles were suitable for medium and heavy traffic and some 3,000 miles for light traffic only. The bridle paths are designed for pedestrian traffic and in general are 4 feet and less in width and not fully bridged. Some of the light traffic roads are suitable only for motor cycles. Particulars of mileages of vehicular roads are given in Table 14 of Appendix XV.

Bridge construction is closely allied to the programme of road development and during the year a number of new bridges was completed. On roads built to highway standards the aim has been to construct steel bridges on durable piles of reinforced concrete with the abutments protected against scour where necessary. Bridges generally are of single lane width only with standard steel trusses of the Bailey or Steel type. Some use has been made of the box girder. There are many timber bridges and improvised suspension bridges, but two suspension bridges of good workmanship are being erected in the Western Highlands.

Expenditure on road and bridge construction and maintenance over the last five years was as follows:—

	£
1953-54	528,171
1954-55	610,388
1955-56	512,928
1956-57	564,159
1957-58	564,152

These figures do not include expenditure on roads laid down in timber-logging operations under the provisions of the Forestry Ordinance, the value of labour supplied by indigenous communities when voluntarily constructing roads in their own areas, or the value of professional head-quarters services.

Road Transport and Railway Services.

Following the extension and development of roads to a higher standard, road transport services are increasing. The major all-weather roads commence from the main ports and road transport services now carry a significant volume of inward and outward traffic in areas close to these ports. With the improvement of the light traffic roads in the highlands, vehicles carrying heavier loads are now operating. At certain times of the year trucks are

able to travel from Lae to Mt. Hagen and beyond. Regular road transport services operate in the principal towns.

There are no railways in the Territory.

Air Transport Services.

Civil aviation in the Territory is administered by the Commonwealth Department of Civil Aviation and operated in accordance with the standards and recommended practices of the Chicago Convention and the International Civil Aviation Organization.

Conditions.—Special conditions associated with air transport services were described in the Annual Report for 1954-55.

Capacity and Routes.—Schedule and charter flights provide a network of air transport throughout the Territory and regular air services are maintained with Papua and the mainland of Australia. Lists of aerodromes and alighting areas in the Territory, the routes operated, frequency of services and other aviation information are included in Appendix XV.

Types.—The types of aircraft used on external and internal air services are described in Appendix XV.

Improvements.—Air transport services have been extended and passengers and freight carried have increased. The number of registered aircraft owners was sixteen and registered aircraft 77 at 30th June, 1958.

At the close of the year Catalina Flying Boats were being replaced by land based Otter aircraft, and to permit wider use of these aircraft new aerodromes are being constructed in the New Britain and Bougainville Districts in areas which to date have been served by the Catalinas.

During the year the number of aerodromes in the Territory increased by seventeen.

Rates.—Tariffs for carriage of passengers and cargo are those set out with operators' published time tables and in various airline guides. Control over these tariffs is exercised by the Minister for Civil Aviation.

Owners.—Qantas Empire Airways Limited, the major operator, is wholly owned and controlled by the Government of the Commonwealth of Australia. None of the airlines conducting services in the Territory is owned by the Administration.

Subsidies.—The subsidies formerly paid in respect of services to remote localities have not been resumed, but special payments are made by the Administration to ensure the operation of Catalina flying services at an economic level.

Operators are indirectly susidized by provision of aerodromes and other facilities at charges which recover only a portion of the expenditure.

Investment.—Capital investment by airlines in the Territory is substantial and is generally of Australian origin. There are seven incorporated local companies with an authorized capital of £910,000 and one Australian incorporated company operating in the Territory with an authorized capital of £15,000,000. In addition, three other organizations registered under the Business Names Ordinance, provide charter and contract aerial services. The New Guinea Aero Club, a registered company, has been formed for the pleasure and aviation training of its members.

External Services.—International air services are operated between the Territory, Netherlands New Guinea and the British Solomon Islands. Regular air services also connect with the Territory of Papua and Australia. Details of these services are contained in Appendix XV.

Meteorological Services.

The Commonwealth Bureau of Meteorology is responsible under section 4 of the *Meteorology Act* 1955 for the provision of meteorological services in the Territory. Such services are available through the Bureau's meteorological offices established at Port Moresby, Lae, Madang and Rabaul. Regional weather forecasts are broadcast daily from the Australian Broadcasting Commission Station 9PA, Port Moresby, while special services to shipping are available through VIG, Port Moresby and VJZ, Rabaul. The Department of Civil Aviation, the Overseas Telecommunications Commission and the radio services of the Administration act as the communications agents for the Bureau of Meteorology in the receipt of basic meteorological observational data and the dissemination of forecast advices.

The following table illustrates the weather reporting network in Papua and New Guinea:—

Category.	Number of Reports Daily.	Number of Stations.
Synoptic	2	8
	3	4
	4	35
	5	2
	6	1
	7	3
Climatological	1	5
	2	12
Rainfall	Nil*	202

* Rainfall stations furnish a return once monthly.

Forecasts were issued during the year as follows:—

Aviation	11,666
Other	5,028

Aviation forecasts have decreased due to the use made of area forecasts for flying purposes within Papua and New Guinea.

Shipping Services.

Regular services are maintained between the Territory and Australia by vessels of the Burns Philp Line, which call at Lae, Madang, Kavieng, Rabaul, Lorengau, Wewak and Kieta, and vessels of the New Guinea-Australia Line which call at Rabaul, Lae, Madang and Kavieng.

In addition, ships of the Japan-Hong Kong-New Guinea Line, Eastern and Australian Steamship Company, Australia-West Pacific Line and the Indo-China Steam Navigation Company call at Rabaul, Lae and Madang from

time to time on their return voyages to Australia from the East. A Pacific Islands Transport Line vessel provides a fairly regular service with North America. Bank Line ships call at the main ports as copra loadings are available.

Oil products are transported to the Territory by tankers of the Shell Company Limited and Standard Vacuum Oil Company.

Coastal services are maintained by small vessels operated by private owners, including missions and co-operatives, and are employed mainly in the distribution of supplies from, and the carriage of produce to, the main ports. Some passengers are also carried.

Particulars of vessels which entered and cleared Territory ports and tonnage of cargo handled are given in tables 10, 11, 12 and 13 of Appendix XV.

Transport Connexions with Interior and Inland Waterways.

Inland water transport connexions are few and largely in the hands of indigenous owners. There is no adherence to schedules, except in the case of coastal vessels proceeding up rivers to riverine stations in the course of their normal coastal voyages.

Ports and Facilities.

The principal ports are Rabaul, Lae, Madang and Kavieng, but overseas vessels also call at Wewak, Lorengau, Kieta, Sohano and Finschhafen.

Rabaul.—The main wharf is 400 feet in length. The depth is 28 feet, which is increased to 30 feet by dredging. A second wharf is a war-time wreck, structurally adapted for the purpose. It can accommodate a ship of about 450 feet in length and the depth is not less than 30 feet at low water. There are also three privately-owned wharfs, one of which is capable of use by overseas vessels, and four jetties are available for coastal shipping.

Engine repairs to overseas vessels can be undertaken, but local slipways are designed to cover coastal shipping requirements only.

Madang.—The main wharf is 300 feet in length, with a minimum depth of 26 feet at low water. There is also a small ships' wharf designed to meet the needs of coastal shipping.

There are two repair shops and two slipways capable of taking vessels up to 120 tons.

Lae.—The principal wharf is 300 feet in length, with a minimum depth of 32 feet at low water. Development includes an extension of 100 feet to the present structure. The approach from seaward is in very deep water and there is no good anchorage for large vessels in the vicinity of the wharf. There is no slipway, and repair facilities are available for coastal shipping only.

Kavieng.—The wharf is 330 feet in length, and has a depth of 27 feet at low water. There is also one small jetty for coastal craft. One small slipway is capable of taking vessels up to 65 feet in length and 6 feet 6 inches in draught.

Beacons are being erected to show the recognized approach channels.

Lorengau, Wewak, Kieta, Finschhafen and Sohano.—These are smaller ports where ships load and discharge at anchorages. No repair facilities exist except for very small craft.

Distinction in Use, Ownership, &c.

There is no discrimination in regard to the use, ownership and operation of transport services.

CHAPTER 10.

PUBLIC WORKS AND OTHER CAPITAL EXPENDITURE.

Expenditure on new works, capital purchases and maintenance during the past two years has been as follows:—

Item.	Year ended 30th June, 1957.(a)	Year ended 30th June, 1958.(a)
	£	£
New Works	1,544,260	1,684,176
Capital purchases	345,127	365,214
Maintenance	776,962	855,944
Total	2,666,349	2,905,334

Major items of expenditure on new works, capital purchases and maintenance were—

Item.	Year ended 30th June, 1957.(a)	Year ended 30th June, 1958.(a)
	£	£
New Works—		
Residences, hostels and quarters ..	361,626	416,847
Offices	6,135	12,738
Hospitals and ancillary buildings ..	102,956	445,145
Schools and ancillary buildings	45,866	76,504
Other buildings	181,269	133,310
Roads	224,891	92,487
Bridges	60,987	101,132
Wharves and beacons	50,403	39,207
Hydro-electric development	4,504	10,130
Special surveys and investigations ..	15,117	30,600
Power houses and electrical reticulation ..	131,889	118,119
Water supply and sewerage	14,084	31,341
Rabaul reconstruction	92,313	..
Highlands development	25,773	38,878
Grants-in-aid for mission hospitals, pre-school centres and other approved construction	45,624	62,011
Capital purchases—		
Domestic furniture and fittings	65,895	101,393
Hospital and medical equipment ..	47,493	20,147
Purchase and lease of land	54,124	34,399
Motor transport	17,412	64,822
Agricultural machinery	21,178	9,049
General plant and machinery	52,127	17,541
Special plant and machinery, Highlands development	36,685	32,196
Purchase of buildings	13,038	53,650
Maintenance—		
Buildings	116,959	164,176
Wharves	6,702	8,454
Water supply	31,234	29,359
Electricity supply	201,603	197,690
Roads and bridges	278,281	370,533

(a) Figures do not include costs of salaries and allowances and administrative "on cost" charges of the Commonwealth Department of Works amounting to overall totals of £154,144 and £273,945 for 1956–57 and 1957–58 respectively.

Administrative Organization.

Works projects in the Territory are supervised by two separate authorities—the Commonwealth Department of Works and the Administration Department of Works. Their activities do not overlap, and in general the Commonwealth Department of Works is responsible for major new works in and around the main towns.

The Administration Department of Works, which was created in March, 1956, is a constructing authority, but is also responsible for the maintenance of Administration buildings, roads, airstrips, bridges, minor wharfs, hydro-electric schemes and small power houses.

Close co-ordination exists between the two Departments, especially between the technical branches. It is envisaged that the Administration Works Department will expand in scope with the growth of its technical resources, but the Commonwealth Department of Works will for some years to come be necessary for the development of the Territory.

Works Activity.

Hospitals were replaced or reconstructed at Kaiapit, Saidor, Maprik and Kokopo. The rate of progress on the construction of the 316 bed general hospital at Nonga, near Rabaul, was maintained and it will be completed by the date planned. A regional hospital is being built at Wewak, estimated to cost £732,000; the first stage of this project is now being erected and planning for the second stage, on which it is hoped to commence work in 1958-59, is well advanced.

Tenders have been invited for the construction of a regional hospital at Madang at an estimated cost of £760,000. It is expected that it will take nearly two and a half years to complete this work.

Twelve small hospitals are to be erected or reconstructed in various districts in 1958-59.

The current school construction programme is based on an expenditure of £500,000 and the following major schools are included in the planning:—

Intermediate High School, Lae;
Intermediate Boys' School, Tusbab (Madang);
High School, Rabaul;
Intermediate School, Gazelle Peninsula, New Britain.

Tenders have not yet been finalized for these projects.

Renovations and additions to eleven other schools are planned, seven of which are scheduled to be completed in 1958-59.

The European School and the Girls' School at Madang and the European Primary School at Rabaul, which were referred to in the 1956-57 report, have been completed and handed over to the Department of Education.

In 1957-58 the works authorities were able to devote attention to the construction and renovation of housing for Administration employees. Ten new houses were erected and an additional eleven were being built at the end of June, 1958. The future programme provides for 91 new units as married quarters in addition to standard type of accommodation for both married and single personnel.

A total of 87 residential units for single and married accommodation were also completed and work is proceeding on an additional 79 units.

Electric power projects commenced during the year included the second stage of the Goroka hydro-electric scheme, the provision of generating sets to Lae power house (3), Rabaul (2) and Madang (3), and the planning of the Wewak power house and generating equipment.

A sum of £23,000 was spent on the construction of minor new aerodromes and maintenance of existing airstrips. These works do not involve a high level of costs and much of the labour is contributed voluntarily by the surrounding population groups.

The Department of Civil Aviation assumes responsibility for the construction and maintenance of major aerodromes.

During the year 403 miles of new vehicular roads were completed. The major projects were on the sections of road to link Lae with Gusap in the Morobe District. A total of £92,487 was spent on new roads and £101,132 on bridges; £370,533 was applied to the maintenance of existing roads and bridges.

Highlands Development Project.

A sum of £71,074 was set aside for developmental works in the Eastern and Western Highlands Districts of New Guinea and the Southern Highlands District of Papua. Among other things, this fund has been used to purchase equipment and plant, including diesel power units and milling and wood-working machinery, and to construct roads, bridges, water races, airstrips and buildings. Of expenditure to date approximately 75 per cent. has been incurred in New Guinea.

The area being developed by this project contains approximately 640,000 people and the method of development by limited mechanization and progressive training of the indigenous people in modern road building and timber milling, and as mechanics, power house operators and bridge builders, will develop a force of trained workers in their own environment, while the opening up of adequate all weather access roads will assist indigenous primary production.

PART VII.—SOCIAL ADVANCEMENT.

CHAPTER 1.

General Social Conditions.

Social and Religious Background and Customs of the Indigenous Inhabitants.

Information concerning the social and religious background and customs of the indigenous inhabitants will be found in Part I of this report.

Non-governmental Organizations.

Apart from the various missionary societies established in the Territory which engage in work of a social nature, the following are some of the non-governmental organizations engaged in social activities:—The Red Cross and

Junior Red Cross, the Boy Scouts and Girl Guides, in which all sections of the community take an interest; the ex-servicemen's associations; and sporting and social clubs formed by the indigenous and non-indigenous population.

CHAPTER 2.

Human Rights and Fundamental Freedoms.

General.

There has been no change in the position as described in previous annual reports. All elements of the population are secure in the enjoyment of human rights and fundamental freedoms without discrimination as to race, sex, language and religion, except to the extent that it is still considered necessary to preserve certain provisions relating to the indigenous inhabitants in order to protect their interests, particularly in such matters as land acquisition, trading and industrial employment.

Freedom of thought and conscience and free exercise of religious worship are enjoyed by all inhabitants.

Slavery.

Slavery is expressly prohibited under the *Papua and New Guinea Act* 1949-1957, and there are no institutions or practices analogous to slavery, or resembling slavery in some of their effects, in the Territory. Forced labour is prohibited under the *Papua and New Guinea Act* 1949-1957 except in such circumstances as are permitted by the International Labour Organization Convention concerning Forced or Compulsory Labour.

No important judicial decisions concerning human rights have been made in respect of the Territory during the year. The Declaration of Human Rights is expounded and explained in the main schools of the Territory. Scholars in these schools are drawn from various groups and, as English is taught and used in the schools, the Declaration has not been translated into the numerous local languages.

Right of Petition.

The right of petition is known to the inhabitants of the Territory and for many years the indigenous people have presented petitions and appeals to officers on patrol, to district commissioners, and on occasions to the Administrator when on tour. The right to submit petitions to the United Nations has been exercised.

Restrictions.

Subject to non-interference with the rights of other citizens there are no restrictions on the rights of assembly or against the activity of any group association. Indigenous inhabitants have complete freedom of movement throughout the Territory with the exception that they are required to obtain written permission to enter or remain in certain towns between the hours of 11 p.m. and 5 a.m., or to be absent from their quarters in such towns between these hours.

The secrecy of correspondence is guaranteed under Posts and Telegraphs legislation and the criminal law.

Freedom of the Press.

There is no restriction on the expression of public opinion by any section of the population. Printing presses are required to be registered and the printer and the publisher of a newspaper are required to make and register with the Registrar-General affidavits giving the correct title of the newspaper, description of the building in which it is to be printed, and the names and addresses of the proprietor, printer and publisher. They must also enter into recognizances with sureties as security for the payment of any penalty that may be inflicted by reason of anything published in the paper, and for the payment of any damages awarded for libel. There is no censorship and, subject only to the law relating to sedition and libel, the Administration does not exercise any control over the subject-matter of what is published in the press.

The *Rabaul Times* and *New Guinea Courier*, which are weekly newspapers, and the *South Pacific Post*, a bi-weekly newspaper, are all printed in English and are published in Rabaul, Lae and Port Moresby respectively. These newspapers are delivered throughout the Territory by airmail. There are many subscribers to overseas publications. A number of newspapers of particular interest to the indigenous inhabitants are published by the Administration and several religious missions in English, Melanesian Pidgin and indigenous languages. These include:—

- *Papua and New Guinea Villager* published monthly in English by the Department of Education;
- *Rabaul News* published weekly by the Department of Education in English and Melanesian Pidgin at Rabaul;
- *Nilai ra Darot* published in a Blanche Bay dialect by the Methodist Overseas Mission at Rabaul;
- *Frend Bilong Mi* published in the Graged dialect by the Lutheran Mission at Madang;
- *Kris Medaeng Totol* printed in the Graged dialect by the Lutheran Mission at Madang;
- *Aakesing* published in the Kote language by the Lutheran Mission at Madang;
- *Coral Sea Union Tidings* published in English by the Seventh Day Adventist Mission in the British Solomon Islands Protectorate and distributed throughout the Territory of New Guinea by the Mission;
- *Katolik Nius* published weekly in Melanesian Pidgin by the Roman Catholic Mission at Vunapope, Kokopo;
- *Talaigu* published monthly in the Tolai language by the Roman Catholic Mission, Vunapope;
- *Michael* published monthly in English by the Roman Catholic Mission, Vunapope; and
- *Jaeng Ng Ajim* published in the Yabim dialect by the Lutheran Mission at Madang.

The Department of Education also circulates a small magazine, the *Territory Newsletter*, to students of the

Territory at schools in Australia with the object of keeping them informed on Territory news. Copies are also sent to teachers and others in the Territory.

Indigenous Religions.

The religious beliefs and practices of the indigenous people receive protection and consideration under the provisions of the law. (This matter is dealt with more fully under Part I of the report.)

Missionary Activities.

No restrictions are imposed on missions or missionary authorities, other than such controls as it may be necessary for the Administering Authority to exercise for the maintenance of peace, order and good government, entry into restricted areas, and for the educational advancement of the inhabitants. Further reference to missionary activities is made in the relevant sections of this report and the number of adherents claimed by the various denominations will be found in Appendix XXV.

The Administration provides assistance to missionary organizations by way of financial grants-in-aid and the grant of supplies and equipment in respect of their work in the fields of education and health. Particulars are included in the sections of this report which deal with those matters and in Appendix XXV.

Adoption of Children.

In the adoption of indigenous children by members of the indigenous population local customs are observed by the Administration. The Administrator may grant to a non-indigenous person a mandate over an indigenous or part-indigenous child who is certified by the Director of the Department of Native Affairs to be a neglected child or who has been so declared by a court. The mandate imposes on the person authorized therein the rights and duties of the custody, maintenance and care of the child for a stated period. The Administrator may at any time cancel the mandate, and he may, if he thinks fit, direct that a further mandate be issued in respect of that child. For non-indigenous children adoption requires an order to be made by the Supreme Court which establishes a relationship between the adopting parent or parents and the adopted child, as though the child was born to the adopting parent or parents in lawful wedlock.

No specific provision has been made for the child itself to make an application in the case of ill-treatment or abuse, but adequate legal safeguards exist to protect the child.

A person cannot marry his adopted child or a child mandated to him, and if he does the marriage is void and an offence is created.

Children Born Out of Wedlock.

The rights and status of the indigenous persons born out of wedlock are determined by the customs of the community in which they live. There are no disabilities placed on such persons in any particular community which to the knowledge of the Administering Authority require legislative adjustment.

Non-indigenous persons born out of wedlock and not subsequently legitimated are accorded civil rights and status as persons born in wedlock. In regard to private rights based on relationship, their position is distinguished, for instance, under the law relating to devolution of property on intestacy.

Immigration.

Information relating to immigration for the year under review is given in Appendix I of this report. The control of immigration into the Territory is governed by the provisions of the *Immigration Ordinance* 1932-1940 and Regulations made thereunder.

All intending immigrants to the Territory are required to complete an application for a permit to enter the Territory in accordance with the provisions of the Immigration Ordinance and Regulations. No non-indigenous person has a prescriptive right of entry into the Territory. The categories of prohibited immigrants are specified in Section 4 of the Ordinance. The Administering Authority adheres to the main immigration principle of the maintenance of a homogeneous indigenous society. *Bona fide* visitors for holiday and business purposes and transit travellers must be in possession of valid travel and health documents and not-negotiable steamer or air tickets for travel beyond the Territory. Additionally assurances are required concerning accommodation and the availability of sufficient funds to cover the purposes of the visit. Applicants who have not acquired residential status and who wish to reside in the Territory must produce valid travel documents and evidence of sound health, good character, and assured employment or the availability of sufficient funds; in addition, they must enter into a guarantee of £70 or deposit that amount in cash with the Chief Collector of Customs. This deposit may be applied by the Administration towards the cost of maintenance of the immigrant or his transport to a place outside of the Territory if at any time within five years of entry he becomes a charge upon public funds.

CHAPTER 3.

STATUS OF WOMEN.

General.

The status of women in indigenous society varies according to social groups, and a woman's influence in social matters is governed to some extent by such local circumstances as whether she resides after marriage in her husband's village or that of her own group. Where inheritance of property is based on matrilineal descent, the status of women may be higher than in a patrilineal society. Generally women own and may inherit various forms of property. Women are not deprived of any essential human rights, and there are no customs which violate their physical integrity or moral dignity.

The status of women is not as low as first impressions sometimes indicate. The roles of men and women are different and complementary, and neither may enter the preserve of the other. It is probably true that some men consider the women's role inferior in some respects, but there is little evidence that the women consider it so. Politically their activities do not have the same degree of publicity as those of the men, and local leadership is nearly always confined to men. This was a necessary condition in indigenous society, where warfare was an important function of leadership. Nevertheless, the political system took women into account by means of discussions in the home and village, and their effect was not insignificant. With the cessation of warfare the traditional system has been carried on, but is being gradually adapted to the new conditions. Many women have been accepted as candidates for election to native local government councils, though to date only one has been elected.

In many areas women have a harder life than men, but in part this is a result of a situation brought about by contact with Europeans: peace in the settled areas has resulted in the virtual disappearance of the roles of fighting, protection and weapon-making, which formerly took up a great deal of the men's time, while there has been no corresponding diminution in women's work, which is mainly directed towards the most important tasks of food production and the care of young children. The disparity has only been partially reduced by the number of men taking employment with Europeans. The introduction of semi-permanent cash-crops and consequent further demands on men's time is providing part of the answer, which will be completed by re-education. That men in many areas now do less work than women, is not generally a sign of an inherently lower status of women, but of the fact that the institutions of a traditional society take time to adapt themselves to sudden changes in surrounding conditions. Another factor which could adversely affect the position of women is that, since it is the men who go out to work and who in general have most contact with Europeans, there has been a tendency for women's education and advancement to lag behind that of men.

Perhaps the most significant development affecting the status of indigenous women has been the interest shown in the establishment and continued successful operation of maternity hospitals and welfare clinics. Female trainees who work with European staff are developing high standards of skill, hygiene and humanitarianism.

A central advisory committee has been set up for the education and advancement of women. The committee consists of ten members, of whom six are officers of the Administration, two represent the missions, and two are indigenes. The aims of this committee are to correct as speedily as possible the existing disparity between the advancement of women and that of men, and to ensure their progress side by side. Sub-committees which have been appointed in each district collaborate with the central committee in initiating and implementing individual district programmes to meet the specific needs of various parts of the Territory. Membership of each district sub-committee includes the District Commissioner and other Administration officers, representatives of the missions in the area, officials of such organizations as the Red Cross and the Girl Guides' Association, and leading members of the local indigenous population. A senior welfare officer, assisted by two welfare officers and six indigenous assistants, will co-ordinate the plans and recommendations of the committees.

Although this will result in a greater emphasis being given to work among girls and women than has been given before, it does not involve the creation of a separate branch of administration devoted exclusively to advancing the status of women. The intention is that in all branches of administration the advancement of women will be promoted side by side with the advancement of men and that opportunities for women shall become equal to those open to men.

Regard will, of course, be paid to existing indigenous organizations and customs, as is done in all phases of administration, in order to ensure that efforts for the advancement of the people do not in themselves become a cause of disruption and confusion.

Legal Capacity.

Under the laws of the Territory women have equal rights with men. They can sue or be sued, may own or dispose of property, enter into contracts or practise any profession. A wife is not responsible for her husband's debts, but a husband is liable for his wife's debts.

In native custom women's legal capacity is varied to some extent by tribal requirements, but they may own and inherit various forms of property and in a number of places this includes land. They have the rights of access to the courts and of franchise in native local government council areas.

Public Offices.

In general, women have equal rights with men to hold public office, exercise public functions and exercise voting rights. Particulars regarding the latter are given in Chapters 3 and 5 of Part V.

Employment.

The Public Service of the Territory essentially makes no distinction between the sexes in appointments to the various classified positions, but a certain number of positions are traditionally reserved for women, e.g., nursing. Opportunities for indigenous women to enter the service of the Administration are still largely limited by a lack of education and training, but the impact of accelerated teaching, nursing and infant and maternal welfare training can already be observed.

The only legal restrictions imposed on the employment of women are contained in the *Native Labour Ordinance* 1950-1956, the *Native Women's Protection Ordinance*

1951-1954, and the *Mines and Works Regulation Ordinance* 1935-1952. Indigenous laws and social customs in many centres place restrictions on the employment of women outside their tribal areas.

The minimum wage prescribed by the Native Labour Ordinance and the salary scales prescribed for members of the Auxiliary Division of the Public Service are in each case the same for both men and women.

Marriage Customs, &c.

The Native Administration Regulations provide that every marriage between indigenous people which is in accordance with the custom prevailing in the tribe or group to which the parties to the marriage belong shall be a valid marriage. Many marriages are now, however, contracted in accordance with Christian rites. Marriage otherwise than in accordance with indigenous custom is regulated by the *Marriage Ordinance* 1935-1936. Such a marriage between an indigenous person and a non-indigenous person may not be celebrated without the written consent of a district officer.

So-called "bride price" is general throughout most of the Territory. In reality it usually involves an exchange of gifts between the relatives of the bride and groom. It is not a "purchase" of the bride, but a recognition of the marriage and of a new allegiance between the kinship groups of the parties concerned. The custom operates so as to provide a measure of social control and lend stability to the marriage. In some areas, particularly those in which native local government councils are operating, the people themselves have been considering and dealing with the regulation and limitation of marriage gift transactions.

Under the *Marriage Ordinance* 1935-1936 the legal age for marriage is sixteen years. Among the indigenous people there is considerable variation in the minimum age for marriage; marriage customs vary from group to group but in all cases they ensure that the parties are of proper age.

Generally speaking, polyandry is not practised amongst the inhabitants. Polygyny is widely practised but its incidence is decreasing. It forms an integral part of certain indigenous social systems, to which sudden prohibition of polygyny would cause disruption. The only satisfactory method of reducing its incidence is by a gradual and fully integrated system of social change, so that polygyny as a preferred form of marriage tends to disappear as the structure of society changes and livelihood, prestige and power are no longer based on the old norms. By this means monogamy will be established on a sound basis. A further factor which necessitates care in dealing with this matter is the need to safeguard the rights of women who have entered into polygynous marriages, and of the children of such marriages.

Women's Organizations.

The Girl Guide Movement is popular and has continued to expand. There are now local associations with headquarters at Rabaul, Lorengau, Kavieng, Lae, Bulolo, Wau and Madang; while a Brownie pack has been established at Goroka. A satisfactory feature is the number of packs and companies made up of children of all races, working together.

An experienced trainer has been engaged in the Territory emphasizing leadership amongst indigenous girls and women.

In various localities there are pre-school play centres controlled by committees of management. These committees, working in a voluntary capacity, promote the well-being and education of the pre-school child. An annual grant for the salaries of qualified supervisors in this work is provided by the Administration.

Women's clubs have been formed by female members of the indigenous population who meet together for educational and recreational purposes.

Functional control of these activities is now vested in the Department of Native Affairs. Discussions and demonstrations are supervised by suitable officers of the Administration and by other interested persons. The Department provides funds for the payment of demonstrators and instructors, and supplies equipment where necessary.

CHAPTER 4.

LABOUR.

General Situation.

Most of the Territory's indigenous population are farmers who are concerned with subsistence agriculture and the requirements of village life and there are few economic or other pressures which make it necessary for them to enter wage employment. With few exceptions indigenous workers are not entirely dependent on wages for sustenance and the wages and other emoluments paid to workers are supplementary to other income or subsistence derived from village and tribal activities. Besides being a source of cash income, employment provides one of the main points of contact between indigenous people and the non-indigenous population.

The aims of labour policy are as follows:—

(a) To advance the general policy for the political, economic, social and educational advancement of the inhabitants of the Territory; the development of the Territory's resources; and the maintenance of good order and government; particularly through—
  (i) control of the nature and rate of social change among the indigenous people;
  (ii) the education of the indigene;
  (iii) the promotion of an association between the non-indigenous and indigenous communities favorable to the latter's own advancement and good relations between the races; and
  (iv) the association of both non-indigenes and indigenes in the development of the resources of the Territory in order to sustain a higher standard of living and improved services.

(b) To protect the indigenous worker against unfair treatment, damage to his health, or deterioration in his traditional standards.

(c) To ensure that the employer and the worker honour their obligations.

Opportunities for Employment.

At 31st March, 1958, there were 43,359 indigenous people in paid employment including members of the Police Force, compared with 47,178 at 31st March, 1957. Private industry employed 32,728 which included 22,180 general plantation workers, and 10,631 were employed by the Administration including 1,666 members of the Police Force. Of the total employed, approximately 11,100 were engaged in skilled or semi-skilled occupations.

There has been a decline in the number of indigenous people in paid employment during the year but there is no problem of unemployment.

Recruitment of Workers.

The employment of indigenous labour is governed by the *Native Labour Ordinance* 1950-1956 which provides for employment under written agreement and casual employment.

Recruitment is voluntary and workers are free to choose the occupations in which they wish to work.

The period of an agreement is limited to two years but may be extended by a new agreement for a term not exceeding one year immediately on completion of the initial term of two years.

The Ordinance authorizes a district officer to issue a permit to suitable persons to engage workers under agreement for employment either on behalf of the permit holder or on behalf of other employers from whom he holds a written authority. It is an offence for any person to give, offer or accept any fee, bonus, commission or consideration of any kind, other than salary, wages and expenses, in respect of the engagement of an employee.

Workers (and their wives and children if they accompany them with the consent of the employer) are provided with free transport and sustenance from the place of engagement to place of employment, and to their homes on completion of employment.

Special conditions apply to the engagement of workers from high altitude areas (above 3,500 feet) for employment in areas below that level. The maximum period of service under a written agreement is two years followed by repatriation. Casual work (not under written agreement) is subject to the prior written approval of the Director of Native Affairs. Recruitment is undertaken by Administration officers so as to ensure close supervision and observance of the special health measures which are prescribed.

Legislation provides for civil action for the recovery of damages by either party to an agreement in the case of a breach of the terms of the agreement; in the case of the worker damages are limited to the amount of wages already earned or deferred during the period of service. A further provision is that a court may relieve an employer of his obligation to repatriate the worker. Details of the action taken in relation to breaches of agreement are contained in Table 11 of Appendix XVII of this report.

Part IX of the Ordinance authorizes employment as a casual worker at any place in the Territory. Such employment may be terminated by either the employer or the worker at any time without notice.

Terms and Conditions of Employment.

The terms and conditions of employment are covered in detail in Chapter 4 of Part VII of the 1953-54 report and excepting in respect of industrial safety, referred to hereafter, no fundamental changes were made during the year under review.

Labour Legislation and Regulations.

The conditions of employment and welfare of indigenous workers in paid employment are governed by the *Native Labour Ordinance* 1950-1956, the *Mines and Works Regulation Ordinance* 1935-1956, the *Minimum Age (Sea) Ordinance* 1957, the *Native Apprenticeship Ordinance* 1951-1955, the *Natives' Contracts Protection Ordinance* 1921-1947, the *Industrial Safety (Temporary Provisions) Ordinance* 1957, the Public Service (Auxiliary Division) Regulations and other civil service legislation such as the Police Force Ordinance and Regulations.

The Legislative Council in June, 1958, enacted the following Ordinances affecting employment:—

Native Employment Ordinance 1958;

Transactions with Natives Ordinance 1958;

Workers Compensation Ordinance 1958;

Administration Servants Ordinance 1958;

Native Emigration Restriction Ordinance 1958, amending the *Native Emigration Restriction Ordinance* 1955; and

Native Employment Board Ordinance 1958, amending the *Native Employment Board Ordinance* 1957.

These Ordinances are related to each other and require the drafting of appropriate regulations before being brought into operation.

The most significant part of this legislation is the Native Employment Ordinance which, apart from being an employment code, defines the limits within which casual workers, as distinct from agreement workers, may be employed, and includes other provisions designed to protect the indigenous social structure from a too rapid or ill-controlled change.

The Workers' Compensation Ordinance provides a single compensation code for all workers,

The Native Employment Board Ordinance provides for the establishment of a Board to advise the Administrator on all employer-employee relationships, wages, and conditions of employment. The Board will consist of two officers of the Administration, two representatives of employers and two representatives of employees. One of the Administration officers will be Chairman. As soon as practicable the Board will be constituted and will then proceed to an examination of the present wage scales. Further reviews will be carried out from time to time as the need arises.

Reference has been made to the Administration Servants Ordinance in Chapter 4 of Part V of this report.

The Transactions with Natives Ordinance is an amalgamation of the Natives' Contract Protection Ordinance of the Territory of New Guinea and the Transactions with Natives Ordinance of the Territory of Papua, but provides for a more flexible control over certain types of transactions.

All of this legislation reflects the employment policy of the Administering Authority which is outlined at the beginning of this chapter.

Training of Skilled and Other Workers.

The technical training schools, both Administration and mission, prepare students for apprenticeship. Students who do not enter apprenticeship are given two additional years of trade training on completion of which a student is qualified to take a position as an improver or trade assistant, or to engage in simple contract work for his community. At 30th June, 1958, 287 students were attending technical training schools.

Vocational training is provided by various departments of the Administration in agriculture, forestry, hygiene, navigation, engineering, printing, clerical work and telecommunications. On-the-job training is also carried out in private industry. The training of officers of the Public Service is described in Chapter 4 of Part V.

Plans for the establishment of a school of nautical training will be implemented as soon as a decision is made as to whether the school will be shore-based or on a training ship used for the purpose. The training will include seamanship and navigation, engineering knowledge and operation, wireless telephony, cooking, and mess accounting.

The *Native Apprenticeship Ordinance* 1951-1955 provides for apprenticeship in specific trades leading to the granting of trade certificates. Under this system apprentices who complete their indentures and pass their final trade examinations can gain recognition as skilled tradesmen and industry benefits by the establishment of fixed standards. As the level of primary education improves the standards will be raised progressively. The system in operation is based on the same principles as those which have applied in industry for many years.

The courses of training, which are defined by panels of experts in the various trades, include theoretical and practical work and are designed to suit Territory conditions. Trades covered up to the present are:—

Bookbinder;	Painter;
Carpenter and Joiner;	Plumber;
Driver-mechanic;	Printer Compositor;
Electrician;	Radio Technician;
Fitter and Turner;	Rigger;
Mechanic—Aircraft Assistant;	Sawyer;
Mechanic—Diesel;	Shipwright;
Mechanic—Motor;	Underground Miner; and
Mechanic—Refrigerator;	Welder.

There are now 120 trainees under apprenticeship agreements, including two females in the bookbinding trade. Apprentices attend training classes at Administration education centres.

Apprenticeship is controlled by an Apprenticeship Board comprising seven members of whom four are representatives of interests outside the Administration and three are officers of the Administration. In addition, the Board has a permanent Executive Officer.

District committees have been established at Lae, Rabaul and Wau-Bulolo, comprising representatives of the Administration, private enterprise and the missions. The functions of the committees are to investigate and report to the Board on conditions relating to apprenticeship. Additional committees will be established as circumstances require.

Migration of Workers.

There is no restriction on the employment of indigenous inhabitants of the Territory of New Guinea in Papua, or vice versa, and at the close of the year 5,447 workers from New Guinea were employed in Papua and 993 Papuans were employed in New Guinea. Inter-territorial migration is insignificant and does not give rise to any shortage of labour in the Trust Territory. The conditions of employment are the same in both Territories. Indigenous inhabitants have no occasion to leave the Territory of Papua and New Guinea for employment and none has done so.

Recruitment from outside the Territory.

There is no recruitment from outside the Territory other than the Papuans mentioned in the preceding paragraph. It is customary to obtain skilled European technical and supervisory staff mainly from Australia.

Compulsory Labour.

The *Papua and New Guinea Act* 1949-1957 prohibits forced labour except in accordance with the provisions of the Convention concerning Forced or Compulsory Labour. The Native Administration Regulations provide for the compulsory planting and cultivation of crops in an area which has been declared by the Administrator to be liable to a famine or deficiency in food supplies. It was not necessary to declare any area during the year. There is no statutory provision in respect of compulsory labour

for carrying and, if an employee or casual worker is employed as a carrier, any load must not be greater than 40 lb. in weight and may not be carried for any distance exceeding 12 miles in one day.

Indebtedness.

Indebtedness among wage earners and salaried workers is negligible and does not present any problem.

Application of I.L.O. Conventions.

The International Labour Organization Conventions applying to the Territory are as follows:—

No. 8.—*Unemployment Indemnity (Shipwreck) Convention;*

No. 27.—*Marking of Weights (Packages transported by vessels) Convention;*

No. 29.—*Forced Labour Convention;*

No. 45.—*Underground Work (Women) Convention;*

No. 80.—*Final Articles Revision Convention*; and

No. 85.—*Labour Inspectorates (Non-Metropolitan Territories) Convention.*

Remuneration.

The minimum cash wage prescribed by the Native Labour Regulations is 25s. per month. Payment for overtime is at one and a half times the ordinary hourly rate or at the rate of 6d. per hour, whichever is the greater. Time off may be granted in lieu of overtime. Although the minimum rate is 25s. per month, it will be seen from the figures given in Appendix XVII that the actual average cash wage is higher, particularly among skilled and semi-skilled workers. In addition to cash wages an employer must provide accommodation, medical attention, food, clothing, cooking utensils and such other articles as are prescribed free of charge to the worker and to his wife and children if they are residing with him at his place of employment.

The monetary value of food, clothing and other free issues prescribed varies from time to time and from place to place, but at the close of the year under review it was estimated to average about £5 3s. 1d. per month. This does not include the cost of medical attention and fares.

There is no provision for compulsory savings, other than the deferred wages system for agreement workers. Employees may sue and be sued in respect of wages. Deduction from deferred wages may be authorized only by a court upon application of an employer where the employee has committed a breach of an agreement. There is no provision for seizure on the basis of a court judgment.

The minimum rate of pay for day-to-day workers is 2s. per working day, with full ration issues free of charge. Workers authorized to receive a monetary allowance in lieu of rations are paid, in addition to the minimum rate of 2s. per day, the ruling daily rate of the monetary allowance fixed for the area in which they are employed.

Housing and Sanitary Conditions at Places of Employment.

The Native Labour Regulations prescribe the types and minimum dimensions of houses for the accommodation of labour, together with minimum cooking, ablution and sanitary requirements.

Discrimination and Equal Remuneration.

The differences that at present exist between sections of the community with regard to opportunities for employment and wages rates are not the result of discriminations on grounds of race, but the result of differing standards of education, living, experience, qualifications and work output. The policy is to develop education and training facilities so that all sections of the community may have equal opportunities.

Labour legislation does not discriminate against women; the minimum conditions of wages, housing, rations and other benefits are prescribed for all workers, both male and female.

Medical Inspection and Treatment.

The Native Labour Ordinance provides that a prospective employee shall undergo medical examination before entering into a written agreement for employment, on termination of the agreement, and prior to being returned to his home. An employer is required to provide at the place of employment free medical treatment for all his employees and their accompanying wives and children, and to take all reasonable precautionary measures to safeguard their health. In appropriate cases the employer is also required to transfer workers and dependants to an approved hospital for treatment. Administration medical officers and medical assistants carry out periodical examinations of workers at their places of employment.

Special medical safeguards are prescribed in relation to indigenes from high altitude areas (above 3,500 feet) who proceed to places of employment in altitudes below that level. Before entering employment they are vaccinated against tuberculosis, tetanus and whooping cough, and during employment they receive malarial prophylactics. On termination of their employment they are kept under medical surveillance for two weeks before returning to their homes.

There were 145 deaths among indigenous workers in paid employment during the year, the main causes being pneumonia (26), accidents (both outside, and arising from employment) (20), malaria (13), meningitis (11), cardiac failure (11), and drowning (9). The percentage of deaths was .03 per cent. of the total employed labour force. Complete figures are given in Appendix XVII.

Workers' Compensation.

Compensation for injury or death sustained by an indigenous worker is provided for under the Native Labour Ordinance and Regulations. The amount of compensation is assessed by a district court which may order

it to be paid into court and give directions for its application for the benefit of the worker or his dependants. The *Workers' Compensation Ordinance* 1951-1954, the *Administration Employees' Compensation Ordinance* 1949-1956 and the *Public Service Ordinance* 1949-1956 provide for payment of compensation in other cases.

There are as yet no positive provisions for the rehabilitation of injured workers. Tables in Appendix XVII give details of the number of cases of workers' compensation dealt with during the year.

Employment of Women and Juveniles.

The provisions of the *Native Labour Ordinance* 1950-1956 and Regulations apply to the employment of women, with the exception that they cannot be employed under written agreements. Employment is in occupations suited to their physical capacity. The employment of persons under the age of sixteen is forbidden.

The employment of women and juveniles in underground work is forbidden by mining legislation.

Underground and Night Work.

The *Native Labour Ordinance* 1950-1956 applies to indigenous workers employed in mining and this Ordinance and the Mines and Works Regulation Ordinance provide for the regulation and inspection of mines and works, including the conditions of employment in underground workings. An indigenous worker must not be employed in underground workings unless he is able to understand and make himself understood by those under whom he is placed, is over the age of sixteen years, and is employed only under the supervision of a European holding an underground miner's permit.

There are very few undertakings which operate regularly at night and such work is almost entirely restricted to loading and unloading ships, attending copra-driers, operating telephones and radio services, and police and hospital duties.

Freedom of Movement of Persons to Neighbouring Territories for Employment Purposes.

As indicated previously, there is no restriction on the movement of persons between Papua and New Guinea. There is no system of labour passes or work books.

Industrial Homework.

There is no industrial homework apart from the occupation of the indigenous people in some areas in local handicrafts.

Industrial Safety.

Provisions relating to industrial safety are included in the *Native Labour Ordinance* 1950-1956, the *Explosives Ordinance* 1928-1952, the *Mines and Works Regulation Ordinance* 1935-1956 and the *Electricity Supply Ordinance* 1951.

As stated earlier, the *Industrial Safety (Temporary Provisions) Ordinance* 1957 has been brought into force. Its provisions apply to all workers except those engaged in mining, who are covered by the Mines and Works Regulation Ordinance.

Organization of the Department Responsible for the Administration of Labour Laws.

Administration of the native labour laws is the responsibility of the Department of Native Affairs. At the close of the year six full-time labour officers responsible for statutory clerical and administrative processes and seven full-time labour inspectors were stationed in the Territory. In addition to those full-time officers the Department utilizes the part-time services of suitably authorized members of the field staff at centres where the volume of employment is insufficient to warrant the posting of a full-time officer.

The Department maintains constant contact with employers and employees, and provides advice and assistance in overcoming labour problems.

Trade Unions.

There are no trade unions. At the present stage of their development it would be very difficult for the indigenous workers to form proper trade unions. The great majority of workers are illiterates who would not be able to hold responsible positions in a trade union, and who, as members, would have difficulty in assimilating the aims and ideals of trade unionism.

For the time being it is considered that the best protection for the indigenous worker is for the Administration to retain full responsibility for the conditions of his employment and welfare generally.

Settlement of Labour Disputes.

Workers are encouraged to report complaints that may lead to a stoppage or dispute to the nearest government station before stoppages occur.

Most disputes that arise are of a minor nature and are settled by native labour inspectors acting as conciliators. On rare occasions the institution of civil proceedings before a district court is required. It has not been necessary to provide for any special legislation for their settlement.

Particulars of industrial disputes which occurred and of complaints received are given in Appendix XVII.

CHAPTER 5.

Social Security and Welfare Services.

There is no special legislation dealing with social security on a broad basis and, as far as the majority of the inhabitants of the Territory are concerned, no comprehensive scheme of social security is needed.

Practically all the indigenous inhabitants live within their tribal areas and responsibility for the aged, infirm and orphans rests primarily on the tribal organization, which provides the traditional system of social security for the individual based on the accepted collective obligations and responsibilities of the family, clan or tribe.

The Social Development Branch of the Department of Native Affairs has functional responsibility for the promotion of social development, but no particular department is charged with the responsibility for welfare services. There are very few activities of the Administration which are not directly concerned with the social welfare of the inhabitants. The contribution made by the religious missions is important and an increasing interest in social welfare is being taken by village councils and various indigenous societies.

Free hospitalization, medical, surgical and dental treatment are provided for the indigenous people.

Although there is no single comprehensive ordinance dealing with social security and welfare services, there is legislation which proivdes for—

(a) payment of compensation for death or injuries received arising out of or in the course of employment; and

(b) pension payments for non-indigenous officers of the Public Service.

Other pensions and assistance are payable on an *ex gratia* basis and are awarded according to needs.

CHAPTER 6.

STANDARDS OF LIVING.

A survey of the cost of living for the indigenous people has not been practicable. The majority obtain most of their requirements such as food, fuel, cooking requirements and building material from their own local resources. They exchange and barter with each other for those things which they do not produce themselves.

Conditions and stages of advancement vary so much throughout the Territory, from the semi-urbanized villages adjacent to the towns to the areas recently brought under Administration influence, that it is difficult to generalize. In all areas the people have ample land for their own food requirements.

One of the first results of Administration contact is the adoption of steel working tools. This enables farmers to clear larger areas for gardens, to cultivate them better and to increase production. As soon as circumstances permit, officers of the extension services of the Department of Agriculture, Stock and Fisheries carry out agricultural patrols in these new areas, where they distribute planting material and assist and encourage the people to adopt improved methods of agricultural production. This usually leads to a further increase in production which provides a surplus for sale. The proceeds from this trading are used to buy manufactured goods.

The extensive activities of native local government councils, rural progress and co-operative societies, cash cropping and other forms of participation in commercial ventures, in fact the whole effect of culture contact, have resulted, in many areas, in an improvement in living standards among the indigenous people.

The Administration is directing its efforts towards the improvement of standards of health and the general well-being of the indigenous population. These activities embrace nutrition and hygiene, the eradication of tuberculosis, malaria and yaws with their debilitating influence, the extension of educational facilities and training in more efficient and productive techniques.

The housing standards of the indigenous people are steadily improving, and well designed dwellings constructed of permanent materials are gaining in popularity. The improvement in social and economic conditions is also indicated by the number of indigenes who have acquired motor vehicles and power-driven vessels.

Particulars of the average cost of staple foodstuffs, clothes and domestic items in principal centres are contained in Appendix XVI.

CHAPTER 7.

PUBLIC HEALTH.

(a) GENERAL: ORGANIZATION.

Legislation.

The following legislation relating to public health was introduced during the year:—

(a) The *Industrial Safety (Temporary Provisions) Ordinance* 1957 which permits the enforcement of safety precautions in employment in dangerous or hazardous work. Medical Officers are authorized to inspect premises and personnel and to require employees to comply with reasonable instructions concerning safety practices.

(b) The *Malaria Control Ordinance* 1957-1958 to enable the compulsory spraying with insecticides of the interiors of houses and other buildings in the course of mosquito-eradication campaigns. The powers conferred by the Ordinance are enabling only, as there is little doubt that the eradication campaigns will receive full support from the public.

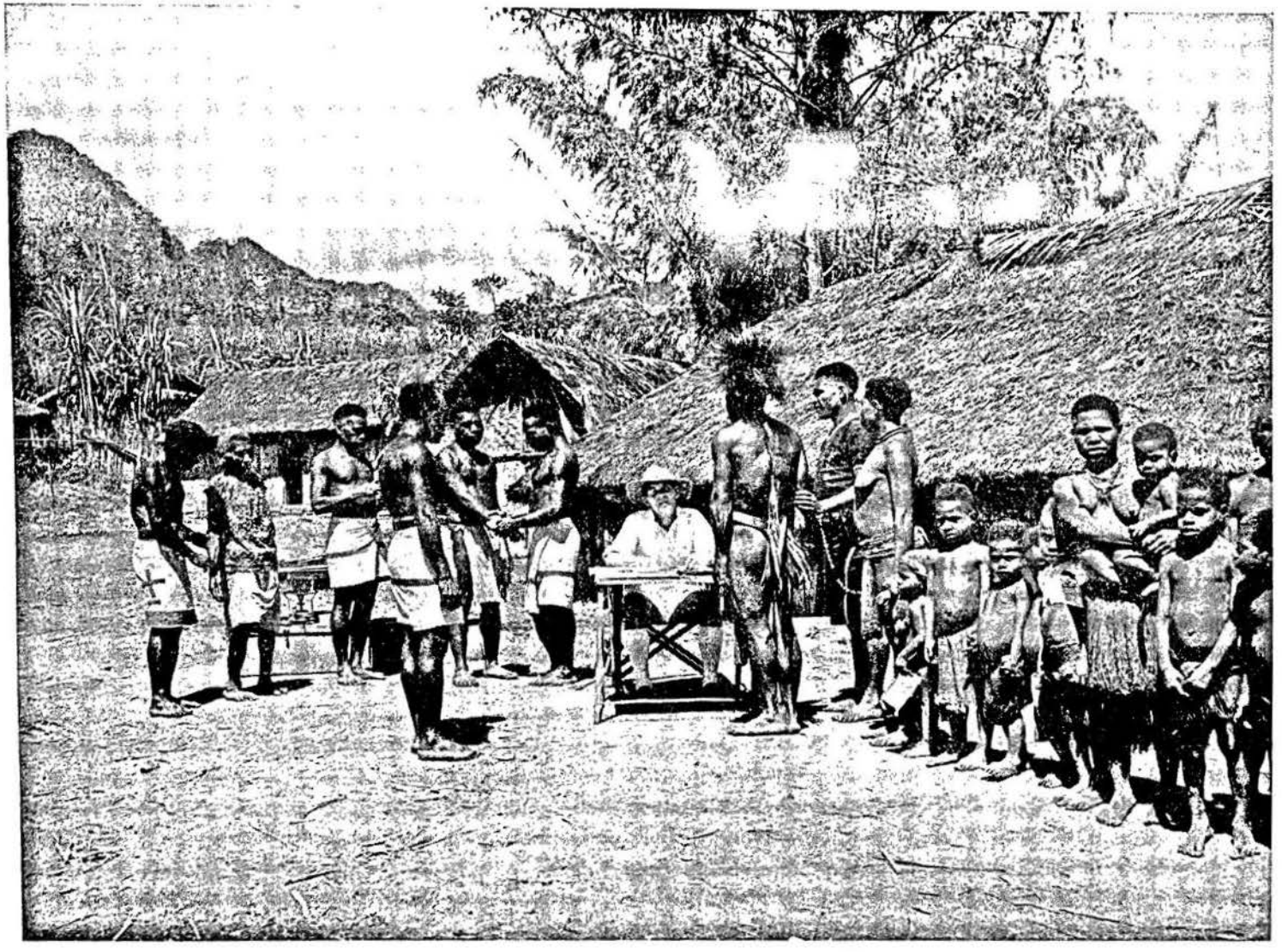
Minor amendments were made to the Medical Ordinance and the Restaurants (Licensing) Ordinance dealing with the health of persons handling food.

Departmental Organization.

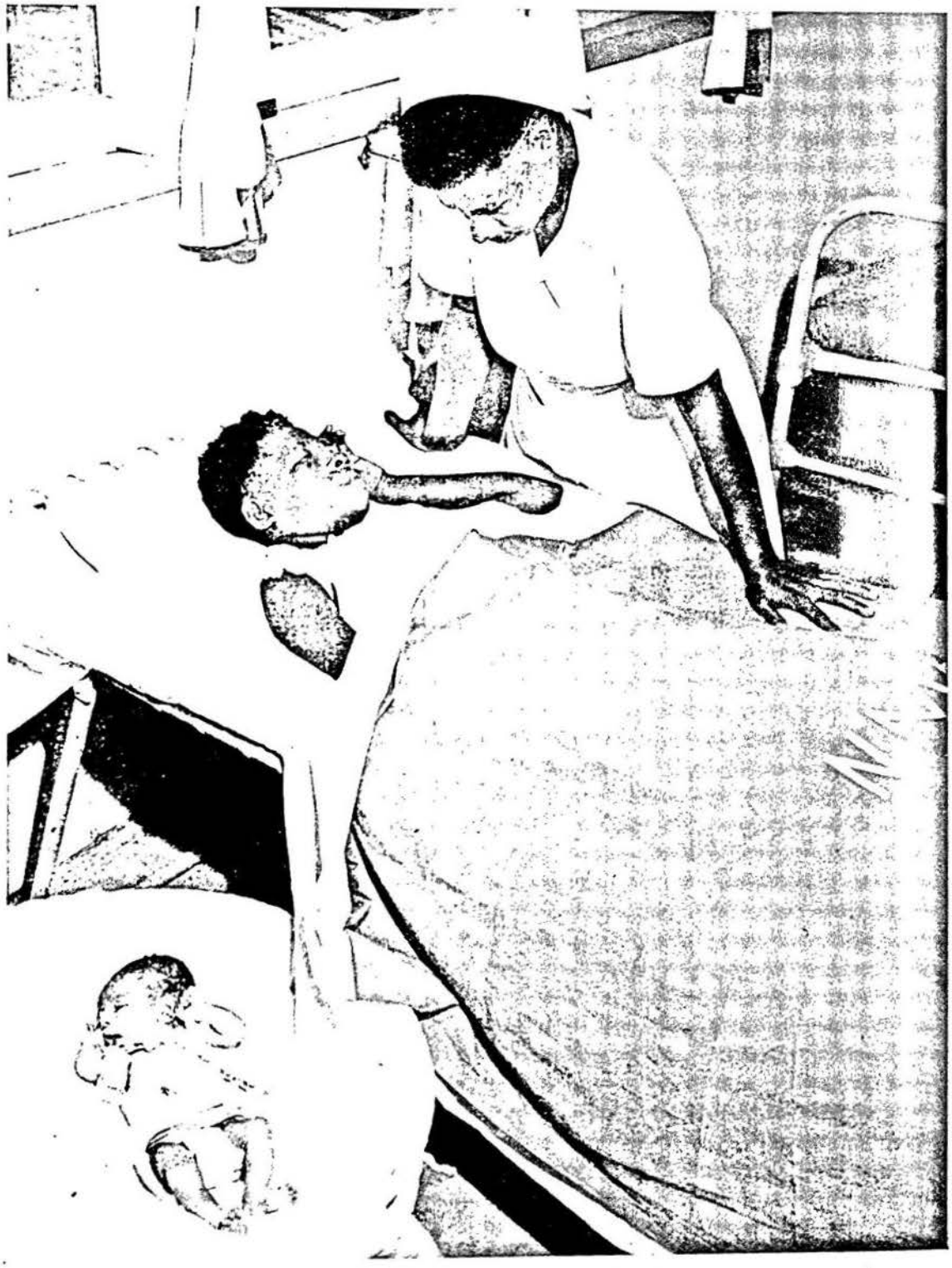
The Department of Public Health is under the control of the Director of Public Health and has its headquarters in Port Moresby, Papua. The Department consists of six Divisions—Medical Services; Preventive Medicine; Infant, Child, and Maternal Health; Medical Training; Administration; and Medical Research—each under the control of an Assistant Director. The Division of Medical Research was created during the year under review. Consideration is being given to the establishment of a Division of Mental Health.

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Villagers being examined and treated by a medical patrol.



A corner of the maternity hospital at Wewak.

The Division of Medical Research will facilitate the carrying out of investigations into such basic Territory medical problems as infant and child mortality, virus bacterial and parasitological diseases, medical anthropology, and demography.

In order to decentralize the operations of the Department and reduce administrative costs, three administrative regions have been established each under the control of a regional medical officer. The regions and their headquarters are as follows:—

	Regional Headquarters.
New Guinea Mainland	Lae
Highlands	Goroka
New Guinea Islands	Rabaul

Regional medical officers and five clerical officers have so far been appointed. It is planned to complete the regional establishments during the coming year with the appointment of additional clerical staff together with regional administrative officers and regional inspectors (senior medical assistants) who are now undergoing courses of training in their duties.

Staff.

The system of cadetships for medical officers and medical assistants has been continued. There are now 29 cadet medical officers and six cadet medical assistants in training for Papua and New Guinea. One medical officer cadetship is granted annually to a child of a resident of Papua and New Guinea. Three of these cadetships have been granted to date. Scholarships in pre-school training are also granted annually to girls who are residents of the Territory. Two were granted in the year under review to Europeans and two to Asian applicants. There were no applications from indigenous girls.

The staffing of the Department of Public Health is shown in Appendix II, and details of medical personnel in the Territory are given in Table 1 of Appendix XIX. The headquarters establishment is 117 including cadet medical officers and cadet medical assistants, and there are 539 classified positions in New Guinea in the Second and Third Divisions of the Department.

Indigenous staff employed by the Department include two assistant medical practitioners and one health inspector's assistant (all graduates of the Central Medical School, Suva), aid post orderlies, medical orderlies, infant welfare assistants, X-ray assistants, and laboratory assistants, who are making progress in status and salary as their skills increase. Six officers of the Auxiliary Division are also on the staff of the Department in New Guinea.

During the year a detailed review of staffing in the Territory was made which resulted in a reduction in the employment of non-medical personnel without any curtailment of the Department's functions. This has largely been made possible by the letting of private contracts for sanitation services and the transfer of motor transport personnel to the Department of Civil Affairs.

Medical Services Outside the Administration.

Many of the missions provide medical services. These include 51 hospitals, 238 aid posts or medical centres, 69 welfare clinics, and 2 hansenide hospitals. The staff employed include 190 Europeans and 275 indigenous assistants. The missions are assisted by the Administration through a system of grants-in-aid and by the supply of drugs, dressings, equipment, &c. The grants-in-aid and monetary value of supplies totalled £55,854 for the year under review.

In adition five hansenide hospitals and two tuberculosis hospitals are staffed and administered by missions on behalf of the Administration. The expenditure on these institutions totalled £87,396 for the year. All costs are met by the Administration. Grants-in-aid for construction of mission hospitals and pre-school play centres amounted to £62,011.

Co-operation with other Governments and International Organizations.

There is extensive co-operation with neighbouring territories, the South Pacific Commission and the World Health Organization. Regular reports of infectious diseases are sent to the two latter bodies. The Director of Public Health is a member of the Research Council of the South Pacific Commission.

In May, 1958, the Regional Office for the Western Pacific of the World Health Organization arranged a seminar for Zone 3 on environmental sanitation. This seminar took place at Port Moresby, Papua, from the 5th May to the 23rd May, and was attended by eighteen participants from twelve countries. Participants and observers from the Territory were present.

Two World Health Organization fellowships were awarded to officers of the Territory of Papua and New Guinea for health education courses at London University, and another for the study of malaria control in South-East Asian countries.

A representative from the Territory attended a World Health Organization malaria symposium at Bangkok in December, 1957.

The Administration takes the usual measures for the control of epidemic disease and carries out the usual quarantine procedures.

Finance.

Expenditure on health services totalled £1,225,651 while expenditure on works and services of a capital nature and on the improvement and maintenance of hospital buildings and equipment amounted to £594,493. The principal works undertaken included the construction of hospitals at Wewak, Madang, Nonga, Kokopo, Saidor, Bita Paka and Butaweng.

The ascertainable expenditure by missions from their own funds on medical services totalled £110,810. Native local government councils reported an expenditure of £9,781.

(b) Medical Facilities.

Hospitals.

There are 75 Administration hospitals of which 62 are available to indigenous people, ten to Europeans and three to Asians. In addition 53 hospitals are maintained by missions.

The new hospital at Nonga, Rabaul, is nearing completion and should be occupied before the end of the calendar year, 1958.

A tuberculosis hospital was opened at Bita Paka, near Rabaul, and another at Butaweng near Finschhafen—to replace the existing one at Finschhafen—is nearing completion. Construction of these was undertaken by missions with a Government subsidy.

New hospitals were opened at Laiagam in the Western Highlands District, at Gumine, Henganofi and Lufa in the Eastern Highlands District, and at Bundi in the Madang District.

Medical Aid Posts (Village Dispensaries).

Medical aid posts are established in villages or groups of villages throughout the Territory. They are staffed by indigenous aid post orderlies who have completed a two year course of training. The posts serve the purpose of extending simple medical aid to the indigenous people, establishing good hygiene practices and encouraging the sick and injured to seek admission to hospital for treatment. During the year the number of Administration aid posts increased from 837 to 878. Aid posts or medical centres maintained by missions increased from 198 to 238.

The following table shows the number and location of Administration posts, personnel and known treatments for the year. As returns from many posts are received only at irregular intervals, the treatments shown do not give a complete picture of the work actually carried out:—

District.	Number of Aid Posts.	Number of Medical Personnel.	Number of known Treatments.
Morobe	202	208	476,376
Madang	50	47	83,932
Sepik	140	140	129,041
Eastern Highlands	115	122	103,590
Western Highlands	92	95	325,168
Manus	35	35	..
New Ireland	57	63	26,434
New Britain	97	95	71,173
Bougainville	90	94	183,943
Total	878	899	1,399,657*

* Manus District not included.

Medical Patrols.

The number of medical patrols carried out by European personnel was 171 compared with 142 for the previous year. During these patrols 352,091 people from 2,446 villages were seen and the following treatments were given:—

Yaws	2,205
Tropical ulcers	3,930
Scabies	7,418
Tinea	12,923
Leprosy	188
Elephantiasis	618
Venereal disease	202
Conjunctival diseases	2,220
Other eye conditions	4,864
Severe anaemia	233
Pulmonary T.B.	245
T.B. glands	123
Congenital abnormalities	362
Dental examination	29,497
Deformities and spastic conditions	353
Nutritional diseases	129
Enlarged liver	10,036
Fever	2,086
Other	13,372
Total	91,004

The above table specifies treatments for enlarged liver. Its inclusion is designed to provide an index principally of malnutrition in the very young and includes Kwashiorkor cases. There are of course a large number of other causes of liver enlargement, but the sign is one indicating a serious disturbance of metabolism.

Patrols by mobile maternal and child health units and other specialist units are not included in the above figures.

In addition to patrols referred to above, 1,005 patrols were carried out by indigenous medical personnel.

Specialist Services.

Maternity and Child Health Service.—This service, which covers all sections of the community, is in its tenth year and is free to all who wish to avail themselves of it. The aim is to maintain infant, child and maternal health at the highest level and to reduce the mortality rate. These objectives are being achieved through clinics; by the treatment of urgent cases and those of a minor nature at clinics and schools; through pre-school activities, school medical inspections, health education and immunization; by the follow-through of clinic work in the hospitals; by the provision of facilities for training in infant welfare, mid-wifery, school inspection routine and pre-school activities; and by payment of a subsidy to those missions who carry out all or part of this work.

To increase the spread of activities the number of central clinics was reduced to nine and with the concentration of staff in more suitable areas the number of mobile clinics was increased to 220 serving the needs of 1,362 villages. Regular clinics are also conducted at eight Administration hospitals most of which are provided with a small maternity block and feeding problem ward. At all other hospitals any requirements are attended to by the hospital staff. In addition to the customary clinic activities attention is directed to health education—in particular in such matters as hygiene and sanitation, suitable foods for expectant mothers and infants and proper methods of feeding.

Two major immunization campaigns using the Salk vaccine were completed. This vaccine is available to infants, children and expectant mothers. Immunization against pertussis, tetanus and diphtheria is available to all children under the age of five years attending clinics and the combined tetanus and diphtheria vaccine is provided for those over this age and for expectant mothers. Liaison with the tuberculosis survey teams has resulted in a continuation of Mantoux testing, and B.C.G. vaccination where necessary, as a routine for people attending the clinics.

Special attention is given to the supervision of the health of school children and children attending pre-school centres are provided with milk and fruit juices.

In addition to the maternity and health services provided by the Administration the missions conduct 69 clinics and their hospitals have facilities for pre-natal and maternity activities.

The trend amongst indigenous women in their desire to have their confinements in hospital has been maintained. During the period under review 3,481 women were confined in Administration hospitals and 3,077 in mission hospitals.

There are ten pre-school centres, and three village play grounds have been opened at Rabaul, Madang, and Bulolo. European, Asian and mixed-race children attend at the pre-school centres. Indigenous children in the village playgrounds are under the supervision of a trained teacher. The health of children in the larger centres is checked weekly by a school nurse. Parent guidance by means of discussions and films is a feature of the work.

Table 6 of Appendix XIX gives particulars of diseases causing deaths of infants and children in the Administration hospitals during 1957-58, and the age distribution of the children concerned.

Malaria Control.—Malaria is the most widespread disease and undoubtedly the greatest cause of morbidity in the Territory. A high priority has been given to its control with eradication as the ultimate aim. Field trials carried out at the malaria control project at Maprik have been successful and future plans are based on the results so far obtained. An eradication campaign has been organized to start late in 1958 in New Ireland and to extend later to the mainland of New Guinea, Manus, Bougainville and New Britain, in that order, and then to the Territory of Papua.

As one of the main problems is to explain to the indigenous people the need for such a campaign and the necessity for its complete and conscientious implementation, the two officers studying health education at London University will form an integral part of the team.

Three medical officers are working exclusively on all aspects of malaria control. One of them, together with an entomologist, is studying the problem as it affects the D'Entrecasteaux Islands in Papua, and the information so obtained will be used in all future island campaigns in Papua and New Guinea.

Malaria control in urban areas was successfully carried out during the year with routine measures of mechanical fogging and drainage. In such places as Madang where there are collections of water due to topographical features the stocking of ponds with the edible fish *Tilapia* spp. and *Gambusia affinis* as a malaria control measure is proving satisfactory. Where there is any doubt as to the effectiveness of this method oiling is carried out. Each town has individual problems and local knowledge plays a big part in successful control. Malaria suppressives are issued free of charge to all indigenous residents and to Administration personnel, and the proportion of other residents who are regularly using them is increasing. The aid posts play a considerable part in distributing suppressives to the indigenous population.

Tuberculosis Control.—Tuberculosis survey units carried out epidemiological and case finding surveys during the year in the Sepik and New Ireland Districts and in the Gazelle Peninsula of New Britain.

Domiciliary treatment schemes were put into operation in New Ireland and on the Gazelle Peninsula. Approximately 400 patients are receiving treatment at the village level under these schemes which will be expanded.

A tuberculosis hospital, which was constructed by a Roman Catholic mission with Administration finance and will accommodate 600 patients when extensions are completed, was opened at Bita Paka, New Britain, during the year and 170 patients are receiving treatment there. Another tuberculosis hospital also financed by the Administration is being built by the Lutheran Mission at Finschhafen and will shortly receive patients.

Tuberculosis treatment is also given at Administration and mission hospitals. One hundred and thirteen patients from New Guinea were operated on during the year by the Australian thoracic surgical units which visited Port Moresby.

Venereal Disease.—The incidence of venereal disease is very low and treatment is available at all hospitals.

Yaws.—The anti-yaws campaign for all practical purposes is concluded and it is now extremely difficult to find a case for teaching purposes.

Hansen's Disease.—This disease is endemic throughout the Territory. The policy with regard to treatment is to encourage the selective isolation of infectious cases in special residential institutions and to treat non-infectious cases in their own districts as out-patients. There are seven hansenide hospitals in the Territory of which five are conducted by missions on behalf of the Administration and two are mission hospitals. These institutions are located as follows:—

Place.	District.
Hatzfeldhaven ..	Madang
Mt. Hagen	Western Highlands
Wabag	Western Highlands
Etap	Morobe
Anelaua	New Ireland
Torokina	Bougainville
Aitape	Sepik

In addition out-patient clinics and follow-up treatment centres have been planned for the Wabag and Mt. Hagen Sub-districts in the Western Highlands and the Saidor and Bogia Sub-districts in the Madang District.

It is proposed to establish two new colonies in the Sepik and Western Highlands Districts, each catering for an average of 400 patients, and one in the Bougainville District catering for 150 patients.

Kuru.—Further work has been undertaken in relation to this disease. The boundaries of the disease have been defined, and the tribal groups involved are being investigated continuously in order to document all cases and produce an adequate definition of the natural history of the disease. It still appears to affect only a group consisting of 1 per cent. of the population of the Territory, and among these, in any one year, only 1 per cent. suffer and die from the condition. In carrying out their investigations Administration medical officers have been aided by specialists from the University of Adelaide and from the National Institute of Health, Bethesda, Maryland, U.S.A., who have actually visited the area and will continue to visit and study the conditions at first-hand. All investigations to date point to the disease being of a neuro-familial origin.

Mental Health.—A survey of mental health in the Territory was carried out during the year by a psychiatrist and a professor of psychology from Australia. Their report, which included a recommendation for the creation of a Division of Mental Health in the Department of Public Health, is at present being studied.

(c) Environmental Sanitation.

Removal and Treatment of Waste Matter.

No towns have yet been provided with sewerage, but where septic tanks are approved their installation is steadily increasing; otherwise regulation conservancy systems are employed. Refuse is collected and disposed of by controlled tipping, incineration or dumping at sea.

Education of the indigenous people in the correct disposal of all waste matter is hampered by traditional beliefs and practices, but more and more success is being obtained. There are now seven assistant health inspectors who have been trained at the Central Medical School, Suva, and at the Port Moresby Hygiene Section, and they carry out very successfully the dissemination of new procedures. They are helped considerably by the medical assistants stationed at aid posts.

Water Supplies.

The policy is to regard all water in rivers or lakes as being non-potable, and where reticulation is the method of distribution, treatment at or close to the source of supply is carried out by sedimentation, filtration and chlorination. In some towns, including Rabaul, water is mostly obtained from deep wells, which are regularly tested, and from tanks in which water is stored from roof catchment. The indigenous people have always been conscious of the need for safe supplies, and every village has a reasonably well-guarded source. Every opportunity is taken to warn the people of the dangers of pollution, how to avoid it, and how to treat water if it is polluted.

Food Inspection.

Medical officers and health inspectors carry out frequent inspection of all imported foods, food exposed for sale, and premises where foodstuffs are prepared and/or stored. The production of local milk and meat is increasing, but is still only a small proportion of the total consumed. The supply of locally grown vegetables and fruit has increased to a marked degree, as has also the supply of fish caught locally. Slaughtering is controlled in co-operation with the Division of Animal Industry of the Department of Agriculture, Stock and Fisheries.

Control of Pests Dangerous to Health.

Each major town and a number of minor towns are provided with efficient pest eradication equipment. Rodent control is constantly exercised, particularly at ports of entry. Measures for the control of mosquitoes have been mentioned above.

(d) Prevalence of Diseases.

Principal Diseases.

The principal diseases and conditions for which treatment was given during the year were malaria, pneumonia, influenza and tropical ulcers. Tuberculosis is more common on the coastal areas than in the highlands, but it is decreasing owing to modern methods of treatment, case finding and thoracic surgery.

The following table gives figures of the number of indigenous cases treated in Administration hospitals:—

PERCENTAGE OF TOTAL INDIGENOUS IN-PATIENTS BY DISEASE.

Disease.	Total In-patients.	Percentage.
Malaria	11,399	12.81
Pneumonia	6,875	7.72
Influenza	5,245	5.89
Tropical Ulcer	4,406	4.95
Bronchitis	3,886	4.37
Confinements	3,481	3.91
Scabies	3,476	3.90
Diarrhoea	2,996	3.37
U.R.T.I.	2,985	3.35
Chicken Pox	2,023	2.27
Measles	2,018	2.27
Lacerations	1,896	2.13
Malnutrition	1,655	1.86
Leprosy	1,415	1.59
Abscess	1,381	1.55
Gastro-enteritis	1,145	1.29
Conjunctivitis	1,144	1.29
Dysentery (all forms)	1,135	1.28
Pulmonary Tuberculosis	1,127	1.26
Tuberculosis Infections	1,112	1.25
Fractures	1,071	1.20
Burns	949	1.07
Other (various)	26,184	29.42
Total	89,004	100.00

Principal Causes of Death.

The pattern has not altered substantially from that of the preceding year, pneumonia and malaria being the chief causes of death in Administration hospitals. Details are given in the following table:—

Disease.	Number of Deaths.	Percentage of Total Deaths.
Pneumonia	452	31.02
Malaria	129	8.85
Pulmonary Tuberculosis	106	7.27
Malnutrition	85	5.83
Cardiac Failure	60	4.12
Dysentery (all forms)	58	3.98
Meningitis	42	2.88
Prematurity	36	2.47
Cirrhosis	32	2.20
Carcinoma	32	2.20
Nephritis (Chronic)	24	1.65
Gastro-enteritis	23	1.58
Cerebro Spinal Meningitis	23	1.58
Diarrhoea	19	1.30
Tuberculosis (other forms)	16	1.10
Tetanus	15	1.03
Suffocation, Drowning, &c.	13	0.89
Fractures	12	0.82
Uraemia	12	0.82
Whooping Cough	11	0.76
Diphtheria	10	0.69
Peritonitis	10	0.69
Anaemia	7	0.48
Other (various)	230	15.79
Total	1,457	100.00

Important Case Mortality Rates in Percentages.

The following table discloses important case mortality rates in percentages:—

Disease.	Number Treated.	Number of Deaths.	Percentage of Deaths.
Cirrhosis of liver	94	32	34.04
Cerebro spinal meningitis	70	23	32.86
Carcinoma	98	32	32.65
Nephritis	147	27	18.37
Diphtheria	56	10	17.85
Heart disease (valvular)	49	5	10.21
Pulmonary tuberculosis	1,127	106	9.41
Tuberculosis, non-pulmonary	182	16	8.79
Poliomyelitis	97	7	7.22
Pneumonia	6,875	452	6.57
Anaemia	127	7	5.51
Malnutrition	1,655	85	5.14
Dysentery (all forms)	1,135	58	5.11
Gastro-enteritis	1,145	23	2.01
Whooping cough	656	11	1.68
Malaria	11,399	129	1.13
Fractures	1,071	12	1.12
Confinements	3,481	36	1.03
Burns	949	5	0.53
Bronchitis	3,886	3	0.08

Vital Statistics.

There are still no valid vital statistics available. Information being obtained by local government councils will prove most useful in future years.

European and Asian Health.

No significant epidemics occurred and the disease pattern remains much the same. On the whole the health of these two communities is good.

(e) PREVENTIVE MEASURES.

Vaccination.

Stress is continually placed on preventive medicine and all suitable vaccines are provided free of charge. Vaccine for pertussis, diphtheria and tetanus is given to as many children as possible at the infant and maternal welfare clinics.

A large proportion of the European and Asian population and a great number of the indigenes have received T.A.B. vaccine. Vaccination with the Salk vaccine is now given in the Territory as part of a planned campaign against poliomyelitis.

Control of Infectious and Contagious Diseases.

This subject has already been referred to in preceding pages. Compulsory notification of infectious diseases and the precautions to be taken against the spreading of diseases are prescribed principally in the *Public Health Ordinance* 1932-1938; the Public Health (General Sanitation) Regulations; the Mosquito Prevention and Destruction Regulations; the *Quarantine Ordinance* 1953 and Quarantine (General) Regulations; the *Suppression of Hansen's Disease Ordinance* 1920-1947; and the Infectious Diseases Regulations. The latter Regulations require local medical authorities to be notified immediately concerning cases of any of the prescribed infectious diseases.

(f) TRAINING AND HEALTH EDUCATION.

Training.—There are no schools in the Territory granting registrable medical, dental or nursing qualifications. The Division of Medical Training of the Department of Public Health is responsible for all training activities. One of the most important aspects of the programme is the training of aid post orderlies who largely staff the organization providing medical services at the village level. The training of these personnel is carried out at training schools at Rabaul, Lae, Goroka, Mt. Hagen and Wewak, where students undergo a two-year course in the theory and practice of medicine as it applies to their work as aid post orderlies. The schools are in the charge of full-time European medical instructors assisted by indigenous instructors. At the close of the year there were 163 aid post orderlies in training.

Medical orderlies are trained at hospitals by medical assistants under the supervision and direction of the medical officer in charge. At the close of the year under review 413 males and 78 females were undergoing training. The students work in the wards and are on the staff of the hospitals concerned.

A school for the training of assistant nurses has been set up at the Port Moresby General Hospital. The course, which is based on the nursing syllabus used in Australian

teaching hospitals but is at a level suited to the educational standard of the students, is conducted by a full-time tutor sister and will cover a period of three years. One girl of educational Standard 5 has begun training, but more girls of sufficient educational standard for the course are now applying and it is expected that the number of trainees will soon increase. On graduation assistant nurses will take up duty on the staff of hospitals throughout the Territory.

There are nineteen male hospital assistants in training at Rabaul. They too begin training at educational Standard 5 or above and receive instruction similar to that given to assistant nurses. Some will continue training for a period of three years and on completion will work in hospitals, whilst others will elect to be trained for field work on tropical diseases. All of the trainees are under the care of a full-time European instructor.

The Infant, Child and Maternal Health Division trains girls as midwifery assistants, midwifery attendants, infant welfare assistants and infant welfare attendants. The Administration is assisted in this training by the missions who are subsidized for the work. There are eight Administration and three mission training centres from which thte following numbers graduated in 1957-58:—

Midwifery Assistants	1
Infant Welfare Assistants	5
Infant Welfare Attendants	4
Midwifery Attendants	4

A further 82 students are in training at Administration centres and 26 at mission centres.

Midwifery assistants and infant welfare assistants are admitted to training at educational Standard 6. The initial course covers a period of two years at the end of which students are qualified as infant welfare assistants. A further year is required for midwifery assistants. The examination at the conclusion of both courses consists of written, oral and practical work. On graduation a certificate is issued and graduates then work in hospitals and rural districts caring for mothers and infants.

Infant welfare attendants are trained to work under supervision and undergo only an oral examination.

Pre-school assistants are trained at pre-school centres by qualified pre-school teachers. The training covers a period of three years and educational Standard 6 is required for entry. Three students are at present in training and on graduation will work in indigenous pre-school centres in urban and rural districts.

Students of educational Standard 6 are accepted for training as dental assistants and X-ray assistants, while Standard 7 is required for laboratory assistants. Training in these fields is carried out at the Port Moresby General Hospital and covers a period of three years. Dental, X-ray and laboratory orderlies, who work under supervision on completion of training, also receive tuition over varying periods. At the close of the year there were three dental assistants, one X-ray orderly, one laboratory assistant and one laboratory orderly in training.

Provision is made for indigenous students who have reached the required standard to attend the Central Medical, Dental and Nursing Schools at Suva, Fiji. At 30th June, 1958, eleven students were attending the following courses:—

Preliminary year	1
Assistant Medical Practitioner	6
Assistant Dental Practitioner	1
Laboratory Assistant	1
Nurse	2

Medical assistants on appointment undergo a course of training in tropical medicine and hygiene at Port Moresby General Hospital before being transferred to field work. They are also required to pass examinations before becoming eligible for promotion. All field officers receive training in malaria control.

Opportunities for post-graduate study are available for non-indigenous personnel and facilities for taking the courses in the Diploma in Tropical Medicine and Hygiene and the Diploma in Public Health are offered to all medical officers as soon as possible after they complete their first two years of duty in the Territory.

Health Education.—Health education is a part of the activities of all field officers, especially of members of the staff of the Infant, Child and Maternal Welfare Division. Members give advice and instruction by means of talks and discussions on hygiene and other subjects, the inspection of villages and houses, and the education of those attending clinics. Pamphlets and posters are widely used and all schools have hygiene as a subject in their curriculum.

As part of the programme to reduce infant mortality and to preserve maternal health, regular clinic attendances and the immediate reporting of sick children are encouraged. Advice is given on infant feeding with demonstrations where possible. There are regular radio broadcasts on the subject of health and hygiene and articles are published in all newspapers and news-sheets.

Two European medical assistants who have attended a Health Education Course at the London University will shortly take up duty in this field.

(g) Nutrition.

Most of the people live in rural areas and it is possible for an adequate diet to be obtained from local foods when a variety is eaten. Usually, however, the protein intake is low.

The indigenous staple foods are yams, sweet potato, taro, banana, sago and tapioca. The main imported staple food eaten is brown or vitamin enriched rice. Wheatmeal is imported and used as a subsidiary food. Of the locally-grown foods yams and taro are the most nutritious. Sweet potato, especially the yellow and orange varieties, is particularly high in vitamins. Tapioca, banana and sago have a low thiamin and protein content. Fortunately, in areas where sago is eaten as the staple food, fish and green vegetables are also available. Tapioca is not a popular

rood and is eaten when other foods are lacking. In areas where banana is the staple food various vegetables are also grown and form part of the diet.

No part of the Territory is subject to famine, although at times there may be local food shortages due to drought, local outbreaks of pests or disease, or miscalculation by the inhabitants as to the area to be planted as food gardens. Field officers of the Departments of Native Affairs and Agriculture Stock and Fisheries, can usually anticipate food shortages and encourage the people to correct the position by establishing larger areas of garden.

Improvement of food resources is in the main carried out by the Extension Division of the Department of Agriculture, Stock and Fisheries, the activities of which are recorded in Chapter 3 (b) of Section 4 of Part VI. The increasing number of crops grown as a result of Administration encouragement is overcoming local food shortages by spreading the risk of crop failure over a greater range of species and by widening the use of storable cereals and pulses in what was formerly a root crop economy.

The Department of Agriculture, Stock and Fisheries is also actively assisting in the introduction of animal husbandry into the farming system to ensure a larger source of protein. Pigs are being bred and distributed to the people to improve the strain of local animals.

Better methods of fishing are also being taught and improved types of fishing gear are being supplied to the people. Experimental work on the breeding of various species of fish has continued.

When stores are within reach imported foods such as bread, butter, fortified margarine, meat, rice, sugar, tea, milk, biscuits, soft drinks, &c., may be bought as a supplement to local foods. In the larger centres such as Lae, Rabaul, Kavieng, Madang and Wewak people who do not have gardens buy a large percentage of their food from local supplies at the markets. Wherever bakeries are established they are encouraged to use wholemeal flour in the manufacture of bread and non-sweetened biscuits.

A ration scale prescribed by the Native Labour Ordinance and Regulations provides for an adequate diet for workers. Except as indicated below it is compulsory for employees to be issued with this ration which allows for local foods to be used when available; alternatively, imported foods including brown rice, wheatmeal and meats are issued.

Where officers of the Department of Native Affairs are satisfied that an employee is competent on his own account to purchase an adequate quantity of foodstuff, or he has enough food from his own gardens, he is allowed to receive payment of cash in lieu of rations and to make his own purchases.

Surveys have been carried out in several areas and where it has been found necessary advice has been given as to how nutrition can be improved.

Wherever possible, attention is given to the diets of infants, children and expectant mothers. Parents are encouraged to grow food crops which are suitable for infants and children. Leaflets and posters with pictures and a simple script on infant feeding have also been published and distributed, and a textbook on infant feeding and simple instructions for lectures and demonstrations on infant feeding have been compiled. These will be used in girls' schools, for infant welfare trainees and in women's clubs.

CHAPTER 8.

Narcotic Drugs.

Narcotic drugs are not manufactured or produced in the Territory or exported from the Territory. Importation is controlled by the *Customs Ordinance* 1951-1957 and the *Commerce (Trade Descriptions) Ordinance* 1952. Labelling, distribution and sale are controlled under the *Dangerous Drugs Ordinance* 1952, *the Medical Ordinance* 1952-1957 and the *Pharmacy Ordinance* 1952-1953. The Pharmacy Ordinance provides for the registration of pharmaceutical chemists and the control of the practice of pharmacy.

Dangerous drugs are not permitted to be imported without licence issued by the Administrator. Adequate safeguards are prescribed for the receipt, storage and sale of these drugs and their use is strictly limited.

There is neither traffic in nor abuse of narcotic drugs and there are no known cases of addiction.

The following Conventions relating to narcotics have been applied to the Territory:—

(1) International Opium Convention 1912;
(2) International Convention relating to Dangerous Drugs with Protocol 1925; and
(3) International Convention for Limiting the Manufacture and Regulating the Distribution of Narcotic Drugs 1931 and Protocol of 1948.

The following quantities of opium and its derivatives and other dangerous drugs were imported during the year under review and used solely for medicinal purposes:—

	Grammes.
Morphine	47
Methylmorphine (Codeine)	7
Opium in the form of tinctures, extracts, &c. ..	59*
Pethidine	670

* Morphine content.

The importation of heroin is prohibited for all purposes.

CHAPTER 9.

Drugs.

In addition to the ordinances referred to in the preceding chapter, the importation, distribution, storage, use and sale of drugs and pharmaceuticals are controlled by the *Poisons and Dangerous Substances Ordinance* 1952-1958 and the Poisons and Dangerous Substances Regulations.

CHAPTER 10.

ALCOHOL AND SPIRITS.

Legislation.

The *Excise (Beer) Ordinance* 1952-1957 provides for the licensing of brewers and prescribes the conditions to be observed in the brewing of beer. Provisions for the regulation of the sale, supply and disposal of fermented and spirituous liquor are contained in the *Liquor Ordinance* 1955-1956.

The sale of any kind of alcoholic liquor is subject to licence and a licensing commissioner hears and determines all applications for licences and deals with all matters concerning the renewal, transfer, removal of licences, &c. The distillation or manufacture of alcoholic liquor is forbidden except on licence or permit from the Administrator.

With one or two minor exceptions there are no indigenous alcoholic beverages in the Territory. The *Liquor (Natives) Ordinance* 1953-1958 prohibits the sale and supply of intoxicating liquor to an indigenous person and the Native Administration Regulations make it an offence to drink or be in possession of intoxicating liquor. The Poisons and Dangerous Substances Regulations (Methylated Spirits) 1958 control the sale of methylated spirits.

The quantities of liquor imported into the Territory during the years 1956-57 and 1957-58 are as follows:—

—	1956-57.	1957-58.
	Imperial gallons.	Imperial gallons.
Ale, beer, stout, cider, &c. ..	483,974	469,750
Spirits—		
Brandy	2,676	2,923
Gin	3,225	3,565
Whisky	8,873	8,038
Rum (underproof)	15.545	11,588
Rum (overproof)	2,309	2,407
Other spirits	1,557	2,251
Wines—		
Sparkling	1,314	1,291
Still	6,696	7,489
Still (sacramental)	1,050	1,738
Total	527,219	511,040

Import Duties.

The following import duties are levied on alcoholic liquors:—

(a) Ales, beers, &c.—
  (1) 6s. 3d. per gallon.
  (2) for corresponding non-alcoholic beverages, 2s. 6d. per gallon.

(b) Spirituous liquors—
  (1) potable spirits, including liquors, not exceeding the strength of proof, 63s. per gallon.
  (2) exceeding the strength of proof, 63s. per proof gallon.

(c) Wines—
  (1) Sparkling, 35s. per gallon.
  (2) Still—
    (i) Containing less than 27 per cent. of proof spirit, 9s. 6d. per gallon.
    (ii) Including medicated and Vermouth, 15s. per gallon.
  (3) Unfermented grape, ad valorem 10 per cent.
  (4) Other than grape, including saki and samshu—
    (i) Not exceeding the strength of proof, 39s. per gallon.
    (ii) Exceeding the strength of proof, 56s. per proof gallon.
  (5) For sacramental purposes—50 per cent. of the specified appropriate duty rate.

CHAPTER 11.

HOUSING AND TOWN AND COUNTRY PLANNING.

Legislation.

The legislation affecting town planning and housing is contained in the following instruments:—

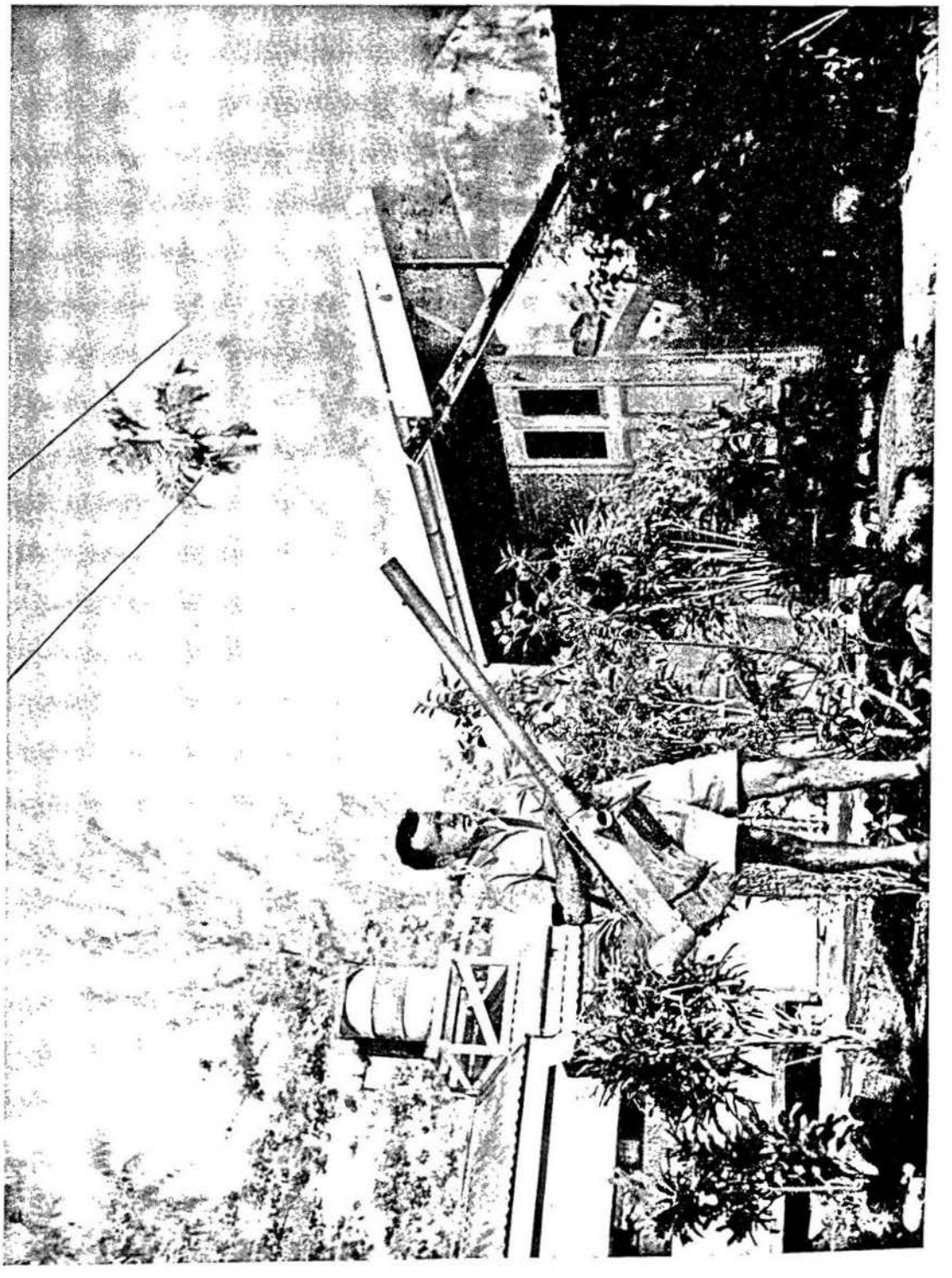
1. The *Town Boundaries Ordinance* 1951-1952 under which the Administrator may declare a place in the Territory to be a town and set forth and declare the boundaries of a town.
2. The *Town Planning Ordinance* 1952-1955 which provides for the planning and development of towns, the establishment of a Town Planning Board and the division of towns into zones for specific purposes such as residential, commercial, industrial, &c.
3. The *Building Ordinance* 1953-1955 which provides for the establishment of Town Building Boards with authority to control the erection of buildings, prescribe safety measures and set standards for sanitary and other facilities.

Housing Conditions.

In the larger towns efforts are being made to overcome the shortages of housing and accommodation which are still a problem. Building materials used are mainly timber, fibro cement, cement and galvanized iron, together with various synthetic preparations. New houses being erected are modern in design and generally suited to the climate.

The Architectural Design Section of the Department of Works contributes to the development of a wider range of designs to suit the varied climatic conditions met with in the Territory.

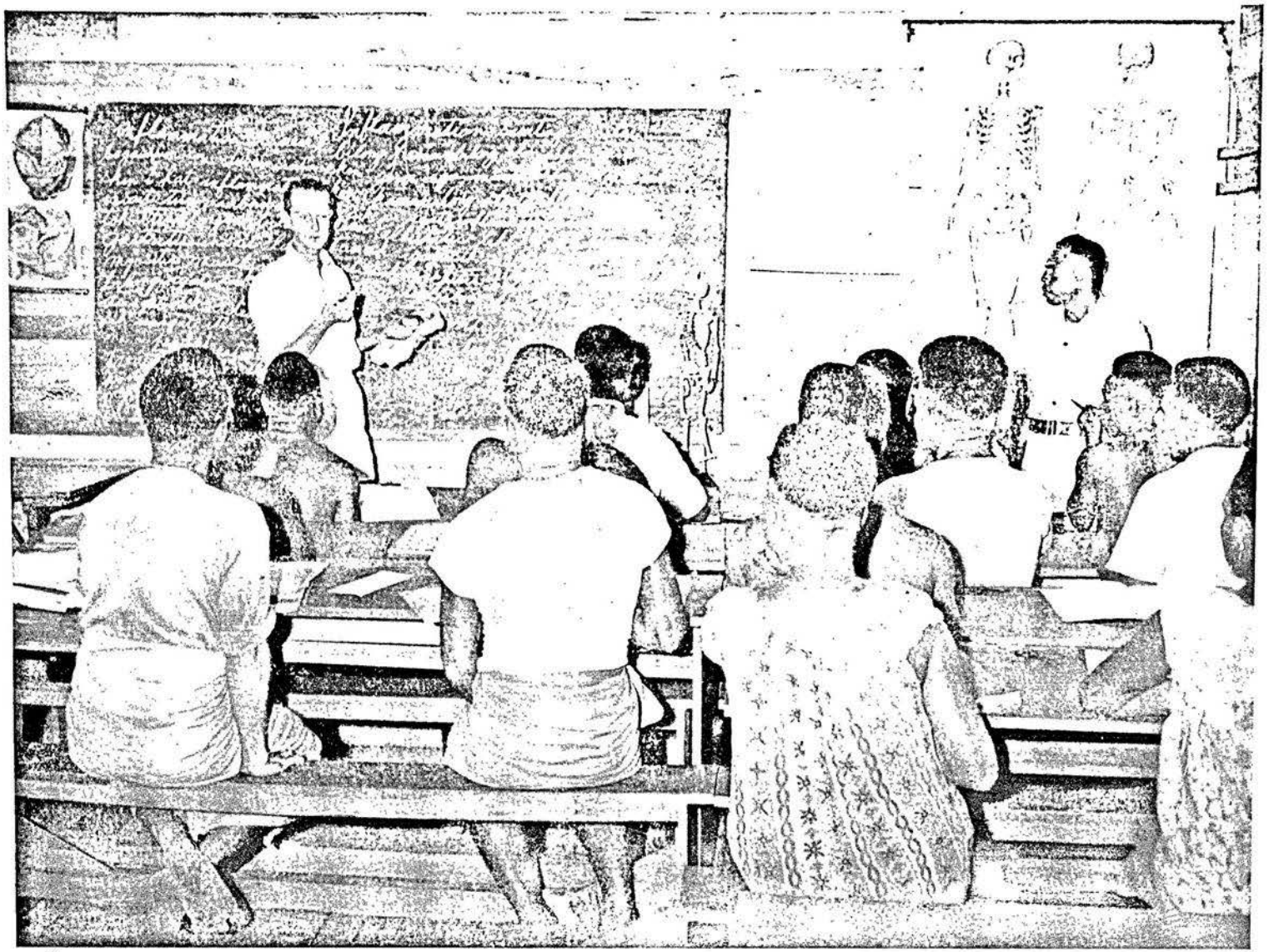
The War Service Homes Division of the Commonwealth Department of National Development provides capital to the extent of £2,750 in each case to enable ex-servicemen to erect or purchase homes. The interest rate is 3¾ per cent., repayable over a period of 30 years or 45 years, depending on the nature of the materials used in construction.



Malaria control portable fogging machine.

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Students at the Goroka Aid Post Training School.

Housing loans to a maximum of £2,750 to any member of the community for the purpose of purchasing, constructing or enlarging a home may be made under the *Housing Loans Ordinance* 1953-1958. Such loans are limited to township areas and are repayable over a maximum period of 45 years. The effective rate of interest is 5 per cent.

In rural areas the majority of people still build houses of traditional design from materials available locally. Design and construction vary according to locality, climatic factors and availability of building materials. There is evidence of a desire to improve the standards of housing as a result of new needs induced by economic prosperity.

The Native Labour Ordinance and allied employment legislation prescribe the minimum standards of housing for indigenous workers.

Town Planning.

As indicated earlier in this chapter authority to supervise the planning and development of towns is vested in a Town Planning Board assisted by a Town Planner.

During the year the government stations of Mount Hagen and Minj were proclaimed townships, following which draft town plans were prepared for their future development.

Preliminary land use surveys of Kokopo, Goroka and Wewak were completed.

The following tables show the town allotments surveyed and disposed of by tender during the year:—

ALLOTMENTS SURVEYED.

Town.	Business.	Residential.
Rabaul	37	20
Madang	..	25
Lae	..	5
Kavieng	3	3
Lorengau	9	35
Minj	..	9
Total	49	97

ALLOTMENTS DISPOSED OF BY TENDER.

Town.	Residential.	Business and/or Residential.	Business.	Business (not in a Town).	Residential (not in a Town).	Special.	Total.
Namatanai ..	..	..	14	..	..	..	14
Lorengau ..	3	..	..	..	..	..	3
Kainantu ..	..	4	..	..	..	..	4
Madang ..	30	..	..	..	..	..	30
Goroka ..	13	..	5	..	..	..	18
Wewak ..	3	11	..	..	..	..	14
Rabaul ..	32	14	3	..	..	..	49
Lae	25	..	10	..	..	3	38
Mount Hagen ..	..	..	..	..	..	1	1
Kavieng ..	..	18	4	..	..	..	22
Talasea ..	..	..	..	..	14	..	14
Wau	1	..	..	..	..	..	1
Total ..	107	47	36	..	14	4	208

Training and Research.

Effective training in the building and associated trades is being provided at the technical schools and under the provisions of the Native Apprenticeship Scheme, and practical training is given to indigenous artisans employed by the Administration and missions in the construction of hospitals, schools, and other buildings. Village communities wishing to construct such buildings, using local materials and labour, are encouraged and assisted by the Administration with advice on the most suitable method of construction and design. The operation of co-operative societies has further expanded the building activities of the indigenous people.

Experiments are being conducted with various building materials, other than timber and fibro cement, to determine suitable types of building materials which could be manufactured cheaply from local resources and which would lend themselves to a greater use of unskilled operators. One aim of this experimental programme is to develop simple construction procedures in the erection of permanent buildings so that they may be used by the indigenous population to replace their own building practices.

CHAPTER 12.

PROSTITUTION.

There is no problem in respect of prostitution or brothel keeping, and, as the traffic in persons for purposes of prostitution is non-existent in the Territory, legislative or administrative measures are not necessary.

CHAPTER 13.

PENAL ORGANIZATION.

Factors Responsible for Crime.

Apart from sporadic tribal fighting in the areas which have not yet been brought under Administration control, there are no special factors responsible for crime and the incidence of crime continues to be low.

Departmental Organization.

The Controller of Corrective Institutions assumed administrative responsibility for all institutions on 1st July, 1957. Members of the Royal Papua and New Guinea Constabulary now engaged on prison duties will be replaced progressively as trained corrective institution officers and warders become available. The recruitment of officers and warders is in hand and appointments will be made during the ensuing year.

Prison Legislation.

The *Corrective Institutions Ordinance* 1957, passed by the Legislative Council during the year, has not yet been brought into operation pending finalisation of regulations and administrative arrangements connected with the organization and management of institutions.

The Ordinance gives expression to the policy of educating persons under detention so that they will return to the community as citizens with a social and economic contribution to make to society. As far as practicable, persons serving sentences of twelve months or more will be concentrated at central institutions where facilities for training and instruction in agriculture, forestry, animal husbandry, technical trades and useful occupations will be provided. In other circumstances and in respect of sentences of less than twelve months, training will be given at district and subsidiary institutions.

Meanwhile the *Prisons Ordinance* 1923-1957 and Prisons Regulations govern the organization, discipline, powers and duties of prison officers and all matters connected with the administration of prisons; and for the admission, custody and removal, discipline and discharge of prisoners. They also prescribe the functions of visiting justices, visiting medical officers and chaplains.

Conditions of Prison Labour.

Penalties which may be imposed under the laws of the Territory include imprisonment with or without hard labour and either sentence may be passed for the whole period of imprisonment. Prisoners sentenced to imprisonment with hard labour are employed on such work or labour as the senior gaoler directs. Hours of work are prescribed by the Prisons Regulations.

On their admission to a prison, prisoners are classified as follows:—

First Class—Prisoners awaiting trial or under examination.

Second Class—Debtors and persons imprisoned for contempt of court or for failing to give security to keep the peace or be of good behaviour.

Third Class—First offenders other than those of the second class who, at the date of conviction, were under the age of 21 years.

Fourth Class—First offenders other than those of second and third classes—under sentence of imprisonment for eighteen months or less.

Fifth Class—Prisoners, other than those of the second and third classes, who have been previously convicted or whose sentence on first conviction exceeds eighteen months.

First and second class prisoners may be required to perform such work only as may be necessary to keep their quarters in a clean and sanitary condition. Prisoners of the third, fourth or fifth classes sentenced to imprisonment without being sentenced to hard labour are employed at some light work or labour for such hours as the head gaoler directs but not exceeding eight hours a day.

Prisoners may be employed both inside and outside a prison. When employed outside a prison they are always under the control of warders and work is carried out only for public authorities and the Administration.

Prison Conditions.

Prisoners, other than those convicted before the Supreme Court, must be committed to the nearest prison to serve any sentence imposed.

The Supreme Court has authority to commit a prisoner to any prison in the Territory and long-term prisoners may be transferred to central prisons for more effective supervision and planned training. Central prisons are located at Lae, Oomsis, Mumeng and Wau (Morobe District), Rabaul (New Britain District), Goroka (Eastern Highlands District), Wewak (Sepik District), Lorengau (Manus District), Kavieng (New Ireland District) and Sohano (Bougainville District).

Separate quarters beyond the walls of the main compound of each prison are provided for the exclusive use of female prisoners who are restricted in employment to such tasks as sewing, washing and weeding.

A visiting justice is appointed to every prison in the Territory and the judges of the Supreme Court and the Director of Native Affairs are *ex officio* visiting justices for all prisons in the Territory. Visiting justices are empowered to visit prisons at any time of the day or night; to have access to all parts of a prison and to all prisoners; and to inspect all prison records and obtain any required information. No prison official may be present at any interview of a prisoner by a visiting justice.

Breaches of prison discipline are tried by a visiting justice or the head gaoler but if tried by the head gaoler the trial is subject to review by a visiting justice. Penalties which may be imposed on conviction for a prison offence are—

(1) Reduced diet for not more than fourteen days and then for not more than a continuous period of four days at any one time.

(2) Pack drill under specified conditions.

(3) If in the opinion of the visiting justice the commission of any prison offence has been attended with circumstances of aggravation owing either to its repetition or otherwise, the offender may be sentenced to be imprisoned with or without hard labour for any period not exceeding two months. Such sentence is cumulative with any sentence the prisoner is serving at the time.

No problem of after-care of indigenous prisoners exists as they usually return to their villages and normal employment after their release. Asians are usually re-assimilated into their own communities. A person not born in the Territory, who has been convicted of a criminal offence punishable by imprisonment for one year or longer, or whose presence in the Territory is likely to be prejudicial to the peace, order or good government of the Territory or to the well-being of the indigenous inhabitants of the Territory may be deported under the *Expulsion of Undesirables Ordinance* 1950. Other non-indigenous ex-prisoners may leave the Territory of their own accord after release if they feel unable to take up normal life in the Territory.

Europeans sentenced to imprisonment for a term exceeding six months are transferred to a prison in Australia and discharged from prison there on completion of sentence.

Juvenile Delinquency.

The number of juvenile offenders convicted in the Territory is very small. Any prisoner known or believed to be less than eighteen years of age is classified as a juvenile offender; he is segregated from adult prisoners, and given separate opportunities for corrective instruction and general improvement. Special steps are always taken to see that such segregation does not have the effect of putting the juvenile offender into solitary confinement. Arrangements are made through the Department of Education for juvenile offenders to be given special instructition in general education and practical training.

Special legislation or special courts for juveniles do not exist, but consideration is being given to the introduction of legislation to regulate the practice of courts when juveniles appear before them and to the question of making special provision in respect of probation, conditional release, mandating to suitable persons or organizations and after-care.

Regulations under the Corrective Institutions Ordinance will specify special treatment, including schooling and other instruction, for young offenders.

PART VIII.—EDUCATIONAL ADVANCEMENT.

CHAPTER 1.

General Educational System.

Legislation.

The principal legislation governing education is the *Education Ordinance* 1952-1957, the basic provision of which is that the control and direction of secular education in the Territory are the responsibility of the Administration. The *Native Apprenticeship Ordinance* 1951-1955 provides for apprenticeship training and examinations.

The Education Ordinance was amended during the year to provide for an additional category of non-government schools, namely, exempt schools. The Ordinance provides for the following:—

(1) the establishment of schools, pre-school centres and other educational activities by the Administrator;
(2) compulsory registration, recognition or exemption of all schools conducted by educational agencies other than the Administration;
(3) grants to be made by the Administration to missions and other educational agencies;
(4) the conduct of schools by native authorities, subject to the approval of the Director of Education;
(5) the declaration of compulsory attendance of children at schools in specified areas;
(6) the determination of the language or languages to be used in schools;
(7) the establishment of an education advisory board to advise on educational matters, consisting of the Director of Education, four members appointed by the Administrator to represent the Christian missions and other voluntary educational agencies in the Territory, and such other members, not exceeding four, as the Administrator appoints; and
(8) the appointment of district education committees of not more than five members, of whom one at least shall be a Christian mission representative.

Regulations made under the *Education Ordinance* 1952-1957 were repealed in 1958, and new Regulations came into operation which deal in greater detail with the registration and recognition of schools, classification of schools, hours of instruction, holidays, absence from school, punishment of students, management of schools, medical and other inspections, qualifications of teachers, registration of teachers, permits to teach, parents' associations and grants for educational purposes.

General Policy.

The broad objectives of educational policy include the following:—

(a) the political, economic, social and educational advancement of the peoples of the Territory;
(b) a blending of cultures;
(c) in the absence of any indigenous body of religious faith founded on indigenous teaching or ritual, the voluntary acceptance of Christianity by the indigenous people.

To attain these objectives, it is necessary to—

(a) achieve mass literacy, that is to say, to teach all indigenous children to read and write in a common language;
(b) awaken the interest of the indigenous people in, and assist their progress towards, a higher material standard of living and a civilized mode of life;
(c) teach the indigenous community what is necessary to enable it to cope with the political, economic and social changes that are occurring throughout the Territory;
(d) blend the best features of indigenous culture with those of civilization so that when the indigenous groups may be required so to act, they will be able to manage their own affairs and to regard themselves as being a people with common bonds in spite of tribal differences; and,
(e) as a means of encompassing the above, to provide within the Territory a full range of primary, secondary, tertiary, technical and adult education for both sexes and for all classes of the community.

With regard to the first task, it is recognized that universal literary in English, which it is intended will

eventually become the common language of the Territory, is one of the most important means by which the progress of the people in all fields of activity can be promoted.

Accordingly, in Administration schools, the indigenous languages are used as a medium of instruction in a few cases only, and even then only in the first year or two of the primary school.

In mission schools, the vernacular is used in the first years of primary education to teach reading and writing. The missions, however, are encouraged to teach English progressively in place of the vernacular from the time the children begin their education.

Melanesian Pidgin is used where it exists, but is not taught as a subject. It is expected that with the development of English as the common language the need for Pidgin will decline and that it will eventually disappear of its own accord. The progress made towards eliminating Melanesian Pidgin depends, therefore, upon the progress made in the universal attainment of literary in English. This progress, in turn, is limited by the lack of teachers qualified to teach English as a second language and the educational standard of the indigenous teachers themselves. Both of these problems will be solved gradually as the standard of education rises in the Territory.

The carrying out of the broad programme of educational advancement involves the closest possible relationship between the Department of Education and other departments, especially those of Native Affairs, Public Health, Agriculture Stock and Fisheries, and Lands Surveys and Mines. In addition to teaching reading and writing as a means of communication the most urgent work of the primary schools, especially in the more primitive areas, is to reinforce the work of other departments in improving hygiene, combating disease, ensuring the understanding and co-operation of the people in the establishment and maintenance of law and order, the production of better food and a wiser use of it, the improvement of housing and the elimination of social customs which retard development.

The distinctive contribution of the Department of Education is to introduce the concept of such changes into the minds of a new generation. Beyond this is the need for instruction in the use of tools, materials and methods by means of which further material improvements will take place, and the provision of manual and technical training at all levels of the educational system is thus a further important objective.

In pursuing its educational objectives the Administration follows a policy of mutual co-operation with the Christian missions and both supervises and assists them in their educational work. Full details of the part played by the missions and their relationship with the Administration in the field of education are given under the heading " Non-Government Schools ".

The indigenous people through an approved indigenous authority and subject to the approval of the Director of Education may conduct schools. For this purpose each native local government council is regarded as an educational agency and may vote a portion of its annual revenue for educational purposes in the area under its control. Councils are encouraged to assume partial or full financial responsibility for schools, although the Department of Education retains full control of the institution. Generally, a council will have a local education committee whose views are transmitted to the District Education Officer. In this way, the people are increasingly participating in the educational development of their own areas.

Administrative Organization.

The Department of Education is responsible for the administration of the *Education Ordinance* 1952-1957, and is required to provide for the varying needs of all sections of the community.

The central offices of the Department are at Port Moresby, Papua, where the Director of Education, central administrative staff and specialist officers are stationed. District Education officers are responsible for local education administration and supervision in the nine districts of the Territory. In the Manus, Sepik, Bougainville and New Britain Districts, certain education officers have been given limited supervisory duties in areas which are remote from the main Territory centres.

District education committees, appointed by the Administrator under the Education Ordinance, and consisting of not more than five members (one of whom must be a mission representative), have been established in the Morobe, Eastern Highlands and New Britain Districts.

Liaison between the Department and the Christian missions is maintained through an Executive Officer for Mission Relations and also through the Education Advisory Board, the district education committees and by means of regular discussions on matters of common interest. The principal missions have appointed education liaison officers to keep in touch with the Department's district education officers and the Executive Officer for Mission Relations.

Inspection of Schools.

The inspection of indigenous schools, both Administration and mission, is the responsibility of district education officers, who are assisted by other officers appointed by the Director. During the year many mission schools were also inspected by departmental officers in connexion with their application for recognition and registration.

Schools within the Division of Non-native Education are inspected by the Chief of Division and the Inspector of Non-native Schools.

Plans and Programmes.

The principal aim of the Department of Education is to afford all children of school age in the Territory an opportunity for a primary education. A further objective is to provide education beyond the primary stage for all those who are capable of profiting by it. These goals are being approached in two ways—by the extension of Administration schools, and by assisting and guiding the Christian missions to improve the efficiency of their

schools up to the point where their standards are acceptable to the Department. The means by which mission schools are being brought up to the required standard are described in the section headed "Non-Government Schools".

The key to extension in both Administration and mission schools is teacher-training. Assistance is given to missions in the training of indigenous teachers by paying a grant of £20 for the maintenance of each teacher-trainee during his training year. These grants are paid, however, only where the trainee has passed the Departmental entrance examination. At the conclusion of the year of training, both mission and Administration teacher-trainees sit for the same examinations and the successful candidates receive the same certificates which entitle them to teach either in registered mission schools or in Administration schools. Financial grants-in-aid to missions for their schools are based on the number of qualified teachers, i.e., registered teachers on the staff of such schools. During the year under review attention has been concentrated on the inspection of mission schools with a view to their registration or recognition and on the supervision of mission teacher-training institutions to secure the maximum output of trained indigenous teachers.

The immediate programme of educational development then includes the following:—

(1) concentration on the development of a primary school system in which all children living in controlled areas will learn to read and write English;
(2) active co-operation of the Christian missions;
(3) training of teachers;
(4) development of manual training at all levels and the provision of technical training at special schools to meet the growing needs of the people;
(5) extension and improvement of facilities for secondary education;
(6) stimulation of interest in education among girls and women;
(7) identification of all aspects of education with community interest and the correlation of elementary training in agricultural science with general education at all stages;
(8) increased use of such media as films, radio and local newspapers;
(9) provision of tutorial classes and correspondence tuition for Administration servants seeking admission to the Auxiliary Division of the Public Service;
(10) recruitment of additional teachers; and
(11) Increase in inspectorial and supervisory staff.

Progress.—Administration primary schools have increased in number from 140 to 168 while the number of pupils has risen from 9,320 to 10,495. Total enrolments at all Administration schools increased from 9,968 to 11,333. Full particulars of schools, teachers and pupils are given in Appendix XXII.

The number of indigenous teachers in Administration schools was 355 as compared with 323 in 1957. At the beginning of 1958, 44 students were being trained at Administration teacher-training centres. The Superintendent of Teacher Training appointed during the year is responsible for the supervision of the training of all indigenous teachers. Further particulars of teacher-training are given in Chapter 6 of this Part.

The number of European teachers increased from 95 to 122. In addition, 39 cadet teachers are in training at one of the teacher-training colleges in New South Wales. Of these nineteen will complete their training in 1958. A Rural Education Officer was appointed with the object of implementing a programme of rural development based on the village unit.

Two more groups of senior indigenous teachers were taken on a conducted educational tour of Queensland during the year, and further tours are planned for 1958-59.

Public examinations are conducted by the Department of Education for overseas scholarships and for admission to intermediate and technical schools, and also on completion of the intermediate course (Standard 9), and the teacher-training courses.

There are now 120 specially developed libraries operated by the Department of Native Affairs for the indigenous population.

Expenditure by the Administration on educational services, exclusive of the maintenance of buildings, was £765,595 for the period. This includes £118,608 for financial aid to the missions.

Non-Government Schools.

Christian missions play an important part in the educational system of the Territory. In particular they are responsible for most of the elementary village education. Many missionaries have spent long periods in the Territory and have a detailed knowledge of the educational needs of particular areas.

Under the Education Ordinance all non-government schools, except religious institutions engaged exclusively in training religious personnel, are required to be registered, recognized or exempted by the Director of Education. A registered school is one which complies in every way with the requirements of the Ordinance; a recognized school is one which has reached a satisfactory standard, but has not yet complied fully with the requirements of the Ordinance; schools not coming within either of these categories may be granted an exemption on such conditions and for such period of time as the Director of Education thinks appropriate. The purpose of this classification is to enable many schools, at present below the level required for recognition under the Ordinance, to continue operations and thus to make some contribution towards the education of the indigenous population until better schools can be provided for them. The agency in charge of an exempt school, however, is under an obligation to raise the standard of the school as soon as possible.

The Education Ordinance prescribes that schools for which registration or recognition is sought must comply with certain standards regarding the constitution of the controlling authority of the school, the management of the school, the suitability of school buildings, the number of qualifications of the teachers and the suitability of the curriculum.

The inspection of all mission schools which have applied for registration or recognition was begun in 1956-57 and continued in 1957-58. The work of inspection has been handicapped by the lack of staff, but reports on inspections indicate that mission authorities have made considerable efforts to comply with the requirements of the Education Ordinance. In 1958-59 it is intended to increase the staff for inspection and supervision of mission schools. As a result it is believed that there will be increased efficiency in mission schools and that the missions will become entitled to increased grants-in-aid payments.

The effects of the new classifications are shown in Appendix XXII where schools which are still to be inspected are included with exempt schools. The decline in numbers of mission schools is due to the fact that the missions have either closed or consolidated numbers of schools in the process of complying with educational policy. Newly established schools may be granted exemption from the provisions of the Ordinance for a limited period if they are in a primitive area or for any other sufficient reason.

In order to assist the missions in their educational work the Administration applies a system of financial and material grants-in-aid based on the professional qualifications of teachers. Any indigenous person who is suitably qualified is eligible to sit for the Teachers' Certificate examinations which are held annually by the Administration. Successful candidates qualify for registration as teachers under the provisions of the Education Regulations.

European teachers in mission schools are required to submit acceptable diplomas and certificates before registration is granted. In order that unqualified teachers in mission schools might have the opportunity of gaining registration a special course of training was instituted in 1957 and as a result 106 teachers qualified by passing an similar examination will be held for a small group of examination at the end of that year. At the end of 1958 a European mission teachers who, for various reasons, were unable to complete their course in the previous year.

The system of educational grants-in-aid to missions is as follows:—

(1) Where the teaching follows the Administration syllabus or other approved equivalent syllabus—
  (i) £400 per annum for each registered European teacher engaged full time in teaching;
  (ii) £60 per annum for each registered indigenous teacher holding the "B" Class Teacher's Certificate or higher qualifications;
  (iii) £40 per annum for each recognized indigenous teacher who has passed the "A" Class Teacher Training Course or possesses equivalent qualifications recognized by the Director of Education;
  (iv) £20 per annum maintenance allowance for each student doing the one-year teacher-training course and for each technical student doing a full-time technical training course. In the latter case, the subsidy is payable for each trainee for a maximum period of three years beyond Standard 6; and
  (v) provision of adequate classroom materials to permit the efficient conduct of schools regularly staffed by teachers under (ii) and (iii) above.

(2) Where a mission provides village school education in the vernacular during a transition period in which the objective is the attainment of literacy in English—
  (i) from 1st January, 1957, to 31st December, 1957—the same annual grant to each mission as was paid for the year ended 30th June, 1956, for this activity;
  (ii) from 1st January, 1958, to 31st December, 1958—two-thirds of the grant paid for the year ended 30th June, 1956, for this activity;
  (iii) from 31st December, 1958, no further grants to vernacular schools.

At 30th June, 1958, there were 2,767 mission schools of various types conducted by 25 missions and 3,620 mission teachers, including 251 Europeans. An analysis of mission schools and pupils is as follows:—

Type of School.	No. of Schools.	No. of Pupils.
Non-indigenous Primary	8	550
Indigenous Primary	195	18,109
Intermediate	6	(a) 356
Higher Training	(b) 18	(c) 466
	227	19,481
Exempt	2,540	88,565
Total	2,767	108,046

(a) Includes twelve Asian children receiving intermediate education. (b) Includes fifteen teacher training schools, two technical schools and one secondary school. (c) Includes 350 teacher trainees.

Expenditure on education services by missions from their own funds totalled approximately £367,869.

Basis of Establishment of Schools.

General policy admits the necessity at present for two broad categories of schools: indigenous and non-indigenous. This has been found necessary owing to the wide

variations in the respective cultural and educational backgrounds of the two groups. The reason is in no sense a racial one. It is hoped that by the time an indigenous child has completed his primary schooling the main disadvantages of retardation will have been overcome.

Beyond the primary level the courses of instruction for the two groups are brought close together and indigenous students who have completed Standard 9 are eligible to attend a two years' course leading to the Queensland University Junior Public Examination.

Religious Instruction.

Religious instruction is given in both mission and Administration schools. In mission schools such instruction is determined by the denomination of the mission concerned. In Administration schools courses of religious instruction are given by ministers of religion and authorized laymen. Attendance at such classes, however, is subject to the agreement of the parents.

Regular classes are also given in ethics and morals based on the departmental syllabus.

Information about the United Nations.

The syllabus in social studies provides for school children to acquire a knowledge of the United Nations and of the International Trusteeship System. Text-books containing comprehensive information on the United Nations and its specialized agencies are prescribed for social studies. In addition the book "United Nations for the Classroom" has been distributed to senior classes in indigenous schools. Broadcasting and newspaper facilities, both departmental and otherwise, keep the public informed as to current activities in the United Nations, and special days, sponsored by the United Nations, are suitably recognized. The most important of these is Children's Day which is celebrated with appropriate features at every school throughout the Territory. Information material, such as film strips and pamphlets, received from the United Nations is distributed to schools.

Compulsory Education.

The *Education Ordinance* 1952-1957 provides that attendance at schools may be declared compulsory in certain areas, but no such action has been taken yet. If the circumstances warrant it consideration will be given to the introduction of this provision in those areas where full school facilities are available and where the indigenous social system is sufficiently flexible for it to operate without encountering undue difficulties. In most places the enthusiasm of the indigenous people is such that no compulsion is required to induce children to attend school.

School Fees.

Education is free at all stages of instruction.

Girls' Education.

Special efforts to overcome social conservatism among the indigenous people, which has retarded the educational advancement of women and girls, are continuing. The enrolment of indigenous girls in Administration schools at 30th June, 1958, was 2,304, an increase of 552 over the enrolments at 30th June, 1957. In the registered, recognized and exempt mission schools the enrolment of girls was 43,007 including 39 girls receiving post-primary instruction. Of these 22 are studying for teacher certification.

Both the Administration and the missions conduct girls' schools which provide courses in domestic science, mothercraft, laundry work and sewing in addition to general school subjects. There are two Administration girls' schools—at Tavui (New Britain District) and Dregerhafen (Morobe District)—with classes up to intermediate standard and a primary school for girls has been opened at Madang. There are also special schools for training teachers and nurses.

Girls have won some of the scholarships for study in Australia and women with the prescribed qualifications are eligible for admission to the Auxiliary Division of the the Public Service.

Women's clubs sponsored by the Department of Education play a part in the education of girls and women. The aims of these clubs are:—

(i) to raise village living standards through instruction in hygiene, diet, nutrition and mothercraft;

(ii) to provide leisure time activities through new and old crafts, sports and social activities; and

(iii) to help women to improve their social status and to provide them with a formal channel for the expression of opinions.

Teacher's wives who have received training in the management of women's groups have established women's clubs in various centres.

Scholarships and Allowances.

The Administration assists parents to send their children to secondary schools in Australia. An allowance of £145 per annum plus an annual return fare is made in respect of non-indigenous children, and, through a special scholarship scheme, selected mixed-race children receive, in addition to the allowance benefits, up to £200 per annum subject to a means test.

The Administration scholarship scheme for indigenous children provides selected children with the full cost of education in Australian schools, including board, tuition, fares, clothing, equipment and incidental expenses.

At 30th June, 1958, 160 Asian, 314 European, 24 indigenous, and 34 mixed-race children were receiving Administration assistance. Included in this total were 278 boys and 254 girls.

Twenty-five European children are receiving privately endowed awards which are valued at about £50 per annum each.

The standard of the scholarship examination for indigenous students has been raised from Standard 6 to Standard 7. At the same time younger students have

been found to be generally more successful, and the maximum age has therefore been reduced from fifteen and a half to fourteen and a half years.

Guidance officers of the Department of Education visit Australian schools and advise Territory students, paying special attention to indigenous students.

Children usually travel free to and from school by Administration transport or by subsidized private transport. Free transport is provided where possible for children travelling to and from boarding schools.

School Buildings.

Buildings erected during the year included additions to the technical schools at Lae and Rabaul; the intermediate schools at Goroka and Brandi; and the primary schools at Madang, Banz, and Rabaul. The total capital expenditure including furniture and fittings was £84,814.

Many schools are built voluntarily by the indigenous people. These are usually constructed of local materials and are simply designed and the cost is low. Teachers and equipment for these schools are provided by the Administration.

Textbooks.

Textbooks and class materials are supplied free of charge to all Administration schools while recognized and registered mission schools receive educational supplies as part of the system of Administration assistance. Locally adapted textbooks have been and are being published by the Administration, missions and the South Pacific Commission Literature Bureau. A departmental committee has been established to co-ordinate work on textbooks and to investigate the suitability of locally produced material and overseas textbooks for use in Territory schools.

A number of new textbooks has been obtained from outside sources and departmental textbooks on social studies and an anthology of poetry have been published. Reading material on teaching, school management and social studies, and on the history, geography, economics and administration of the Territory has been produced for use in all schools.

A new arithmetic series with a Territory bias is being prepared for publication while supplementary or auxiliary readers are being published. Seven readers have been published already and four more are in the hands of the publishers.

Libraries and Papers.

Periodical news-sheets are produced at several centres by the Department of Education and by missions. The *Papua and New Guinea Villager*, which has a Territory-wide distribution, presents a variety of topics of Territory interest written in simple English.

Libraries are maintained in schools, hospitals, clubs, training depots and other suitable centres. Each library contains up to 250 books which are added to as new titles become available. Most of the books are printed in the English language. In all, there are 120 libraries and approximately 30,000 books.

Youth Organizations.

The most important youth organizations are the Boy Scouts and the Girl Guides, both of which are established in many parts of the Territory and are well supported by the community. Scouts increased in number to over 3,000. The Scout Movement has now become a Branch of the Commonwealth Association. In the resulting reorganization eleven Areas have been created in the Territory and special emphasis is being given to training for leadership.

The two Australian Training Commissioners referred to in the 1956-57 report visited the Territory in the period under review and held two training camps at Madang, Finschhafen and Rabaul. These camps were well attended by scouters and as a result scouting in the Territory has been stimulated. Despite the lack of funds and trained personnel the Scout Movement is planning a vigorous development in the next few years. As a preliminary move an Area Commissioner's Conference is to be held in Port Moresby in 1958-59.

Membership of the Girl Guides has increased and there are now 25 guide companies and 32 brownie packs.

The Junior Red Cross is well supported also and circles are established at various schools. A study circle attended by European and indigenous representatives throughout the Territory was held in Port Moresby during the year.

CHAPTER 2.

PRIMARY EDUCATION.

Structure and Organization.

European and Asian children and children of mixed race receive primary education at primary schools similar to those of the Australian State Departments of Education, which enables them to proceed to secondary education on the Australian mainland. Free correspondence tuition was arranged for over 300 children in isolated parts of the Territory.

The development of the indigenous people requires the organization of the school system into two educational streams—

(1) for those in reasonably continuous contact with the Australian way of life—that is, urbanized groups; and

(2) for those in organized village communities in the rural environment where such contacts are more or less marginal.

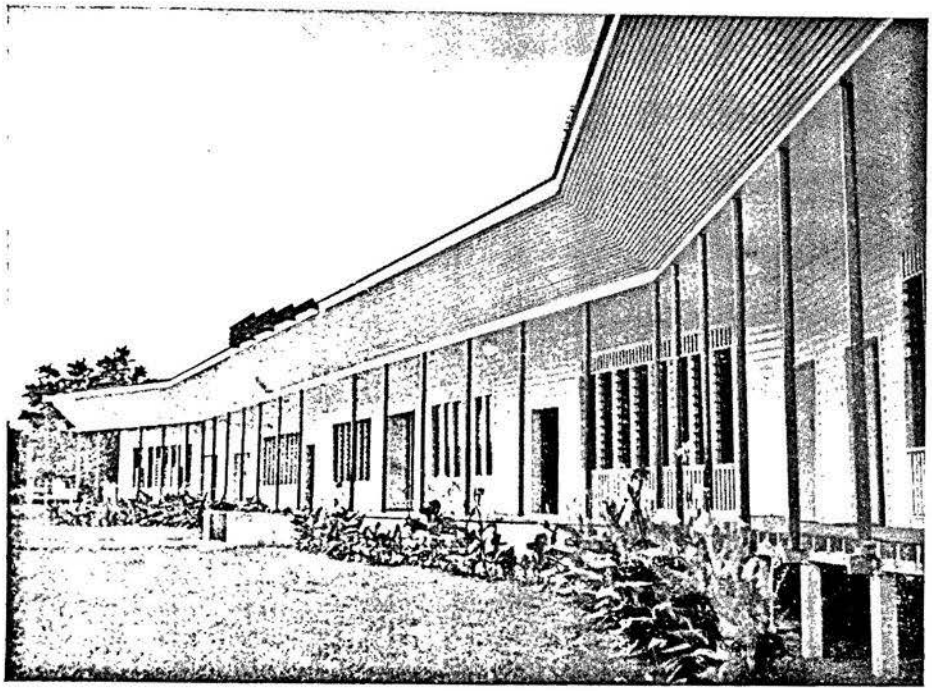
The urban groups are catered for by station schools covering a course of seven years (from Preparatory to Standard 6 inclusive) while the village groups take a four-year course in village schools followed by a four-year course in village higher schools. Where necessary, the village higher schools may cater for lower grades.

Policy.

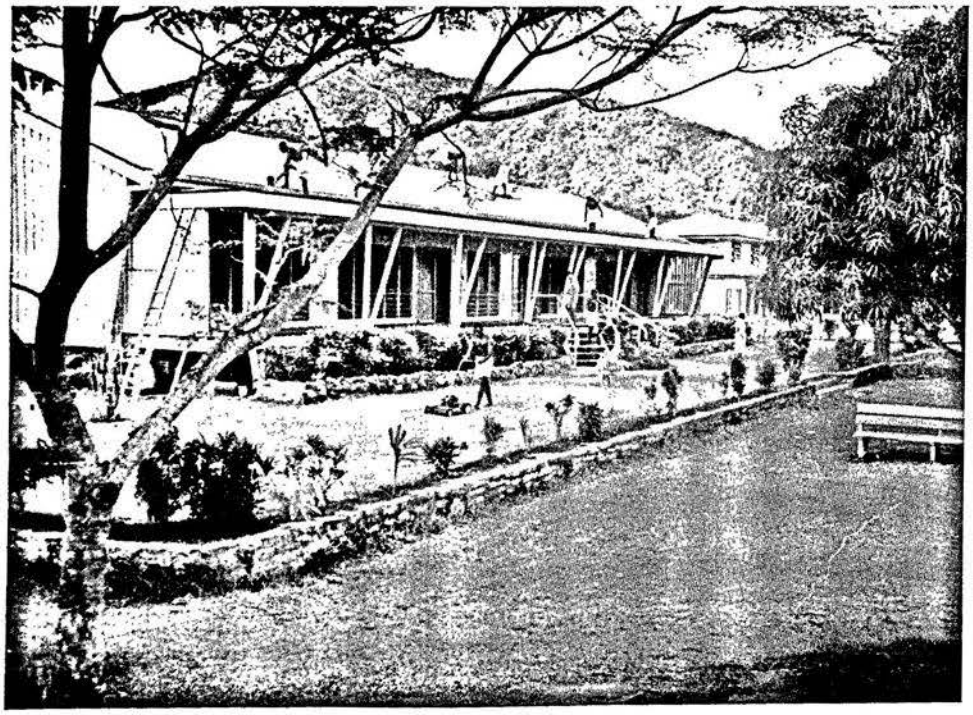
The basic policy in the field of primary education for the indigenous people is to provide them with an education which is closely related to their lives and which will

A class at the Goroka Intermediate School.

[*To face page* 112.]
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Classrooms and administration block at the Technical Training Centre at Lae, which was built by students under staff supervision.



Classrooms at Malaguna Technical Training Centre, Rabaul.

prepare them for the changes resulting from European contact. Emphasis is placed on literacy in English with the object of making this the universal language in the Territory. Basic technical, manual and agricultural skills are taught in relation to school environment and the objects are to assist students in their adaptation to changing conditions and to raise living standards. At the same time emphasis is placed on the best elements of indigenous culture, particularly through music, art, handicrafts, dancing, social studies and sports.

Curriculum.

In station schools for urban groups English is the language of instruction. A graded syllabus is followed with local adaptation in hygiene, social studies and handicrafts.

In the village and village higher schools a vernacular language may be used in the early stages but English is gradually introduced until at the end of Standard 6 students have reached a standard of English approximately equal to that of students completing the station school course.

The curriculum, which follows general educational lines, includes gardening, nature study and manual arts.

Age of Pupils, Attendance, and Educational Wastage.

Non-indigenous children normally start school at the age of five years and complete their primary schooling at the age of about thirteen years.

Indigenous schools the children usually begin school at seven years of age and complete their primary schooling at fifteen years. Attendance at schools is good.

The fact that many indigenous children do not proceed beyond the primary school level is attributable to such factors as the diversity of standards of social advancement, the degree of contact with European influence, village customs and the domestic circumstances of the family group.

The teacher pupil ratio in indigenous primary schools conducted by the Administration is 1: 24.5.

The following table shows the change in school population at Administration primary schools for the three years ended 30th June, 1958:—

Standard.	1956.	1957.	1958.
6	125	371	455
5	402	569	592
4	637	759	809
3	947	1,069	1,363
2	1,111	1,620	2,191
1	1,647	2,750	2,702
Preparatory	562	1,115	1,153
Total	5,431	8,253	9,265

Community Sponsored Schools.

The willingness of native local government councils and village communities to assist in the spread of education as described in previous reports has continued. There are now 33 council schools—13 in the Manus District, 17 in the New Britain District, and 3 in the Madang District.

Councils have assisted in the provision and subsequent maintenance of buildings, in the supply of school furniture and in the provision of water supplies. In addition each council makes a yearly grant for educational contingencies including the provision of equipment not normally supplied, the cost of special celebrations at schools and the provision of transport on special occasions. Each council has appointed an education committee which maintains close liaison with the Department of Education. The Department provides staff for, and controls, all council-sponsored schools. Village communities have also assisted in the establishment of new schools and the maintenance and expansion of existing schools.

CHAPTER 3.

INTERMEDIATE AND SECONDARY SCHOOLS.

Policy.

Intermediate, secondary and higher education will be made available to all students who qualify by satisfactorily completing their primary education and who possess a good knowledge of the English language. The secondary education objective is to be achieved by using the facilities available both in the Territory and the Commonwealth of Australia.

At the close of the year under review 160 Asian, 314 European, 24 indigenous and 34 mixed-race children were in secondary schools in Australia and 46 Asian, 21 European, 64 indigenous and 4 mixed-race were receiving secondary education in the Territory. Details of educational allowances and scholarships available to Territory children are given in Chapter 1 of this Part.

Intermediate and secondary education in the Territory for indigenous children is in two stages—the intermediate stage which covers a three year course (Standards 7, 8 and 9), and the secondary stage, which covers a two year course up to the Queensland Junior Certificate level.

Indigenous education beyond the primary level continues to expand steadily. Emphasis is now being placed on the provision of intermediate schools in various centres. In addition, certain primary schools are now reaching the stage where intermediate classes are being established for ex-Standard 6 students. This has already occurred in some instances and such schools are now classified as intermediate schools.

In the ten intermediate schools (including the two girls' schools at Tavui and Dregerhafen) shown in Table 4 of Appendix XXII there are seventeen primary classes each with an indigenous teacher. Pupils in the primary sections of these schools total 436 and these are included in the total of 9,265 students shown as pupils in primary schools.

A new secondary school which will be open to all children reaching the required standard will open in Rabaul in February, 1959.

Curriculum.

The intermediate and secondary schools do not provide vocational training, but the courses are designed to enable students to undertake subsequently courses of training which will fit them for such occupations as teaching, clerical activities and specialist training under various Administration departments. English is the medium of instruction in all cases. The curriculum differs slightly according to whether the school caters for indigenous or non-indigenous students, but in either case is designed to bring the student up to the Queensland Junior Certificate standard.

Students at the technical training centres at Malaguna and Lae follow the intermediate school general syllabus and also take a special course in technical subjects.

Attendance at Schools beyond Primary Level.

Attendance at these schools is good. Students reaching the standard are keen to complete their schooling.

CHAPTER 4.

Institutions of Higher Education.

There are no universities in the Territory and some years must elapse before their existence could be justified. Qualified students have access to universities in Australia.

Theological training institutions have been established by various missions. Some students have proceeded outside the Territory for further training and several have now completed their studies and have been ordained as priests or ministers.

Since very few indigenous students have yet reached the necessary educational standards the number taking courses of higher study outside the Territory is very small.

Students are attending courses under Administration sponsorship at the Central Medical School, Suva, Fiji. Six are training as assistant medical practitioners, one as an assistant dental practitioner, one as a laboratory assistant, and one student is in his preliminary year. In addition two girls are receiving training as nurses at the Central Nursing School, Suva.

The Public Service Institute, with head-quarters at Port Moresby, is responsible for all in-service training and tutorial assistance for members of the Public Service studying by correspondence. Members of the staff of the Institute also visit the main centres of the Territory at regular intervals.

CHAPTER 5.

Other Schools.

Pre-school play centres have been established at Rabaul, Wewak, Madang, Wau, Bulolo, Goroka, Kavieng and Lae. They are subsidized by the Administration and controlled by the Department of Public Health with the aid of voluntary workers.

There are no special schools in the Territory for physically and mentally handicapped children or for juvenile delinquents. In such cases Australian facilities are available and financial assistance is provided for physically handicapped children.

There are two technical training centres, one at Rabaul and one at Lae. These centres take students at Standard 6 level, and provide a four-year course. The first two years of the course follow generally the pattern of Australian junior technical schools with a syllabus covering English, arithmetic, social studies, general science, technical drawing, woodwork and metal work. In the second two years, the students specialize in one of the following trades—auto-mechanics, carpentry and joinery, cabinet-making, fitting and turning, sheetmetal work, wood machining (all available at both centres), boat-building, plumbing or welding (available at Rabaul only) or aircraft mechanical assistant (available at Lae only). Standards in the centres are steadily rising.

Special arrangements have been made for instruction to be given at Wau and Bulolo, in association with the Lae centre.

The centres also provide regular part-time instruction for 120 youths apprenticed in 25 trades under the Native Apprenticeship Scheme, a form of training which has developed from the technical training centres. This scheme provides for youths to be trained along the general lines of Australian apprenticeship schemes, except that there are no specific pre-requisite educational standards.

An arrangement also exists whereby youths who have reached the required educational standard may be apprenticed under the Queensland Apprenticeship Scheme, and one indigenous youth is taking advantage of this arrangement.

Junior technical training is also provided at a technical training annexe attached to the Madang Intermediate School.

In addition to teacher and technical training provided by the Department of Education, and the tutorial and correspondence courses conducted by the training organization of the Department of the Public Service Commissioner for officers of the Auxiliary Division and by the Department of Education for Administration employees seeking to enter that division, special training and instruction are provided internally by the Health, Agriculture Stock and Fisheries, and Posts and Telegraphs Departments and by the Co-operative Societies Branch of the Department of Native Affairs.

CHAPTER 6.

Teachers.

Non-indigenous Administration Teachers.

Non-indigenous teachers for Administration schools are obtained by three means: by recruitment of trained teachers from Australia, who receive a short induction course at the

Australian School of Pacific Administration before proceeding to the Territory; by the temporary appointment of local residents with the necessary qualifications; and by a cadetship scheme.

Cadets who have matriculated, of whom there are at present 39, undertake a two-year teacher training course in association with a New South Wales teachers' college and the Australian School of Pacific Administration. There is provision for graduate cadets to undertake a one-year training course, but there are no such cadets at present. In 1957 the cadets were accommodated at Bathurst Teachers' College, but in 1958 were moved to the Australian School of Pacific Administration.

Indigenous Teachers.

The training of indigenous teachers is undertaken by both the Administration and the missions.

The trained teacher is expected not only to instruct his pupils in reading and writing but also try to interpret the cultures and traditions of contemporary civilization in terms which his pupils can understand. At the same time he must attempt to preserve those features of indigenous culture which are socially desirable. As in other places and cultures the teacher has to be prepared to be a leader in the community and an example to his people.

The syllabus of teacher training issued in 1954 provides for three different courses—Course "A", Course "B", and Course "C"—which are designed according to the educational qualifications of the trainees. Particulars of the three courses are given in the Annual Report for 1955-56. Entry to the courses is by examination; for Course "A" the level of the examination is Standard 6, for Course "B" Standard 9, and for Course "C" the qualification is the Queensland Junior Certificate. All teacher training centres operate under the same syllabus, candidates sit for the same examinations and successful candidates receive the same certificates.

At 30th June, 1958, there were 44 trainees at the two Administration training centres at Dregerhafen and Vunamami, all of whom were taking Course "B".

At the same date 350 students, including 22 female students specializing in the study of infant school method, were in training at fifteen mission teacher training centres. Two hundred and eighty-eight of these students, of whom 63 were taking Course "B" and 225 Course "A", were registered with the Department of Education for the purpose of taking the prescribed examinations.

The standard of training at mission centres is very satisfactory, and reports by inspecting officers from the Department of Education indicate that supervising teaching practice is particularly sound.

Non-indigenous Mission Teachers.

The conditions for the registration or recognition of mission schools referred to earlier in Chapter 1 include one relating to the qualifications of teachers. The standards for such qualifications have been determined by the Director of Education.

In 1957 the Department of Education conducted a special course of training to enable non-certificated mission teachers to qualify for registration. The course was broadly based on educational philosophy, teaching methods and practical problems and comprised a series of notes and assignments and the study of set textbooks, together with a practical teaching test. It was open only to teachers with at least three years' full-time teaching experience either within or without the Territory. The work done was of a very high standard and showed that mission teachers were successfully adapting recognized teaching principles and techniques to the special conditions of indigenous education in the Territory. At the end of 1957, 106 mission teachers passed the examination at the completion of this course and arrangements have been made for a small group of candidates who were unable to take the examination to do so in 1958.

This special course has led to an improvement in the quality of teaching in mission schools.

In-service Training.

Correspondence courses are available for indigenous teachers, while refresher courses held in the districts keep teaching standards at a satisfactory level. Teachers have access to the departmental library and are assisted in every possible way to maintain and improve their qualifications and abilities.

Educational Tours in Australia by Indigenous Teachers.

As part of their refresher training, groups of senior teachers have made organized visits to Queensland. In 1958 the tour included Brisbane, Cairns, the Atherton Tableland, Townsville, Rockhampton and Mount Isa. Visits were paid to factories, farms and places of cultural, educational and sporting interest. The object of these tours is to enable teachers to gain a first-hand knowledge of a modern industrial society. Further tours, the first of which will be for female teachers, are planned for 1958-59.

Salaries.

Salaries and allowances for European education officers are detailed in Appendix II.

Salary rates for Asian and mixed-race teachers vary from £599-£743 (female) and £722 (male) with increments of £36 per annum.

Auxiliary Division teachers are paid at rates varying with qualifications, experience and size of family. The rates vary between £200 and £700.

Other indigenous teachers and instructors are employed on a monthly wage basis pending absorption into the Auxiliary Division. In addition to wages such personnel receive rations and personal equipment, and transport not only for themselves but also for their wives and children, so that the real wage is considerably higher than the scale indicates. The present monthly wage rates are—

Supervisory Teachers—

Grade I.—£21 5s.
Grade II.—£22 10s.
Grade III.—£25.

PART IX.—PUBLICATIONS.

Copies of all laws affecting the Territory made during 1956-57 which have been printed have been transmitted to the Secretary-General of the United Nations.

The Commonwealth National Library, Canberra, publishes the *Annual Catalogue of Australian Publications;* the *Australian Public Affairs Information Service,* issued monthly, and also the monthly *Australian Government Publications* as well as other lists of publications. These catalogues and lists which have been transmitted to the United Nations refer to material deposited with the National Library and include publications concerning the Territory.

PART X.—RESOLUTIONS AND RECOMMENDATIONS OF THE GENERAL ASSEMBLY AND THE TRUSTEESHIP COUNCIL.

The resolutions and recommendations of the Trusteeship Council arising out of the examination of the Annual Report for 1956-57 have been noted and considered by the Administering Authority, and the following information is furnished thereon:—

I. GENERAL.

Extension of Administrative Control.

The Council notes with concern that due to the difficult nature of the country yet to be penetrated and the fact that the work of consolidation is requiring more experienced personnel than had previously being expected, the Administering Authority may not be able to implement the programme it had drawn up to bring the whole of the Territory under full Administration control by 1959. *It notes, however, that a considerable number of additional officers at present undergoing training will soon become available for the work of peaceful penetration. While fully appreciating the difficulties which have to be overcome, it is confident that, when the services of these officers become available, the Administering Authority will be able to complete this task as soon as possible, and that it will keep the Council fully informed of its plans and the time within which it hopes to fulfil them.*

Further progress was made in the peaceful penetration of uncontrolled areas and in the work of consolidation in areas under Administration influence. At the close of the year under review approximately 84 per cent. of the area of the Territory was under Administration control, 10 per cent. was under Administration influence and 6 per cent. had been penetrated by patrols. Due to the circumstances noted by the Council, and other contributing factors such as the diversion of field staff to deal with the evacuation, temporary settlement and rehabilitation of 3,500 people following the volcanic eruption of Manam Island, the Administering Authority will not be able to implement its plan to bring the whole of the Territory under full Administration control by the end of 1959.

The position is being re-examined and the Administering Authority will keep the Council fully informed of further developments.

II. POLITICAL ADVANCEMENT.

Legislative Council.

The Council regrets that the Administering Authority has not yet found it possible to increase the number of indigenous members on the Legislative Council. However, it notes with satisfaction that arrangements have been made for indigenous observers to attend meetings of the Legislative Council on a regular and organized basis, and it hopes that this and other factors will soon make it possible to appoint additional indigenous members to the Legislative Council.

The Administering Authority notes the observation of the Council. It will continue to promote education in political administration through its plan for selecting indigenous observers to attend meetings of the Legislative Council on a regular and organized basis, and through the practical training in the methods and procedures of representative government which the people are now receiving at local government level, including the advisory councils. It will keep under review the possibility of appointing additional indigenous members to the Legislative Council.

District and Town Advisory Councils.

The Council notes with satisfaction that twelve indigenous persons have been appointed to District Advisory Councils. It shares the view of the Administering Authority that, although these councils at present deal predominantly with non-indigenous matters, such appointments provide useful training for indigenous persons, and will facilitate their progress towards wider participation in the political life of the Territory. It hopes therefore that the Administering Authority will find it possible to make further appointments to these councils.

The Administering Authority has continued its policy of fostering participation by the indigenous people in this field as qualified and competent persons become available, and at the end of the year under review fifteen indigenous persons were members of district advisory councils. Particulars are given in Chapter 3 of Part V of the report.

Civil Service: Training and Appointment of Indigenous Persons for Positions of Responsibility in the Administration.

The Council notes with satisfaction the continuing reorganization and general consolidation of the Territorial Administration, and welcomes the Administering Authority's training programme to meet the rapidly increasing need and demand for training within the Public Service, in particular for members of the Auxiliary Division. The Council further notes that as yet there are very few indigenous persons in the other divisions of the Public Service, and hopes that by the operation of this and other training programmes, it will be possible in the near future to increase their number.

The Administering Authority assures the Trusteeship Council that considerable attention is being given to the various training programmes, including that specially

designed for officers of the Auxiliary Division, and is confident that, as a result of this training, more indigenes will, in due course, reach a standard to qualify them for entry to the Auxiliary and other divisions of the Public Service.

III. ECONOMIC ADVANCEMENT.

General.

The Council notes that the Commonwealth Scientific and Industrial Research Organization is continuing its series of surveys of natural resources in the Territory, and that various Departments of the Administration are also conducting surveys. It hopes good progress will be made with these and other investigations in order that the Administering Authority will eventually be in a position to prepare long-term economic plans for the whole Territory.

The Council hopes that the Administering Authority will do everything possible to assist the indigenous inhabitants to engage more actively in the commercial life of the Territory. It considers that training programmes similar to those established at the Co-operative Education Centre might be developed in other fields of commercial activity, and that the people should be encouraged to make more extensive use of the credit facilities of the Native Loans Fund and bank loans guaranteed in accordance with the Treasury Ordinance of 1951-1955.

Apart from training in co-operative activities, the Administering Authority is providing commercial instruction in other courses which would be of some assistance to indigenous persons wishing to enter into private commercial activities. In addition to the instruction given in commercial subjects in secondary school studies, courses in public accounting for local government clerks and in bookkeeping for clerical staff engaged on agricultural projects are provided at the Vunadadir Local Government Training Centre, while instruction in the commercial procedures of buying and selling produce is part of the training programme in agricultural practices.

The views of the Council relating to the development of training programmes in fields of commercial activities have been noted and will be given consideration.

Agriculture.

The Council notes the marked progress being made in the planting and production of cocoa and coffee in the Territory. It commends the Administering Authority for the rapid expansion of agricultural training for indigenous farmers at agricultural extension stations. It hopes that adequate provision will be made to train assistant agricultural officers and to increase their numbers in order to meet the needs of expanding indigenous agricultural activities.

The Administering Authority has continued to increase the facilities for, and the amount of, agricultural training. An agricultural college to commence at Keravat in 1960, will provide full diploma level courses in tropical agriculture. The first intake will be 30, increasing to an establishment of 90 students in 1962.

Full particulars of the two present levels of agricultural training provided for indigenes are given in Chapter 3 (b) of Section 4 of Part VI of the report.

IV. SOCIAL ADVANCEMENT.

Public Health.

The Council commends the Administering Authority for its efforts to improve public health in the Territory, particularly in the construction of new hospitals, the recruitment of medical personnel and the programmes it has established for the control of malaria, tuberculosis and yaws. The Council, noting the observations of the World Health Organization, hopes that the Administering Authority will continue to pay special attention to training programmes for indigenous personnel.

Great emphasis is placed on the medical training of indigenes, which is carried out under the direction and control of a special division of the Department of Public Health. At the close of the year under review, 799 persons were undergoing training in many different categories which varied from medical orderly to assistant medical practitioner. Details are given in Chapter 7 of Part VII of the report.

Labour.

The Council notes with satisfaction that new comprehensive labour legislation will shortly come before the Legislative Council of the Territory. The Council, recalling its recommendation of the eighteenth session, notes that the proposed Native Employment Board will as a matter of urgency examine the question of a wage scale, and hopes that this will result in an increase of the present minimum cash wage. It also expresses the hope that wage scales will be periodically reviewed.

The several ordinances which comprise the comprehensive labour legislation referred to have all been passed by the Legislative Council, and the drafting of regulations prescribing all matters necessary for carrying out or giving effect to these ordinances is well under way. When this work is completed the ordinances and regulations will be brought into operation. An officer of wide experience in Australia in industrial practice and legislation has been appointed as Chairman of the Native Employment Board and is expected to take up his appointment in March, 1959. As soon afterwards as practicable the Board will be fully constituted and will then proceed at once to an examination of the present wage scales and will carry out further reviews from time to time as the need arises.

Restriction on Movement.

The Council, recalling its recommendation that the Administering Authority shall re-examine the need for maintaining the restrictions on the movements of indigenous inhabitants in certain towns in New Guinea and the suggestion that they be abolished immediately in a few towns on a trial basis, noting that the Administering Authority considers that it is desirable to retain the present restrictions for the time being, due to existing conditions in and adjacent to the towns concerned, and noting that

these restrictions still continue as before, expresses the hope that the Administering Authority will take measures to remove these restrictions as soon as this becomes practicable.

The Administering Authority is giving further consideration to the abolition of these restrictions and will keep the Council informed of any change.

Treatment of Offenders.

The Council, noting that the Administering Authority still considers it advisable to retain certain legal provisions for corporal punishment for certain offences for the time being, reiterates its previous recommendation for the complete abolition of corporal punishment.

The Council welcomes the Administering Authority's policy designed to reform and rehabilitate prisoners through education and instruction in useful occupations. It notes, moreover, that consideration is being given to special legislation concerning the parole and probation of juvenile offenders, and suggests that the Administering Authority might also consider the possibility of introducing a similar system for adults. The Council hopes that the Administering Authority will continue to keep it informed concerning developments in this field.

The Administering Authority has noted the Trusteeship Council's reiteration of the previous recommendation for the complete abolition of corporal punishment, but is still of the opinion, as previously stated, that the retention of corporal punishment for certain offences for the time being is advisable. Corporal punishment was administered once during the year 1956-57 and once during the year ended 30th June, 1958.

Legislation to provide for the parole and probation of juvenile offenders is still receiving consideration and the possibility of introducing a similar system for adults is being examined. The Administering Authority will keep the Council informed of developments in this field.

V. EDUCATIONAL ADVANCEMENT.

The Council considers, in view of the fundamental importance of educational advancement in the Territory, that the Administering Authority should devote increasingly larger sums to this purpose. It notes with satisfaction that the Administering Authority is raising the standards of existing schools and that it is receiving the co-operation of mission authorities in this respect. It commends the Administering Authority for the increasing emphasis it is placing on teacher-training.

The Council, noting that the diversity of the schools in the Territory at present is due to the linguistic and cultural differences of the students, hopes that the Administering Authority will continue its efforts to enable all children in the Territory to attend the same schools.

The Council takes note of the observations of the United Nations Educational, Scientific and Cultural Organization on the educational situation in the Territory (T/1380), and commends them to the attention of the Administering Authority.

The Administering Authority notes the satisfaction expressed by the Council in relation to the steps being taken to raise the standards of existing schools, and that the Council commends the Administering Authority for the increased emphasis it is placing on teacher-training. The progress made in regard to the first of these objectives during the year under review is discussed in Chapter 1 of Part VIII of the report. Reference to teacher-training has been made in Chapter 6 of Part VIII.

The Administering Authority attaches great importance to the developments in the educational field and expenditure for this purpose has more than doubled over the past five years. It will endeavour, where possible, to devote increasingly larger sums to this purpose.

The Council noted that the diversity of schools at present is due to the linguistic and cultural differences of the students, and the Administering Authority hopes that its plans for the social and educational advancement of the indigenous people, together with the particular emphasis being given to instruction in English in schools, will result in a gradual diminution of these differences. The secondary school planned for Rabaul will be open to all students who have reached the required standard.

The observations of the United Nations Educational Scientific and Cultural Organization to which the Council has drawn attention have continued to receive the careful attention of the Administering Authority.

Secondary and Higher Education.

The Council, noting the great disproportion between the numbers of primary and secondary students, and confident that the improvement of the quality and the increase in the number of primary schools will lead to a rapid increase in the number of students qualified and willing to take advantage of secondary education, expresses the hope that the Administering Authority will provide the facilities and teaching staff which this expansion will require. In this connexion, the Council notes the long-term aim of the Administering Authority to provide full facilities for secondary education in the Territory itself.

The Administering Authority has already begun to develop its own high schools, technical schools and other training institutions to meet the requirements of the increasing number of students qualified and wishing to take advantage of higher education.

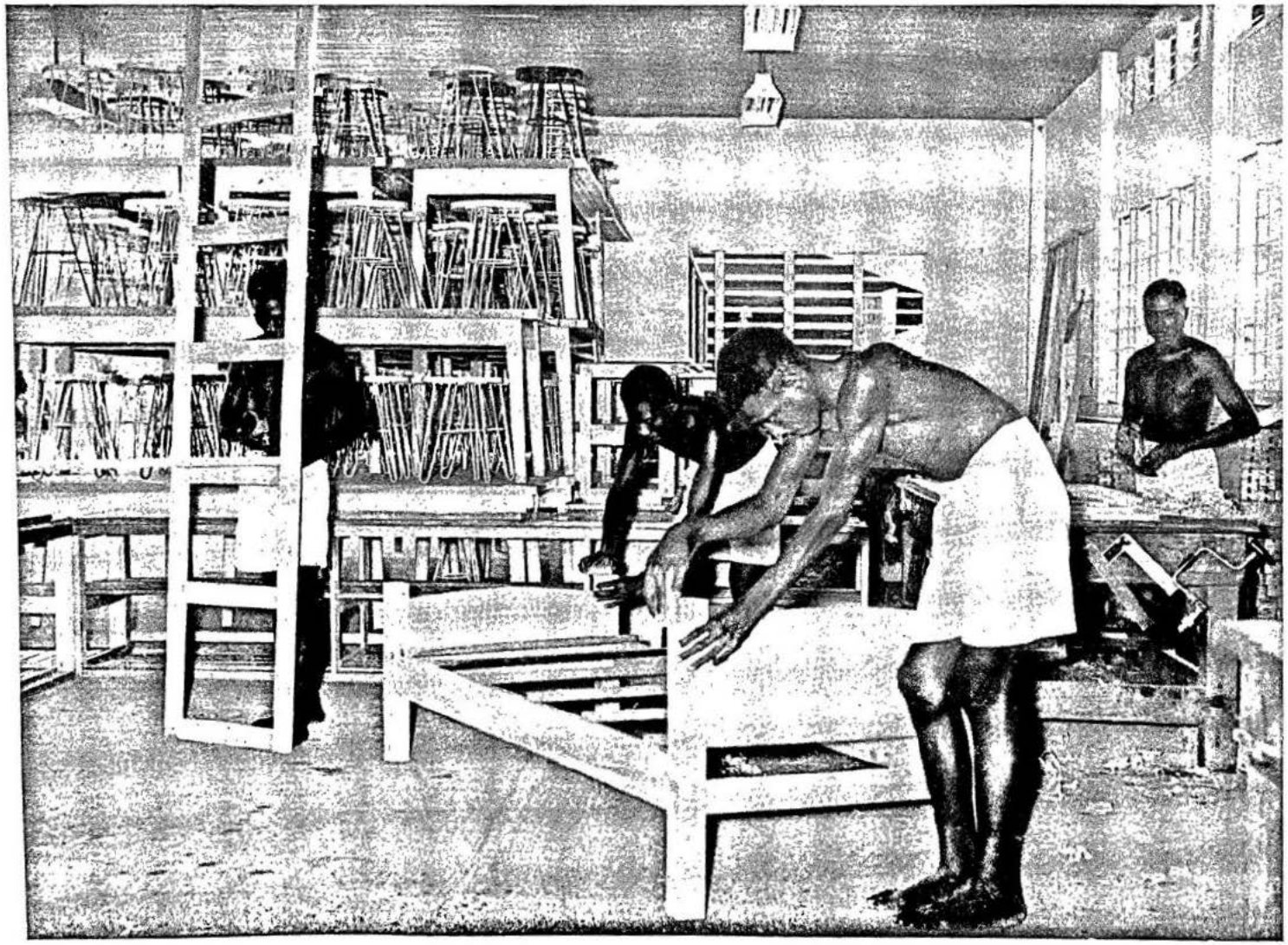
As an auxiliary and temporary measure, the scheme for educating selected indigenous students in Australia and Fiji will be continued until such time as higher education is fully developed in the Territory itself.

PART XI.—SUMMARY AND CONCLUSIONS.

The principal events and achievements during the year under review have been outlined in the preceding sections of the report, and this Part is restricted to a brief reference to some of the outstanding features of the year's work.

[To face page 120.]

F.2579/59.



A joinery class at the Malaguna Technical Training Centre, Rabaul.



A group of teacher trainees from Papua and New Guinea at the Popondetta Teacher Training Centre, Papua.

The task of bringing the whole of the Territory under Administration control was continued. A further 425 square miles were brought under partial Administration influence. Owing to unforeseen circumstances the Administration will not be able to implement the plan to bring all of the Territory under Administration control by the end of 1959.

Particulars of areas in the various categories are given in Table 6 of Appendix II.

In August, 1957, an Administration patrol was attacked in the Lamari River area of the Eastern Highlands District. Three attackers were slightly wounded and one constable received an arrow wound. Friendly relations were eventually established and the people expressed regret for their hasty action.

Volcanic activity on Manam Island made it necessary to evacuate the population, numbering nearly 3,500, to the mainland. Particulars are given in Chapter 2 of Part V.

Five new local government councils were proclaimed and the Lei-Labu and Baluan Councils were enlarged by the addition of ten villages and eleven villages respectively.

Fifteen indigenes have been appointed as members of district advisory councils.

Six hundred and thirty-six officers were appointed to the Papua and New Guinea Public Service. Particulars are given in Chapter 4 of Part V.

Public expenditure totalled £9,114,847. Internal revenue rose to £2,926,026 and the direct grant by the Administering Authority was increased to £6,188,821. In addition, more than £1,700,000 was expended in the Territory by Departments of the Government of Australia whose funds are derived from the Australian Commonwealth as distinct from the Territorial budget.

External trade decreased by £151,413. Value of exports dropped by £684,444, and imports rose by £533,031.

The decline in value of exports was mainly due to lower prices for copra and shell, and a decrease in gold production of 37 per cent.

The production of coffee increased from 262 tons to 379 tons, but owing to a decline in price the value of coffee exports increased by only £43,284. Production of cocoa rose from 2,088 tons to 2,544 tons and with the sustained price recovery the value of exports increased by £360,170. The export of copra decreased by 11,181 tons and the value fell by £1,032,455. Plywood exports increased by £103,887.

The total value of forest production again exceeded £2,000,000.

The nominal capital of locally registered companies participating in commercial and agricultural activities increased by £2,327,000. At 30th June, 1958, there were 259 local companies with a nominal capital of £19,659,200.

Five new co-operative societies were formed.

Expenditure on new works, capital purchases and maintenance totalled £2,906,335. This included £564,152 on roads and bridges.

Expenditure by the Administration on health and education services was £1,225,651 and £680,781 respectively, excluding expenditure on building construction and maintenance.

The number of Administration schools increased from 152 to 184 and enrolment of pupils rose from 9,968 to 11,333. The number of indigenous teachers increased from 323 to 355 and European teachers increased from 95 to 122.

STATISTICAL APPENDICES.

STATISTICAL ORGANIZATION.

The *Census Ordinance* 1947 (No. 4 of 1947) provides for the taking of a census of the non-indigenous population of the Territory by the Commonwealth Statistician in conjunction with the census of the Commonwealth of Australia. A census was taken at 30th June, 1954.

The notification of births, deaths and marriages of members of the non-indigenous population is required under the *Registration of Births, Deaths and Marriages Ordinance* 1935–1953.

A census of the indigenous people in areas under Administration control is undertaken by the Department of Native Affairs. Officers of that Department visit individual villages and record vital statistics on a family group basis, including details of age, sex, relationships, births and deaths, migration and absentees from villages. This information is entered in village books, which are retained in the village, and is revised each year during census patrols, and is also entered in a village population register which is maintained at each district headquarters. Figures of the enumerated and estimated population at 30th June, 1958, are given in Appendix I of this report.

Provision is made in the *Native Local Government Councils Ordinance* 1949–1957 for native local government councils, constituted under the Ordinance, to maintain a register of births and deaths within the council area.

The collection of statistical data to supply administrative requirements in fields such as education, forestry, health, labour, mining and trade, &c., is authorized under various ordinances. Generally, statistical responsibilities are divided amongst the various departments originating or collecting prime data.

The *Statistics Ordinance* 1950 (No. 15 of 1950), which provides for the appointment of a Statistician and for the collection and compilation of statistics of the Territory as prescribed by regulations, contemplates the establishment of a statistical system with a central office responsible for general statistics and statistical co-ordination. The position of Statistician is included in the classification of the Department of the Administrator and Regulations (No. 11 of 1951) have been made under the Ordinance and published in *Gazette* No. 31 of 25th May, 1951. Separate statistics are compiled for the Territory of New Guinea and the information available is included in the following Appendices.

Statistical publications issued during the year comprised bulletins dealing with oversea trade (annual and quarterly), migration (quarterly) and motor vehicle registrations (annual and quarterly).

CONVERSION TABLE.

Relationship between English units with metric equivalents—

LENGTH:			
		1 inch	= 2.540 centimetres.
12 inches	=	1 foot	= .3048 metres.
3 feet	=	1 yard	= .9144 metres.
1,760 yards	=	1 mile	= 1.609 kilometres.
AREA:			
		1 square foot	= .0929 square metres.
9 square feet	=	1 square yard	= .8361 square metres.
4,840 square yards	=	1 acre	= .4047 hectares.
640 acres	=	1 square mile	= 2.590 square kilometres.
VOLUME:			
		1 cubic foot	= .0283 cubic metres.
CAPACITY:			
		1 pint	= .5682 litres.
8 pints	=	1 imperial gallon	= 4.546 litres.
WEIGHT:			
		1 ounce troy	= 31.10 grammes.
		1 ounce avoirdupois	= 28.35 grammes.
16 oz. avoirdupois	=	1 pound (lb.)	= .4536 kilogrammes.
100 lb.	=	1 cental	= 45.36 kilogrammes.
112 lb.	=	1 cwt.	= 50.80 kilogrammes.
20 cwt.	=	1 ton (long ton)	= 1.016 tonnes.

STATISTICAL SUMMARY.

APPENDIX I.—POPULATION.

—	1953–54.	1954–55.	1955–56.	1956–57.	1957–58.
Indigenous Population—					
Enumerated	1,010,593	1,086,518	1,154,360	1,177,074	1,223,095
Estimated	184,714	155,097	119,477	120,100	103,100
Total	1,195,307	1,241,615	1,273,837	1,297,174	1,326,195
Non-indigenous Population—					
Estimated—					
European	8,020	8,950	9,827	10,608	11,110
Non-European	3,422	3,595	3,628	3,828	3,963
Total	11,442	12,545	13,455	14,436	15,073

(Tables 1 and 2, pages 128 and 129)

APPENDIX II.—ADMINISTRATIVE STRUCTURE OF GOVERNMENT.

—	1953–54.	1954–55.	1955–56.	1956–57.	1957–58.
Total Staff in New Guinea	722	842	987	1,219	1,401
(Table 4, page 155)					
Village Officials (Indigenous)—					
Luluais	5,301	5,256	5,321	5,355	5,014
Tultuls	5,631	5,822	5,669	5,797	5,599
Medical Tultuls	3,624	3,235	2,738	2,584	2,252
Total	14,556	14,313	13,728	13,736	12,865
Village Councillors	927	161	136	230	379
(Table 8, page 157)					
War Damage Claims—					
Number	12,584	8,695	4,126	97	87
Amount .. .. £	225,105	90,519	54,046	3,675	668
Total at 30th June—	1954.	1955.	1956.	1957.	1958.
Number	104,722	113,417	117,543	117,640	117,727
Amount .. .. £	1,572,699	1,663,218	1,717,264	1,720,939	1,721,607
(Table 9, page 157)					
	1953–54.	1954–55.	1955–56.	1956–57.	1957–58.
Number of Patrols	236	278	263	297	264
Number of Patrol Days	7,173	6,584	6,878	7,736	6,716
Number of Inspections by District Officers ..	219	243	252	230	214
(Table 5, page 156)					
	Sq. miles.	Sq. miles.	Sq. miles.	Sq. miles.	Sq. miles.
Area under Administration Control	72,700	75,000	75,100	76,770	78,195
Area under Administration Influence	8,800	7,600	8,500	7,405	7,055
Area under Partial Administration Influence ..	4,600	3,700	3,300	3,050	2,400
Area Penetrated by Patrols (Restricted Area) ..	6,900	6,700	6,100	5,775	5,350
(Table 6, page 156)					

APPENDIX III.—JUSTICE.

—	1953–54.	1954–55.	1955–56.	1956–57.	1957–58.(a)
Supreme Court—					
Number charged	218	232	239	289	222
Number convicted	162	198	191	250	178
Number discharged	28	18	20	25	25
Number *Nolle Prosequi* entered	28	16	28	14	19
(Table 1 (1), page 158)					
District Courts—					
Europeans—					
Tried	279	231	217	432	167
Convicted	256	215	189	348	152
Referred to the Supreme Court	10	6	13	13	7
Asians—					
Tried	92	106	67	113	34
Convicted	87	96	55	99	30
Referred to the Supreme Court	2	1	4	1	1
Indigenes—					
Tried	897	748	975	1,190	623
Convicted	707	491	794	950	489
Referred to the Supreme Court	164	249	148	201	98
(Table 1 (2), page 161)					
Courts for Native Affairs—					
Number tried	6,294	6,335	6,153	9,665	6,023
Number convicted	6,055	6,201	5,921	9,390	5,904
(Table 1 (3), page 161)					

(a) Figures for District Courts and Courts for Native Affairs are for six months only. *See* Appendix III.

APPENDIX IV.—PUBLIC FINANCE.

—	1953–54.	1954–55.	1955–56.	1956–57.	1957–58.
	£	£	£	£	£
Revenue from within the Territory	1,991,713	2,008,445	2,411,861	2,652,517	2,926,026
Grant by the Government of the Commonwealth of Australia	3,103,076	4,396,209	4,901,737	(a) 5,498,179	(b) 6,188,121
Expenditure	5,094,789	6,404,654	7,313,598	8,150,696	9,114,847
(Table 1, page 163)					

(a) Includes advance of £119,100 repayable 1957–58. (b) The repayment of the advance of £119,100 has not been included in the 1957–58 expenditure figure and the grant has been reduced accordingly.

APPENDIX VII.—COMMERCE AND TRADE.

—		1953–54.	1954–55.	1955–56.	1956–57.	1957–58.
		£	£	£	£	£
Imports		8,586,024	9,577,088	10,280,029	10,918,981	11,452,012
Exports		10,044,394	10,060,641	9,885,623	10,312,492	9,628,048
Total Trade		18,630,418	19,637,729	20,165,652	21,231,473	21,080,060
(Table 1, page 166)						
Number of Local Companies		133	165	185	225	259
Nominal Capital of Local Companies	£	11,041,500	12,422,000	13,781,900	17,312,150	19,659,200
Number of Foreign Companies		68	79	85	87	98
Nominal Capital of Foreign Companies	£	117,283,488	137,488,167	173,663,167	(c)189,911,592	204,106,592
	$	(a) 6,000,000	(a) 6,000,000	(a) 6,000,000	(a) 6,000,000	(a) 6,000,000
(Table 8, page 170)		..	(b) 10,000,000	(b) 10,000,000	(b) 10,000,000	(b) 10,000,000

(a) Canada. (b) Hong Kong. (c) Revised.

APPENDIX VIII.—AGRICULTURE.

—	1953–54.	1954–55.	1955–56.	1956–57.	1957–58.
Land Tenure—					
Unalienated Land (acres)	58,426,801	58,397,523	58,356,063	58,136,276	58,122,823
Land Alienated (acres)	1,093,199	1,122,477	1,163,937	1,383,724	1,397,177
(Table 1, page 171)					
Land Leases—					
Number of Leases	2,644	3,217	3,494	3,659	3,864
Area of Leases (acres)	222,480	234,835	261,876	303,784	311,247
(Table 2, page 171)					

APPENDIX XIV.—CO-OPERATIVES.

—		1953–54.	1954–55.	1955–56.	1956–57.	1957–58.
Number of Societies		74	83	96	97	102
Total Turnover	£	310,601	475,937	449,670	502,628	374,609
(Table 1, page 179)						

APPENDIX XV.—TRANSPORT AND COMMUNICATIONS.

—	1953–54.	1954–55.	1955–56.	1956–57.	1957–58.
Mileage of Vehicular Roads	2,904	3,095	3,879	3,986	4,389
Mileage of Bridle Paths .. .. .. (Table 14, page 188)	21,160	22,066	*	*	20,000
Total Number of Oversea Vessels entered and cleared	233	269	234	346	386
Tonnage of Oversea Vessels entered and cleared .. (Table 10, page 187)	535,111	584,656	533,611	666,818	717,647
Tonnage of Oversea Cargo handled .. .. (Table 12, page 188)	218,078	229,356	217,841	271,084	278,848

* Not available.

APPENDIX XVII.—LABOUR.

—	1953–54.	1954–55.	1955–56.	1956–57.	1957–58.
Number of Indigenous Employees .. .. (Table 1, page 191)	42,256	43,931	44,012	45,438	41,693
Number of Administration Indigenous Employees .. (Table 1, page 191)	8,043	8,006	8,740	9,043	8,965
Number of Agreement Indigenous Employees .. (Table 1, page 191)	19,361	19,470	19,356	21,401	19,929
Number of Casual Workers in Private Employment (Table 1, page 191)	14,852	16,455	15,916	14,994	12,799
Number of Females Employed .. .. .. (Table 2, page 192)	275	241	472	534	549
Number of Deaths of Workers in Employment .. (Table 8, page 200)	165	97	135	145	145
Number of Breaches of Native Labour Ordinance by Employers .. .. (Table 9, page 201)	20	18	32	12	11
Number of Breaches of Native Labour Ordinance by Employees .. .. (Table 10, page 201)	Nil	Nil	6	Nil	Nil
Number of Breaches of Native Employees' Agreements under Native Labour Ordinance .. (Table 11, page 201)	310	355	1,092	1,062	700

APPENDIX XIX.—PUBLIC HEALTH.

—	1953–54.	1954–55.	1955–56.	1956–57	1957–58.
Number of Medical Personnel .. .. .. (Table 1, page 204)	2,895	3,580	3,441	4,256	3,376
Number of Hospitals and Clinics .. .. (Table 2, page 204)	848	1,032	1,207	1,405	1,550
Number of in-patients treated in Administration Hospitals	79,863	69,663*	96,483	97,040	91,467
Of which were fatal .. .. .. (Table 4, page 206)	1,016	902*	1,268	1,402	1,485
Value of Medical Aid to Missions .. £ (Table 7, page 208)	42,329	56,996	55,580	60,038	55,854
Total Expenditure on Health .. .. £ (Table 7, page 208)	1,031,480	1,469,571	1,881,431	1,901,273	1,940,735

* Figures are for nine months ended 31st March, 1955

APPENDIX XXI.—PENAL ORGANIZATION.

—	1953–54.	1954–55.	1955–56.	1956–57.	1957–58.
Prisons—					
Total number committed to prison .. .. (Table 1, page 209)	5,799	7,680	8,263	8,575	8,923

APPENDIX XXII.—EDUCATION.

—		1953–54.	1954–55.	1955–56.	1956–57.	1957–58.
Number of Administration Schools		79	95	132	152	184
Number of Administration Teachers		203	239	329	424	483
Number of Administration Pupils .. .. (Table 1, page 210)		4,495	5,498	7,239	9,968	11,333
Number of Mission Schools		2,773	3,111	3,054	3,149	2,767
Number of Mission Teachers		3,377	3,784	3,857	4,155	3,620
Number of Mission Pupils .. .. .. (Table 1, page 210)		88,492	106,559	110,672	114,976	108,046
Expenditure by Department of Education	£	302,725	352,945	439,039	540,181	637,238
Value of Educational Aid to Missions ..	£	56,597	70,040	60,638	60,004	118,608
Total Expenditure on Education .. (Table 13, page 221)	£	520,964	756,400	815,749	1,015,279	1,133,464

APPENDIX XXV.—RELIGIOUS MISSIONS.

—		1953–54.	1954–55.	1955–56.	1956–57.	1957–58.
Number of Non-indigenous Missionaries ..		952	957	1,151	1,076	1,257
Estimated Number of Adherents .. .. (Table 1, page 231)		500,035	634,666	605,922	627,032	676,800
Expenditure on Health..	£	111,883	145,564	159,627	153,853	166,674
Expenditure on Education .. .. (Table 3, page 232)	£	226,968	369,672	378,908	435,864	486,484

APPENDIX I.

POPULATION.

1. Enumerated and Estimated Indigenous Population at 30th June, 1958.

District and Sub-district.	Enumerated.									Estimated.	Grand Total.
	Children.			Adults.			Persons.				
	Males.	Females.	Total.	Males.	Females.	Total.	Males.	Females.	Total.		
Eastern Highlands—											
Goroka	21,429	18,000	39,429	28,032	26,768	54,800	49,461	44,768	94,229	..	94,229
Chimbu	28,061	26,915	54,976	52,105	44,891	96,996	80,166	71,806	151,972	..	151,972
Kainantu ..	16,398	14,079	30,477	19,064	18,167	37,231	35,462	32,246	67,708	10,000	77,708
Total ..	65,888	58,994	124,882	99,201	89,826	189,027	165,089	148,820	313,909	10,000	323,909
Western Highlands—											
Mount Hagen ..	23,035	20,530	43,565	30,367	27,873	58,240	53,402	48,403	101,805	8,000	109,805
Wabag	16,531	14,368	30,899	22,781	20,531	43,312	39,312	34,899	74,211	31,500	105,711
Minj	5,587	4,958	10,545	8,845	7,843	16,688	14,432	12,801	27,233	..	27,233
Total ..	45,153	39,856	85,009	61,993	56,247	118,240	107,146	96,103	203,249	39,500	242,749
Sepik—											
Wewak	4,987	4,199	9,186	5,236	5,774	11,010	10,223	9,973	20,196	..	20,196
Aitape	3,585	3,277	6,862	5,836	4,874	10,710	9,421	8,151	17,572	200	17,772
Maprik	14,289	13,074	27,363	24,782	20,582	45,364	39,071	33,656	72,727	..	72,727
Angoram(*a*) ..	5,860	4,954	10,814	8,635	7,402	16,037	14,495	12,356	26,851	2,000	28,851
Lumi	7,302	6,373	13,675	13,300	11,119	24,419	20,602	17,492	38,094	1,800	39,894
Ambunti	4,100	3,507	7,607	7,714	7,078	14,792	11,814	10,585	22,399	12,200	34,599
Telefomin ..	936	772	1,708	1,443	1,194	2,637	2,379	1,966	4,345	17,500	21,845
Total ..	41,059	36,156	77,215	66,946	58,023	124,969	108,005	94,179	202,184	33,700	235,884
Madang—											
Madang Central ..	15,115	12,703	27,818	24,208	20,524	44,732	39,323	33,227	72,550	9,300	81,850
Bogia	5,429	5,022	10,451	10,165	8,082	18,247	15,594	13,104	28,698	..	28,698
Saidor	4,842	4,185	9,027	6,733	6,015	12,748	11,575	10,200	21,775	..	21,775
Total ..	25,386	21,910	47,296	41,106	34,621	75,727	66,492	56,531	123,023	9,300	132,323
Morobe—											
Lae(*b*)	13,406	12,206	25,612	20,188	19,675	39,863	33,594	31,881	65,475	..	65,475
Wau	2,707	2,490	5,197	3,386	2,975	6,361	6,093	5,465	11,558	2,000	13,558
Finschhafen ..	13,372	13,084	26,456	21,923	21,097	43,020	35,295	34,181	69,476	..	69,476
Mumeng(*c*) ..	3,518	3,258	6,776	4,897	4,441	9,338	8,415	7,699	16,114	..	16,114
Menyamya ..	2,546	1,974	4,520	2,798	2,948	5,746	5,344	4,922	10,266	8,000	18,266
Total ..	35,549	33,012	68,561	53,192	51,136	104,328	88,741	84,148	172,889	10,000	182,889
New Britain—											
Rabaul	7,112	6,575	13,687	8,817	8,636	17,453	15,929	15,211	31,140	..	31,140
Kokopo	3,884	3,629	7,513	6,529	5,244	11,773	10,413	8,873	19,286	..	19,286
Talasea	5,264	4,924	10,188	8,118	6,924	15,042	13,382	11,848	25,230	300	25,530
Gasmata	4,771	5,109	9,880	8,607	7,449	16,056	13,378	12,558	25,936	300	26,236
Total ..	21,031	20,237	41,268	32,071	28,253	60,324	53,102	48,490	101,592	600	102,192
New Ireland—											
Kavieng	4,718	4,082	8,800	7,950	6,879	14,829	12,668	10,961	23,629	..	23,629
Namatanai ..	2,749	2,428	5,177	4,983	3,944	8,927	7,732	6,372	14,104	..	14,104
Total ..	7,467	6,510	13,977	12,933	10,823	23,756	20,400	17,333	37,733	..	37,733
Bougainville—											
Buka Passage ..	4,345	3,892	8,237	6,351	5,603	11,954	10,696	9,495	20,191	..	20,191
Buin	4,252	3,577	7,829	5,347	4,569	9,916	9,599	8,146	17,745	..	17,745
Kieta	3,164	2,714	5,878	3,970	3,980	7,950	7,134	6,694	13,828	..	13,828
Total ..	11,761	10,183	21,944	15,668	14,152	29,820	27,429	24,335	51,764	..	51,764
Manus	3,629	3,371	7,000	5,173	4,579	9,752	8,802	7,950	16,752	..	16,752
Grand Total ..	256,923	230,229	487,152	388,283	347,660	735,943	645,206	577,889	1,223,095	103,100	1,326,195

(*a*) Angoram enumerated population is lower this year because in the figure reported last year one census division had been duplicated. (*b*) Wantoat, Kaiapit and Morobe, which were reported separately last year, are in fact Patrol Posts of Lae Sub-district, and their figures have therefore been incorporated with Lae in the table above. (*c*) A figure of 5,000 estimated uncounted was included in error for the Mumeng Sub-district last year.

APPENDIX I.—*continued.*

2. NON-INDIGENOUS POPULATION: RACIAL DISTRIBUTION AT 30TH JUNE, 1954, 1957 AND 1958.(*a*)

Race.	30th June, 1954.			30th June, 1957.			30th June, 1958.		
	Males.	Females.	Persons.	Males.	Females.	Persons.	Males.	Females.	Persons.
European	5,185	2,835	8,020	6,600	4,008	10,608	6,685	4,425	11,110
Asian..	1,437	913	2,350	1,642	1,066	2,708	1,666	1,117	2,783
Others	579	493	1,072	601	519	1,120	651	529	1,180
Total	7,201	4,241	11,442	8,843	5,593	14,436	9,002	6,071	15,073

(*a*) Census figures at 30th June, 1954, and estimates for subsequent years.

3. PARTICULARS OF BIRTHS, DEATHS AND MARRIAGES OF NON-INDIGENOUS POPULATION, DURING THE YEAR ENDED 30TH JUNE, 1958.

Nationality.(*a*)	Births.			Deaths.			Marriages.
	Males.	Females.	Total.	Males.	Females.	Total.	
British	144	149	293	23	4	27	..
Australian Protected Person ..	28	17	45	6	6	12	..
British Protected Person	..	1	1	..	..	..	..
Chinese	48	44	92	14	5	19	..
Dutch	4	1	5	..	..	..	..
French	1	2	3	..	..	..	..
German	3	4	7	3	..	3	..
Indonesian	7	..	7	1	..	1	..
Polish	..	..	..	1	..	1	..
Swiss	3	..	3	..	..	..	..
United States American	7	11	18	..	..	..	..
U.S. Protected Person	..	..	..	1	..	1	..
Undefined (Mixed race and Others) ..	2	10	12	..	..	..	..
Total	247	239	486	49	15	64	(*b*) 90

(*a*) In respect of births—nationality of father as shown in Information of Birth and Death forms. (*b*) Details, by nationality, not available.

APPENDIX I.—*continued.*

4. INDIGENOUS AND NON-INDIGENOUS POPULATION: MIGRATION—OVERSEA AND INTER-TERRITORY—DURING THE YEAR ENDED 30TH JUNE, 1958.

Particulars.	Arrivals.			Departures.		
	Males.	Females.	Persons.	Males.	Females.	Persons.
A. DIRECTION OF MOVEMENT.						
Oversea	3,856	2,601	6,457	4,221	2,536	6,757
Territory of Papua	10,749	2,279	13,028	10,637	2,036	12,673
Total	14,605	4,880	19,485	14,858	4,572	19,430
B. RACE.						
Indigenous—						
Papua	1,233	361	1,594	1,286	280	1,566
New Guinea	4,367	158	4,525	4,528	185	4,713
Total Indigenous	5,600	519	6,119	5,814	465	6,279
Non-Indigenous—						
European	8,455	4,089	12,544	8,505	3,834	12,339
Asian	352	182	534	368	170	538
Pacific Islanders excluding Territory of Papua and New Guinea	141	51	192	118	61	179
Other	57	39	96	53	42	95
Total Non-Indigenous	9,005	4,361	13,366	9,044	4,107	13,151
Total	14,605	4,880	19,485	14,858	4,572	19,430
C. NATIONALITY.						
British	9,299	4,290	13,589	9,425	3,991	13,416
Australian Protected Person	4,468	220	4,688	4,719	308	5,027
British Protected Person	128	44	172	108	54	162
Austrian	6	4	10	11	..	11
Belgian	3	..	3	4	1	5
Chinese	155	102	257	92	46	138
Czechoslovakian	3	..	3	3	...	3
Danish	3	1	4	..	1	1
Dutch	124	58	182	132	56	188
Estonian	1	1	2	1	..	1
Filipino	6	3	9	4	3	7
Finnish	1	..	1	2	..	2
French	15	4	19	16	8	24
German	93	44	137	55	25	80
Greek	2	1	3	4	..	4
Hungarian	4	9	13	4	6	10
Indian	5	..	5	7	..	7

APPENDIX I.—*continued.*

4. INDIGENOUS AND NON-INDIGENOUS POPULATION: MIGRATION—OVERSEA AND INTER-TERRITORY, ETC.—*continued.*

Particulars.	Arrivals.			Departures.		
	Males.	Females.	Persons.	Males.	Females.	Persons.
C. NATIONALITY—*continued.*						
Indonesian	..	1	1	1	1	2
Irish	3	..	3	5	..	5
Italian	19	8	27	11	3	14
Japanese	84	..	84	105	1	106
Lithuanian	1	..	1	3	..	3
Norwegian	6	1	7	7	..	7
Pakistani	1	..	1	1	..	1
Persian	1	2	3	1	2	3
Polish	4	..	4	3	..	3
Russian	1	..	1	1	..	1
Swedish	3	1	4	2	..	2
Swiss	14	7	21	8	2	10
United States American	145	76	221	121	62	183
Yugoslav	3	1	4	2	..	2
Stateless and Undefined	4	2	6	..	2	2
Total	14,605	4,880	19,485	14,858	4,572	19,430
D. MODE OF TRAVEL.						
By—						
Sea	853	581	1,434	1,057	548	1,605
Air	13,752	4,299	18,051	13,801	4,024	17,825
Total	14,605	4,880	19,485	14,858	4,572	19,430

APPENDIX II.

ADMINISTRATIVE STRUCTURE OF GOVERNMENT.

1. Public Service of Papua and New Guinea: Positions Filled at 30th June, 1958.

Department or Branch.	Headquarters.	Papua.	New Guinea.	Unattached.	Total.
Administrator—					
(i) Administrative and Executive	12	4	8	2	
(ii) Clerical	14	2	3	..	
(iii) Others	12	3	3	..	63
Civil Affairs (including Parks and Gardens, Messing and Supply and Libraries and Corrective Institutions)					
(i) Administrative and Executive	5	..	..	..	
(ii) Professional and Technical	..	..	..	..	
(iii) Clerical	14	6	12	..	
(iv) Others	15	9	22	..	83
Police and Prisons—					
(i) Administrative and Executive	2	1	2	..	
(ii) Police Officers	8	18	37	7	
(iii) Clerical	1	2	..	..	
(iv) Others	6	1	2	2	89
Government Printer—					
(i) Administrative and Executive	..	1	..	..	
(ii) Professional and Technical	..	9	..	..	
(iii) Clerical	..	1	..	..	
(iv) Others	..	15	..	1	27
Stores and Transport—					
(i) Administrative and Executive	3	..	..	..	
(ii) Professional and Technical	..	8	23	5	
(iii) Clerical	3	11	13	1	
(iv) Others	6	22	40	3	138
Electrical Undertakings—					
(i) Administrative and Executive	..	2	..	..	
(ii) Professional and Technical	..	2	3	..	
(iii) Clerical	..	..	..	..	
(iv) Others	..	..	..	..	7
Works—					
(i) Administrative and Executive	5	1	..	..	
(ii) Professional and Technical	5	93	103	..	
(iii) Clerical	12	5	9	..	
(iv) Others	14	5	33	..	285
Public Service Commissioner—					
(i) Administrative and Executive	7	..	..	1	
(ii) Clerical	16	..	..	1	
(iii) Others	18	..	..	1	44
Public Health—					
(i) Administrative and Executive	6	..	..	..	
(ii) Medical Assistants	..	36	77	8	
(iii) Professional and Technical	8	87	136	37	
(iv) Dental Officers	..	2	5	..	
(v) Clerical	32	18	32	..	
(vi) Others	10	38	57	..	589

APPENDIX II.—*continued.*

1. PUBLIC SERVICE OF PAPUA AND NEW GUINEA: POSITIONS FILLED AT 30TH JUNE, 1958—*continued.*

Department or Branch.	Headquarters.	Papua.	New Guinea.	Unattached.	Total.
Native Affairs—					
(i) Administrative and Executive	10	..	..	4	..
(ii) Assistant District Officers, Patrol Officers and Cadet Patrol Officers	4	81	152	105	..
(iii) District Officers	..	3	7	..	..
(iv) Clerical	..	7	4	19	7
(v) Co-operative Officers	..	5	9	2	..
(vi) Others	15	30	58	15	537
Treasury—					
(i) Administrative and Executive	2	..	..	..	
(ii) Professional and Technical	3	..	..	..	
(iii) Clerical	33	3	18	..	
(iv) Others	17	1	6	..	83
Agriculture, Stock and Fisheries (H.Q.)—					
(i) Administrative and Executive	3	..	..	..	
(ii) Professional and Technical	3	..	..	4	
(iii) Clerical	9	..	..	..	
(iv) Others	5	..	..	1	25
Division of Plant Industry—					
(i) Administrative and Executive	1	..	1	..	
(ii) Professional and Technical	6	4	18	4	
(iii) Clerical	2	..	1	1	
(iv) Others	3	1	2	4	48
Division of Agricultural Extension—					
(i) Administrative and Executive	1	2	5	..	
(ii) Professional and Technical	3	23	39	17	
(iii) Clerical	1	1	3	..	
(iv) Others	3	2	5	4	109
Division of Animal Industry—					
(i) Administrative and Executive	1	..	..	..	
(ii) Professional and Technical	2	12	14	6	
(iii) Clerical	1	1	2	2	
(iv) Others	2	1	8	1	53
Division of Fisheries—					
(i) Administrative and Executive	1	..	..	..	
(ii) Professional and Technical	1	1	..	..	
(iii) Clerical	..	..	..	..	
(iv) Others	1	..	..	1	5
Post and Telegraphs—					
(i) Administrative and Executive	4	1	..	..	
(ii) Professional and Technical	36	14	63	14	
(iii) Clerical	26	2	35	6	
(iv) Others	28	7	16	8	260

APPENDIX II.—*continued.*

1. PUBLIC SERVICE OF PAPUA AND NEW GUINEA: POSITIONS FILLED AT 30TH JUNE, 1958—*continued.*

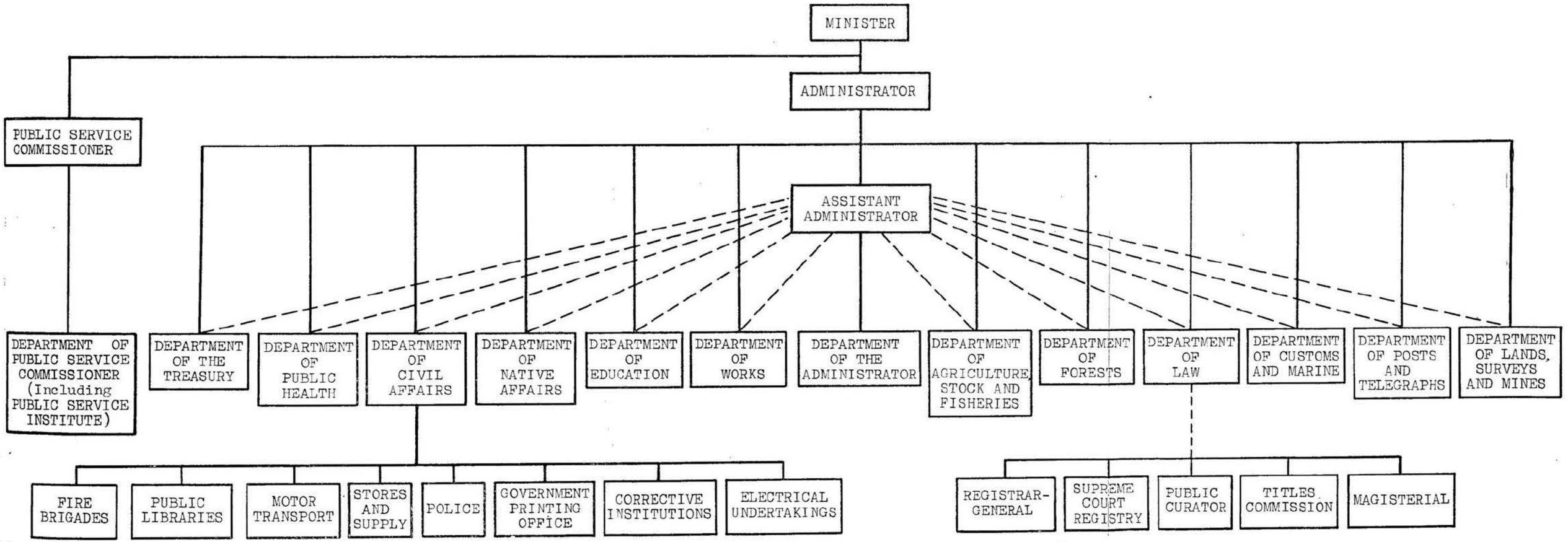
Department or Branch.	Headquarters.	Papua.	New Guinea.	Unattached.	Total.
Law—					
(i) Administrative and Executive	3	..	2	..	
(ii) Professional and Technical	12	..	..	..	
(iii) Clerical	3	..	..	..	
(iv) Others	3	..	1	..	24
Registrar General—					
(i) Administrative and Executive	1	..	..	..	
(ii) Professional and Technical	2	..	..	..	
(iii) Clerical	2	..	..	..	..
(iv) Others	2	..	..	..	7
Supreme Court and Magistracy—					
(i) Administrative and Executive	1	..	..	..	
(ii) Professional and Technical	3	..	..	1	
(iii) Clerical	2	..	..	..	
(iv) Others	2	..	..	..	9
Public Curator—					
(i) Administrative and Executive	1	..	..	..	
(ii) Professional and Technical	..	..	..	..	
(iii) Clerical	3	..	..	..	
(iv) Others	2	..	..	..	6
Land Titles—					
(i) Administrative and Executive	2	..	..	..	
(ii) Professional and Technical	..	..	..	..	
(iii) Clerical	2	..	..	..	
(iv) Others	2	..	..	..	6
Education—					
(i) Administrative and Executive	11	..	..	..	
(ii) Professional and Technical	11	96	166	41	
(iii) Clerical	12	3	10	..	
(iv) Others	7	8	7	..	372
Lands, Surveys and Mines—					
(i) Administrative and Executive	7	..	..	..	..
(ii) Professional and Technical	19	..	27	7	
(iii) Clerical	16	..	3	1	
(iv) Others	17	..	2	1	100
Forests—					
(i) Administrative and Executive	2	..	3	..	
(ii) Professional and Technical	8	..	41	9	
(iii) Clerical	10	..	..	..	
(iv) Others	6	..	29	..	108
Customs and Marine—					
(i) Administrative and Executive	4	4	4	..	
(ii) Professional and Technical	10	2	3	1	
(iii) Clerical	35	1	2	..	
(iv) Others	34	..	..	..	100
Total	725	715	1,401	336	3,177

2 ORGANIZATION CHART

TERRITORY OF PAPUA AND NEW GUINEA

ADMINISTRATION ORGANIZATION AS AT 30th JUNE 1958

APPENDIX 11



(To face page 134.)

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APPENDIX II.—*continued.*

3. PUBLIC SERVICE OF PAPUA AND NEW GUINEA: CLASSIFIED POSITIONS AND SALARIES AT 30TH JUNE, 1958.

The salary ranges quoted are regulation salaries without allowances. Territorial Allowance for European officers only is paid at the following rates:—

	£
(i) *Married Male Officers*—	
Under 5 years' service	325
5–7 years' service	350
7 years' and over	375
(ii) *Unmarried Male and Female Officers* (over 18 years of age)—	
Under 5 years' service	200
5–7 years' service	225
7 years' and over	250
(iii) *Unmarried Male and Female Officers* (under 18 years of age)	100

All European officers and employees receive a basic wage adjustment as follows:—

	£
Male officer—	
Aged 21 years or over	63
Aged 20 years or over	57
Aged 19 years or over	47
Aged 18 years or over	38
Under 18 years	32
Female officer—	
Aged 21 years or over	47
Aged 20 years or over	45
Aged 19 years or over	41
Aged 18 years or over	35
Under 18 years	32

Classified Positions.	Salary Range.	No.
	£	
Department of the Administrator.		
Assistant Administrator	3,125	1
Second Division—		
Executive Officer (Economic Advisory)	2,218–2,493	1
Executive Officer (Policy and Planning)	2,218–2,493	1
Executive Officer (District Services)	2,218–2,493	1
Executive Officer (International and Public Relations)	1,998–2,163	1
Chairman Employment Board	2,108–2,273	1
District Commissioner	2,108–2,273	17
Public Relations Officer	1,888–2,053	1
Investigating Officer	1,888–2,053	1
Executive Officer (Native Apprenticeships Board)	1,668–1,833	1
Statistician	1,668–1,833	1
Administrative Officer	1,778–1,943	1
Records Officer Archivist	1,533–1,723	1
Legislative Officer	1,533–1,723	1
Clerk	1,263–1,443	2
Field Supervisor (Demographic Surveys)	1,263–1,443	1
Official Secretary	1,353	1
Clerk	1,353–1,533	1
Clerk	1,173–1,353	1
Clerk	1,083–1,263	1
Clerk	993–1,173	1
Clerk	903–1,083	2
Clerk	369–903	4

APPENDIX II.—*continued.*

3. PUBLIC SERVICE OF PAPUA AND NEW GUINEA: CLASSIFIED POSITIONS AND SALARIES AT 30TH JUNE, 1958—*continued.*

Classified Positions.	Salary Range.	No.
	£	
Department of the Administrator—continued.		
Third Division—		
Photographer	858–1,008	1
Assistant (Male), Grade 4	858–888	1
Assistant (Male), Grade 3	798–858	1
Steno-Secretary (Female)	764–828	1
Typist (Female), Secretarial	684–734	1
Typist (Female)	354–684	7
Auxiliary Division—		
Clerical Assistant	200–610	5
		61
Department of the Public Service Commissioner.		
Second Division—		
Senior Public Service Inspector	2,218–2,493	1
Public Service Inspector	2,108–2,273	2
Inspector	2,108–2,273	1
Inspector	1,998–2,163	1
Assistant Inspector—Organization and Method	1,888–2,053	3
Senior Training Officer	1,888–2,053	1
Lecturer—Public Service Institute	1,778–1,943	3
Staff and Industrial Officer	1,668–1,833	1
Training Officer	1,533–1,723	1
Libraries Officer	1,443–1,623	1
Clerk	1,443–1,623	1
Organization and Methods Officer	1,353–1,533	2
Clerk	1,353–1,533	1
Training Officer	1,353–1,533	2
Welfare and Amenities Officer	1,173–1,353	1
Assistant Organization and Methods Officer	1,173–1,353	2
Training Officer, Grade 1	1,173–1,353	1
Clerk	1,173–1,353	1
Clerk	1,083–1,263	4
Clerk	993–1,173	2
Clerk	903–1,083	4
Clerk	369–903	5
Third Division—		
Instructress	848	1
Typist-in-charge, Grade 1	764	1
Typist (Female) Secretarial	684–734	1
Typist (Female)	354–684	6
Assistant (Female), Libraries	339–604	2
Clerical Assistant, Grade 3	798–858	1
Auxiliary Division—		
Clerical Assistant	200–610	3
		56

APPENDIX II.—*continued.*

3. PUBLIC SERVICE OF PAPUA AND NEW GUINEA: CLASSIFIED POSITIONS AND SALARIES AT 30TH JUNE, 1958—*continued.*

Classified Positions.	Salary Range.	No.
	£	
Department of Civil Affairs.		
First Division—		
Director	2,850	1
Second and Third Divisions—		
Chief of Division	2,108–2,273	1
Accountant	1,668–1,833	1
Property Officer	1,353–1,533	1
Sub-Accountant	1,353–1,533	1
Manager (Hostels)	1,263–1,443	1
Principal Librarian	1,443–1,623	1
Curator (Parks and Gardens)	1,083–1,263	3
Assistant Curator (Parks and Gardens)	903–1,083	1
Clerk	993–1,173	3
Clerk	903–1,083	2
Librarian	813–1,083	4
Clerk	813–993	12
Clerk	369–903	13
Assistant Librarian	369–903	6
Mess Supervisor, Grade 2	918–978	1
Mess Supervisor, Grade 1	848–888	6
Meter Reader, Grade 2	858–888	1
Meter Reader, Grade 1	798–858	5
Typist (Female), Secretarial	684–734	1
Typist-in-charge, Grade 1	764	1
Accounting Machinist (Female), Grade 2	684	1
Accounting Machinist (Female), Grade 1	554–654	3
Typist (Female)	354–684	8
Assistant (Female), Library, Grade 1	339–604	5
Assistant (Female), Grade 2	604–644	4
Assistant (Female), Grade 1	339–604	5
Auxiliary Division—Assistant Meter Reader	200–640	8
		100
Stores and Supply Branch—		
Second and Third Divisions—		
Superintendent of Stores	2,108–2,273	1
Assistant Superintendent of Stores	1,533–1,723	1
Materials Inspection Officer	1,353–1,533	1
Clerk	1,173–1,353	1
Stores Inspector	1,173–1,353	2
Stores Officer, Grade 3	1,173–1,353	3
Stores Officer, Grade 2	1,083–1,263	1
Stores Officer, Grade 1	993–1,173	1
Clerk	903–1,083	4
Clerk	813–993	8
Clerk	369–903	5
Foreman Storeman (General)	1,008	9
Foreman Storeman (Works)	1,008	1
Foreman Storeman (Education)	1,008	1
Storeholder (General)	838–888	35
Storeholder (Works)	838–888	7

APPENDIX II.—*continued.*

3. PUBLIC SERVICE OF PAPUA AND NEW GUINEA: CLASSIFIED POSITIONS AND SALARIES AT 30TH JUNE, 1958—*continued.*

Classified Positions.	Salary Range.	No.
	£	
Department of Civil Affairs—continued.		
Stores and Supply Branch—continued.		
Second and Third Divisions—continued.		
Storeholder (Education)	838–888	1
Despatch and Transit Officer	838–888	4
Clerical Assistant, Grade 2	758–798	6
Typist (Female), Secretarial	684–734	1
Typist (Female)	354–684	5
Clerical Assistant (Female), Grade 1	339–604	9
		107
Motor Transport Branch—		
Second and Third Divisions—		
Chief Transport Officer	1,998–2,163	1
Clerk	813–993	3
Clerk	369–903	4
Transport Inspector	1,173–1,353	1
Transport Officer, Grade 2	1,173–1,353	2
Transport Officer, Grade 1	1,083–1,263	1
Assistant Transport Officer	993–1,173	4
Maintenance Inspector	1,188–1,308	1
Foreman Mechanic, Grade 1	1,128–1,158	3
Senior Mechanic	918–948	8
Motor Mechanic	818–858	14
Panel Beater—Spray Painter	818–858	2
Storeman, Grade 2	778–798	1
Storeman, Grade 1	718–758	2
Typist (Female), Grade 1	354–684	1
Operations Supervisor	868–918	8
		56
Government Printing Office—		
Second and Third Divisions—		
Government Printer	1,668–1,833	1
Clerk	813–993	1
Supervisor (Printing)	1,248–1,308	1
Operator Compositor	998–1,038	3
Reader	958–998	2
Compositor	938–978	2
Machinist	938–978	4
Guillotine Operator	938–978	1
Ruler Binder	938–978	1
Copy Holder	758–798	1
Typist (Female)	354–684	1
		18

APPENDIX II.—*continued.*

3. PUBLIC SERVICE OF PAPUA AND NEW GUINEA: CLASSIFIED POSITIONS AND SALARIES AT 30TH JUNE, 1958—*continued.*

Classified Positions.	Salary Range.	No.
	£	
Department of Civil Affairs—continued.		
Electrical Undertakings Branch—		
Second and Third Divisions—		
Engineer Manager	2,108–2,273	1
Deputy Engineer Manager	1,778–1,943	1
Engineer (Mechanical), Grade 3	1,668–1,833	1
Engineer (Electrical), Grade 3	1,668–1,833	3
Engineer (Electrical), Grade 2	1,443–1,623	2
Engineering Surveyor	903–1,443	1
Engineer (Electrical and Mechanical), Grade 1	903–1,443	2
Draftsman, Grade 1	903–1,443	1
Works Supervisor (Electrical)	1,308–1,398	5
Powerhouse Supervisor, Grade 3	1,308–1,398	1
Powerhouse Supervisor, Grade 2	1,128–1,158	4
Powerhouse Supervisor, Grade 1	918–1,068	25
Foreman Electrician (Mechanics Fitter)	1,028–1,058	1
Foreman Linesman	958–1,048	1
Electrical Fitter	838–878	6
Electrical Mechanic	838–878	2
Linesman (Qualified)	838–878	11
Electric Welder	838–878	2
Cable Jointer	838–878	1
		71
Police Branch—		
Second and Third Divisions—		
Commissioner	2,108–2,273	1
Superintendent	1,668–1,833	3
Senior Inspector	1,533–1,668	7
Inspector	1,353–1,533	16
Clerk	1,173–1,353	1
Sub-Inspector	903–1,353	60
Clerk	903–1,083	1
Clerk	813–993	3
Clerk	369–903	2
Sub-Inspector (Fire)	898–1,078	4
Sub-Inspector-in-training	722–878	8
Storeholder	838–888	1
Clerical Assistant, Grade 3	798–858	1
Clerical Assistant, Grade 2	758–798	6
Clerical Assistant, Grade 1	339–758	1
Typist (Female), Secretarial	684–734	1
Typist (Female)	354–684	4
Assistant (Female), Grade 1	348–604	1
		121

APPENDIX II.—*continued.*

3. PUBLIC SERVICE OF PAPUA AND NEW GUINEA: CLASSIFIED POSITIONS AND SALARIES AT 30TH JUNE, 1958—*continued.*

Classified Positions.	Salary Range.	No.
	£	
Department of Civil Affairs—continued.		
Fire Brigades Branch—		
Third Division—		
Chief Fire Officer	1,218–1,308	1
Station Officer	1,048–1,078	3
Fire Officer	938–968	4
		8
Corrective Institutions Branch—		
Second and Third Divisions—		
Controller	2,108–2,273	1
Inspector	1,353–1,533	1
Superintendent, Grade 2	1,353–1,533	8
Assistant Superintendent	903–1,083	20
Superintendent, Grade 1	1,173–1,353	3
Instructor	918–978	5
Clerk	903–1,083	1
Typist (Female)	354–684	1
		40
Department of Public Health.		
First Division—		
Director	3,050	1
Second Division—		
Assistant Director	2,933	3
Specialist Medical Officer "A"	2,933	9
Regional Medical Officer	2,823	3
Assistant Director	2,823	1
Specialist Medical Officer "B"	2,823	4
Regional Medical Officer	2,603–2,823	1
Medical Officer, Grade III.	2,603–2,823	2
District Medical Officer	2,493–2,713	15
Medical Officer, Grade II.	2,493–2,713	2
Medical Officer (Female), Grade II.	2,339–2,559	1
Assistant Director (Administration)	2,218–2,493	1
Health Educator	1,888–2,053	1
Medical Officer, Grade I.	1,888–2,493	49
Superintendent of Pharmaceutical Services	1,778–1,943	1
Staff Inspector	1,778–1,943	1
Dental Officer	1,668–1,833	8
Accountant	1,533–1,723	1
Biochemist	1,443–1,623	1
Administrative Officer	1,443–1,623	1
Pharmacist (Inspection)	1,443–1,623	1
Malaria Control Officer	1,443–1,623	1
Materials Inspection Officer	1,353–1,533	1
Clerk	1,353–1,533	2
Supply Officer (Pharmaceutical), Grade 2	1,353–1,533	3
Nutritionist-Biochemist (Female)	1,289–1,469	1

APPENDIX II.—*continued.*

3. PUBLIC SERVICE OF PAPUA AND NEW GUINEA: CLASSIFIED POSITIONS AND SALARIES AT 30TH JUNE, 1958—*continued.*

Classified Positions.	Salary Range.	No.
	£	
Department of Public Health—continued.		
Second Division—continued.		
Pre-School Officer (Female)	1,379–1,424	1
Entomologist (Female), Grade 2	1,289–1,469	1
Senior Medical Assistant (Inspector)	1,263–1,443	6
Senior Instructor	1,263–1,443	1
Clerk	1,173–1,353	7
Medical Assistant, Grade 3	1,173–1,353	27
Instructor	1,173–1,353	8
Research Officer, Grade 1	1,083–1,353	1
Supply Officer (Pharmaceutical), Grade 1	993–1,263	8
Clerk	993–1,173	2
Clerk	903–1,083	12
Medical Assistant, Grade 2	903–1,173	91
Medical Assistant, Grade 2(*a*)	898–1,158	
Assistant Pre-School Officer (Female)	927–986	1
Clerk	813–993	6
Dietitian (Female)	749–929	3
Pre-School Teacher	749–929	13
Physiotherapist (Female)	749–884	3
Librarian (Female)	659–929	1
Clerk	369–903	13
Medical Assistant, Grade 1	369–903	66
Medical Assistant, Grade 1(*a*)	718–898	
Cadet Medical Officer	369–903	40
Cadet Medical Assistant	369–903	13
Third Division—		
Senior Health Inspector	1,258–1,318	1
X-ray Technician	1,128–1,158	1
Health Inspector, Grade 2	1,118–1,208	10
Senior Matron	1,044–1,104	1
Health Inspector, Grade 1	1,008–1,098	6
Malaria Control Assistant, Grade 2	1,008–1,098	14
Senior Pathological Technician, Grade 1	993–1,038	2
Pathological Technician, Grade 2	948–1,038	16
Radiographer, Grade 2	948–1,038	15
Manager Artificial Limb Factory	1,158	1
Pathological Technician, Grade 1	903–948	6
Radiographer, Grade 1	903–948	4
Assistant Medical Practitioner, Grade 2	898–1,158	15
Matron, Grade 2	894–954	3
Malaria Control Assistant, Grade 1	878–938	5
Technician (Hospital equipment)	858–918	1
Dental Mechanic	848–898	8
Storeholder	838–888	4
Mess Supervisor	818–838	1
Matron, Grade 1	804–864	1
Administrative Sister	804–864	1
Tutor Sister	784–834	1
Typist-in-charge (Female), Grade 1	764	1
Storeman	768–808	6

(*a*) Where the educational qualifications of the officer are not adequate for entry to the Second Division he is appointed to the Third Division and the position is classified accordingly—£718–£898 or £898–£1,158.

APPENDIX II.—*continued.*

3. PUBLIC SERVICE OF PAPUA AND NEW GUINEA: CLASSIFIED POSITIONS AND SALARIES AT 30TH JUNE, 1958—*continued.*

Classified Positions.	Salary Range.	No.
	£	
***Department of Public Health*—continued.**		
Third Division—continued.		
Senior Nurse (Infant and Maternal Health)	724–764	9
Senior Nurse	724–764	17
Assistant Medical Practitioner, Grade 1	718–898	5
Ambulance Attendant	708–748	3
Nurse (Dental)	684–724	8
Typist (Female) (Secretarial)	684–734	1
Nurse (Infant and Maternal Health)	644–704	61
Nurse	644–704	119
Nurse (School Medical)	644–704	9
Clerical Assistant (Female), Grade 2	604–644	2
Dental Assistant (Female)	564–604	7
Typist (Female)	354–684	33
Accounting Machinist	354–684	1
Card Punch Operator (Female), Grade 1	354–614	1
Clerical Assistant (Female), Grade 1	339–604	25
Auxiliary Division—		
Clerical Assistant	200–610	10
Health Assistant	200–640	40
		914
Department of the Treasury.		
First Division—		
Treasurer and Director of Finance	3,000	1
Second Division—		
Chief of Division	2,108–2,273	1
Accountant	1,888–2,053	1
Accountant	1,778–1,943	1
Administrative Officer	1,668–1,833	1
Senior Inspector	1,668–1,833	1
District Sub-Accountant	1,353–1,533	1
Clerk	1,353–1,533	1
Clerk	1,263–1,443	3
Clerk	1,173–1,353	7
District Sub-Accountant	1,173–1,353	1
Clerk	1,083–1,263	10
Clerk	993–1,173	9
Clerk	903–1,083	20
Clerk	813–993	2
Clerk	369–903	10
Third Division—		
Assistant (Male), Grade 2	758–798	4
Typist (Female), Secretarial	684–734	1
Accounting Machinist (Female), Grade 3	724	2
Typist-in-charge, Grade 1	704	1
Accounting Machinist-in-charge	704	1
Accounting Machinist, Grade 2	684	4

APPENDIX II.—*continued.*

3. PUBLIC SERVICE OF PAPUA AND NEW GUINEA: CLASSIFIED POSITIONS AND SALARIES AT 30TH JUNE, 1958—*continued.*

Classified Positions.	Salary Range.	No.
	£	
Department of the Treasury—continued.		
Third Division—continued.		
Typist (Female)	354–684	4
Accounting Machinist, Grade 1	354–654	2
Assistant (Female), Grade 1	339–604	1
Auxiliary Division—		
Clerical Assistant	200–610	6
		96
Department of Native Affairs.		
First Division—		
Director	3,000	1
Second Division—		
Chief of Division	2,108–2,273	2
Executive Officer (Local Government)	1,888–2,053	1
Senior Administrative Officer	1,888–2,053	1
Executive Officer (Social Development)	1,888–2,053	1
District Officer	1,778–1,943	17
Anthropologist	1,778–1,943	1
Executive Officer (Lands)	1,778–1,943	1
Executive Officer (Labour)	1,778–1,943	1
Registrar of Co-operatives	1,778–1,943	1
Assistant District Officer, Grade 2	1,668–1,833	30
Assistant District Officer (Local Government), Grade 2	1,668–1,833	6
Chief Inspector (Co-operatives)	1,668–1,833	1
Assistant Registrar (Co-operatives)	1,668–1,833	2
Senior Welfare and Development Officer (Female)	1,514–1,679	1
Administrative Officer	1,443–1,623	1
Assistant District Officer, Grade 1	1,443–1,623	36
Assistant District Officer (Local Government), Grade 1	1,443–1,623	10
Co-operatives Officer, Grade 3	1,443–1,623	5
Welfare Officer	1,263–1,443	1
Labour Officer, Grade 3	1,263–1,443	1
Clerk	1,353–1,533	1
Anthropologist (Female)	1,289–1,469	1
Co-operatives Officer, Grade 2	1,263–1,443	10
Patrol Officer, Grade 2	1,263–1,443	98
Senior Inspector of Labour	1,263–1,443	1
Inspector of Labour	1,173–1,353	14
Patrol Officer, Grade 1	903–1,263	80
Welfare Officer (Female)	1,109–1,289	3
Co-operatives Officer, Grade 1	993–1,173	16
Clerk	993–1,173	6
Clerk	903–1,083	19
Labour Officer, Grade 2	903–1,083	4
Clerk	813–993	11
Labour Officer, Grade 1	813–993	13
Assistant Librarian	369–749	1

APPENDIX II.—*continued.*

3. PUBLIC SERVICE OF PAPUA AND NEW GUINEA: CLASSIFIED POSITIONS AND SALARIES AT 30TH JUNE, 1958—*continued.*

Classified Positions.	Salary Range.	No.
	£	
Department of Native Affairs—continued.		
Second Division—continued.		
Cadet Patrol Officer	369–903	60
Co-operatives Officer-in-training	369–903	6
Clerk	369–903	13
Third Division—		
Supervisor (Labour)	908–998	6
Overseer (Labour)	798–858	14
Typist (Female), Secretarial	684–734	1
Typist-in-charge (Female), Grade 1	704	1
Typist (Female)	354–684	22
Auxiliary Division—		
Clerical Assistant	200–610	40
		562
Department of Law.		
First Division—		
Secretary	3,000	1
Second Division—		
Magistrate	2,163	4
Crown Law Officer	2,218–2,493	1
Public Solicitor	2,108–2,273	1
Deputy Crown Law Officer	2,108–2,273	2
Legal Officer, Grade 3	1,888–2,053	3
Courts Adviser	1,888–2,053	1
Registrar-General	1,668–1,833	1
Public Curator	1,668–1,833	1
Legal Officer, Grade 2	1,623–1,778	10
Administrative Officer	1,443–1,623	1
Draftsman, Grade 2	1,443–1,623	3
Legal Officer, Grade 1	431–1,678	2
Legislation and Publications Officer	1,263–1,443	1
Draftsman, Grade 1	903–1,443	1
Deputy Registrar-General	1,083–1,263	1
Deputy Public Curator	1,083–1,263	1
Registrar, Supreme Court	1,533–1,723	1
Clerk	993–1,173	2
Clerk	903–1,083	1
Inspector	903–1,083	1
Clerk	813–993	2
Clerk	369–903	5
Third Division—		
Steno-Secretary	764–804	1
Librarian (Female)	659–929	1
Typist (Female), Secretarial	684–734	6
Typist (Female)	354–684	10
Auxiliary Division—		
Clerical Assistant	200–610	2
		67

APPENDIX II.—*continued.*

3. PUBLIC SERVICE OF PAPUA AND NEW GUINEA: CLASSIFIED POSITIONS AND SALARIES AT 30TH JUNE, 1958—*continued.*

Classified Positions.	Salary Range.	No.
	£	
Department of Education.		
First Division—		
Director	3,000	1
Second Division—		
Chief of Division	2,108–2,273	3
Superintendent	1,998–2,163	2
District Education Officer, Grade 2	1,888–2,053	4
Inspector	1,888–2,053	2
Principal Research Officer	1,888–2,053	1
Officer-in-charge (Female Education)	1,624–1,789	1
Professional Assistant	1,778–1,943	1
Executive Officer (Mission Relations)	1,778–1,943	1
Headmaster	1,778–1,943	10
District Education Officer, Grade 1	1,668–1,833	7
Education Officer, Grade 3	1,668–1,833	28
Research Officer	1,443–1,623	2
Administrative Officer	1,443–1,623	1
Education Officer, Grade 2	1,443–1,623	152
Clerk	1,353–1,533	1
Clerk	1,263–1,443	1
Education Officer, Grade 1	903–1,443	190
Clerk	1,173–1,353	2
Clerk	1,083–1,263	1
Clerk	993–1,173	1
Clerk	903–1,083	3
Librarian	659–929	1
Clerk	813–993	6
Cadet Education Officer	369–903	40
Clerk	369–903	14
Third Division—		
Supervisor	1,218–1,308	1
Instructor	918–978	15
Senior Tradesman	918–948	6
Storekeeper, Grade 2	838–888	4
Clerical Assistant (Male), Grade 3	798–858	3
Typist-in-charge, Grade 1	764	1
Typist (Female), Secretarial	684–734	1
Typist (Female)	354–684	10
Clerical Assistant, Grade 1	339–758	1
Auxiliary Division—		
Clerical Assistant	200–610	20
Technical Assistant	200–640	10
Teacher	200–700	65
		613
Department of Agriculture, Stock and Fisheries.		
Headquarters—		
Director	3,000	1

APPENDIX II.—*continued.*

3. PUBLIC SERVICE OF PAPUA AND NEW GUINEA: CLASSIFIED POSITIONS AND SALARIES AT 30TH JUNE, 1958—*continued.*

Classified Positions.	Salary Range. £	No.
Department of Agriculture, Stock and Fisheries—continued.		
Second Division—		
Senior Administrative Officer	1,888–2,053	1
Agricultural Officer, Grade 3	1,668–1,833	1
Agricultural Economist	1,668–1,833	1
Biometrician	1,668–1,833	1
Administrative Officer	1,443–1,623	1
Clerk (Accounts)	1,353–1,533	1
Clerk	1,173–1,353	1
Clerk	1,083–1,263	1
Clerk	993–1,173	2
Registrar	993–1,173	1
Curator, Parks and Gardens	903–1,083	1
Assistant Agricultural Officer	369–1,083	36
Clerk	813–993	1
Librarian	369–929	1
Cadet Veterinary Officer	369–903	3
Cadet Agricultural Officer	369–903	17
Clerk	369–903	1
Third Division—		
Agricultural Machinery Expert	1,173	1
Field Assistant	998	3
Mechanic	838–888	1
Clerical Assistant, Grade 2	758–798	2
Typist (Female), Secretarial	684–734	1
Typist (Female)	354–684	6
		86
Division of Plant Industry—		
Second Division—		
Chief, Division of Plant Industry	2,108–2,273	1
Economic Botanist	1,778–1,943	1
Senior Entomologist	1,778–1,943	1
Senior Agricultural Chemist	1,778–1,943	1
Land Use Officer	1,778–1,943	1
Senior Agronomist	1,778–1,943	1
Agronomist, Grade 3	1,668–1,833	5
Plant Pathologist, Grade 3	1,668–1,833	1
Plant Ecologist	1,668–1,833	1
Entomologist, Grade 3	1,668–1,833	1
Soils Chemist	1,668–1,833	1
Biochemist	1,668–1,833	1
Soil Survey Officer, Grade 3	1,668–1,833	1
Plant Introduction Officer	1,443–1,623	4
Agronomist, Grade 2	1,443–1,623	1
Entomologist, Grade 2	1,443–1,623	1
Soil Survey Officer, Grade 2	1,443–1,623	1
Plant Pathologist, Grade 2		

APPENDIX II.—*continued.*

3. PUBLIC SERVICE OF PAPUA AND NEW GUINEA: CLASSIFIED POSITIONS AND SALARIES AT 30TH JUNE, 1958—*continued.*

Classified Positions.	Salary Range.	No.
	£	
Department of Agriculture, Stock and Fisheries—continued.		
Division of Plant Industry—continued.		
Second Division—continued.		
Manager, Grade 3	1,263–1,443	2
Agronomist, Grade 1	903–1,443	8
Plant Pathologist, Grade 1	903–1,443	1
Entomologist, Grade 1	903–1,443	3
Soil Survey Officer, Grade 1	903–1,443	2
Agricultural Officer, Grade 1	903–1,443	2
Laboratory Officer	903–1,443	1
Manager, Grade 2	1,083–1,263	4
Clerk	993–1,173	1
Manager, Grade 1	903–1,083	3
Assistant Agricultural Officer	369–1,083	3
Third Division—		
Technical Assistant	1,008–1,098	1
Clerical Assistant, Grade 2	758–798	1
Overseer, Grade 2	718–858	1
Typist (Female)	354–684	1
		59
Division of Animal Industry—		
Chief, Division of Animal Industry	2,108–2,273	1
Senior Veterinary Officer	1,888–2,053	2
Senior Animal Husbandry Officer	1,888–2,053	1
Senior Veterinary Research Officer	1,888–2,053	1
Veterinary Officer, Grade 3	1,688–1,833	2
Animal Husbandry Officer, Grade 3	1,668–1,883	1
Parasitologist, Grade 3	1,668–1,833	1
Pathologist Bacteriologist, Grade 3	1,668–1,833	1
Animal Ecologist	1,668–1,833	1
Biochemist	1,668–1,833	1
Veterinary Officer, Grade 2	1,533–1,723	2
Animal Husbandry Officer, Grade 2	1,533–1,723	1
Parasitologist, Grade 2	1,533–1,723	1
Pathologist Bacteriologist, Grade 2	1,533–1,723	1
Supervising Manager	1,533–1,723	1
Manager, Grade 3	1,263–1,443	2
Stock Inspector, Grade 3	1,263–1,443	2
Veterinary Officer, Grade 1	1,263–1,443	3
Animal Husbandry Officer, Grade 1	1,263–1,443	2
Analyst	903–1,353	1
Manager, Grade 2	1,083–1,263	7
Stock Inspector, Grade 2	1,083–1,263	3
Assistant Animal Husbandry Officer	903–1,083	6
Manager, Grade 1	903–1,083	3
Stock Inspector, Grade 1	903–1,083	3
Clerk	903–1,083	1
Clerk	813–993	1

APPENDIX II.—*continued.*

3. PUBLIC SERVICE OF PAPUA AND NEW GUINEA: CLASSIFIED POSITIONS AND SALARIES AT 30TH JUNE, 1958—*continued.*

Classified Positions.	Salary Range. £	No.
Department of Agriculture, Stock and Fisheries—continued.		
Division of Animal Industry—continued.		
Third Division—		
Overseer, Grade 2	718–858	9
Typist (Female)	354–684	1
Laboratory Assistant, Grade 2	878–968	2
		64
Division of Agricultural Extension—		
Second Division—		
Chief, Division of Extension	2,108–2,273	1
Senior Agricultural Officer	1,778–1,943	3
Agricultural Officer, Grade 3	1,668–1,833	7
Commerce Officer	1,443–1,623	1
Agricultural Officer, Grade 2	1,443–1,623	9
Plantation Inspector	1,353–1,533	1
Senior Produce Inspector	1,353–1,533	1
Publications Officer	1,668–1,833	1
Manager, Grade 3	1,263–1,443	1
Agricultural Officer, Grade 1	903–1,083	27
Produce Inspector	1,083–1,263	9
Manager, Grade 2	1,083–1,263	2
Clerk	993–1,173	1
Manager, Grade 1	903–1,083	1
Clerk	903–1,083	3
Assistant Agricultural Officer	369–1,083	41
Clerk	813–993	2
Clerk	369–903	1
Third Division—		
Mechanical Equipment Inspector	1,098–1,158	4
Project Manager	968–1,058	2
Mechanic	838–888	2
Overseer, Grade 2	668–858	1
Typist (Female)	354–684	1
		122
Division of Fisheries—		
Second Division—		
Chief of Division	2,108–2,273	1
Biologist, Grade 3	1,668–1,883	1
Biologist, Grade 2	1,443–1,623	1
Fishing Master	1,443–1,623	1
Biologist, Grade 1	903–1,443	1
Clerk	813–993	1
Third Division—		
Technical Assistant, Grade 3	1,008–1,098	1
Fishing Master, Engineer	1,058–1,142	1
Master, Engineer	974–1,058	1
Technical Assistant, Grade 2	878–968	1

APPENDIX II.—*continued.*

3. PUBLIC SERVICE OF PAPUA AND NEW GUINEA: CLASSIFIED POSITIONS AND SALARIES AT 30TH JUNE, 1958—*continued.*

Classified Positions.	Salary Range.	No.
	£	
Department of Agriculture, Stock and Fisheries—continued.		
Division of Fisheries—continued.		
Third Division—continued.		
Technical Assistant, Grade 1	838–878	3
Typist (Female)	354–684	1
Auxiliary Division—		
Clerical Assistant	200–610	6
Field Assistant	200–640	15
Technical Assistant	200–640	10
		45
Department of Forests.		
First Division—		
Director	2,700	1
Second Division—		
Chief of Division	2,108–2,273	4
Reserve Settlement Officer	1,778–1,943	1
Regional Forest Officer	1,778–1,943	5
Administrative Officer	1,668–1,833	1
Draftsman and Photogrammetrist, Grade 3	1,668–1,833	1
Plant Ecologist and Assistant Botanist	1,668–1,833	1
Biometrician	1,668–1,833	1
Senior Forest Officer	1,443–1,623	5
Draftsman, Grade 2	1,443–1,623	2
Forest Entomologist	1,443–1,623	1
Accountant	1,443–1,623	1
Clerk	1,353–1,533	1
Clerk	1,263–1,443	1
Investigating Officer	903–1,443	1
Forest Road Engineer	903–1,443	1
Forest Officer	903–1,443	7
Draftsman, Grade 1	903–1,443	2
Clerk	993–1,173	4
Clerk	903–1,083	10
Clerk	813–993	1
Clerk	369–903	2
Cadet Forest Officer	369–903	12
Third Division—		
Librarian and Air Photo Interpreter	659–929	1
Librarian	659–929	1
Mill Manager	1,458	2
Senior Forest Ranger	1,208–1,298	4
Forest Ranger	1,048–1,198	6
Mill Foreman	1,158–1,188	2
Technical Assistant, Grade 3	1,008–1,098	1
Laboratory Assistant, Grade 2	878–968	1
Motor Transport and Equipment Officer	918–948	2

APPENDIX II.—*continued.*

3. PUBLIC SERVICE OF PAPUA AND NEW GUINEA: CLASSIFIED POSITIONS AND SALARIES AT 30TH JUNE, 1958—*continued.*

Classified Positions.	Salary Range.	No.
	£	
Department of Forests—continued.		
Third Division—continued.		
Sawdoctor	918–978	2
Assistant Forest Ranger	808–958	8
Power House Operator	838–858	2
Laboratory Assistant, Grade 1	722–878	1
Bush Supervisor	888–928	2
Sawyer	838–858	10
Tractor Operator Mechanic	838–858	7
Kiln Operator	818–858	2
Truck Driver	798–838	2
Wood Machinist	838–858	2
Tally Orderman	738–778	2
Typist (Female), Secretarial	684–734	1
Accounting Machinist, Grade 1	354–654	1
Typist (Female)	354–684	13
Tracer (Female)	354–654	1
Auxiliary Division—		
Clerical Assistant	200–610	5
Field Assistant	200–640	12
Technical Assistant	200–640	8
		167
Department of Lands, Surveys and Mines.		
First Division—		
Director	2,850	1
Second Division—		
Chief, Division of Lands	2,108–2,273	1
Chief, Division of Surveys	2,108–2,273–	1
Chief, Division of Mines	1,998–2,163	1
Executive Officer, Ex-Servicemen's Credit Board	1,888–2,053	1
Mining Engineer	1,668–1,833	1
Senior Valuer	1,778–1,943	1
Town Planner	1,778–1,943	1
Senior Draftsman	1,778–1,943	1
Valuer, Grade 3	1,668–1,833	4
Surveyor, Grade 3	1,668–1,833	3
Mining Warden	1,668–1,833	1
Mines Inspector	1,668–1,833	1
Mining Registrar	1,533–1,723	1
Surveyor, Grade 2	1,443–1,623	14
Draftsman, Grade 2	1,443–1,623	8
Senior Field Officer	1,443–1,623	1
Assayer	1,443–1,623	1
Administrative Officer	1,443–1,623	1
Clerk	1,353–1,533	1
Surveyor, Grade 1	903–1,443	5
Draftsman, Grade 1	903–1,433	5
Field Officer	1,353–1,533	4
Clerk	1,173–1,353	1
Clerk	993–1,173	2

APPENDIX II.—*continued.*

3. PUBLIC SERVICE OF PAPUA AND NEW GUINEA: CLASSIFIED POSITIONS AND SALARIES AT 30TH JUNE, 1958—*continued.*

Classified Positions.	Salary Range.	No.
	£	
Department of Lands, Surveys and Mines—continued.		
Second Division—continued.		
Clerk	903–1,083	2
Clerk	813–993	3
Clerk	369–903	5
Cadet Surveyor	369–903	4
Assistant Surveyor	903–1,083	5
Cadet Valuer	369–903	2
Third Division—		
Driller and Tester	1,238	1
Chainman	728–808	22
Typist (Female) Secretarial	684–734	1
Typist (Female)	354–684	3
Tracer (Female)	354–684	1
Assistant (Plan Printing), Grade 2	818–858	1
Auxiliary Division—		
Clerical Assistant	200–610	2
		114
Department of Customs and Marine.		
First Division—		
Chief Collector	2,700	1
Second Division—		
Assistant Chief Collector	2,108–2,273	1
Superintendent of Marine	1,998–2,163	1
Hydrographic Surveyor	1,778–1,943	1
Senior Engineer and Ship Surveyor	1,533–1,723	1
Harbour Master	1,533–1,723	1
Collector	1,533–1,723	1
Collector	1,443–1,623	2
Administrative Officer	1,443–1,623	1
Harbour Master	1,443–1,623	1
Engineer and Ship Surveyor	1,443–1,623	5
Assistant Hydrographic Surveyor	1,443–1,623	1
Draftsman, Grade 1, Hydrographic Surveyor	903–1,443	1
Harbour Master	1,353–1,533	3
Collector	1,263–1,443	1
Collector	1,173–1,353	1
Assistant Collector	1,173–1,353	3
Clerk	1,173–1,353	2
Clerk	1,083–1,263	1
Clerk	993–1,173	1
Collector	993–1,173	1
Boarding Officer	993–1,173	6
Wharf Examining Officer	993–1,173	3
Clerk	903–1,083	2
Collector	903–1,083	1
Clerk	813–993	7
Collector	813–993	1
Boarding Officer	813–993	1

APPENDIX II.—*continued.*

3. PUBLIC SERVICE OF PAPUA AND NEW GUINEA: CLASSIFIED POSITIONS AND SALARIES AT 30TH JUNE, 1958—*continued.*

Classified Positions.	Salary Range.	No.
	£	
Department of Customs and Marine—continued.		
Second Division—continued.		
Assistant Wharf Examining Officer	813–993	1
Clerk	369–903	22
Clerk	455–903	1
Third Division—		
Shipping Inspector	1,058–1,142	2
Master	1,058–1,142	19
Officer-in-charge (Chart Depot)	1,058–1,142	1
Engineer	890–974	1
Assistant (Male), Grade 5	888–918	3
Assistant (Male), Grade 4	858–888	3
Storeholder	838–888	1
Preventive Officer	798–858	3
Clerical Assistant, Grade 2	758–798	1
Surveying Recorder, Grade 2	758–818	4
Typist (Female), Secretarial	684–734	1
Typist (Female)	354–684	8
Assistant (Female), Grade 2	604–644	1
Assistant (Female), Grade 3	644–704	1
Accounting Machinist, Grade 1	354–654	2
Auxiliary Division—		
Clerical Assistant	200–610	4
Technical Assistant	200–640	4
		135
Department of Posts and Telegraphs.		
First Division—		
Director	2,700	1
Second Division—		
Chief Engineer	2,108–2,273	1
Superintendent (Postal Services)	1,998–2,163	1
Sectional Engineer	1,888–2,053	1
Regional Engineer	1,888–2,053	3
Superintendent (Telephones)	1,668–1,833	1
Accountant	1,668–1,833	1
Superintendent (Personnel)	1,668–1,833	1
Sectional Draftsman	1,668–1,833	1
Inspector (Postal Services)	1,668–1,833	1
Group Engineer	1,533–1,723	4
Postmaster, Grade 4	1,533–1,668	1
Draftsman, Grade 2	1,443–1,623	1
Radio Inspector, Grade 3	1,443–1,623	1
Clerk	1,353–1,533	1
Inspector (Postal Services)	1,353–1,533	1
Costing Officer	1,353–1,533	1
Sub-Accountant	1,353–1,533	1
Supervising Technician (Radio), Grade 4	1,338–1,368	1
Supervising Technician (Telecommunications), Grade 4	1,338–1,368	1
Postmaster, Grade 3	1,308–1,488	2
Radio Inspector, Grade 1	1,263–1,443	2

APPENDIX II.—*continued.*

3. PUBLIC SERVICE OF PAPUA AND NEW GUINEA: CLASSIFIED POSITIONS AND SALARIES AT 30TH JUNE, 1958—*continued.*

Classified Positions.	Salary Range.	No.
	£	
Department of Posts and Telegraphs—continued.		
Second Division—continued.		
Clerk	1,173–1,353	3
Clerk	1,083–1,263	7
Postmaster, Grade 2	1,038–1,218	5
Postmaster, Grade 2 (Relief)	1,038–1,218	1
Clerk	993–1,173	7
Clerk	903–1,083	2
Clerk	813–993	4
Clerk	369–903	7
Third Division—		
Supervising Technician (Workshops), Grade 3	1,248–1,308	1
Supervising Technician (Radio), Grade 3	1,248–1,308	3
Supervising Technician (Telecommunications), Grade 3	1,248–1,308	3
Supervising Technician (Telecommunications), Grade 2	1,188–1,218	3
Technical Instructor, Grade 2	1,158–1,308	3
Telegraph Supervisor, Grade 2	1,083–1,173	3
Traffic Officer	1,083–1,263	1
Line Inspector	1,068–1,218	3
Senior Postal Clerk, Grade 2	1,038–1,128	2
Foreman Storeman, Grade 1	1,008	4
Telegraph Supervisor, Grade 1	993–1,083	4
Senior Radio Telegraphist	1,008–1,068	11
Line Foreman, Grade 2	978	9
Senior Technician (Radio)	1,008–1,068	14
Senior Technician (Telecommunications)	1,008–1,068	4
Senior Postal Clerk, Grade 1	948–1,038	2
Senior Carpenter	918–948	1
Senior Motor Mechanic	918–948	1
Senior Postal Assistant	898	3
Line Foreman, Grade 1 (Relief)	888–918	4
Line Foreman, Grade 1	888–918	18
Senior Painter	888–918	1
Clerical Assistant, Grade 4	858–888	1
Technician (Telecommunications)	818–918	13
Technician (Radio)	818–918	8
Monitor	818–858	4
Technician (Light and Power)	818–918	1
Postmaster, Grade 1	828–978	7
Radio Telephone Operator	758–818	9
Storeman, Grade 2	778–798	1
Accounting Machinist (Female), Grade 3	724	1
Radio Telegraphist (Relief)	723–903	4
Radio Telegraphist	723–903	3
Postal Assistant (Relief)	718–858	8
Postal Assistant	718–858	25
Typist-in-charge (Female), Grade 1	704	1
Typist (Female), Secretarial	684–734	1
Phonogram Operator (Female)	354–614	3
Typist (Female)	354–684	5
Teleprinter Operator (Female)	354–654	9

APPENDIX II.—*continued.*

3. PUBLIC SERVICE OF PAPUA AND NEW GUINEA: CLASSIFIED POSITIONS AND SALARIES AT 30TH JUNE, 1958—*continued.*

Classified Positions.	Salary Range.	No.
	£	
Department of Posts and Telegraphs—continued.		
Third Division—continued.		
Accounting Machinist (Female), Grade 1	354–654	1
Telephonist (Female) (Relief)	354–614	3
Telephonist (Female)	354–614	11
Clerical Assistant, Grade 1 (Relief)	339–758	3
Clerical Assistant, Grade 1	339–758	6
Postmaster, Grade 1 (Relief)	808–958	1
Auxiliary Division—		
Clerical Assistant	200–610	10
Technical Assistant	200–640	30
		332
Department of Works.		
First Division—		
Director	2,850	1
Second Division—		
Director of Water Resources	2,603	1
Assistant Director	2,218–2,493	1
Chief of Division (Works)	2,108–2,273	1
Superintendent (Buildings)	1,668–1,833	1
Engineer (Civil), Grade 3	1,668–1,833	1
Architect, Grade 3	1,668–1,833	1
Administrative Officer	1,668–1,833	1
Accountant	1,533–1,723	1
Engineer (Mechanical and Electrical)	1,443–1,623	1
Regional Engineer, Grade 2	1,443–1,623	4
Architect, Grade 2	1,443–1,623	1
Surveyor, Grade 2	1,443–1,623	1
Draftsman, Grade 2	1,443–1,623	1
Clerk	1,353–1,533	1
Surveyor, Grade 1	903–1,443	1
Draftsman, Grade 1	903–1,443	2
Clerk	1,263–1,443	1
Clerk	993–1,173	11
Clerk	903–1,083	1
Clerk	813–993	2
Clerk	369–903	5
Third Division—		
Senior Works Supervisor	1,458	1
Clerk of Works	1,218–1,308	1
Supervisor (Buildings)	1,218–1,308	7
Supervisor (Roads)	1,158–1,218	1
Foreman Carpenter	1,158–1,188	2
Foreman Plumber	1,128–1,158	1
Foreman Painter	1,018–1,048	1
Senior Cabinetmaker	918–948	2
Senior Carpenter	918–948	46
Senior Plumber	918–948	13
Senior Electrician	918–948	4
Senior Wood Machinist	898–928	1
Senior Painter	888–918	18

APPENDIX II.—*continued.*

3. PUBLIC SERVICE OF PAPUA AND NEW GUINEA: CLASSIFIED POSITIONS AND SALARIES AT 30TH JUNE, 1958—*continued.*

Classified Positions.	Salary Range.	No.
	£	
Department of Works—continued.		
Third Division—continued.		
Powerhouse Operator	838–858	7
Plant Operator	798–858	6
Overseer (Roads and Bridges)	798–858	13
Carpenter	818–858	12
Mechanic	818–858	4
Plumber	818–858	3
Clerical Assistant (Male), Grade 2	758–798	1
Electrician	818–858	3
Chainman	728–748	2
Painter	798–838	3
Storeman	718–758	5
Typist-in-charge, Grade 1	764	1
Accounting Machinist (Female), Grade 1	354–654	1
Typist (Female), Secretarial	684–734	1
Typist (Female)	354–684	8
Tracer (Female)	354–654	1
Assistant (Female), Grade 1	514–654	1
Auxiliary Division—		
Clerical Assistant	200–610	10
Technical Assistant	200–640	15
		236

4. TOTAL STAFF: NUMBER BY DEPARTMENT AND DISTRICT OF EMPLOYMENT AT 30TH JUNE, 1958.

Department or Branch.	Eastern Highlands.	Western Highlands.	Sepik.	Madang.	Morobe.	New Britain	New Ireland.	Bougainville.	Manus.	Total New Guinea.	Territory of Papua.	Headquarters.	Unattached.*	Total.
Administrator	1	1	2	2	2	3	1	1	1	14	9	38	2	63
Public Service Commissioner	..	..	..	..	..	..	..	..	..	..	..	41	3	44
Civil Affairs (Administrative)	2	..	3	3	6	6	2	..	..	22	1	30	..	53
Police and Prisons	2	..	2	3	18	15	1	..	..	41	22	17	9	89
Transport	2	1	..	4	12	7	..	..	1	27	15	2	7	51
Parks and Gardens	..	..	..	..	1	..	..	..	..	1	1	..	..	2
Government Stores	3	1	5	10	13	15	1	..	1	49	26	10	2	87
Messing and Supply	..	..	..	..	1	1	..	..	..	2	5	4	..	11
Government Printer	..	..	..	..	..	..	..	..	..	..	26	..	1	27
Libraries	1	..	1	1	3	3	..	..	..	9	8	..	..	17
Electrical Undertakings	..	..	1	..	..	..	..	1	1	3	4	..	..	7
Treasury	3	1	3	2	5	8	1	..	1	24	4	55	..	83
Public Health	37	15	34	39	81	67	15	13	6	307	181	56	45	589
Native Affairs	30	27	33	21	36	40	21	23	14	245	123	36	133	537
Law	..	..	..	..	2	1	..	..	..	3	..	21	..	24
Registrar-General	..	..	..	..	..	..	..	..	..	..	..	7	..	7
Supreme Court and Magistrate	..	..	..	..	..	..	..	..	..	..	..	8	1	9
Public Curator	..	..	..	..	..	..	..	..	..	..	..	6	..	6
Land Titles	..	..	..	..	..	..	..	..	..	..	..	6	..	6
Posts and Telegraphs	4	1	5	10	40	46	5	1	2	114	24	94	28	260
Education	16	8	14	15	40	60	17	4	9	183	107	41	41	372
Agriculture, Stock and Fisheries	15	11	9	8	18	29	3	4	1	98	48	49	45	240
Lands, Surveys and Mines	..	4	..	2	9	11	6	..	..	32	..	59	9	100
Forests	..	..	..	..	49	24	..	..	..	73	..	26	9	108
Public Works	16	15	17	14	21	50	2	6	4	145	104	36	..	285
Customs and Marine	..	..	2	1	1	3	..	1	1	9	7	83	1	100
Total	132	85	131	135	358	389	75	54	42	1,401	715	725	336	3,177

* Officers outside the Territory or in process of being posted.

APPENDIX II.—*continued.*

5. PATROLS CONDUCTED BY NATIVE AFFAIRS OFFICERS AND NUMBER OF INSPECTION VISITS BY DISTRICT OFFICERS DURING THE YEAR ENDED 30TH JUNE, 1958.

District.	Headquarters.	Number of Patrols.(a)	Number of Days on Patrol.(b)	Inspections by District Officers.
Eastern Highlands	Goroka	35	937	45
Western Highlands	Mt. Hagen	18	721	38
Sepik	Wewak	47	1,068	49
Madang	Madang	32	977	30
Morobe	Lae	42	877	12
New Britain	Rabaul	29	872	15
New Ireland	Kavieng	21	429	8
Bougainville	Sohano	22	390	14
Manus	Lorengau	18	445	3
Total	.. ..	264	6,716	214

(a) Excludes patrols conducted by co-operative officers. (b) Excludes days in the field not covered by formal patrol reports.

6. AREAS UNDER ADMINISTRATION CONTROL OR INFLUENCE AT 30TH JUNE, 1957 AND 1958.
(Area in Square Miles.)

District.	Total Area.	Area under Control.		Area under Influence.		Area under Partial Influence.		Area Penetrated by Patrols only.	
		1956–57.	1957–58.	1956–57.	1957–58.	1956–57.	1957–58.	1956–57.	1957–58.
Eastern Highlands	6,900	6,400	6,400	300	300	..	..	200	200
Western Highlands	9,600	5,600	6,400	2,500	2,200	700	200	800	800
Sepik	30,200	21,670	21,895	2,005	2,305	1,950	1,800	4,575	4,200
Madang	10,800	9,000	9,000	1,600	1,600	200	200	..	..
Morobe	12,700	11,700	11,700	600	650	200	200	200	150
New Britain	14,100	13,700	14,100	400	..	..	..	..	..
New Ireland	3,800	3,800	3,800	..	..	..	..	..	..
Bougainville	4,100	4,100	4,100	..	..	..	..	..	..
Manus	800	800	800	..	..	..	..	..	..
Total	93,000	76,770	78,195	7,405	7,055	3,050	2,400	5,775	5,350

TRUST TERRITORY OF NEW GUINEA

DEGREE OF ADMINISTRATION CONTROL, 30th JUNE, 1958

- Area under full control at 30th June, 1957—76,770 square miles
- Area brought under full control during the year 1957-58 — 1,425 square miles
- Area under various degrees of influence — 9455 square miles
- Area penetrated by patrols only — 5,350 square miles
- ○ District Headquarters

SOUTH PACIFIC OCEAN

MANUS

BISMARCK ARCHIPELAGO

MANUS I

Lorengau

NEW IRELAND

Kavieng

TABAR ISLANDS

LIHIR GROUP

NEW IRELAND

SEPIK

Wewak

NEW GUINEA

BISMARCK SEA

BOUGAINVILLE

MADANG

Madang

Rabaul

WESTERN HIGHLANDS

Mt Hagen

Goroka

Sohano

BOUGAINVILLE I

SOLOMON ISLANDS

EASTERN HIGHLANDS

Lae

MOROBE

NEW BRITAIN

SOLOMON SEA

PORT MORESBY

PAPUA

SCALE OF MILES

0 50 100 150 200

CORAL SEA

QUEENSLAND

141° 144° 147° 150° 153° 156° 159°

0° 3° 6° 9° 12°

Drawn by Division of National Mapping, Department of National Development, Canberra, A.C.T. 1959

NMP/59/041

APPENDIX II.—*continued.*

8. NUMBER OF VILLAGE OFFICIALS AND COUNCILLORS AT 30TH JUNE, 1958.

District.	Luluais.	Tultuls.	Medical Tultuls.	Total Village Officials.	Councillors (Local Government Councils).	Total Village Officials and Councillors.
Eastern Highlands	678	1,034	..	1,712	..	1,712
Western Highlands	410	664	..	1,074	..	1,074
Sepik	1,132	1,272	889	3,293	50	3,343
Madang	584	492	310	1,386	91	1,477
Morobe	786	813	654	2,253	44	2,297
New Britain	542	518	220	1,280	109	1,389
New Ireland	326	312	76	714	23	737
Bougainville	481	424	100	1,005	25	1,030
Manus	75	70	3	148	37	185
Total	5,014	5,599	2,252	12,865	379	13,244

9. NATIVE WAR DAMAGE COMPENSATION: CLAIMS AND PAYMENTS DURING 1957–58 AND TOTAL AT 30TH JUNE, 1958.

District.	1957–58.		Total at 30th June, 1958.	
	Number of Claims.	Amount Paid.	Number of Claims.	Amount Paid.
		£		£
Eastern Highlands	..	..	190	3,122
Western Highlands	..	..	208	1,020
Sepik	84	612	31,685	325,384
Madang	..	..	13,783	87,354
Morobe	3	56	12,709	165,069
New Britain	..	..	30,470	633,618
New Ireland	..	..	10,767	134,421
Bougainville	..	..	15,405	327,419
Manus	..	..	2,510	44,200
Total	87	668	117,727	1,721,607

NOTE.—Payments made during 1945–46 and 1946–47 were not recorded separately for Papua and New Guinea and are not included in the above table. They amount to £189,667 paid in the two Territories.

APPENDIX III.

JUSTICE.

1. CASES TRIED BEFORE THE COURTS OF THE TERRITORY DURING THE PERIOD 1ST JULY, 1957, TO 30TH JUNE, 1958.

(1) *Supreme Court.*

(*a*) *In its Criminal Jurisdiction—*

Offence.	Charged.	Convicted.	Discharged.	*Nolle Prosequi.*	Sentence.
1. Offences against the person—					
Murder, wilful	33	(*a*) 29	1	3	Death Recorded (24)
Murder, other	49	(*b*) 41	3	5	Rising of Court to 4 years I.H.L.
Rape	17	(*c*) 12	4	1	6 months to 7 years I.H.L.
Other offences against females ..	31	17	8	6	3 months to 5 years I.H.L.
Unnatural offences	6	6	..	..	Released on Recognizance to 7 years I.H.L.
Suicide, attempt	3	2	1	..	Rising of Court to 6 months I.H.L.
Assault, common	3	2	1	..	Fined £50 to 3 months I.H.L.
Assault, aggravated	13	11	2	..	Fined £20 to 18 months I.H.L.
Total	155	120	20	15	
2. Offences against property—					
Housebreaking	20	17	1	2	6 strokes of Cane to 3 years I.H.L.
Larceny	15	(*d*) 13	1	1	Released on Recognizance to 10 years I.H.L.
Arson	1	1	..	..	3½ years I.H.L.
Other offences against property ..	1	1	..	..	Released on Recognizance
Total	37	32	2	3	
3. Forgery and offences against the currency—					
Forgery and uttering forged instruments	22	22	..	..	3 months to 18 months I.H.L.
Total	22	22	..	..	
4. Offences against good order—					
Riotous, offensive or indecent conduct	3	1	2	..	10 months I.H.L.
Total	3	1	2	..	

(*a*) Includes 1 convicted of manslaughter only—2 years I.H.L. and 4 convicted of Murder only—Rising of Court to 3 years I.H.L. (*b*) Includes 1 convicted of assault only—No penalty. (*c*) Includes 1 convicted of attempt only—12 months I.H.L. (*d*) Includes 1 convicted of stealing with violence—10 years I.H.L

APPENDIX III.—*continued.*

(1) *Supreme Court*—continued.

(*a*) *In its Criminal Jurisdiction*—continued.

Offence.	Charged.	Convicted.	Discharged.	*Nolle Prosequi.*	Sentence.
5. Offences not included in preceding classes—					
Perjury	3	2	1	..	2½ years to 4 years I.H.L.
Other offences	2	1	..	1	6 months I.H.L.
Total	5	3	1	1	
Grand Total	222	178	25	19	
Comprising—					
Europeans	14	10	4	..	
Asians	..	..	..	..	
Other Non-Indigines	..	..	..	..	
Indigenes	208	168	21	19	

NOTE.—I.H.L.—Imprisonment with Hard Labour.

(*b*) *In its Appellate Jurisdiction*—

Appeals from Inferior Courts	7
Upheld	5
Dismissed	2

(*c*) *Appeals from the Supreme Court of Papua and New Guinea*—
Nil.

(*d*) *In its Probate Jurisdiction*—

The following grants were made:—	
Probate	13
Reseals	5
Orders to Administer	6
Letters of Administration, cta	1
Total number of Grants	25
Elections to Administer filed	7

(*e*) *In its Civil Jurisdiction*—

Writs of Summons Issued	47
Motions and Petitions heard	8

(*f*) *Matrimonial Causes*—

Petitions for Dissolution of Marriage filed	16

APPENDIX III.—*continued.*

(2) *District Courts.*(*a*)

CASES TRIED FROM 1ST JANUARY, 1958, TO 30TH JUNE, 1958.

Offences Charged.	Europeans.			Asians and Mixed Race.			Indigenes.		
	Cases Tried.	Number Convicted.	Referred to Supreme Court.	Cases Tried.	Number Convicted.	Referred to Supreme Court.	Cases Tried.	Number Convicted.	Referred to Supreme Court.
1. Offences against the person—									
Murder	..	..	..	..	..	..	24	..	24
Attempted murder	..	..	..	..	..	..	3	..	3
Rape	..	..	..	..	..	..	8	..	8
Other offences against females	..	..	..	..	..	..	16	3	12
Unnatural offences	2	1	1	..	..	..	1	..	1
Suicide, attempted	..	..	..	..	..	..	2	..	2
Assault, common	11	9	2	2	2	..	46	36	..
Assault, aggravated	3	..	3	..	..	..	8	..	7
Total	16	10	6	2	2	..	108	39	57
2. Offences against property—									
Housebreaking	..	..	..	..	..	..	20	5	15
Robbery and stealing from the person	..	..	..	..	..	..	38	33	4
Embezzlement and stealing as a servant	..	..	..	..	..	..	2	2	..
Larceny, other	3	3	..	1	..	1	177	153	13
Fraud and false pretences	11	9	1	1	1	..	8	7	1
Malicious damage	1	..	..	1	1	..	12	10	1
Total	15	12	1	3	2	1	257	210	34
3. Forgery and offences against the currency—									
Forgery and uttering forged instruments	..	..	..	..	..	..	3	..	3
Total	..	..	..	..	..	..	3	..	3
4. Offences against good order—									
Drunkenness	10	10	..	1	1	..	..	..	..
Driving a motor vehicle while under influence of intoxicating liquor or drug	10	9	..	..	..	..	1	1	..
Driving a motor vehicle in a manner or at a speed dangerous to the public	18	16	..	7	7	..	23	23	
Obscene, threatening or abusive language	2	2	..	..	..	..	2	2	..
Riotous, offensive or indecent conduct	3	3	..	..	..	..	..	..	..
Other offences against good order	..	..	..	..	..	..	17	17	..
Total	43	40	..	8	8	..	43	43	..

(*a*) Records for the six months ending 31st December, 1957, are not available because of fire damage.

APPENDIX III.—*continued.*

(2) *District Courts(a)*—continued.

CASES TRIED FROM 1ST JANUARY, 1958, TO 30TH JUNE, 1958—*continued.*

Offences Charged.	Europeans.			Asians and Mixed Race.			Indigenes.		
	Cases Tried.	Number Convicted.	Referred to Supreme Court.	Cases Tried.	Number Convicted.	Referred to Supreme Court.	Cases Tried.	Number Convicted.	Referred to Supreme Court.
5. Offences not included in preceding classes—									
Offences against—									
Arms, Liquor and Opium Prohibition Ordinance ..	7	7	..	2	1	..	29	29	..
Motor Traffic Ordinance and Regulations ..	54	54	..	10	8	..	95	88	3
Public Health Regulations	..	..	..	..	..	..	9	9	..
Other Ordinances ..	32	29	..	9	9	..	79	71	1
Total	93	90	..	21	18	..	212	197	4
Grand Total ..	167	152	7	34	30	1	623	489	98

(3) *Courts for Native Affairs.(a)*

CASES TRIED FROM 1ST JANUARY, 1958 TO 30TH JUNE, 1958.

Offences Charged.	Tried.	Convicted.
1. Offences against the person—		
Abduction	8	8
Offences against females	6	6
Assault	773	750
Total	787	764
2. Offences against property—		
Stealing	281	272
Fraud and false pretences	3	3
Other	7	7
Total	291	282
3. Offences against good order—		
Drinking or in possession of intoxicating liquor	287	275
Vagrancy	83	83
Obscene, threatening or abusive language	25	25
Riotous, offensive or indecent conduct	2,334	2,315
Other offences against good order	240	234
Total	2,969	2,932

(a) Records for the six months ending 31st December, 1957, are not available because of fire damage.

APPENDIX III.—*continued.*

(3) *Courts for Native Affairs*(*a*)—continued.

CASES TRIED FROM 1ST JANUARY, 1958, TO 30TH JUNE, 1958—*continued.*

Offences Charged.	Tried.	Convicted.
4. Offences not included in preceding classes—		
Perjury and subornation	9	9
Disobeying of court order	19	19
Disobeying or obstructing performance given under statutory authority ..	655	635
Contempt of court	7	7
Escaping from custody	67	63
Offences against laws relating to—		
Adultery	341	336
Census	79	77
Gambling suppression	630	614
Public health	82	82
Sorcery	73	70
Native local government	11	11
Wives and children	3	3
Total	1,976	1,926
Grand Total	6,023	5,904

APPENDIX IV.

PUBLIC FINANCE.

1. Revenue and Expenditure During the Years 1953–54 to 1957–58.

Revenue and Expenditure.	1953-54.	1954–55.	1955–56.	1956–57.	1957–58.
	£	£	£	£	£
Revenue—					
Internal Receipts	1,991,713	2,008,445	2,411,861	2,652,517	2,926,026
Grant by Commonwealth Government of Australia(*a*)	3,103,076	4,396,209	4,901,737	(*b*)5,498,179	(*c*)6,188,821
Total Revenue Fund	5,094,789	6,404,654	7,313,598	8,150,696	9,114,847
Expenditure	5,094,789	6,404,654	7,313,598	8,150,696	(*c*)9,114,847
Balance	..	..	..	..	..

(*a*) The annual grants by the Government of the Commonwealth of Australia are made to the Territory of Papua and New Guinea. (*b*) Includes advance of £119,100, being the New Guinea share of the advance of £198,500 from the Commonwealth of Australia. (*c*) The repayment of the advance of £119,100 has not been included in the 1957–58 expenditure figure and the grant has been reduced accordingly.

2. Revenue During the Years 1953–54 to 1957–58.

Source.	1953–54.	1954–55.	1955–56.	1956–57.	1957–58.
	£	£	£	£	£
Customs	1,261,589	1,428,463	1,601,820	1,702,884	1,894,125
Licences	42,665	47,276	53,330	56,025	60,261
Stamp Duty	19,814	11,077	13,477	21,259	48,742
Postal	70,514	77,834	80,351	118,524	137,476
Land Revenue	35,653	80,716	59,511	62,257	83,675
Mining Receipts	79,885	74,468	63,314	67,023	24,549
Fees and Fines	37,801	45,186	12,307	14,219	13,932
Health Revenue	(*a*)	(*a*)	22,136	30,364	36,746
Sale of Stores	8,298	6,746	(*b*)	(*b*)	(*b*)
Forestry	139,813	143,875	203,145	197,018	213,558
Agriculture	9,663	8,814	12,128	9,424	25,153
Public Utilities	(*b*)	(*b*)	106,527	138,432	197,562
Personal Tax	..	..	..	..	(*d*) 69,304
Miscellaneous	286,018	83,990	183,815	235,088	120,943
Total—Internal Receipts	1,991,713	2,008,445	2,411,861	2,652,517	2,926,026
Grant by Commonwealth Government of Australia	3,103,076	4,396,209	4,901,737	(*c*) 5,498,179	6,188,821
Total Revenue	5,094,789	6,404,654	7,313,598	8,150,696	9,114,847

(*a*) Included in " Fees and Fines ". (*b*) Included in " Miscellaneous ". (*c*) Includes advance of £119,100—repaid 1957–58 (*see* footnote (*c*) to Table 1). (*d*) New item.

APPENDIX IV.—*continued.*

3. EXPENDITURE OUT OF REVENUE DURING THE YEARS 1953–54 TO 1957–58.

Heads of Expenditure.	1953–54.	1954–55.	1955–56.	1956–57.	1957–58.
	£	£	£	£	£
Special Appropriations	16,510	7,597	10,467	15,346	21,235
Department of the Administrator(*a*)	6,028	(*b*) 25,722	(*b*) 94,648	(*b*) 117,731	136,398
Legislative and Executive Councils	3,399	5,263	6,300	5,807	7,919
Public Service Commissioner	21,180	64,769	79,432	90,143	110,291
Treasury	78,923	79,740	87,870	139,770	172,782
Public Health	905,962	1,228,694	1,503,501	1,504,191	1,225,650
District Services and Native Affairs	695,184	629,409	(*c*) 714,233	(*c*) 732,705	(*c*) 641,078
Registry of Co-operative Societies	19,167	20,733	24,834	26,954	21,854
Agriculture, Stock and Fisheries—					
Headquarters	47,850	52,904	70,718	73,469	77,448
Agricultural Extension	55,922	84,831	120,650	130,445	139,145
Animal Industry	82,966	90,689	81,805	99,725	73,484
Plant Industry	65,231	86,621	110,147	112,455	99,475
Production and Marketing	4,701	(*d*)	(*d*)	(*d*)	(*d*)
Education	297,492	347,869	439,039	540,181	637,238
Civil Affairs(*a*)	58,249	40,159	34,281	62,110	432,243
Police	301,910	347,772	400,172	407,457	237,893
Corrective Institutions	..	..	..	..	(*e*) 7,726
Motor Transport	(*f*)	43,413	146,107	185,273	..
Stores and Supply	105,034	77,389	102,004	113,504	(*g*) 830,276
Government Printer	13,833	16,196	21,758	29,221	..
Public Library Service	5,233	5,076	5,788	9,105	9,466
Law	23,863	37,667	44,218	55,932	71,976
Titles Commission	2,915	5,717	6,290	2,756	6,995
Native Lands Commission	406	810	477	1,916	1,838
Lands, Surveys and Mines	53,185	87,949	105,926	127,953	143,538
Forests	151,175	162,893	216,268	235,073	239,908
Posts and Telegraphs	159,537	197,165	325,801	331,257	361,444
Customs	34,349	40,106	45,362	42,496	56,262
Marine	59,245	67,603	78,711	84,905	69,317
Public Works	..	19,358	65,117	252,091	362,116
Maintenance	681,764	673,833	713,346	776,962	(*h*) 855,944
Capital Works	907,856	1,365,634	1,327,105	1,498,636	(*h*) 1,684,176
Capital Assets	235,720	491,073	331,223	345,127	379,732
Total Expenditure out of Revenue	5,094,789	6,404,654	7,313,598	8,150,696	(*i*) 9,114,847

(*a*) Expenditure for 1955–56 to 1957–58 is not directly comparable with that of previous years because of changes in Departmental Organization. Expenditure for 1957–58 is a net figure after Transport and Printing costs have been passed to consuming Departments. (*b*) Includes Salaries of Judges and Commissioners formerly shown in Special Appropriation. (*c*) Native Affairs only. (*d*) Included in other Agricultural Divisions. (*e*) New Branch previously included in Police and Prisons. (*f*) Included in Stores and Supply. (*g*) Now includes cost of general stores used by all Departments. (*h*) Electrical undertakings expenditure is not disclosed as such but is included in the Maintenance and Capital Works totals. (*i*) Does not include repayments of advance of £119,100 received in 1956–57.

APPENDIX V.

TAXATION.

Information relating to taxation is given in Part VI, Section 1, Chapter 2, of this report.

APPENDIX VI.

MONEY AND BANKING.

A. Information as to the total amount of currency in circulation in the Territory is not available.

B. The foreign exchange requirements of the Territory are provided through the banking system of the Administering Authority.

C. The money market rates applying in the Territory at 30th June, 1958, were the same as the rates applying in Australia. The rates were as set out below—

Particulars.	Rate per Annum.
	Per cent.
Commonwealth Bank of Australia—	
Rural Credits Department—	
Government guaranteed loans	4
Other loans	4¼
Mortgage Bank Department Loans	5
Industrial Finance Department—	
Term loans	6*
Commonwealth Savings Bank—	
Loans to Local Government Authorities	5⅜–5½
Credit Foncier Housing Loans	5
Commonwealth Trading Bank—	
Overdraft—General (Maximum Rate)	6*
Local Government Authorities	5
Other Trading Banks—Overdraft (Maximum Rate)	6*
Life Assurance Companies—Loans on own policies	6
Commonwealth Loans—Long Term	5
Fixed Deposits with Trading Banks—	
Three months	2¼
Six months	2½
Twelve months	2¾
Twenty-four months	3½
Savings Banks—	
Deposits of Individuals—	
On first £1,000	2¾
On amount in excess of £1,000 but not exceeding £1,500	1½
Deposits of Friendly and Other Society Accounts—	
On first £2,000	2¾
On amounts in excess of £2,000	1½

* This is the maximum rate. Average rate on all advances should not exceed 5½ per cent.

D. Two of the banks which have branches or agencies operating in the Territory are registered in Australia and one in London. These banks do not show separately in their published accounts details of business relating to the Territory of New Guinea. Nevertheless, total deposits and advances of cheque-paying banks and deposits of savings banks in the Territory are now available and these are shown in Section 2 of Part VI of this report.

E. Information is not available regarding the number of loans made and the classification of loans according to the purposes for which they were made.

APPENDIX VII.

COMMERCE AND TRADE.

NOTE.—Detailed information on the Territory's oversea trade (including countries of origin and destination of imports and exports respectively) is now available in a yearly bulletin—" Oversea Trade "—published by the Administration of the Territory of Papua and New Guinea. Copies of this bulletin for the year ended 30th June, 1958, have been supplied to the Trusteeship Council.

1. VALUE OF OVERSEA TRADE DURING THE YEARS 1953–54 TO 1957–58.

NOTE.—Original figures for years prior to 1955–56 have been revised, all figures stated hereunder being on the basis of value f.o.b.

	1953–54.	1954–55.	1955–56.	1956–57.	1957–58.
	£	£	£	£	£
Imports—					
Private	7,718,965	8,125,902	(a)	(a)	(a)
Government	867,059	1,451,186	(a)	(a)	(a)
Total Imports	8,586,024	9,577,088	10,280,029	10,918,981	11,452,012
Exports—					
New Guinea Produce (excluding gold)	8,124,592	8,249,844	8,156,167	8,323,177	7,964,086
Gold	1,409,480	1,339,473	1,064,279	1,225,447	851,506
Items not of New Guinea Origin	510,322	471,324	665,177	763,868	812,456
Total Exports	10,044,394	10,060,641	9,885,623	10,312,492	9,628,048
Total Trade	18,630,418	19,637,729	20,165,652	21,231,473	21,080,060

(a) Not separately recorded.

2. IMPORTS DURING THE YEARS 1953–54 TO 1957–58: VALUE BY SECTIONS (S.I.T.C.)

Section.	1953–54.	1954–55.	1955–56.	1956–57.	1957–58.
	£	£	£	£	£
Section 0.—Food	2,460,265	2,748,030	2,511,797	2,824,049	2,941,556
Section 1.—Beverages and Tobacco	599,206	605,629	636,028	683,135	692,963
Section 2.—Crude Materials—Inedible except fuels	115,518	199,095	97,352	63,397	46,641
Section 3.—Mineral fuels, Lubricants and Related Materials	456,140	536,475	538,684	576,746	694,741
Section 4.—Animal and Vegetable Oils and Fats ..	13,109	14,888	6,892	7,762	10,958
Section 5.—Chemicals	389,441	584,850	836,020	869,241	790,976
Section 6.—Manufactured Goods, classified chiefly by Material	1,809,010	2,034,660	2,385,712	2,389,879	2,552,544
Section 7.—Machinery and Transport Equipment	1,830,632	1,825,940	1,963,539	1,999,210	2,169,954
Section 8.—Miscellaneous Manufactured Articles..	834,843	955,372	1,032,201	1,168,098	1,247,226
Section 9.—Miscellaneous Transactions and Commodities N.E.S.	77,860	72,149	271,804	337,464	304,453
Total	8,586,024	9,577,088	10,280,029	10,918,981	11,452,012

APPENDIX VII.—*continued.*

3. IMPORTS DURING THE YEAR ENDED 30TH JUNE, 1958, BY COUNTRIES OF ORIGIN.*

Country.	Value.
	£
Australia	7,051,240
United Kingdom	766,091
Canada	6,996
Ceylon	43,043
Hong Kong	482,085
India, Republic of	145,865
New Zealand	4,989
Singapore	1,344
South Africa, Union of	41,256
Other Commonwealth	7,998
Austria	2,034
Belgium	10,567
China	688
Czechoslovakia	7,550
Denmark	83,511
France	34,930
Germany, Eastern	35,331
Germany, Federal Republic of	245,260
Indonesia	632,274
Italy	18,270
Japan	790,436
Netherlands	57,272
Norway	3,686
Spain	1,079
Sweden	28,371
Switzerland	19,697
Union of Soviet Socialist Republics	753
United States of America	790,151
Other	26,059
Unspecified	113,186
Total all countries	11,452,012

* Country of Origin denotes Country of Manufacture.

APPENDIX VII.—*continued.*

4. EXPORTS DURING THE YEAR ENDED 30TH JUNE, 1958: QUANTITY, VALUE AND DESTINATIONS BY ITEMS.

S.I.T.C. Item.	Commodity.	Unit of Quantity.	Quantity.	Value.	Destination.	Quantity.	Value.
	New Guinea Produce.			£			£
031020	Beche-de-mer	lb.	21,925	3,631	Australia	3,103	748
					Hong Kong ..	18,822	2,883
051071	Coconuts, whole ..	cwt.	7,791	9,665	Australia	..	..
051079	Nuts, edible, n.e.s. ..	cwt.	4,044	34,758	Australia	..	..
053044	Passionfruit juice ..	lb.	379,901	72,411	Australia	..	..
071010	Coffee beans	lb.	848,961	222,794	Australia	843,711	221,489
					United Kingdom ..	5,210	1,303
					British Solomon Islands Protectorate	40	2
072010	Cocoa beans	lb.	5,698,682	814,633	Australia	2,730,754	389,171
					United Kingdom ..	2,534,045	360,962
					British Solomon Islands Protectorate	646	17
					Germany, Federal Republic of	131,966	22,709
					Japan	273,014	37,585
					United States of America	28,257	4,189
081030	Copra Oil cake and meal..	cwt.	174,104	176,506	Australia	157,245	162,626
					Germany, Federal Republic of	16,859	13,880
211091	Crocodile skins ..	..	..	34,117	Australia	..	27,407
					Singapore	..	5,004
					Japan	..	1,706
221010	Peanuts	cwt.	14,263	103,388	Australia	..	..
221020	Copra	cwt.	1,171,950	3,673,687	Australia	470,132	1,492,020
					United Kingdom ..	679,818	2,112,136
					Japan	22,000	69,531
242030	Timber, Logs, non-conifer	sup. ft.	1,015,412	24,767	Australia	977,208	22,654
					Japan	24,361	1,026
					United States of America	13,843	1,087
243021	Conifer veneer flitches ..	sup. ft.	725,663	43,373	Australia	..	..
243029	Conifer timber, n.e.s. ..	sup. ft.	1,639,991	127,468	Australia	..	..
243030	Non-conifer lumber, n.e.s.	sup. ft.	646,196	39,639	Australia	644,686	39,546
					British Solomon Islands Protectorate	680	38
					United States of America	830	55
262010	Sheep's and Lamb's Wool, greasy	lb.	2,264	943	Australia	..	..
265900	Vegetable fibres, n.e.s. ..	..	..	3,411	Australia	..	..
291011	Shell, green snail ..	cwt.	482	8,481	Australia	306	4,925
					Germany, Federal Republic of	146	2,977
					Japan	30	579
291012	Shell, mother-of-pearl ..	cwt.	74	935	Australia	..	..
291014	Shell, trochus	cwt.	6,095	59,044	Australia	4,093	22,501
					Hong Kong ..	385	5,937
					France	100	1,672
					Japan	1,517	28,934

APPENDIX VII.—*continued.*

4. EXPORTS DURING THE YEAR ENDED 30TH JUNE, 1958: QUANTITY, VALUE AND DESTINATIONS BY ITEMS—*continued.*

S.I.T.C. Item.	Commodity.	Unit of Quantity.	Quantity.	Value.	Destination.	Quantity.	Value.
	NEW GUINEA PRODUCE—*continued.*			£			£
412070	Coconut (Copra) Oil ..	ton	14,802	1,472,997	United Kingdom ..	12,287	1,208,429
					Canada	2,515	264,568
631010	Veneer Sheets	sq. ft. (x $\frac{1}{16}$ inch)	825,810	6,649	Australia	..	..
631020	Plywood	sq. ft. (x $\frac{3}{16}$ inch)	26,492,054	1,023,365	Australia	24,018,859	947,055
					Fiji	10,800	324
					United States of America	2,462,665	75,986
941010	Gold (unrefined) ..	..	..	851,506	Australia	..	..
	Other produce			7,424	Various Countries ..	..	..
	Total New Guinea Produce ..	..	..	8,815,592			
	Total Re-exports ..	..	..	812,456			
	Total Exports ..	..	..	9,628,048			

5. DIRECTION OF EXPORTS DURING THE YEAR ENDED 30TH JUNE, 1958.

Country.	Value.		
	New Guinea Produce.	Re-exports.	Total.
	£	£	£
Australia	4,587,462	368,725	4,956,187
United Kingdom	3,682,885	4,015	3,686,900
Canada	264,653	..	264,653
Hong Kong	8,830	22,365	31,195
New Zealand	1	1,209	1,210
Singapore	5,004	2,444	7,448
Other Commonwealth	3,476	48,402	51,878
France	1,676	2	1,678
Germany, Federal Republic of	39,636	2,070	41,706
Japan	139,361	328,639	468,000
Netherlands	26	6,034	6,060
Switzerland	..	6,144	6,144
United States of America	82,510	5,347	87,857
Other	72	16,672	16,744
Unspecified	..	388	388
Total	8,815,592	812,456	9,628,048

APPENDIX VII.—*continued.*

6. Particulars of Registered Companies Operating in the Territory at 30th June, 1958.

Category.	Incorporated as Local Companies.		Registered as Foreign Companies.	
	Number.	Capital.	Number.	Capital.
		£		£
Commercial	136	10,961,000	27	38,228,884
Plantation	97	6,963,000	15	5,883,000
Air Line	7	910,000	1	15,000,000
Mining and Oil	6	775,000	11	34,441,813 (*a*) $6,000,000
Insurance	1	50,000	29	55,492,795 (*b*) $10,000,000
Banking	..	..	4	55,060,000
Association not for gain	12	200	11	100
Total	259	19,659,200	98	204,106,592 (*a*) $6,000,000 (*b*) $10,000,000

(*a*) Canada. (*b*) Hong Kong.

7. Particulars of Companies Registered in the Territory from 1st July, 1957, to 30th June, 1958.

Category.	Registered.		Increase Capital.		De-registered and Decrease Capital.	
	Number.	Nominal Capital.	Number.	Amount.	Number.	Nominal Capital.
Local Companies.						
		£		£		£
Commercial	22	1,007,000	..	..	(*a*) 2	115,000
Plantation	14	1,085,000	2	430,000	(*a*) 3	80,000
Air Line	..	..	..	..	..	..
Mining and Oil	1	20,000	..	..	..	..
Insurance	..	..	..	..	..	..
Banking	..	..	..	..	..	..
Association not for gain	2	50	..	..	..	..
Total	39	2,112,050	2	430,000	5	195,000
Foreign Companies.						
Commercial	6	5,262,000	2	440,000	(*a*) 1	1,000,000
Plantation	..	..	1	350,000	(*b*) 1	52,000
Air Line	..	..	..	..	..	..
Mining and Oil	4	1,120,000	1	1,000,000	(*a*) 1	250,000
Insurance	1	5,750,000	2	1,575,000	..	..
Banking	..	..	..	..	..	..
Association not for gain	2	..	..	..	..	..
Total	13	12,132,000	6	3,365,000	3	1,302,000

(*a*) De-registered. (*b*) Decrease of capital.

APPENDIX VII.—*continued.*

8. PARTICULARS OF REGISTERED COMPANIES OPERATING IN THE TERRITORY AT 30TH JUNE, 1954, 1955, 1956, 1957 AND 1958.

—	1954.	1955.	1956.	1957.	1958.
Number of Local Companies ..	133	165	185	225	259
Nominal Capital of Local Companies ..	£11,041,500	£12,422,000	£13,781,900	£17,312,150	£19,659,200
Number of Foreign Companies ..	68	79	85	87	98
Nominal Capital of Foreign Companies..	£117,283,488	£137,488,167	£173,663,167	(*a*) £189,911,592	£204,106,592
	$6,000,000	$6,000,000	$6,000,000	$6,000,000	(*b*) $6,000,000
	..	$10,000,000	$10,000,000	$10,000,000	(*c*) $10,000,000

(*a*) Revised. (*b*) Canada. (*c*) Hong Kong.

APPENDIX VIII.

AGRICULTURE.

1. LAND TENURE AT 30TH JUNE, 1958.

Tenure.	Acres.	Acres.	Acres.
Total area of New Guinea	..	..	59,520,000
Freehold Land owned by non-indigenous persons	..	518,485	..
Administration Land—			
(*a*) Leases under Land Ordinance	* 311,247	..	..
(*b*) Native reserves	26,936	..	..
(*c*) Other (including land reserved for public purposes and land available for leasing)	540,509	..	..
		878,692	..
			1,397,177
Unalienated Land	..	..	58,122,823

* Includes 2,072 acres leased to indigenous persons.

2. LAND HELD UNDER LEASE AT 30TH JUNE, 1958.

Class of Lease.	Number of Leases.	Area in Acres.
Agricultural	765	211,137
Dairying	6	1,300
Pastoral	16	85,637
Residence and business	2,127	1,529
Special	202	4,811
Mission	644	2,318
Long period leases from the German régime	104	4,515
Total	3,864	311,247

APPENDIX VIII.—*continued.*

3. LEASES GRANTED DURING 1957–58 BY CLASSES AND DISTRICTS.

(Areas in Acres).

Class of Lease.	Eastern and Western Highlands.		Sepik.		Madang.		Morobe.		New Britain.		New Ireland.		Bougainville.		Manus.		Total.	
	No.	Area.	No.	Area.	No.	Area.	No.	Area.	No.	Area.	No.	Area.	No.	Area.	No.	Area.	No.	Area.
Agricultural	14	3,541	..	..	13	1,032	11	2,118	4	1,187	..	..	1	172	..	..	43	8,050
Pastoral	..	..	..	..	..	..	..	..	..	..	..	..	..	..	..	..	..	..
Residence and Business	21	7	12	4	26	23	36	22	45	17	8	2	..	..	3	2	151	77
Special	7	50	1	1	2	16	8	304	2	2	1	90	1	5	..	..	22	468
Special Leases to Missions ..	3	93	2	185	..	..	..	..	..	..	..	..	..	..	..	..	5	278
Mission	2	10	3	13	..	..	3	13	1	1	..	..	..	..	..	..	9	37
Total	47	3,701	18	203	41	1,071	58	2,457	52	1,207	9	92	2	177	3	2	230	(*a*)8,910

(*a*) This figure does not correspond with the difference between total area of leases at 30th June, 1957, and 30th June, 1958, because of lease forfeitures which have taken place during 1957–58.

4. LEASES GRANTED DURING 1957–58 SHOWING ALIENATION TO INDIGENES AND OTHERS.

(Areas in Acres.)

Class of Lease.	Indigenes.		Non-Indigenes.		Companies or Associations.		Required for Administration Purposes.		Missions.		Total.	
	Number.	Area.	Number.	Area.	Number.	Area.	Number.	Area.	Number.	Area.	Number.	Area.
Agriculture	..	..	32	6,211	9	1,539	1	100	1	200	43	8,050
Pastoral	..	..	..	..	..	..	..	..	..	..	..	..
Residence and Business ..	3	1	81	46	15	12	52	18	..	..	151	77
Special	1	14	10	150	8	140	3	164	..	..	22	468
Special Leases to Missions ..	..	..	..	..	..	..	..	..	5	278	5	278
Mission	..	..	..	..	..	..	..	..	9	37	9	37
Total ..	4	15	123	6,407	32	1,691	56	282	15	515	230	8,910

5. HOLDINGS OF ALIENATED LAND, OF 1 ACRE OR MORE, USED FOR AGRICULTURAL OR PASTORAL PURPOSES IN EACH DISTRICT AT 31ST MARCH, 1958.

Owing to the loss by fire of the records on which the table included in previous reports was based, comparable statistics for the year ended 31st March, 1958, are not available.

APPENDIX VIII.—*continued.*

6. PRINCIPAL COMMERCIAL CROPS SHOWING HOLDINGS, AREA UNDER CROP AND PRODUCTION DURING YEAR ENDED 31ST MARCH, 1958.

(i) *Non-Indigenous Operators.*

Owing to the loss by fire of the records on which the table included in previous reports was based, comparable statistics for the year ended 31st March, 1958, are not available.

(ii) *Indigenous Operators.*

Permanent Plantation and other Cash Crops—

Cacao	At 30th June, 1958, registered indigenous cacao growers numbered 2,913 and were estimated to have an area of approximately 10,000 acres mainly in the Gazelle Peninsula region of the New Britain District. Indigenous growers are estimated to have produced approximately 700 tons of cacao beans during the year.
Coffee	The main concentration of commercial cropping by indigenous growers are in the Goroka, Aiyura and Finschhafen areas with new developments in the Sepik, Western Highlands, New Ireland and Morobe Districts. Estimated production during 1957–58 was 100 tons. Total area being developed by growers at the end of the year was estimated at 4,100 acres.
Copra	Approximately 16,000 tons of copra are estimated to have been produced during the year by indigenous growers.
Peanuts	Indigenous growers produced from an area of 1,200 acres about 500 tons of peanuts, the major portion of which was sold locally.
Rice	Estimated production for the year, including local consumption, was some 750 tons of paddy produced from about 1,000 acres planted to crop.
Passionfruit	Production for the year was estimated at approximately 535 tons.
Truck crops—(mainly indigenous root crops)	Approximately 12,000 tons were sold commercially during the year.

APPENDIX IX.

LIVESTOCK.

Owing to the loss by fire of the records on which the table included in previous reports was based, comparable statistics for the year ended 31st March, 1958, are not available.

APPENDIX X.

FISHERIES.

No statistics are available regarding the quantity and value of fish and shell-fish caught, the whole of which is consumed locally. Trochus and other shell are exported, the quantities and values of exports for the last five years being—

	1953–54.	1954–55.	1955–56.	1956–57.	1957–58.
Shell, Green Snail—					
Tons	203.0	177.0	178.0	104.2	24.1
Value	£39,310	£46,048	£72,819	£45,807	£8,481
Shell, Trochus—					
Tons	547.0	521.0	481.0	345.1	304.7
Value	£131,011	£172,908	£230,200	£174,519	£59,044
Shell, Other—					
Value	..	£9	(*a*) £563	£591	£1,033

(*a*) Includes re-exports of 4 cwt. of mother-of-pearl shell valued at £311.

APPENDIX XI.

FORESTS.

1. Classification of Forest Areas.

Particulars.	Area.	Remarks.
	Acres.	
1. Reservations—		
(*a*) Territorial Forests	25,000	1. Dedication of forest areas is proceeding as detailed surveys are completed
(*b*) Timber Reserves	..	
2. Other Administration land—		
(*c*) Purchased for forestry purposes	95,719	2. (*c*) This area will vary from year to year as areas are dedicated and others acquired
(*d*) Timber Rights Purchases ..	369,807	(*d*) Area will vary as rights expire and new rights are acquired
(*e*) Land under Permits and Licences not elsewhere included	2,315	(*e*) Includes permits and licences granted over land being cleared for agricultural development
	492,841	
3. Total estimated forest area	42,000,000	3. It is estimated that 70 per cent. of the total area of the Territory is forested. The assessment of productive forest potential is proceeding with the resumption of work on interpretation of data obtained during the war from extensive air surveys of resources.

2. Silviculture : Operations to 30th June, 1956, 1957 and 1958.

Particulars.	30th June, 1956.(*a*)	30th June, 1957.(*a*)	30th June, 1958.
	Acres.	Acres.	Acres.
Area improved or regenerated	200	200	520
Area of plantations established—			
Araucaria sp.	1,355	1,891	2,731
Teak (*b*)	348	511	619
Kamarere	330	361	376
Miscellaneous	87	134	147
Total Plantations	2,120	2,897	3,873

(*a*) Revised figures—resulting from a resurvey of plantations, including roads and compounds within the planted areas. (*b*) Includes 62 acres of teak with some kamarere interplanted.

3. Areas under Exploitation.

District.	Private.				Administration.				Total Area.
	Permits.		Licences.		Department of Forests.		Other Administration Departments.		
	No.	Area.	No.	Area.	No.	Area.	No.	Area.	
		Acres.		Acres.		Acres.		Acres.	Acres.
Morobe	6	67,596	4	17,126	1	12,300	..	..	97,022
Eastern Highlands	2	2,570	1	13	..	..	..	..	2,583
Western Highlands	1	1,000	1	100	..	..	1	85	1,185
Sepik	3	59,489	..	..	..	..	..	..	59,489
New Britain	3	37,700	..	..	1	55,810	..	..	93,510
Total	15	168,355	6	17,239	2	68,110	1	85	253,789

APPENDIX XI.—*continued.*

4. ANNUAL TIMBER YIELD FOR YEARS 1953–54 TO 1957–58.

Estimated logs harvested for conversion locally or for export under authorization of the Forestry Ordinance.(*a*)

Species.	1953–54.	1954–55.	1955–56.	1956–57.(*b*)	1957–58.
	Super. feet.	Super. feet.	Super. feet.	Super. feet.	Super. feet.
Hardwood	12,501,164	17,548,839	21,954,555	21,312,827	23,876,573
Softwood	14,671,241	25,333,157	24,854,423	21,847,292	19,985,064
Total	27,172,405	42,881,996	46,808,978	43,160,119	43,861,637

(*a*) Commercial harvest only—excludes logs harvested from private freehold land. (*b*) Revised.

5. NUMBER OF PERSONS EMPLOYED IN SAWMILLING AND RELATED FORESTRY ACTIVITIES AT 30TH JUNE, 1957 AND 1958.

District.	30th June, 1957.				30th June, 1958.			
	European.	Other Non-indigenous.	Indigenous.	Total.	European.	Other Non-indigenous.	Indigenous.	Total.
Western Highlands ..	2	..	11	13	2	..	62	64
Eastern Highlands ..	7	..	78	85	6	..	128	134
Sepik	..	..	..	..	9	1	182	192
Madang	15	1	264	280	7	..	73	80
Morobe	215	1	770	986	219	2	967	1,188
New Britain	81	16	711	808	43	21	410	474
Total	320	18	1,834	2,172	286	24	1,822	2,132

6. SAWN TIMBER (OR ITS EQUIVALENT) PRODUCTION FOR YEARS 1953–54 TO 1957–58.(*a*)

Estimated production from logs harvested under authorization of the Forestry Ordinance.

Species.	1953–54.	1954–55.(*b*)	1955–56.(*b*)	1956–57.(*b*)	1957–58.
	Super. feet.	Super. feet.	Super. feet.	Super. feet.	Super. feet.
Hardwood	5,264,868	6,312,600	8,191,260	7,883,000	9,601,620
Softwood	8,802,720	6,799,800	7,712,400	5,908,200	4,791,000
Total	14,067,588	13,112,400	15,903,660	13,791,200	14,392,620

(*a*) Commercial production only—excludes logs harvested from private freehold land. (*b*) Revised.

APPENDIX XII.

MINERAL RESERVES.

1. Mineral Areas Held at 30th June, 1958.

Section of Population.	Claims—Acres.	Mining Leases.	Total—Acres.
Indigenous	(a) 1,000	..	1,000
	(b) 10,697	4,750	15,447
Total	11,697	4,750	16,447

(a) Estimate only—mostly alluvial creek claims and hydraulic claims not recorded in terms of area. Includes unregistered claims. (b) Includes 10,417 acres held as Dredging or Sluicing Claims.

2. Number of Mines According to Principal Mineral Extracted and Ownership, at 30th June, 1958.

Nationality of Owner or Operator.	Principal Mineral Extracted.	Number of Mines.
Non-Indigenous Mining Incorporated Companies—		
New Guinea Registered	Gold	1
Australian Registered	Gold	5
Canadian Registered	Gold	1
Unincorporated Operators—		
European	Gold	24
Indigenous Mining(a)	Gold	220
		251

(a) Approximately 3,000 indigenes are estimated to have been engaged in these operations at the end of the year.

3. Mint Returns of Actual Quantity and Value of Minerals Produced 1953–54 to 1957–58.

Year.	Gold.		Platinum.		Silver.		Iridium.	
	Fine oz.	Value.	Fine oz.	Value.	Fine oz.	Value.	Fine oz.	Value.
		£		£		£		£
1953–54	90,857	1,409,480	6.31	219	50,946	18,402	..	..
1954–55	85,726	1,339,473	8.66	293	46,922	17,590	0.04	2
1955–56(a)	71,519	1,117,483	7.71	292	42,950	17,169	..	..
1956–57	78,856	1,232,128	10.65	419	41,354	16,219	..	..
1957–58	49,859	779,043	31.20	855	30,285	11,679	..	..

(a) In addition 7 tons of copper ore (Value £255) was produced.

APPENDIX XII.—*continued.*

4. EXCLUSIVE PROSPECTING LICENCES AND OIL PROSPECTING PERMITS (*a*) HELD AT 30TH JUNE, 1958.

Mineral.	No. of Licences, &c.	Area.
Gold	5	5,960 acres
Oil	1 (*b*)	1,650 square miles

(*a*) Exclusive rights to prospect for petroleum in specified areas. (*b*) Expired on 30th June, 1958.

5. NUMBER OF WORKERS EMPLOYED IN THE MINING INDUSTRY—DAILY WORKING AVERAGE—1956–57 AND 1957–58.

Type of Mining.	1956–57.			1957–58.		
	European.	Indigenous.	Total.	European.	Indigenous.	Total.
Underground	27	372	399	7	50	57
Surface	73	(*a*) 2,274	2,347	70	(*b*) 4,139	4,209
Total	100	2,646	2,746	77	4,189	4,266

(*a*) Includes estimated 1,400 indigenes working on own account. (*b*) Includes estimated 3,000 indigenes working on own account.

APPENDIX XIII.

INDUSTRIAL PRODUCTION.

1. Summary of Manufacturing Industry: Year Ended 30th June, 1958.

Note.—The figures hereunder relate to factory establishments in which four or more persons are employed or where power other than manual is used in any manufacturing process, but exclude particulars of electricity generating stations, repair workshops operated solely for the purpose of servicing operators' own plant and equipment, and elementary processing of primary products carried out at the farm or mine. All the associated statistical records and 1957 returns of this collection were destroyed by fire in November, 1957. The figures quoted below are preliminary and not necessarily comparable with those published in previous years.

Particulars.	Industrial Metals Machines, &c.(a)	Food and and Drink.	Sawmills and Joinery.(b)	Other Manufacturing. (a)	Total.(a)
Number of Factories	18	20	27	5	70
Employment at end of year—					
Europeans—					
Males	53	25	218	24	320
Females	6	7	18	5	36
Persons	59	32	236	29	356
Other Non-indigenous—					
Males	39	10	23	15	87
Females	2	6	..	..	8
Persons	41	16	23	15	95
Indigenous—					
Males	187	300	1,215	191	1,893
Females	..	..	13	..	13
Persons	187	300	1,228	191	1,906
Total	287	348	1,487	235	2,357
Salaries and Wages Paid .. .. £'000.	119	66	462	55	702
Value of—					
Materials and Fuel Used .. .. £'000.	138	165	709	1,316	2,328
Output .. .. £'000.	358	330	1,821	1,540	4,049
Production (Value added) .. .. £'000.	220	165	1,112	224	1,721
Land and Buildings (Book Value) .. £'000.	91	165	843	115	1,214
Plant and Machinery (Book Value) .. £'000.	80	90	1,172	227	1,569

(a) See head note. (b) Includes plywood and veneer milling but excludes furniture.

2. Generation of Electric Energy: Installed Capacity and Production.

Capacity and Production.	1955.	1956.	1957.
Installed Capacity—	1,000 kW.	1,000 kW.	1,000 kW.
Hydro-electric	5.60	5.60	5.60
Thermo-electric	2.71	2.86	3.15
Total	8.31	8.46	8.75
Production—	Million kWh.	Million kWh.	Million kWh.
Hydro-electric	31.71	28.72	25.67
Thermo-electric	5.33	6.46	11.61
Total	37.04	35.18	37.28

APPENDIX XIV.

CO-OPERATIVES.

1. Details of Co-operative Societies for Each of the Years ended 31st March, 1954 to 1958.

(a) Primary Organizations.

Year.	Societies.	Members.	Capital.	Turnover.			
				Store.	Copra.	Other.	Total.
			£	£	£	£	£
1953–54	74	35,516	136,150	61,636	235,818	13,147	310,601
1954–55	83	34,038	160,026	181,475	256,291	38,171	475,937
1955–56	96	38,762	186,478	165,563	216,025	68,082	449,670
1956–57	97	42,096	197,128	194,477	234,026	74,125	502,628
1957–58	102	39,599	227,572	144,735	180,888	48,986	374,609

*(b) Secondary Organizations.**

Year.	Associations.	Member Societies.	Total Capital.	Store Turnover.
			£	£
1953–54	4	65	62,901	49,472
1954–55	5	69	94,987	152,282
1955–56	5	76	101,789	167,400
1956–57	5	74	104,755	197,710
1957–58	5	75	111,847	145,869

* Associations operating as procurement and marketing agencies for member societies.

2. Co-operative Societies Showing Members, Capital and Turnover for Year Ended 31st March, 1958.

Type.	No. of Societies.	Total Membership.	Total Capital.	Total Turnover.				Rebates to Members.	Total Fixed Assets.
				Store.	Copra.	Other.	Total.		
			£	£	£	£	£	£	£
Primary Organization, viz.:—									
Consumer	3	1,757	8,785	5,374	..	..	5,374	..	1,825
Producer	38	12,472	63,917	..	33,753	22,038	55,791	..	12,762
Dual-purpose..	61	25,370	154,870	139,361	147,135	26,948	313,444	22,896	21,737
	102	39,599	227,572	144,735	180,888	48,986	374,609	22,896	36,324
*Secondary Organization, viz.:—									
Associations of Societies ..	5	75†	111,847	..	..	..	145,869	2,057	59,064

* Associations operating as procurement and marketing agencies for members societies. † Societies.

APPENDIX XIV.—*continued.*

3. PRIMARY ORGANIZATIONS: ACTIVITY IN EACH DISTRICT DURING YEAR ENDED 31ST MARCH, 1958.

District.	Societies.	Members.	Capital.	Turnover.				Fixed Assets.
				Store.	Copra.	Other.	Total.	
			£	£	£	£	£	£
Sepik	8	5,404	27,706	..	5,972	17,753	23,725	9,183
Madang	21	7,900	47,076	23,992	25,742	10,354	60,088	7,445
New Britain	23	9,596	50,104	40,735	44,059	2,552	87,346	10,322
New Ireland	25	10,081	60,965	30,066	81,454	7,794	119,314	5,617
Bougainville	13	2,611	13,342	17,284	13,124	1,103	31,511	2,027
Manus..	12	4,007	28,379	32,658	10,537	9,430	52,625	1,730
Total	102	39,599	227,572	144,735	180,888	48,986	374,609	36,324

4. SECONDARY ORGANIZATIONS: ACTIVITY IN EACH DISTRICT DURING YEAR ENDED 31ST MARCH, 1958.

District.	Associations.	Member Societies.	Capital.	Turnover.	Fixed Assets.
	No.	No.	£	£	£
Madang	1	15	24,300	25,838	15,479
New Britain	1	15	25,221	31,445	8,687
New Ireland	1	21	41,371	65,551	30,535
Bougainville	1	12	6,879	7,489	1,600
Manus	1	12	14,076	15,546	2,763
Total	5	75	111,847	145,869	59,064

APPENDIX XV.

TRANSPORT AND COMMUNICATIONS.

1. Postal Articles Handled During the Years ended 30th June 1956, 1957 and 1958.

Type of Article.	Number Handled.		
	1955–56.	1956–57.	1957–58.
Letters	4,173,443	4,299,128	5,231,881
Periodicals, &c.	1,191,428	1,148,516	1,233,977
Parcels	91,295	87,655	102,580
Registered Articles	82,950	79,040	87,853
Total	5,539,116	5,614,339	6,656,291

2. Money Order Transactions During the Years Ended 30th June, 1956, 1957 and 1958.

Particulars.	1955–56.		1956–57.		1957–58.	
	No.	Value.	No.	Value.	No.	Value.
		£		£		£
Issued	6,029	147,149	5,893	177,939	6,948	166,333
Paid	2,205	116,373	2,264	118,980	2,417	122,738

3. Telephone Services at 30th June, 1956, 1957 and 1958.

Particulars.	1955–56.	1956–57.	1957–58.
Exchanges	10	10	11
Mileage of conductors (single wire)—			
Underground	3,805	4,337	5,002
Aerial	1,395	1,402	777
Total	5,200	5,739	5,779
Lines connected	1,248	1,367	1,593
Instruments connected	1,741	1,833	2,166
Number of subscribers	1,291	1,372	1,589

APPENDIX XV.—*continued.*

4. TELEPHONE SERVICES: DETAILS OF TYPE OF SERVICE AT 30TH JUNE, 1958.

Telephone Exchange Location.	Length of Single Wire (Miles).		Number of Subscribers.	Apparatus.		
	Underground Cable.	Aerial.		Exchange Apparatus.	No. of Lines Connected.	No. of Instruments Connected.
Bulolo(*a*)	...	..	2	3 line Mag.	3	4
Finschhafen	..	18.86	10	10 line Mag.	8	10
Goroka	108.20	49.26	100	100 line Mag.	96	111
Kavieng	16.00	35.00	67	70/100 line Mag.	67	80
Kokopo	13.30	43.30	34	50/100 line Mag.	34	41
Lae	1,908.3	236.17	404	600/2000 Auto	412	580
Madang	322.00	201.40	205	200 line Mag.	204	289
Rabaul	2,208.2	78.10	539	600/2000 Auto	544	782
Toleap	..	36.00	15	20 line Mag.	12	21
Wau	184.80	51.41	125	150/200 line Mag.	125	137
Wewak	241.30	27.50	88	100 line Mag.	88	111
Total	5,002.1	777	1,589	..	1,593	2,166

(*a*) In addition, Bulolo has a private exchange for 120 telephones.

5. TELEGRAPH SERVICES: NUMBER OF TELEGRAPH STATIONS AND MESSAGES HANDLED DURING THE YEARS ENDED 30TH JUNE, 1956, 1957 AND 1958.

Particulars.	1955–56.	1956–57.	1957–58.
Stations—Number	167	172	174
Messages handled—Number	313,433	404,203	416,735

7. EXTERNAL AND INTERNAL AIR AND AIR MAIL SERVICES AS AT 30TH JUNE, 1958.

Operator.	Route.	Frequency of Service.	Aircraft Type.
International Services—			
Qantas Empire Airways Ltd.	Lae–Finschhafen–Rabaul–Buka–Munda–Yandina–Honiara	Once weekly	DC 3
	Lae–Madang–Wewak–Hollandia	One return trip fortnightly ..	DC 3
	Honiara–Yandina–Munda–Buka–Rabaul–Lae	Once weekly	DC 3
Intra-Territorial Services—			
Qantas Empire Airways Ltd.	Lae–Finschhafen–Rabaul ..	Thrice weekly	DC 3
	Rabaul–Finschhafen–Lae ..	Once weekly	DC 3
	Lae–Madang–Wewak–Momote–Kavieng–Rabaul	Once weekly	DC 3
	Lae–Bulolo–Wau	Twice weekly	Beaver
	Wau–Lae	Twice weekly	Beaver
	Madang–Goroka	One return trip weekly ..	DC 3
	Lae–Bulolo–Wau	Twice weekly	DC 3

TERRITORY OF PAPUA AND NEW GUINEA

SHOWING

AIRPORTS, AIRFIELDS AND AIR SERVICES

- Airports
- Airfields
- Alighting Areas
- Air Routes - Intra - Territorial Services
- Air Routes - International Services
- Air Routes - Services to Points outside Territory

SCALE OF MILES 0 50 100 150 200

SOUTH PACIFIC OCEAN

BISMARCK ARCHIPELAGO

NEW GUINEA

BISMARCK SEA

GULF OF PAPUA

CORAL SEA

SOLOMON SEA

NEW BRITAIN

NEW IRELAND

BOUGAINVILLE I

SOLOMON ISLANDS

D'ENTRECASTEAUX ISLANDS

LOUISIADE ARCHIPELAGO

PAPUA

Seeadler Harbour, MANUS I, Momote, Kavieng, Hollandia, Vanimo, Sissano, Aitape, Tadji, Yakamul, Ulau, Sulan, Yamil, Warrebung, Dagua, Kairiru, Wurtul, Wewak, Terebu, Turingki, Nimpo, Lumi, Nuku, Seim, Romai, Dreikikir, Maprik, Kunchinga, Yangoru, Biwat, Green River, Ambunti, Timbunke, Maramba, Angoram, Marienberg, Awar, Kelaua, Kambot, Kar Kar, Josephstaal, Annanberg, Alome, Eliptamin, Telefomin, Par, Kompiam, Madang, Laiagam, Wabag, Wapenamanda, Baiyer River, Faita, Pumakos, Banz, Bundi, Mt Hagen, Tari, Tambul, Mendi, Moro, Lake Kutubu, Pabarabuk, Ialibu, Minj, Kup, Chimbu, Goroka, Kainantu, Arona, Tarabo, Karamka, Dumpu, Gusap, Wasu, Wantoat, Saidor, Nadzab, Bcana, Lae, Finschhafen, Tsili Tsili, Bulolo, Wau, Garaina, Sila, Malalaua, Kerema, Tapini, Waitape, Popondetta, Kokoda, Embi, Rogers, Aroa, Bereina, Yule I, Kairuku, Daugo I, PORT MORESBY, Safia, Wanigela, Losuia, Kiriwina, Esa-ala, Wedau, Gurney, Baibara, Samarai, Cape Rodney, Abau, Deboyne Lagoon, Rabaul, Kokopo, Talasea, Jacquinot Bay, Moewe Harbour, Lindenhafen, Buka Passage, Sohano, Teopasino, Kieta, Tonolei Harbour, Barakoma, Renard, Honiara, Lake Murray, Barikewa, Era River, Komewu, Victory Junction, Menyamya, Omati River, Baimuru, Kikori, Wana, Bamu River, Balimo, Daru, Eravo, Lake Kutubu, Nomane, Gorora, Rinjebo, Karamka, To Cairns, To Townsville, To Brisbane, QUEENSLAND

141° 144° 147° 150° 153° 156° 159° 0° 3° 6° 9° 12°

Drawn by Division of National Mapping, Department of National Development, Canberra, A.C.T. 1959

NMP/59/052

APPENDIX XV.—*continued.*

7. EXTERNAL AND INTERNAL AIR AND AIR MAIL SERVICES AS AT 30TH JUNE, 1958—*continued.*

Operator.	Route.	Frequency of Service.	Aircraft Type.
Intra-Territorial Services—			
Qantas Empire Airways Ltd. —*continued.*	Bulolo–Lae	Twice weekly	DC 3
	Lae–Finschhafen–Rabaul–Kavieng – Momote	One return trip fortnightly	DC 3
	Rabaul–Buka– Teopasino– Kieta–Tonolei Harbour	One return trip fortnightly	Catalina
	Lae– Madang– Awar– Wewak–Momote–Kavieng–Rabaul	Once weekly	DC 3
	Rabaul – Kavieng – Momote – Wewak–Madang–Lae	Once weekly	DC 3
	Rabaul–Madang–Lae	Once weekly	DC 3
	Rabaul–Lae	Once weekly	DC 3
	Madang–Goroka	One return trip weekly	DC 3
	Madang–Lae	Two return trips weekly	DC 3
	Lae–Kainantu–Goroka–Nondugl–Banz– Minj– Mount Hagen–Baiyer River–Wapenamanda	One return trip weekly and dependent on loads as required	Beaver
	Lae– Nadzab– Arona– Gusap–Aiyura–Rintebe–Goroka–Kainantu	One return trip weekly and dependent on loads as required	Beaver
Mandated Airlines Ltd.	Lae– Goroka– Madang– Wewak–Madang–Rabaul	One return trip weekly	DC3
	Lae– Goroka– Madang– Wewak–Momote–Kavieng–Rabaul	Two return trips weekly	DC 3
Territory Airlines Ltd.	Goroka–Lae	Two return trips weekly	DH 84
Madang Air Services Ltd.	Madang–Bundi–Aiome	One return trip weekly	Cessna
	Madang–Chimbu	One return trip weekly	Cessna
	Madang – Kompiam – Wabag – Laiagam–Aiome	One return trip weekly	Cessna
	Madang–Josephstaal	One return trip weekly	Cessna
	Madang–Chimbu–Saidor–Aiome	One return trip weekly	Cessna
Gibbes Sepik Airways Ltd.	Sepik and Highland Ports	As required	Norseman JU 52
Services to Ports outside Territory—			
Qantas Empire Airways Ltd.	Lae– Port Moresby–Australia	Six return trips weekly	DC 4
	Port Moresby– Goroka– Minj–Banz– Mount Hagen– Madang	Twice weekly	DC 3
	Madang– Banz– Goroka– Port Moresby	Once weekly	DC 3
	Madang– Mount Hagen– Minj–Goroka–Port Moresby	Once weekly	DC 3
	Port Moresby– Moewe Harbour–Talasea– Jacquinot Bay– Rabaul	One return trip fortnightly	Catalina
	Lae– Bulolo– Wau– Port Moresby	Two return trips weekly	DC 3
Carsair Air Services Ltd.	Port Moresby–Wau	Three return trips weekly	Anson, Lockheed
Papuan Air Transport Ltd.	Port Moresby – Mendi – Mount Hagen–Port Moresby	One return trip weekly	Anson
	Port Moresby–Madang	One return trip weekly	Anson
	Port Moresby–Wau	One return trip weekly	Anson
	Port Moresby – Popondetta – Lae–Garaina–Port Moresby	Once fortnightly	Anson
Mandated Airlines Ltd.	Lae–Goroka–Wau–Port Moresby	Three return trips weekly	DC 3

APPENDIX XV.—*continued.*

8. NUMBER OF PASSENGERS, PASSENGER MILES AND FREIGHT TON MILES FLOWN BY AIR SERVICES OPERATING TO OR FROM EXTRA-TERRITORIAL TERMINALS DURING THE YEAR ENDED 30TH JUNE, 1958.

Details.	International Services.			Sydney–Port Moresby–Lae Service.
	Lae–Solomon Islands.	Lae–Hollandia.	Total.	
Route miles	1,475	556	2,031	6,850
Miles flown (thousands)	90	29	119	1,306
Hours flown	603	215	818	7,200
Paying passengers	2,168	1,108	3,276	27,846
Paying passenger miles (thousands)	1,266	327	1,593	35,337
Freight (short tons)	27	14	41	604
Freight ton miles (short tons)	15,271	3,471	18,472	825,137
Mail (short tons)	7	3	10	121
Mail ton miles (short tons)	5,512	771	6,283	181,785

9. SCHEDULE OF AERODROMES AND ALIGHTING AREAS INDICATING CONTROLLING AUTHORITY AND CAPACITY.

Aerodrome.	Controlled by.	Aircraft Capacity.
Aiome	Administration	Light
Aitape	Administration	Light
Aiyura	Administration	Medium
Ambunti	Administration	Light
Angoram	Administration	Light
Annanberg	Private	Light
Arona	Administration	Light
Asoloka	Private	Light
Awar	Department of Civil Aviation	Medium
Balif	Private	Light
Baiyer River	Administration	Medium
Banz	Administration	Medium
Biwat	Private	Light
Boana	Private	Light
Boiken	Private	Light
Bongis	Private	Light
Boru	Private	Light
Buka Passage	Department of Civil Aviation	Medium
Bulolo	Department of Civil Aviation	Medium
Bundi	Administration	Light
Burui	Administration	Light
But	Private	Light
Chambri	Private	Light
Chimbu	Administration	Light
Dagua	Administration	Light
Dirima	Private	Light
Dreikikir	Private	Light
Dumpu	Administration	Light
Eliptamin	Private	Light
Faita	Administration	Light

APPENDIX XV.—*continued.*

9. SCHEDULE OF AERODROMES AND ALIGHTING AREAS INDICATING CONTROLLING AUTHORITY AND CAPACITY—*continued.*

Aerodrome.	Controlled by.	Aircraft Capacity.
Finschhafen	Department of Civil Aviation	Medium
Garaina	Administration	Medium
Goroka	Department of Civil Aviation	Medium
Green River	Administration	Light
Gusap	Administration	Medium
Hayfield	Administration	Light
Josephstaal	Administration	Light
Kainantu	Administration	Medium
Kairiru	Private	Light
Kambot	Private	Light
Kanduanam	Private	Light
Kangia	Private	Light
Karanka	Private	Light
Kar Kar	Administration	Light
Kavieng	Department of Civil Aviation	Medium
Keglsugl	Private	Light
Kelaua	Administration	Light
Kerowagi	Administration	Light
Kinjibi	Private	Light
Koge	Private	Light
Kompiam	Administration	Light
Korigu	Private	Light
Kuli	Private	Light
Kunchingai	Private	Light
Kup	Private	Light
Lae	Department of Civil Aviation	Heavy
Laiagam	Administration	Light
Lumi	Administration	Light
Madang	Department of Civil Aviation	Medium
Mambe	Private	Light
Maprik	Administration	Light
Maramba	Private	Light
Marienberg	Private	Light
Menyamya	Administration	Light
Minj	Department of Civil Aviation	Medium
Momote	Department of Civil Aviation	Medium
Mount Hagen	Administration	Medium
Nadzab	Department of Civil Aviation	Heavy
Nambaiyufa	Private	Light
Nimp	Private	Light
Nomane	Private	Light
Nondugl	Administration	Light
Nuku	Administration	Light
Ogelbeng	Private	Light
Omkalai	Administration	Light
Pabarabuk	Private	Light
Par	Private	Light
Pumakos	Private	Light
Rabaul	Department of Civil Aviation	Medium
Rintebe	Private	Light
Roma	Private	Light
Saidor	Administration	Medium

APPENDIX XV.—*continued.*

9. SCHEDULE OF AERODROMES AND ALIGHTING AREAS INDICATING CONTROLLING AUTHORITY AND CAPACITY—*continued.*

Aerodrome.	Controlled by.	Aircraft Capacity.
Sassoya	Private	Light
Seim	Private	Light
Sissano	Private	Light
Suian	Private	Light
Tadji	Department of Civil Aviation	Medium
Tambul	Private	Light
Tarabo	Private	Light
Taway	Private	Light
Telefomin	Administration	Light
Timbunke	Private	Light
Togoba	Administration	Medium
Torembi	Private	Light
Tremearne	Private	Light
Tring	Private	Light
Tsili Tsili	Administration	Light
Turinghi	Private	Light
Terebu	Private	Light
Ulau	Private	Light
Urimo	Private	Light
Vanimo	Administration	Light
Wabag	Administration	Medium
Wantoat	Administration	Light
Wapenamanda	Administration	Light
Warrabung	Private	Light
Wasu	Administration	Light
Wau	Department of Civil Aviation	Medium
Wewak	Department of Civil Aviation	Medium
Wiurui	Private	Light
Yakamul	Private	Light
Yamil	Private	Light
Yangoru	Administration	Light
Yaramanda	Private	Light
Alighting Areas—		
Finschhafen	Department of Civil Aviation	Medium
Jacquinot Bay	Department of Civil Aviation	Medium
Kieta	Department of Civil Aviation	Medium
Lindenhafen	Department of Civil Aviation	Medium
Madang	Department of Civil Aviation	Medium
Moewe Harbour	Department of Civil Aviation	Medium
Rabaul	Department of Civil Aviation	Medium
Seeadler Harbour	Royal Australian Navy	Medium
Sohano	Department of Civil Aviation	Medium
Talasea	Department of Civil Aviation	Medium
Teopasino	Department of Civil Aviation	Medium
Tonolei Harbour	Department of Civil Aviation	Medium

Legend—

Light Aircraft—up to 10,000 lb. all-up weight.

Medium Aircraft—up to 30,000 lb. all-up weight.

Heavy Aircraft—up to 80,000 lb. all-up weight.

APPENDIX XV.—*continued.*

10. PORT ACTIVITY: VESSELS ENTERED AND CLEARED AT THE PRINCIPAL PORTS DURING THE YEAR ENDED 30TH JUNE, 1958.

Port.	Oversea Vessels.						Coastal Vessels.	Total Vessels.
	From/For, Oversea Direct.		From/For, Oversea via New Guinea Ports.		Total.			
	No.	Net Tons.	No.	Net Tons.	No.	Net Tons.	No.	No.
A. VESSELS ENTERED.								
Rabaul	117	230,908	40	83,027	157	313,935	1,590	1,747
Lae	37	83,946	43	83,523	80	167,469	214	294
Madang	23	13,373	52	104,866	75	118,239	823	898
Kavieng	..	..	36	74,210	36	74,210	313	349
Lorengau	8	33,779	21	49,177	29	82,956	26	55
Wewak	..	..	9	16,331	9	16,331	(*a*)	(*b*) 9
Total ..	185	362,006	201	411,134	386	773,140	2,966	3,352
B. VESSELS CLEARED.								
Rabaul	100	196,054	55	114,195	155	310,249	1,612	1,767
Lae	54	107,566	24	56,324	78	163,890	209	287
Madang	21	18,242	54	99,997	75	118,239	828	903
Kavieng	..	..	36	74,210	36	74,210	312	348
Lorengau	8	33,779	21	49,177	29	82,956	25	54
Wewak	..	..	9	16,331	9	16,331	(*a*)	(*b*) 9
Total ..	183	355,641	199	410,234	382	765,875	2,986	3,368

(*a*) Not available (*b*) Excluding coastal vessels.

11. NATIONALITY OF OVERSEA VESSELS ENTERED AND CLEARED NEW GUINEA PORTS DURING THE YEAR ENDED 30TH JUNE, 1958.

Nationality.	Vessels Entered.		Vessels Cleared.	
	Number.	Net Tonnage.	Number.	Net Tonnage.
British	118	265,790	116	259,655
Filipino	1	74	1	74
Japanese	21	25,908	21	25,908
Netherlands	17	5,143	17	5,143
Norwegian	4	12,612	3	10,544
Panama	5	19,743	5	19,743
Sewdish	14	30,141	15	31,979
U.S.A.	4	1,126	4	1,126
U.S.S.R.	1	1,469	1	1,469
Total	185	362,006	183	355,641

APPENDIX XV.—*continued.*

12. Tonnage of Oversea Cargo Handled at New Guinea Ports During the Year Ended 30th June, 1958.

Port.	Tons Discharged.			Tons Laden.			Tons Handled.		
	From Oversea.	Coastal.	Total.	For Oversea.	Coastal.	Total.	Oversea.	Coastal.	Total.
Rabaul ..	64,079	40,543	104,622	91,679	18,602	110,281	155,758	59,145	214,903
Lae ..	41,021	9,218	50,239	28,085	11,397	39,482	69,106	20,615	89,721
Madang ..	20,138	16,879	37,017	14,773	11,521	26,294	34,911	28,400	63,311
Kavieng ..	3,533	5,724	9,257	11,943	1,612	13,555	15,476	7,336	22,812
Lorengau ..	1,592	1,863	3,455	2,005	1,913	3,918	3,597	3,776	7,373
Wewak ..				Not recorded					
Total ..	130,363	74,227	204,590	148,485	45,045	193,530	278,848	119,272	398,120

13. Number of Vessels Licensed under the Shipping Ordinance 1951–1952 at 30th June, 1958, Classified According to Type and Gross Registered Tonnage.

Tonnage—Gross Register.	Vessels.		
	Steam.	Motor.(*a*)	Total.
Under 100 tons	..	128	128
Over 100 tons	6	35	41
Total	6	163	169

(*a*) Includes auxiliary sailing vessels. There are no licensed sailing vessels.

14. Vehicular Roads and Bridle Paths.

District.	Bridle Paths.	Vehicular Roads.			
	Mileage at—	Mileage at—		Heavy and Medium Traffic.	Light Traffic.
	30th June, 1958.	30th June, 1957.	30th June, 1958.		
Eastern Highlands	1,000	612	657	190	467
Western Highlands	700	467	(*a*) 454	78	(*a*) 376
Sepik	6,500	590	769	168	601
Madang	5,500	400	430	200	230
Morobe	2,500	502	534	(*a*) 349	185
New Britain	1,750	625	660	190	470
New Ireland	1,000	335	390	170	220
Bougainville	700	395	435	35	400
Manus	350	60	60	32	28
Total	20,000	3,986	4,389	1,412	2,977

(*a*) Mileage figures are necessarily subject to fluctuations under a continuing road construction and reconstruction programme involving new roads and deviations and re-locations on existing roads. Sometimes it becomes necessary for roads previously classified as suitable for heavy and medium traffic to be reclassified as light roads or for roads to be reclassified as tracks only, owing to weather-damage or to deterioration from lack of use. This is frequently the case with old Army-constructed wartime roads when there is no economic necessity for their maintenance.

APPENDIX XV.—*continued.*

15. MOTOR VEHICLE AND MOTOR CYCLE REGISTRATIONS EFFECTIVE AT 31ST DECEMBER, 1957.

Particulars.	No.	No.
Motor Cars	..	1,295
Commercial Vehicles—		
Utilities(*a*)	1,707	..
Lorries	903	..
Panel Vans	47	..
Omnibuses	15	..
Station Wagons	73	..
Other Motor Vehicles	24	..
Total Commercial		2,769
Motor Cycles	..	410
Total	..	4,474

(*a*) Includes jeep-type vehicles.

16. MOTOR VEHICLE DRIVERS' AND MOTOR CYCLE RIDERS' LICENCES: NUMBER EFFECTIVE AT 31ST DECEMBER, 1957.

Particulars.	Licences to Drive.			Licences to Ride.		
	Males.	Females.	Persons.	Males.	Females.	Persons.
Indigenous	1,853	..	1,853	15	..	15
Non-indigenous	3,960	871	4,831	538	4	542
Total	5,813	871	6,684	553	4	557

APPENDIX XVI.

COST OF LIVING.

Item.	Unit.	Average Retail Price.
		s. d.
Staple Foodstuffs—		
Rice	lb.	1 3
Wheatmeal	lb.	11
Peas	lb.	1 0
Meat	12-oz. tin	2 9½
Dripping	lb.	2 11½
Sugar	lb.	1 2½
Tea	lb.	9 4
Salt	lb.	9
Fresh Vegetables	lb.	4
Tobacco	stick	9
Clothes and Domestic Items—		
Lavalava	each	6 2
Shorts, khaki	each	10 1½
Shirts, khaki	each	12 1
Blankets	each	13 0
Mosquito Nets	each	13 3
Plates	each	1 11½
Pannikins	each	1 11
Spoons	each	1 0
Kitbags	each	15 4
Matches	box	0 2
Soap	2-lb. bar	4 2
Towels	each	4 10½
Boxes or Suitcases	each	28 6

The above table shows the average of retail prices in the Territory of various staple foodstuffs and other items commonly used by the indigenous population.

APPENDIX XVII.

LABOUR.

1. COMPOSITION OF THE TOTAL ECONOMICALLY ACTIVE INDIGENOUS POPULATION CLASSIFIED FOR EACH MAJOR GROUP OF INDUSTRY AT 31ST MARCH, 1958.

Industry.	Workers for Wages and Other Benefits.(a)			Total Number Employees. (b)
	Employed by Government. (b)	Employed by Private Industry.		
		Under Agreement.	As Casual Workers.	
Primary production—				
Copra and cocoa	..	16,053	3,756	19,809
Coffee	..	177	2,194	2,371
Other agriculture	1,105	323	933	2,361
Forestry	771	181	68	1,020
Mining and quarrying—				
Gold	..	767	246	1,013
Other mining	..	15	..	15
Quarrying	..	..	31	31
General—				
Manufacturing	..	1,255	479	1,734
Building and construction	1,524	101	436	2,061
Transport and storage—				
Land	..	9	166	175
Sea	151	102	263	516
Air	138	..	204	342
Communications	166	..	6	172
Commerce	..	498	1,400	1,898
Personal service	..	218	1,756	1,974
Other	..	37	128	165
Professional activities—				
Religion and Social Welfare	..	191	733	924
Health, hospitals, &c.	2,780	2	..	2,782
Education	375	..	..	375
Governmental—				
Not elsewhere classified	1,955	..	..	1,955
Total	8,965	19,929	12,799	41,693

(a) Includes 993 workers from Papua. (b) Excludes Defence Services personnel. In addition, 1,666 indigenes were employed in the Police Force.

NOTE.—No industries are seasonal and averages for the year are not available. Information is not available relating to employers, own account workers or unpaid family workers.

APPENDIX XVII.—*continued.*

2. NUMBER OF INDIGENOUS WORKERS EMPLOYED AT 31ST MARCH, 1958, SHOWING SEX, MARITAL STATUS AND AGE GROUPS CLASSIFIED ACCORDING TO EACH MAJOR GROUP OF INDUSTRY.

Industry.	Sex.		Marital Status.		Age Groups.					
	Male.	Female.	Married.	Single.	16 to 20.	21 to 25.	26 to 30.	31 to 35.	36 to 40.	41 and over.
Privately employed agreement, casual and governmental workers—										
Primary production—										
Copra and cocoa	19,724	85	7,256	12,553	5,574	8,360	4,091	1,047	469	268
Coffee	2,369	2	715	1,656	723	992	455	133	41	27
Other agriculture	2,343	18	799	1,562	700	851	495	160	112	43
Forestry	1,020	..	264	756	196	652	156	12	2	2
Mining and quarrying—										
Gold	1,013	..	367	646	308	454	208	26	10	7
Other Mining	15	..	4	11	8	5	2	..	..	..
Quarrying	31	..	2	29	..	2	6	9	12	2
General—										
Manufacturing	1,731	3	622	1,112	451	772	374	92	39	6
Building and construction ..	2,061	..	501	1,560	400	990	466	118	67	20
Transport and storage—										
Land	175	..	175	..	19	59	59	20	13	5
Sea	516	..	150	366	120	202	114	44	23	13
Air	342	..	75	267	77	161	83	12	6	3
Commerce	1,883	15	659	1,239	360	791	478	153	79	37
Communications	172	..	69	103	28	77	40	9	9	9
Personal Service	1,809	165	669	1,305	587	645	408	162	97	75
Other	154	11	39	126	53	43	44	16	6	3
Professional activities—										
Religion and social welfare ..	907	17	278	646	245	376	188	69	31	15
Health, hospitals, &c. ..	2,575	207	1,427	1,355	665	893	690	334	131	69
Education..	349	26	149	226	72	159	96	25	14	9
Governmental—										
Not elsewhere classified ..	1,955	..	624	1,331	466	756	453	158	87	35
Total	41,144	549	14,844	26,849	11,052	17,240	8,906	2,599	1,248	648

APPENDIX XVII.—*continued.*

3. Number of Privately Employed Agreement Workers Employed at 31st March, 1958, Showing Place of Recruitment According to Each Major Group of Industry.

Industry.	Place of Recruitment.(*a*)		
	Engaged in Home District.	Engaged from Other Districts.	Engaged from Papua.
Privately employed agreement workers(*b*)—			
Primary production—			
Copra and cocoa	14,658	1,281	114
Coffee	173	4	..
Other agriculture	237	86	..
Forestry	181	..	..
Mining and quarrying—			
Gold	646	107	14
Other mining	14	1	..
General—			
Manufacturing	1,191	46	18
Building and construction	101	..	..
Transport and storage—			
Sea	84	16	2
Land	8	1	..
Commerce	357	130	11
Personal service	191	26	1
Other	36	1	..
Professional activities—			
Religion and social welfare	165	26	..
Health, hospitals, &c.	2	..	..
Total	18,044	1,725	160

(*a*) In addition there were 12,799 privately employed casual workers (including 317 females) and 8,965 governmental casual workers (including 232 females). Particulars are not available of the place of recruitment of such workers. (*b*) Information drawn from Native Employees' Agreements current at 31st March, 1958.

4. Wages of Indigenous Employees, by Occupation, at 31st March, 1958.

Occupation.	Total.	Average Wage.(*a*)
		£ *s.* *d.*
Males—		
Agricultural Field Worker	151	2 4 3
Agricultural Instructor	13	5 2 6
Aid Post Orderly	1,009	6 9 7
Assistant Recruiter	26	2 13 3
Baker	71	3 3 10
Blacksmith	3	3 19 2
Boiler Attendant	13	6 18 4
Boot Repairer	2	10 0 0
Carpenter	678	8 14 3
Chainman	9	5 18 4
Clerical Assistant	238	6 11 1
Cook	318	3 8 7
Co-operative Inspector	13	14 13 9
Dental Assistant	2	3 6 8
Dental Orderly	2	5 0 0
Domestic	1,896	2 19 10

APPENDIX XVII.—*continued.*

4. WAGES OF INDIGENOUS EMPLOYEES, BY OCCUPATION, AS AT 31ST MARCH, 1958—*continued.*

Occupation.	Total.	Average Wage.(a)
		£ s. d.
Males—*continued.*		
Driver—		
Engine Stationary	132	7 16 4
Motor Transport	837	7 4 6
Education Assistant	6	6 18 6
Electrician	39	8 4 10
Fireman	11	4 16 10
Fisheries Attendant	2	3 2 6
Fisherman	10	4 0 0
Fitter and Turner	3	14 10 0
Forestry Field Worker	21	6 10 0
Game Shooter	17	1 8 3
Gardener	47	1 15 2
Health Inspector	1	6 5 0
Heavy Plant Operator	47	7 11 2
Hospital Assistant	20	1 14 5
Hospital Handyman	4	2 12 6
Instructor	14	10 12 6
Interpreter	59	2 10 8
Laboratory Assistant	4	6 17 6
Laboratory Orderly	3	5 0 0
Labourer—		
Artisan	40	3 13 4
Foreman	476	4 14 10
General	10,008	1 11 10
Plantation	21,361	1 7 4
Sanitary	176	3 15 11
Laundryman	67	2 14 1
Linesman's Assistant	51	7 12 10
Livestock Field Worker	17	2 10 0
Log Cutter	25	4 2 4
Malaria Control Assistant	24	2 8 4
Malaria Control Orderly	35	2 10 0
Machinist's Assistant	9	3 12 6
Mechanic	107	7 11 2
Medical Orderly	927	3 13 3
Messenger and Cleaner	94	1 6 4
Mill Hand	18	2 16 10
Nurseryman	2	5 12 6
Nursing Assistant	1	1 10 5
Operator's Assistant	15	10 0 0
Painter	113	6 10 8
Plumber	69	7 12 7
Postal Assistant	23	3 0 5
Printer's Assistant	3	1 17 6
Saddlery Worker	2	6 17 6
Saw Sharpener	2	14 7 6
Sawyer	147	3 2 3
Seaman—		
Ordinary	507	2 10 9
Bo'sun	7	7 2 3
Sheet Metal Worker	14	12 14 3

APPENDIX XVII.—*continued.*

4. WAGES OF INDIGENOUS EMPLOYEES, BY OCCUPATION, AS AT 31ST MARCH, 1958—*continued.*

Occupation.	Total.	Average Wage.(a)
		£ s. d.
Males—*continued.*		
Ship's Master	18	13 16 10
Shipwright	31	9 18 10
Steward and Waiter	119	2 13 1
Stockman	58	1 18 3
Storeman	365	6 0 8
Tailor	6	3 17 6
Teacher	327	6 17 6
Technician—Telephone and Radio	24	7 8 11
Telephonist	6	5 6 10
Vulcanological Assistant	3	8 2 6
Wardsman	15	4 11 8
Welder	2	35 0 0
Workshop Assistant	105	9 6 6
X-ray Assistant	1	6 17 6
Yardman	3	5 0 0
Total Males	41,144	..
Females—		
Cook	8	1 19 2
Domestic	193	1 19 0
Gardener	6	1 5 0
Infant Welfare Assistant	13	2 3 4
Infant Welfare Orderly	79	5 0 0
Interpreter	1	1 5 0
Labourer—		
General	18	1 5 0
Plantation	75	1 5 8
Laundress	1	1 11 10
Medical Orderly	112	2 2 0
Nursing Assistant	10	1 12 1
Pre-school Assistant	3	2 10 0
Salesgirl	1	4 0 0
Steamstress	3	10 0 0
Teacher	26	4 9 8
Total Females	549	..
Grand Total	41,693	..

(a) Per month. In addition workers are provided with rations, clothing, equipment and hospital services. If a worker is engaged away from his place of employment, the cost of transport each way is borne by the employer. If a worker's dependants live at the place of employment, his employer also provides rations for his wife and children and clothing for his wife.

APPENDIX XVII.—*continued.*

5. NUMBER OF LABOUR INSPECTIONS PERFORMED DURING THE YEAR ENDED 30TH JUNE, 1958, CLASSIFIED ACCORDING TO MAJOR GROUPS OF INDUSTRY AND SHOWING NUMBER OF WORKERS COVERED.

Industry.	Number of Inspections.	Number of Workers.		
		Agreement.	Casual.	Total.
Primary production—				
Copra and cocoa	362	13,758	4,504	18,262
Coffee	44	371	1,390	1,761
Other agriculture	6	34	167	201
General—				
Commerce	42	199	305	504
Building and construction	2	..	58	58
Manufacturing—				
Sawmilling	6	660	354	1,014
Other	5	5	62	67
Mining and quarrying	22	1,559	131	1,690
Professional activities—				
Health, hospitals, &c.	12	..	461	461
Religion and social welfare	10	..	229	229
Personal service	1	..	20	20
Other	32	111	528	639
Governmental—Not elsewhere classified ..	12	..	808	808
Total	556	16,697	9,017	25,714

APPENDIX XVII.—*continued.*

6. NUMBER OF INDUSTRIAL ACCIDENTS WHICH OCCURRED DURING THE YEAR ENDED 30TH JUNE, 1958, SHOWING CAUSE AND RESULT.

Industry.	Cause of Accident.	Result.		
		Fatal.	Non-Fatal.	Total.
Primary production—				
Copra and cocoa	Drowned	3	..	3
	Fall from tree	1	4	5
	Fall from vehicle	..	6	6
	Struck by falling object ..	..	6	6
	Snake bite	..	1	1
	Strained back carrying copra ..	..	1	1
	Injuries from handtools ..	..	3	3
	Crushings—minor	..	2	2
	Injuries from machinery ..	..	5	5
	Injured by protruding object ..	..	1	1
	Injuries from fall	..	1	1
Miscellaneous agriculture	Assault by native overseer ..	1	..	1
	Struck by falling object ..	1	3	4
	Injured by machinery ..	..	2	2
	Minor lacerations	..	3	3
Mining and quarrying—Gold	Injured by fall of earth ..	..	3	3
General—				
Manufacturing	Snake bite	1	..	1
	Injured by machinery ..	..	13	13
	Vehicle accident	..	2	2
	Fall from building	..	2	2
	Injured by fall of earth ..	..	2	2
	Struck by falling object ..	..	5	5
	Injured by protruding object ..	..	2	2
	Crushing—major	..	1	1
Building and construction	Fall from vehicle	1	1	2
	Fall from building	1	..	1
	Injured by machinery ..	..	2	2
	Struck by falling object ..	..	5	5
	Lacerations	..	2	2
	Injured by protruding object ..	..	1	1
	Electric shock	..	1	1
Transport and storage—				
Land	Vehicle accident	4	4	8
	Injured by machinery ..	..	1	1
	Injuries from fall	..	1	1
	Injuries from handtools ..	..	2	2
	Crushings—minor	..	1	1
Sea	Drowned	2	..	2
	Fire	1	..	1
	Struck by falling object ..	..	2	2
	Burns—fire on vessel ..	..	3	3
	Crushing	..	1	1
Commerce	Accidental poisoning ..	1	..	1
	Snake bite	1	..	1
	Escape air salvage torpedo ..	1	..	1
	Injured by explosive.. ..	..	1	1
	Injured by machinery ..	..	1	1
	Vehicle accident	..	2	2
	Struck by falling object ..	..	2	2

APPENDIX XVII.—*continued.*

6. NUMBER OF INDUSTRIAL ACCIDENTS WHICH OCCURRED DURING THE YEAR ENDED 30TH JUNE, 1958, SHOWING CAUSE AND RESULT—*continued.*

Industry.	Cause of Accident.	Result.		
		Fatal.	Non-Fatal.	Total.
Transport and storage—*continued.*				
Personal service	Vehicle accident	2	..	2
Other	Injured by falling timber	..	1	1
	Crushings—minor	..	4	4
Professional activities—				
Health and hospitals	Injured by land slide	..	1	1
	Lacerations	..	1	1
	Vehicle accident	..	1	1
Religion and social welfare	Vehicle accident	..	1	1
Governmental—				
Not elsewhere classified	Vehicle accident	2	2	4
	Injured by fall of earth	..	1	1
	Fall from building	..	1	1
	Injured by protruding object	..	2	2
	Minor crushings	..	2	2
Total		23	118	141

7. NUMBER OF CASES WHERE COMPENSATION DUE TO INDUSTRIAL ACCIDENTS WAS PAID DURING THE YEAR ENDED 30TH JUNE, 1958.

Industry.	Nature and Cause of Injury.	Category of Employment.			Total.	Degree of Disability.	Amount of Compensation.
		Private.		Governmental.			
		Agreement.	Casual.				
Primary production—							
Copra and cocoa	Fractured vertebrae—struck by falling object	1	..	..	1	Partial permanent	£15
	Loss of eye—struck by flying object	1	..	..	1	Partial permanent	£50
	Loss of fingers—injured by machinery	1	1	..	2	Partial permanent	each £15
	Drowning—lost at sea	..	1	..	1	Fatal	£20
	Pneumonia—Neglect	1	..	..	1	Fatal	£30
	Tetanus—foot pierced	1	..	..	1	Fatal	£100
	Fractured skull—felling timber	1	..	..	1	Fatal	£100
	Burns—exploding lamp	1	..	..	1	Fatal	£50
	Drowning in creeks	2	..	..	2	Fatal	£100 and £50
	Fractured skull—fall from vehicle	1	..	..	1	Fatal	£100

APPENDIX XVII.—*continued.*

7. NUMBER OF CASES WHERE COMPENSATION DUE TO INDUSTRIAL ACCIDENTS WAS PAID DURING THE YEAR ENDED 30TH JUNE, 1958—*continued.*

Industry.	Nature and Cause of Injury.	Category of Employment.			Total.	Degree of Disability.	Amount of Compensation.
		Private.		Governmental.			
		Agreement.	Casual.				
Primary Production—*continued.*							
Coffee	Fractured skull—felling timber	1	..	..	1	Fatal ..	£100
Miscellaneous agriculture	Internal injuries—vehicle accident	..	..	1	1	Fatal ..	£100
Mining—							
Gold	Internal injuries—fall of rock	2	..	..	2	Fatal ..	each £100
	Crushed hands—injured by machinery	..	..	1	1	Partial permanent	£15
General—							
Manufacturing ..	Loss of fingers—injured by machinery	4	3	1	8	Partial permanent	2—£65 1—£45 1—£22 4— £5
	Lacerated hands—injured by machinery	4	..	..	4	Partial permanent	1—£15 1— £7 2— £5
	Loss of toes—injured by machinery	1	..	..	1	Partial permanent	£12 10s.
	Internal haemorrhage—injured by machinery	..	..	1	1	Fatal ..	£100
	Crushed chest—vehicle accident	..	1	..	1	Fatal ..	£100
Building and construction	Lacerated fingers—injured by machinery	..	1	1	2	Partial permanent	1—£25 1—£17 10s.
	Lacerated fingers—injured by small tools	..	..	1	1	Partial permanent	£5
	Fractured arm—fall from vehicle	..	..	1	1	Partial permanent	£60
	Lacerations—fall of earth ..	..	1	..	1	Partial permanent	£2 10s.
	Pneumonia—neglect ..	..	1	..	1	Fatal ..	£10
Transport and storage—							
Land ..	Fractured wrist and internal injuries — injured by machinery	..	1	..	1	Partial permanent	£80
	Fractured shoulder—fall from vehicle	..	1	..	1	Partial permanent	£6 10s.
	Fractured skull—vehicle accident	..	1	..	1	Fatal ..	£100
Sea	Pneumonia—neglect ..	..	1	..	1	Fatal ..	£30
Total ..	.. .. ..	17	18	7	42		

NOTE.—In all other cases of minor injuries arising out of and in the course of employment wages in full for the period of temporary incapacity have been paid to Agreement workers in accordance with Section 40 (1.) of the *Native Labour Ordinance* 1950-1956 and voluntarily by the employers to Casual workers.

APPENDIX XVII.—*continued.*

8. DEATHS OF WORKERS IN EMPLOYMENT SHOWING INDUSTRIES AND CAUSES OF DEATH DURING YEAR ENDED 30th JUNE, 1958.

Cause of Death.	Primary Production.			Mining and Quarrying.	Manufacturing.	Building and Construction.	Transport and Storage.		Commerce.	Personal Service.	Professional Activities.		Governmental—not elsewhere classified.	Total.
	Copra and Cocoa.	Coffee.	Other.	Gold.			Land.	Sea.			Health and Hospitals.	Religion Social Welfare.		
Pneumonia ..	13	..	..	..	3	2	1	1	2	1	..	1	2	26
Malaria	3	1	..	1	1	..	..	..	2	..	..	4	1	13
Fractured skull ..	3	1	..	..	..	2	2	..	1	1	..	..	1	11
Meningitis	7	1	1	..	1	1	..	..	..	..	..	..	..	11
Cardiac Failure ..	5	..	2	..	..	1	..	..	1	1	1	..	..	11
Drowning	4	2	..	..	..	..	..	3	..	..	..	..	..	9
Dysentery	1	1	1	..	1	1	..	..	..	1	1	..	1	8
Unknown Causes ..	5	..	..	..	..	..	..	..	..	..	..	..	..	5
Suicide	2	..	..	..	..	..	..	..	..	1	..	1	..	4
Peritonitis	2	..	..	..	..	..	..	..	..	..	1	..	..	3
Fractured Neck ..	1	..	..	..	1	..	..	..	..	..	..	..	1	3
Nephrosis	1	..	..	1	..	..	..	..	..	..	1	..	..	3
Nephritis	1	..	..	..	..	..	..	..	1	..	..	..	..	2
Poisoning	1	..	..	..	..	..	1	..	..	..	..	..	..	2
Snake Bite	..	..	..	..	1	..	..	..	1	..	..	..	..	2
Swallowing Petrol ..	..	..	..	..	..	..	..	..	1	..	..	..	..	1
Cerebral Haemorrhage	..	..	1	..	..	..	..	..	1	..	..	..	..	2
Influenza	2	..	..	..	..	..	..	..	..	..	..	..	..	2
Internal Injuries ..	2	..	1	1	..	1	1	..	1	1	..	..	1	9
Tuberculosis ..	1	..	..	..	..	..	..	..	..	..	..	..	..	1
Hepatitis	..	..	..	..	..	..	..	..	..	..	..	..	1	1
Gas Gangrene ..	..	..	..	..	..	..	..	..	..	..	1	..	..	1
Poliomyelitis ..	..	..	..	..	..	..	..	..	..	..	1	..	..	1
Encephalitis ..	..	..	..	..	..	..	..	..	..	1	..	..	..	1
Cirrhosis of Liver ..	..	..	..	..	..	..	..	..	1	..	..	..	..	1
Diabetes	..	..	..	..	..	..	..	..	..	1	..	..	..	1
Myelitis	1	..	..	..	..	..	..	..	..	..	..	..	..	1
Uremia	..	..	..	..	..	1	..	..	..	..	..	..	..	1
Typhoid Fever ..	..	..	..	..	..	..	..	..	..	..	1	..	..	1
Ruptured Spleen ..	1	..	..	..	..	..	..	..	..	..	..	..	..	1
Tetanus	..	..	1	..	..	..	..	..	..	..	..	..	..	1
Choking	1	..	..	..	..	..	..	..	..	..	..	..	..	1
Carcinoma ..	1	..	..	..	..	..	..	..	..	..	..	..	..	1
Lung Cancer ..	..	..	..	..	..	..	..	..	..	..	1	..	..	1
Fever	1	..	..	..	..	..	..	..	..	..	..	..	..	1
Cerebral Abscess ..	1	..	..	..	..	..	..	..	..	..	..	..	..	1
Pyo-Pneumothorax ..	..	..	..	..	..	..	..	..	..	..	1	..	..	1
Total ..	60	6	7	3	8	9	5	4	12	8	9	6	8	145

APPENDIX XVII.—*continued.*

9. PROSECUTIONS FOR BREACHES OF THE NATIVE LABOUR ORDINANCE 1950–1956 BY EMPLOYERS DURING THE YEAR ENDED 30TH JUNE, 1958.

Section of Ordinance or Regulation.	Offence.	Number of Employers.			Penalties Imposed.
		Prosecuted.	Convicted.	Acquitted.	
Section 42 ..	Failure to issue to workers and dependants clothing and equipment as prescribed.	4	4	..	One fined £5. Three cautioned and discharged.
Section 66 ..	Failure to pay wages to casual workers ..	3	3	..	One fined 10s. One fined £3. One cautioned and discharged.
Section 68 ..	Paying money in lieu of rations without existing permit	1	1	..	Fined £4.
Regulation 18 ..	Failure to issue rations as prescribed ..	2	2	..	One fined 5s. One cautioned and discharged
Regulation 21 (*b*)	Failure to provide sufficient air space in accommodation	1	1	..	Fined £13
	Total	11	11	Nil	

10. PROSECUTIONS FOR BREACHES OF THE NATIVE LABOUR ORDINANCE 1950–1956 BY WORKERS DURING THE YEAR ENDED 30TH JUNE, 1958.

No indigenous workers were prosecuted for offences against the *Native Labour Ordinance* 1950–1956 during the year under review.

11. DETAILS OF BREACHES OF NATIVE EMPLOYEES' AGREEMENTS UNDER THE NATIVE LABOUR ORDINANCE 1950–1956 BY WORKERS AND EMPLOYERS DURING THE YEAR ENDED 30TH JUNE, 1958, RESULTING IN VARIATION OR TERMINATION OF AGREEMENTS.

Nature of Breach.	Section of Ordinance.	Number of Agreements.		
		Terminated.	Varied.	Total.
Exerting a bad influence on fellow workers	47 (3) (*b*)	26	..	26
Absence from work for a period exceeding 7 days	47 (3) (*c*)	374	..	374
Imprisonment for a period exceeding 7 days	47 (3) (*d*)	68	..	68
Employee has not at all times and to the best of his ability performed the duties allotted under the agreement	47 (3) (*e*)	7	..	7
Assault of employee by the employer or his overseer or foreman ..	48 (3) (*c*)	4	..	4
Absence from work without permission	51 (2) (*a*)	..	151	151
Refusal to perform work lawfully allotted	51 (2) (*b*)	..	49	49
Failure of worker to show ordinary diligence	51 (2) (*c*)	..	15	15
Other breaches by employee not specified in Ordinance	51 (2) (*d*)	..	5	5
Negligence by the employee resulting in loss of employer's property ..	51 (2) (*e*)	..	1	1
Total	..	479	221	700

NOTE.—In addition there were 575 terminations under the provisions of Section 49, that is, mutual consent by both employer and employee.

APPENDIX XVII.—*continued.*

12. NUMBER OF COMPLAINTS BY WORKERS, BY CATEGORIES OF EMPLOYMENT, DURING THE YEAR ENDED 30TH JUNE, 1958.

Nature of Complaint.	Number of Complaints.	Total Number of Workers Involved.	Category of Employment.		
			Governmental.	Private.	
				Agreement.	Casual.
Hours of work too long	3	5	2	3	..
Non-payment of wages	27	77	2	4	71
Non-payment of overtime	5	16	2	1	13
Shortage of rations	20	49	2	42	5
Short issue of equipment	16	57	3	50	4
Lack of beds	3	3	1	2	..
Accommodation sub-standard	11	16	3	12	1
Working conditions unsatisfactory	18	50	3	42	5
Overdue for leave	4	4	4	..	..
Medical attention not administered	2	2	1	1	..
Inadequate water supply	2	108	..	108	..
Lack of ablutions	2	24	..	22	2
Lack of latrines	1	10	..	10	..
Delay in repatriation	2	2	..	2	..
Assault by native foreman	5	5	..	5	..
Total	121	428	23	304	101

NOTE.—All complaints were fully investigated by Departmental officers who acted as conciliators in respect of the complaints listed.

APPENDIX XVII.—*continued.*

13. NUMBER AND DURATION OF INDUSTRIAL DISPUTES WHICH OCCURRED DURING THE YEAR ENDED 30TH JUNE, 1958, SHOWING THE NUMBER OF WORKERS INVOLVED AND MAN-DAYS LOST.

Industry.	Cause.	Number of Workers Involved.			Number of Man-days Lost.	Settlement.
		Governmental.	Private.			
			Agreement.	Casual.		
Defence Forces—(R.A.A.F.)	A worker whose term of employment had finished refused to be repatriated and apparently enticed about 50 workers to complain about the alleged shortage of issues of rations, clothing and the conditions of leave	50	..	..	50	Investigation made by an inspector. All conditions found to be superior to the minimum. These facts explained to the workers who returned to work and the one who apparently incited them agreed to be repatriated
Primary production—						
Copra	Workers believed that the death of a countryman indicated that the place of employment was not healthy	..	30	..	570	Workers were addressed by an inspector but were not convinced that their belief was wrong. Agreements were terminated and they were repatriated
Copra	Workers were not satisfied with the manager's re-allocation of plantation duties	..	16	..	16	The matter was investigated by an inspector and all workers returned to work.
Copra	Workers claimed that they were each entitled to the issue of a blanket at Christmas time	..	12	..	36	Explanation by an inspector failed to convince them and their agreements were terminated and they were repatriated
Cocoa	Day to day workers complained about the amount of wages they received and that they had not received any rations	..	..	45	180	The employer was a new employer who had not had any previous experience of handling plantation labour. The matter was settled by payment of value of rations not issued and eventually all returned to work
Cocoa	Workers left their agreed place of employment in a body and decided to start work on another plantation owned by the same employer	..	6	..	6	Investigation by an inspector showed that the workers in question wished to be near their countrymen and did not understand their obligations under Agreement. All returned to work
Copra	Workers at a property near Kokopo walked off in a body. They declared that they were under the impression, when they made their agreements, that they could work in Rabaul on a five day week and not on a plantation	..	7	..	7	After investigation by an inspector and explanation that their agreements bound them to work on a specific plantation they returned there
	Total ..	50	71	45	865	

APPENDIX XVIII.

SOCIAL SECURITY AND WELFARE SERVICES.

Information relating to social security and welfare services is given in Chapter 5 of Part VII of this report.

APPENDIX XIX.

PUBLIC HEALTH.

1. Medical Personnel: Administration and Other at 30th June, 1958.

Designation.	Administration.(a)				Mission.				Total.
	European.		Non-European.		European.		Non-European.		
	Male.	Female.	Male.	Female.	Male.	Female.	Male.	Female.	
Specialists	7 (3)	..	..	..	..	..	..	..	7 (3)
Physicians and Surgeons	31 (6)	2 (1)	..	..	12	8	..	..	53 (7)
Dentists	3	1	..	..	5	2	..	..	11
Medical Assistants	81 (4)	1	898	2	6	..	..	..	988 (4)
Nurses	..	88 (3)	..	85	6	102	..	(c) 20	301 (3)
Medical Orderlies	..	..	733	93	20	9	138	63	1,056
Sanitary Inspectors	6 (1)	..	1	..	..	..	..	..	7 (1)
Pharmacists	3 (2)	1	..	..	4	3	..	..	11 (2)
Laboratory and X-ray Workers	..	..	7	..	1	2	1	2	13
Other Medical (b)	25 (33)	10	593 (2)	6	4	4	43	1	686 (35)
Other Sanitation	..	..	179	3	..	..	6	..	188
Other Dental	4	..	5	..	2	..	..	..	11
Clerical	4 (20)	27 (20)	12 (22)	..	..	..	1	..	44 (62)
Total	164 (69)	130 (24)	2,428 (24)	189	60	130	189	86	3,376 (117)

(a) Headquarters personnel of the Public Health Department of the Territory of Papua and New Guinea located at Port Moresby are shown in parenthesis and are not included in the Territory total. (b) Includes cadet medical officers training in Australia, storemen, &c. (c) Trainees.

2. Hospitals and Medical Centres at 30th June, 1958.

Medical Institutions.	Administration.	Mission.	Total.
European Hospitals	10	2	12
Indigenous Hospitals	55	49	104
Asian Hospitals	3	..	3
Aid Posts or Medical Centres	878	238	1,116
Maternity and Child Welfare—			
Central Clinics	9	..	9
Mobile Clinics	220	69	289
Clinics at Administration Hospitals	8	..	8
Hansenide Hospitals	5	2	7
Tuberculosis Hospitals	2	..	2
Total	1,190	360	1,550

APPENDIX XIX.—*continued.*

3. ADMINISTRATION HOSPITALS BY DISTRICT, SHOWING AVERAGE NUMBER OF BEDS OCCUPIED DAILY AND IN-PATIENTS AND OUT-PATIENTS TREATED DURING YEAR ENDED 31ST MARCH, 1958.

Particulars.	Eastern Highlands.	Western Highlands.	Sepik.	Madang.	Morobe.	New Britain.	New Ireland.	Bougainville.	Manus.	Total.
European Hospitals—										
Number	1	..	1	1	3	1	1	1	1	10
Beds—Daily average number occupied ..	3.65	..	1.91	5.79	17.04	8.94	.81	.32	.73	39.19
In-patients—Number ..	164	..	96	320	1,061	401	52	25	36	2,155
Asian Hospitals—										
Number	..	..	..	..	1	1	1	..	..	3
Beds—Daily average number occupied ..	..	..	..	..	2.39	7.43	.34	..	..	10.16
In-patients—Number ..	..	..	..	..	64	230	14	..	..	308
Indigenous Hospitals—										
Number	9	6	12	8	10	7	4	5	1	(*a*) 62
Beds—Daily average number occupied ..	799.3	1,200.8	1,130.2	637.4	615.8	398.1	362.8	259.4	42.2	5,446.0
In-patients—Number ..	18,530	13,107	14,494	9,009	14,124	10,691	4,774	3,677	598	89,004
Out-patients—										
European	1,045	64	1,401	1,351	4,953	2,402	1,501	380	464	13,561
Other Non-indigenous ..	..	..	107	208	583	86	1,236	58	..	2,278
Indigenous	6,526	16,229	10,429	17,147	24,335	9,370	4,395	4,421	2,549	95,401

(*a*) This figure includes 5 hansenide and 2 tuberculosis hospitals.

4. IN-PATIENTS TREATED AND DEATHS IN ADMINISTRATION HOSPITALS, CLASSIFIED BY RACIAL AND DISEASE GROUPS, DURING THE YEAR ENDED 31ST MARCH, 1958.

Disease.	European.		Asian.		Indigenous.		Total.	
	In-patients.	Deaths.	In-patients.	Deaths.	In-patients.	Deaths.	In-patients.	Deaths.
External Injuries	58	..	9	..	4,689	28	4,756	28
Diseases of the skin and areolar tissues	166	..	9	..	12,586	2	12,761	2
Diseases caused by infection other than those specifically listed elsewhere—								
Hansen's Disease	..	..	..	..	1,415	2	1,415	2
Malaria	161	3	19	..	11,399	129	11,579	132
Yaws	1	..	..	..	841	..	842	..
Other	118	..	9	1	13,438	78	13,565	79
Diseases caused by the Metazoan Parasites	7	..	1	..	960	1	968	1
Diseases and injuries of bones, joints, muscles, fasciae and bursae ..	189	..	26	..	4,981	14	5,196	14
Diseases of the Eye	18	..	5	..	1,750	..	1,773	..
Diseases of the Ear	15	..	..	..	1,069	1	1,084	1
Diseases of the Breast	6	..	2	..	489	..	497	..

APPENDIX XIX.—*continued.*

4. IN-PATIENTS TREATED AND DEATHS IN ADMINISTRATION HOSPITALS, CLASSIFIED BY RACIAL AND DISEASE GROUPS DURING THE YEAR ENDED 31ST MARCH, 1958—*continued.*

Diseases.	European.		Asian.		Indigenous.		Total.	
	In-patients.	Deaths.	In-patients.	Deaths.	In-patients.	Deaths.	In-patients.	Deaths.
Diseases of the Glands of Internal Secretion and Metabolism ..	26	1	7	..	2,276	97	2,309	98
Diseases of the Blood and Blood Forming Organs	18	1	2	..	337	18	357	19
Diseases of the Circulatory System	61	5	14	6	135	71	210	82
Diseases of the Nervous System ..	112	..	8	..	846	83	966	83
Diseases of the Respiratory System	138	3	25	..	15,578	570	15,741	573
Diseases of the Teeth, Mouth, Gums, Pharynx and Accessory Sinuses ..	51	..	1	..	1,061	..	1,113	..
Diseases of the Stomach and Intestines	261	3	50	..	6,515	141	6,826	144
Diseases of the Liver, Gall Bladder, Spleen and Pancreas	40	..	6	2	624	47	670	49
Diseases of the Urinary Organs ..	77	..	2	..	555	42	634	42
Diseases of the Male Organs of Generation	25	..	6	..	647	..	678	..
Diseases of the Female Organs of Generation or Disorders ..	72	..	4	..	306	4	382	4
Effects of Conception	427	2	99	1	4,245	67	4,771	70
Poisoning	24	..	..	..	273	3	297	3
Parasites Infesting Man	..	..	..	..	4	..	4	..
Tumours or New Growths ..	26	..	2	..	253	39	281	39
Deformities or Congenital Malformations	1	..	2	..	60	8	63	8
Unspecified	57	..	..	..	1,672	12	1,729	12
Total	2,155	18	308	10	89,004	1,457	91,467	1,485

5. NUMBER OF PATIENTS TREATED BY MISSION HEALTH INSTITUTIONS DURING THE YEAR ENDED 30TH JUNE, 1958.

District.	Number of Known In-patients.	Number of Known Out-patient Treatments.
Western Highlands	8,738	133,250
Eastern Highlands	3,121	104,778
Sepik	263	113,374
Madang	5,627	184,128
Morobe	5,422	246,663
New Britain	13,927	268,290
New Ireland	4,292	48,610
Bougainville	4,133	47,947
Manus	..	11,021
Total	45,523	1,158,061

APPENDIX XIX.—*continued.*

6. DEATHS OF INFANTS AND CHILDREN IN ADMINISTRATION HOSPITALS DURING 1957–58 CLASSIFIED BY AGE DISTRIBUTION AND DISEASE.

Disease.	Deaths.								Total.
	Male.				Female.				
	Under one month.	One month to twelve months.	One to five years.	Five to ten years.	Under one month.	One month to twelve months.	One to five years.	Five to ten years.	
Pneumonia	4	111	50	13	10	102	48	6	344
Malaria	2	15	23	4	2	18	24	6	94
Malnutrition	5	16	16	1	5	22	11	5	81
Prematurity	15	3	..	..	12	4	2	..	36
Meningitis	..	10	5	11	..	4	1	2	33
Tuberculosis	..	5	10	2	1	2	6	3	29
Dysentery	..	5	4	1	..	7	5	2	24
Gastro-enteritis	..	4	3	..	..	7	4	1	19
Diarrhoea	..	8	6	1	..	..	2	..	17
Pertussis	..	6	2	..	..	1	2	..	11
Diphtheria	..	5	2	..	..	3	..	..	10
Asphyxia	3	2	..	..	4	..	1	..	10
Nephritis	..	..	3	3	..	..	3	1	10
Tetanus	1	..	2	2	..	..	1	2	8
Heart Failure	..	..	3	2	1	1	..	1	8
Kwashiorkor	..	2	..	..	..	1	4	..	7
Encephalitis	..	..	3	1	..	..	1	..	5
Birth Injury	3	..	..	..	2	..	..	..	5
Intestinal Obstruction	1	1	1	..	..	2	..	..	5
Accident	..	2	2	..	..	..	1	..	5
Burns	..	1	2	..	..	..	..	1	4
Congenital Heart	..	2	..	..	1	1	..	..	4
Septicaemia	..	1	1	..	..	..	1	..	3
Cirrhosis of Liver	..	1	1	..	..	..	..	1	3
Nephrosis	..	..	1	..	..	..	2	..	3
Cerebral Haemorrhage	2	1	..	..	..	..	..	..	3
Bronchitis	..	1	..	..	..	..	1	..	2
Pyrexia	..	..	1	..	..	..	1	..	2
Haemolytic disease of the new born	1	..	..	..	..	1	..	..	2
Dehydration	..	2	..	..	..	..	..	..	2
Hepatitis	..	..	1	..	..	..	1	..	2
Neoplasm	..	..	1	1	..	..	..	..	2
Influenza	..	..	..	..	..	2	..	..	2
Uraemia	..	..	..	1	..	..	1	..	2
Atalectasis	1	..	..	..	1	..	..	..	2
Agranulocytosis	..	..	..	..	..	..	1	1	2
Sarcoma	..	..	..	2	..	..	..	..	2
Pemphigus	..	1	1	..	..	..	..	..	2
Debility	..	..	1	..	1	..	..	..	2
Marasmus	..	1	..	..	..	..	..	1	2
Drowning	..	..	..	1	..	..	..	..	1
Poliomyelitis	..	..	1	..	..	..	..	..	1
Sub-Arachnoid Haemorrhage	..	..	..	1	..	..	..	..	1
Anaemia	..	..	1	..	..	..	..	..	1
Convulsions	..	..	..	..	..	..	..	1	1

APPENDIX XIX.—*continued.*

6. DEATHS OF INFANTS AND CHILDREN IN ADMINISTRATION HOSPITALS DURING 1957–58 CLASSIFIED BY AGE DISTRIBUTION AND DISEASE—*continued.*

Disease.	Deaths.								Total.
	Male.				Female.				
	Under one month.	One month to twelve months.	One to five years.	Five to ten years.	Under one month.	One month to twelve months.	One to five years.	Five to ten years.	
Intersusception ..	..	..	..	..	..	1	..	..	1
Beri Beri	..	..	..	1	..	..	..	..	1
Umbilical Sepsis ..	..	..	..	..	1	..	..	..	1
Cong. Cystic disease of the kidneys	..	1	..	..	..	..	..	..	1
Jaundice	..	..	..	..	..	..	1	..	1
Sulphonamide overdose	..	..	..	..	..	1	..	..	1
Imperforate anus ..	1	..	..	..	..	..	..	..	1
Varicella	..	..	..	..	1	..	..	..	1
Cong. Atresia	..	..	..	..	1	..	..	..	1
Embolism	..	1	..	..	..	..	..	..	1
Mongolism	1	..	..	..	..	..	..	..	1
Malformation	1	..	..	..	..	..	..	..	1
Pylo-Stenosis	..	1	..	..	..	..	..	..	1
Lung Abscess	..	..	..	..	..	..	1	..	1
Haemoptysis	..	..	..	..	..	..	..	1	1
Fractured skull ..	..	..	..	..	..	..	1	..	1
Pulmonary Oedema ..	..	..	..	1	..	..	..	..	1
Rheumatic Fever ..	..	..	..	1	..	..	..	..	1
Peritonitis	..	..	..	..	1	..	..	..	1
Respiratory Obstruction	..	..	..	..	..	1	..	..	1
Unknown	..	..	..	..	1	..	..	..	1
Total	41	209	147	50	45	181	127	35	835

7. TOTAL EXPENDITURE ON PUBLIC HEALTH DURING THE YEAR ENDED 30TH JUNE, 1958.

	£	£
Administration—		
Public Health—General	1,169,797	
Medical Aid to Missions	55,854	
Construction and maintenance of hospitals, sewerage &c. ..	594,493	
		1,820,144
Mission (ascertainable expenditure from their own funds)		110,810
Native Local Government Councils (from their own funds)		9,781
Total expenditure		1,940,735

APPENDIX XX.

HOUSING.

No information is available regarding the indigenous population.

A census of European type dwellings was taken at 30th June, 1954, details of which were published at page 204 of the 1953--54 report.

APPENDIX XXI.

PENAL ORGANIZATION.

1. PERSONS RECEIVED INTO GAOL FROM THE COURTS DURING THE YEAR ENDED 30TH JUNE, 1958—TERM OF SENTENCE.

Term of Sentence.	Indigenes.			Europeans.			Other Non-indigenes.		
	Males.	Females.	Total.	Males.	Females.	Total.	Males.	Females.	Total.
Under 1 Month..	936	87	1,023	1	..	1	..	..	..
1 Month and under 3 Months ..	3,801	210	4,011	1	..	1	..	..	..
3 Months and under 6 Months ..	2,763	78	2,841	..	..	..	1	..	1
6 Months and under 12 Months ..	709	9	718	3	..	3	3	..	3
1 Year and under 2 Years ..	102	..	102	..	..	..	1	..	1
2 Years and under 3 Years ..	84	..	84	..	..	..	..	..	..
3 Years and under 5 Years ..	87	1	88	..	..	..	..	..	..
5 Years and under 10 Years ..	34	1	35	..	..	..	..	..	..
10 Years and under 15 Years ..	9	..	9	..	..	..	..	..	..
15 Years and over	1	..	1	..	..	..	..	..	..
Life Imprisonment	9	..	9	..	..	..	..	..	..
Death Recorded	2	..	2	..	..	..	..	..	..
Total { First Term ..	8,263	378	8,641	5	..	5	5	..	5
Total { Recidivist	274	8	282	..	..	..	..	..	..
Grand Total	8,537	386	8,923	5	..	5	5	..	5

2. PRISONERS UNDER SENTENCE IN GAOL AT 30TH JUNE, 1958—AGE DISTRIBUTION.

Age in Years.	Indigenes.			Europeans.(*a*)			Other Non-indigenes.		
	Males.	Females.	Total.	Males.	Females.	Total.	Males.	Females.	Total.
Under 14(*b*)	4	..	4	..	..	..	..	..	..
14 and 15(*b*)	2	..	2	..	..	..	..	..	..
16 and 17	15	..	15	..	..	..	..	..	..
18, 19 and 20	168	1	169	..	..	..	..	..	..
21 to 24	331	11	342	..	..	..	1	..	1
25 to 29	608	23	631	1	..	1	1	..	1
30 to 39	680	19	699	1	..	1	..	..	..
40 to 49	88	4	92	..	..	..	1	..	1
50 to 59	33	2	35	..	..	..	..	..	..
60 and over	2	..	2	..	..	..	..	..	..
Total { First Term ..	1,821	59	1,880	2	..	2	3	..	3
Total { Recidivist ..	110	1	111	..	..	..	..	..	..
Grand Total	1,931	60	1,991	2	..	2	3	..	3

(*a*) Europeans sentenced to imprisonment of over 6 months are usually transferred to a prison in Australia to serve their sentence. (*b*) These youths were accommodated outside of the prison proper, under the direct control of the Superintendent, and attended school.

APPENDIX XXI.—*continued.*

3. Prisoners under Sentence in Gaol at 30th June, 1958—Term of Sentences being Served.

Term of Sentence.	Indigenes.			Europeans.(a)			Other Non-indigenes.		
	Males.	Females.	Total.	Males.	Females.	Total.	Males.	Females.	Total.
Under 1 Month..	47	5	52	1	..	1	..	..	..
1 Month and under 3 Months ..	477	24	501	..	..	..	..	..	..
3 Months and under 6 Months ..	669	21	690	1	..	1	..	..	..
6 Months and under 12 Months ..	304	2	306	..	..	..	2	..	2
1 Year and under 2 Years ..	41	..	41	..	..	..	1	..	1
2 Years and under 3 Years ..	47	2	49	..	..	..	..	..	..
3 Years and under 5 Years ..	179	3	182	..	..	..	..	..	..
5 Years and under 10 Years ..	87	3	90	..	..	..	..	..	..
10 Years and under 15 Years ..	47	..	47	..	..	..	..	..	..
15 Years and over	5	..	5	..	..	..	..	..	..
Life Imprisonment	27	..	27	..	..	..	..	..	..
Death Recorded	1	..	1	..	..	..	..	..	..
Total First Term ..	1,821	59	1,880	2	..	2	3	..	3
Total Recidivist	110	1	111	..	..	..	..	..	..
Grand Total	1,931	60	1,991	2	..	2	3	..	3

(a) Europeans sentenced to imprisonment of over six months are usually transferred to a prison in Australia to serve their sentences.

Note.—

(i) At 30th June, 1958 there were 59 prisons.

(ii) Average number of inmates daily was—(*a*) Indigenous, 2,121.4; (*b*) Non-indigenous, 3.1.

APPENDIX XXII.

EDUCATION.

1. Administration and Mission Schools 1953–54 to 1957–58.

Year.	Administration.					Mission.					Totals.				
	Schools.	Teachers.	Pupils.			Schools.	Teachers.	Pupils.			Schools.	Teachers.	Pupils.		
			Male.	Female.	Total.			Male.	Female.	Total.			Male.	Female.	Total.
1953–54 ..	79	203	3,564	931	4,495	2,773	3,377	54,952	33,540	88,492	2,852	3,580	58,516	34,471	92,987
1954–55 ..	95	239	4,267	1,231	5,498	3,111	3,784	63,493	43,066	106,559	3,206	4,023	67,760	44,297	112,057
1955–56 ..	132	329	5,523	1,716	7,239	3,054	3,857	65,585	45,087	110,672	3,186	4,186	71,108	46,803	117,911
1956–57 ..	152	424	7,716	2,252	9,968	3,149	4,155	68,225	46,751	114,976	3,301	4,579	75,941	49,003	124,944
1957–58 ..	184	483	8,422	2,911	11,333	a 2,767	3,620	64,774	43,272	108,046	a 2,951	4,103	73,196	46,183	119,379

(a) The decline in number of mission schools is due to the fact that the missions have either closed or consolidated numbers of schools in the process of complying with educational policy.

APPENDIX XXII.—*continued.*

2. Administration Primary Schools 1953–54 to 1957–58.

Year.	Number of Schools.	Teachers.(a)			Pupils.(a)		
		Non-Indigenous.	Indigenous.	Total.	Male.	Female.	Total.
Schools for Indigenous Pupils.							
1953–54	53	15	114	129	2,417	536	2,953
1954–55	63	12	130	142	2,915	779	3,694
1955–56	99	24	207	231	4,263	1,168	5,431
1956–57	123	22	320	342	6,508	1,745	8,253
1957–58	148	31	347	378	6,974	2,291	9,265
Schools for Non-Indigenous Pupils.							
1953–54	15	30	..	30	415	360	775
1954–55	15	34	..	34	482	407	889
1955–56	18	41	..	41	441	513	954
1956–57	17	47	..	47	593	474	1,067
1957–58	20	52	..	52	653	577	1,230
Total.							
1953–54	68	45	114	159	2,832	896	3,728
1954–55	78	46	130	176	3,397	1,186	4,583
1955–56	117	65	207	272	4,704	1,681	6,385
1956–57	140	69	320	389	7,101	2,219	9,320
1957–58	168	83	347	430	7,627	2,868	10,495

(a) The schools listed are purely primary schools and do not include intermediate schools which have a primary component. Teachers and pupils in such primary components, however, are included in the table.

3. Administration Schools beyond Primary Level (Intermediate, Secondary, Technical and Teacher Training) 1953–54 to 1957–58.

Year.	Number of Schools.	Teachers. (a)			Pupils.(a)		
		Non-Indigenous.	Indigenous.	Total.	Male.	Female.	Total.
Schools for Indigenous Pupils.							
1953–54	10	15	27	42	706	3	709
1954–55	16	27	33	60	833	4	837
1955–56	14	34	20	54	791	17	808
1956–57	11	29	3	32	591	7	598
1957–58	15	42	8	50	761	13	774
Schools for Non-Indigenous Pupils.							
1953–54	1	2	..	2	26	32	58
1954–55	1	3	..	3	37	41	78
1955–56	1	3	..	3	28	18	46
1956–57	1	3	..	3	24	26	50
1957–58	1	3	..	3	34	30	64
Total.							
1953–54	11	17	27	44	732	35	767
1954–55	17	30	33	63	870	45	915
1955–56	15	37	20	57	819	35	854
1956–57	12	32	3	35	615	33	648
1957–58	16	45	8	53	795	43	838

(a) Teachers and pupils at the primary level in these schools have been excluded from this table and appear in Table 2.

APPENDIX XXII.—*continued.*

4. Administration Schools at 30th June, 1958.

Type of School.	Number of Schools.	Pupils.					Teachers.			
		European.	Asian.	Mixed Race.	Indigenous.	Total.	European.	Asian.	Indigenous.	Total.
Non-Indigenous—										
(i) Primary (Preparatory to Grade VI)	20	847	318	65	..	1,230	46	6	..	52
(ii) Secondary (Forms I-IV)	1	16	45	3	..	(*a*) 64	3	..	..	3
Total Non-Indigenous School	21	863	363	68	..	1,294	49	6	..	55
Indigenous—										
(i) Primary (Preparatory to Standard 6)	(*b*) 148	..	..	..	9,265	9,265	31	..	345	376
(ii) Intermediate (Standards 7, 8 and 9)	(*c*) 10	..	..	..	423	423	21	..	8	29
(iii) Secondary (Sub-Junior and Junior)	1	..	..	..	64	64	4	..	..	4
(iv) Technical Training (First to Fourth Year) ..	2	..	..	..	(*d*) 243	(*d*) 243	15	..	..	15
(v) Teacher Training	2	..	..	..	44	44	2	..	..	2
Total Indigenous Schools ..	163	..	..	..	10,039	10,039	73	..	353	426
Grand Total ..	184	863	363	68	10,039	11,333	122	6	(*e*) 353	(*e*) 481

(*a*) Includes 5 European, 1 Asian and 1 Mixed-race children receiving secondary education by correspondence under supervision at primary schools. (*b*) Includes 1 girls' school. (*c*) Includes 2 girls' schools with 11 pupils at the intermediate level and 128 pupils at the primary level. (*d*) Includes 21 pupils at the technical training annexe attached to Madang Intermediate School. (*e*) In addition 2 indigenous teachers are engaged in supervisory duties in the Madang District.

APPENDIX XXII.—*continued.*

5. Administration Schools, by District, at 30th June, 1958.

District.	Schools.			Pupils.									Teachers.			
				Non-Indigenous.			Indigenous.			Total.						
	Non-Indigenous.	Indigenous.	Total.	Male.	Female.	Total.	Male.	Female.	Total.	Male.	Female.	Total.	European.	Asian.	Indigenous.	Total.
Western Highlands ..	3	5	8	23	16	39	193	20	213	216	36	252	4	..	9	13
Eastern Highlands ..	3	14	17	32	26	58	1,057	141	1,198	1,089	167	1,256	12	..	30	42
Sepik	1	20	21	29	30	59	961	171	1,132	990	201	1,191	11	..	36	47
Madang	1	16	17	46	34	80	753	202	955	799	236	1,035	10	..	33	43
Morobe	5	27	32	224	229	453	1,313	325	1,638	1,537	554	2,091	30	..	44	74
New Britain ..	4	32	36	226	196	422	1,946	648	2,594	2,172	844	3,016	39	5	88	132
New Ireland ..	2	25	27	75	41	116	669	249	918	744	290	1,034	7	1	52	60
Bougainville ..	..	8	8	..	..	..	219	63	282	219	63	282	2	..	14	16
Manus	2	16	18	32	35	67	624	485	1,109	656	520	1,176	7	..	49	56
Total ..	21	163	184	687	607	1,294	7,735	2,304	10,039	8,422	2,911	11,333	122	6	355	483

6. Administration Schools—Non-Indigenous Pupils by Academic Level at 30th June, 1958.

Grade.	Pupils.											
	European.			Asian.			Mixed-race.			Total.		
	Male.	Female.	Total.	Male.	Female.	Total.	Male.	Female.	Total.	Male.	Female.	Total.
Primary—												
Preparatory ..	109	89	198	37	38	75	10	7	17	156	134	290
Grade I. ..	58	75	133	27	22	49	11	5	16	96	102	198
Grade II. ..	56	63	119	19	20	39	5	4	9	80	87	167
Grade III. ..	58	53	111	21	19	40	6	5	11	85	77	162
Grade IV. ..	50	42	92	22	20	42	2	1	3	74	63	137
Grade V. ..	55	42	97	26	15	41	7	1	8	88	58	146
Grade VI. ..	54	43	97	19	13	32	1	..	1	74	56	130
	440	407	847	171	147	318	42	23	65	653	577	1,230
Secondary—												
Form I. ..	4	3	7	10	6	16	1	..	1	15	9	24
Form II. ..	3	4	7	5	7	12	2	..	2	10	11	21
Form III. ..	..	..	..	4	4	8	..	..	..	4	4	8
Form IV. ..	1	1	2	4	5	9	..	..	..	5	6	11
	8	8	16	23	22	45	3	..	3	34	30	64
Total ..	448	415	863	194	169	363	45	23	68	687	607	1,294

APPENDIX XXII.—*continued.*

7. Administration Schools—Indigenous Pupils by Academic Level at 30th June, 1958.

Standard.	Pupils.
(i) Primary—	
Preparatory	1,153
Standard 1	2,702
2	2,191
3	1,363
4	809
5	592
6	455
	9,265
(ii) Intermediate—	
Standard 7	242
8	121
9	60
	423
(iii) Secondary—	
Sub-Junior	42
Junior	22
	64
(iv) Technical	
First Year	144
Second Year	63
Third Year	27
Fourth Year	9
	243
(v) Teacher Training	44
Total	10,039

APPENDIX XXII.—*coutinued.*

8. ADMINISTRATION SCHOOLS—INDIGENOUS—BY DISTRICTS AT 30TH JUNE, 1958(*a*).

District.	Schools.		Pupils.			Teachers.						
						European.			Indigenous.			Total Staff.
	Type.	No.	Male.	Female.	Total.	Male.	Female.	Total.	Male.	Female.	Total.	
Western Highlands	Station Primary ..	5	193	20	213	1	..	1	9	..	9	10
		5	193	20	213	1	..	1	9	..	9	10
Eastern Highlands	Village Primary ..	4	307	60	367	1	1	2	7	..	7	9
	Station Primary ..	10	721	81	802	4	..	4	21	..	21	25
	Intermediate ..	1	29	..	29	1	1	2	2	..	2	4
		15	1,057	141	1,198	6	2	8	30	..	30	38
Sepik	Village Primary ..	10	570	71	641	3	1	4	16	..	16	20
	Station Primary ..	10	342	100	442	2	..	2	16	1	17	19
	Intermediate ..	1	49	..	49	3	..	3	3	..	3	6
		21	901	171	1,132	8	1	9	35	1	36	45
Madang ..	Village Primary ..	7	260	51	311	1	..	1	10	..	10	11
	Station Primary ..	8	433	151	584	3	..	3	17	1	18	21
	Girls Primary ..	1	(*b*)	(*b*)	(*b*)	..	1	1	..	..	..	1
	Intermediate(*c*) ..	1	60	..	60	2	..	2	3	..	3	5
	..	..	..	..	..	..	..	..	(*d*) 2	..	(*d*) 2	(*d*) 2
		17	753	202	955	6	1	7	32	1	33	40
Morobe.. ..	Village Primary ..	19	898	174	1,072	..	2	2	29	4	33	35
	Station Primary ..	5	243	59	302	..	1	1	7	..	7	8
	Intermediate ..	1	79	..	79	4	..	4	2	..	2	6
	Girls (Intermediate)	1	..	92	92	..	2	2	..	2	2	4
	Technical ..	1	72	..	72	4	..	4	..	..	..	4
	Teacher Training ..	1	21	..	21	1	..	1	..	..	..	1
		28	1,313	325	1,638	9	5	14	38	6	44	58
New Britain ..	Village Primary ..	22	1,384	551	1,935	..	..	..	68	7	75	75
	Station Primary ..	5	170	50	220	1	..	..	8	..	8	9
	Intermediate ..	1	83	..	83	3	..	3	3	..	3	6
	Girls (Intermediate)	1	..	47	47	..	3	3	..	2	2	5
	Secondary ..	1	136	..	136	6	..	6	..	..	..	6
	Technical ..	1	150	..	150	11	..	11	..	..	..	11
	Teacher Training ..	1	23	..	23	1	..	1	..	..	..	1
		32	1,946	648	2,594	22	3	25	79	9	88	113

8. ADMINISTRATION SCHOOLS—INDIGENOUS—BY DISTRICTS AT 30TH JUNE, 1958(*a*).—*continued.*

District.	Schools.		Pupils.			Teachers.						
						European.			Indigenous.			Total Staff.
	Type.	No.	Male.	Female.	Total.	Male.	Female.	Total.	Male.	Female.	Total.	
New Ireland ..	Village Primary ..	23	640	249	889	1	1	2	44	6	50	52
	Station Primary (Hansenide)	1	..	..	..	..	..	..	1	..	1	1
	Intermediate ..	1	29	..	29	1	..	1	1	..	1	2
		25	669	249	918	2	1	3	46	6	52	55
Bougainville ..	Village Primary ..	3	80	19	99	..	..	..	6	..	6	6
	Station Primary ..	4	84	44	128	..	1	1	5	..	5	6
	Intermediate ..	1	55	..	55	1	..	1	2	1	3	4
		8	219	63	282	1	1	2	13	1	14	16
Manus	Village Primary ..	14	568	450	1,018	2	..	2	39	2	41	43
	Station Primary ..	2	41	33	74	1	..	1	4	..	4	5
	Intermediate ..	1	15	2	17	1	..	1	4	..	4	5
		17	624	485	1,109	4	..	4	47	2	49	53
Grand Total	.. .. ..	168	7,735	2,304	10,039	59	14	73	329	26	355	428

(*a*) All intermediate schools contain a primary component and the only secondary school contains an intermediate component. In this table all teachers and pupils at these schools have been shown, but in all other tables teachers and pupils at Administration intermediate and secondary schools have been related to the academic level to which they properly belong. (*b*) Although a teacher had been appointed to this school at 30th June, 1958, pupils had not been enrolled. (*c*) Includes 21 students at the technical training annexe attached to the Madang Intermediate School. (*d*) Teachers engaged in supervisory capacity.

APPENDIX XXII.—*continued.*

9. MISSION SCHOOLS AT 30TH JUNE, 1958.

Type of Schools.	Number of Schools.	Pupils.					Teachers.(c)			
		European.	Asian.	Mixed Race.	Indigenous.	Total.	European.	Other Non-Indigenous.	Indigenous.	Total.
(i) Primary—										
Non-Indigenous ..	8	139	235	176	..	550	..	..	..	..
Indigenous—										
Registered and recognized ..	195	..	..	..	18,109	18,109	..	..	..	..
Exempt ..	(a)2,540	..	..	..	88,565	88,565	..	..	..	..
Total Primary	2,743	139	235	176	106,674	107,224	..	..	..	..
(ii) Intermediate—										
Indigenous ..	6	..	..	..	344	344	..	..	..	..
Non-Indigenous ..	..	..	(b) 12	..	..	12	..	..	..	..
(iii) Secondary ..	1	..	..	..	72	72	..	..	..	..
(iv) Technical	2	..	..	..	44	44	..	..	..	..
(v) Teacher Training ..	15	..	..	..	350	350	..	..	..	..
Grand Total ..	2,767	139	247	176	107,484	108,046	(d) 246	5	3,369	3,620

(a) Inspection of mission schools for registration and recognition is incomplete and schools still to be inspected have been included with exempt schools.
(b) These pupils are in the intermediate section of a primary school at Rabaul. (c) The distribution of mission teachers among schools is not available.
(d) The only European teachers recorded in this table are those at registered and recognized schools. As the inspection of schools proceeds, this number will increase.

APPENDIX XXII.—*continued.*

10. Missions Conducting Schools at 30th June, 1958.

Mission.	Registered and Recognized Schools.								Exempt Schools. (a)	Grand Total.
	Primary.			Schools beyond Primary level.						
	Non-Indigenous.	Indigenous.	Total.	Intermediate.	Secondary.	Technical.	Teacher Training.	Total.		
Apostolic Church Mission	..	..	..	..	..	..	..	..	1	1
Assemblies of God in Australia	..	3	3	..	..	..	..	..	8	11
Australian Baptist Foreign Mission	..	3	3	..	..	..	..	..	18	21
Australian Lutheran Mission	..	5	5	..	..	..	1	1	6	12
Bismarck Solomons Union of Seventh Day Adventists	..	3	3	1	..	..	1	2	92	97
Catholic Mission of the Divine Word	..	13	13	1	..	..	2	3	242	258
Catholic Mission of the Holy Ghost	3	12	15	..	..	..	..	..	602	617
Catholic Mission of the Most Sacred Heart	3	58	61	3	..	1	2	6	32	99
Christian Missions in Many Lands	..	1	1	..	..	..	..	..	4	5
Church of the Nazarene	..	1	1	..	..	..	..	..	1	2
Coral Sea Union Mission of Seventh Day Adventists	..	4	4	..	..	..	1	1	65	70
East and West Indies Bible Mission	..	2	2	..	..	..	..	..	..	2
Evangelical Lutheran Mission	..	2	2	..	..	..	..	..	12	14
Faith Mission	..	..	..	..	..	..	..	..	1	1
Franciscan Mission	..	6	6	..	..	..	..	..	160	166
Lutheran Mission, New Guinea	..	16	16	..	..	..	3	3	829	848
Marist Mission Society	2	23	25	..	..	..	3	3	14	42
Methodist Missionary Society, New Zealand	..	10	10	1	..	..	1	2	72	84
Methodist Overseas Mission (New Guinea District)	..	21	21	..	..	..	1	1	339	361
New Guinea Anglican Mission	..	2	2	..	..	..	..	..	9	11
New Guinea Lutheran Mission (Missouri Synod)	..	5	5	..	..	..	..	..	23	28
New Tribes Mission	..	2	2	..	..	..	..	..	3	5
South Seas Evangelical Mission Limited	..	2	2	..	..	..	..	..	7	9
Swiss Evangelical Brotherhood	..	2	2	..	..	..	..	..	..	2
World Missions (Incorporated)	..	1	1	..	..	..	..	..	..	1
Total	8	197	205	6	..	1	15	22	2,540	2,767

(a) Inspections of mission schools for registration and recognition are incomplete, and schools still to be inspected have been included with exempt schools.

APPENDIX XXII.—*continued.*

11. Pupils Attending Mission Schools at 30th June, 1958.

Mission.	Primary Schools.								Registered and Recognized Schools beyond Primary Level.(a)									Grand Total.		
	Registered and Recognized Schools.					Exempt Schools(a)(b).		Total Primary.	Intermediate.(c)		Secondary.		Technical.		Teacher Training.		Total.			
	Non-Indigenous		Indigenous.		Total.															
	Male.	Female.	Male.	Female.		Male.	Female.		Male.	Female.	Male.	Female.	Male.	Female.	Male.	Female.		Male.	Female.	Toal.
Apostolic Church Mission	..	..	..	..	..	46	3	49	..	..	..	..	..	..	..	..	..	46	3	49
Assemblies of God in Australia	..	..	187	47	234	448	172	854	..	..	..	..	..	..	..	..	..	635	219	854
Australian Baptist Foreign Mission	..	..	148	13	161	525	175	861	..	..	..	..	..	..	..	..	..	673	188	861
Australian Lutheran Mission	..	..	371	138	509	38	51	598	..	..	..	..	..	..	19	..	19	428	189	617
Bismarck Solomons Union of Seventh Day Adventists	..	..	207	99	306	1,670	1,114	3,090	99	4	..	..	..	..	55	5	163	2,031	1,222	3,253
Catholic Mission of the Divine Word	..	..	911	484	1,395	5,959	4,294	11,648	6	1	..	..	..	..	18	2	27	6,894	4,781	11,675
Catholic Mission of the Holy Ghost	74	68	785	422	1,349	15,130	11,806	28,285	..	..	..	..	..	..	..	..	..	15,989	12,296	28,285
Catholic Mission of the Most Sacred Heart	180	173	3,196	2,739	6,288	1,589	1,601	9,478	150	2	62	..	..	..	56	12	282	5,233	4,527	9,760
Christian Missions in Many Lands	..	..	33	26	59	122	62	243	..	..	..	..	..	..	..	..	..	155	88	243
Church of the Nazarene	..	..	48	1	49	..	..	49	..	..	..	..	..	..	..	..	..	48	1	49
Coral Sea Union Mission of Seventh Day Adventists	..	..	425	98	523	1,226	482	2,231	27	4	..	..	..	..	12	..	43	1,690	584	2,274
East and West Indies Bible Mission	..	..	74	30	104	..	..	104	..	..	..	..	..	..	..	..	..	74	30	104
Evangelical Lutheran Mission	..	..	112	78	190	162	89	441	..	..	..	..	..	..	..	..	..	274	167	441
Faith Mission	..	..	..	..	..	21	..	21	..	..	..	..	..	..	..	..	..	21	..	21
Franciscan Mission	..	..	517	397	914	2,767	1,423	5,104	..	..	..	..	..	..	..	..	..	3,284	1,820	5,104
Lutheran Mission New Guinea	31	24	1,160	283	1,498	16,549	10,502	28,549	26	..	4	6	30	..	81	..	147	17,881	10,815	28,696
Marist Mission Society	..	..	1,633	1,242	2,875	127	70	3,072	31	..	..	..	14	..	45	..	90	1,850	1,312	3,162
Methodist Missionary Society of New Zealand	..	..	427	253	680	527	421	1,628	6	..	..	..	..	..	12	..	18	972	674	1,646
Methodist Overseas Mission (New Guinea District)	..	..	486	287	773	4,137	3,498	8,408	..	..	..	..	..	..	30	3	33	4,653	3,788	8,441
New Guinea Anglican Mission	..	..	34	38	72	179	126	377	..	..	..	..	..	..	..	..	..	213	164	377
New Guinea Lutheran Mission (Missouri Synod)	..	..	375	46	421	654	90	1,165	..	..	..	..	..	..	..	..	..	1,029	136	1,165
New Tribes Mission	..	..	..	..	..	70	15	85	..	..	..	..	..	..	..	..	..	70	15	85
South Seas Evangelical Mission Limited	..	..	132	15	147	414	211	772	..	..	..	..	..	..	..	..	..	546	226	772
Swiss Evangelical Brotherhood Mission	..	..	65	18	83	..	..	83	..	..	..	..	..	..	..	..	..	65	18	83
World Missions (Incorporated)	..	..	20	9	29	..	..	29	..	..	..	..	..	..	..	..	..	20	9	29
Total	285	265	11,346	6,763	18,659	52,360	36,205	107,224	345	11	66	6	44	..	328	22	822	64,774	43,272	108,046

(a) Except in one instance—*see* note (c)—pupils attending these schools are indigenous. (b) Inspections of mission schools for registration and recognition are incomplete and the figures include pupils at schools still to be inspected. (c) Includes twelve Asian students in the intermediate section of a primary school at Rabaul.

APPENDIX XXII.—*continued.*

12. TEACHERS IN MISSION SCHOOLS AT 30TH JUNE, 1958.

Mission.	Registered and Recognized Schools.						Exempt Schools.(a)			Total.		
	Non-Indigenous.			Indigenous.								
	Male.	Female.	Total.	Male.	Female.	Total.	Male.	Female.	Total.	Male.	Female.	Total.
Apostolic Church Mission ..	..	..	..	..	..	..	1	..	1	1	..	1
Assemblies of God in Australia ..	2	2	4	..	..	..	4	4	8	6	6	12
Australian Baptist Foreign Mission	3	2	5	..	..	..	23	..	23	26	2	28
Australian Lutheran Mission ..	4	2	6	2	..	2	23	..	23	29	2	31
Bismarck Solomons Union of Seventh Day Adventists ..	6	1	7	15	1	16	96	..	96	117	2	119
Catholic Mission of the Divine Word	14	17	31	2	..	2	252	6	258	268	23	291
Catholic Mission of the Holy Ghost	20	16	36	37	..	37	752	26	778	809	42	851
Catholic Mission of the Most Sacred Heart of Jesus	18	42	60	164	20	184	59	3	62	241	65	306
Christian Missions in Many Lands	1	1	2	..	..	..	3	5	8	4	6	10
Church of the Nazarene ..	1	..	1	..	..	..	1	..	1	2	..	2
Coral Sea Union Mission of Seventh Day Adventists	5	..	5	..	..	..	62	..	62	67	..	67
East and West Indies Bible Mission	1	1	2	..	..	..	..	..	..	1	1	2
Evangelical Lutheran Mission ..	..	..	..	4	..	4	14	..	14	18	..	18
Faith Mission	..	..	..	..	..	..	1	1	2	1	1	2
Franciscan Mission	2	5	7	..	..	..	188	1	189	190	6	196
Lutheran Mission, New Guinea ..	17	8	25	2	..	2	887	..	887	906	8	914
Marist Mission Society	17	14	31	85	23	108	15	..	15	117	37	154
Methodist Missionary Society of New Zealand	2	6	8	9	..	9	85	2	87	96	8	104
Methodist Overseas Mission (New Guinea District)	3	2	5	3	..	3	423	7	430	429	9	438
New Guinea Anglican Mission ..	..	1	1	1	..	1	19	..	19	20	1	21
New Guinea Lutheran Mission (Missouri Synod)	8	..	..	..	..	..	23	..	23	31	..	31
New Tribes Mission	..	..	..	..	..	..	1	1	2	1	1	2
South Seas Evangelical Mission ..	1	3	4	..	..	..	6	7	13	7	10	17
Swiss Evangelical Brotherhood ..	2	..	2	..	..	..	..	..	..	2	..	2
World Mission (Incorporated) ..	..	1	1	..	..	..	..	..	..	..	1	1
Total	127	124	251	324	44	368	2,938	63	3,001	3,389	231	3,620

(a) Inspections of mission schools for registration and recognition are incomplete and these figures include teachers at schools still to be inspected. Separate figures for indigenous and non-indigenous teachers are not available.

APPENDIX XXII.—*continued.*

13. TOTAL EXPENDITURE ON EDUCATION DURING THE YEAR ENDED 30TH JUNE, 1958.

	£	£
Administration—		
Department of Education—		
Salaries	272,753	
Contingencies	61,925	
Education services	175,337	
Technical Training	7,322	
Special Services	1,293	
Grants-in-aid to Missions	118,608	
		637,238
Other Departmental Educational Training(*a*)—		
Public Service Institute	5,855	
Department of Public Health	22,750	
Department of Agriculture, Stock and Fisheries	5,472	
Public Libraries	9,466	
Building Construction—Schools, &c.(*b*)	84,814	
		128,357
Missions—Expenditure from own funds(*c*)		367,869
Total		1,133,464

(*a*) Figures are not available for departmental training carried out by the Departments of Native Affairs (local government and co-operatives), Forests, Posts and Telegraphs, and Civil Affairs (police). (*b*) Includes expenditure on furniture and fittings but not expenditure on maintenance of buildings. (*c*) Information from 5 missions not available.

APPENDIX XXIII.

INTERNATIONAL TREATIES, CONVENTIONS AND AGREEMENTS.

The following lists show the Treaties, Conventions and agreements applying to the Territory at 30th June, 1958:—

(A.) General and Multilateral International Agreements.

Description and Date of Signature.	Applying as from—
International Agreement for the Suppression of the White Slave Traffic (18th May, 1904)	7th March, 1937
International Convention for the Suppression of the White Slave Traffic (4th May, 1910)	7th March, 1937
International Convention for the Protection of Industrial Property and Final Protocol (2nd June, 1911)	13th April, 1926
Treaty of Peace between the Allied and Associated Powers and Germany, with Protocol (28th June, 1919)	10th January, 1920
Convention concerning Unemployment Indemnity in case of Loss or Foundering of the Ship (9th July, 1920)	6th November, 1937
International Convention for the Suppression of the Traffic in Women and Children (30th September, 1921)	2nd September, 1936
Treaty between the British Empire, France, Japan and the United States of America relating to their Insular Possessions and Insular Dominions in the Pacific Ocean (13th December, 1921)	17th August, 1923
Supplementary Treaty between the British Empire, France, Japan and the United States of America relating to their Insular Possessions and Insular Dominions in the Pacific Ocean (6th February, 1922)	17th August, 1923
International Convention for the Suppression of the Circulation of and Traffic in Obscene Publications (12th September, 1923)	29th June, 1935

APPENDIX XXIII—*continued.*

(A.) General and Multilateral International Agreements—*continued.*

Description and Date of Signature.	Applying as from—
International Convention for the Unification of Certain Rules of Law relating to Bills of Lading (25th August, 1924)	4th January, 1956
International Convention relating to Dangerous Drugs, with Protocol (19th February, 1925) ..	25th September, 1928
International Convention for the Protection of Industrial Property (6th November, 1925) ..	12th February, 1933
International Sanitary Convention (21st June, 1926)	12th October, 1929
International Convention with the object of securing the Abolition of Slavery and the Slave Trade (25th September, 1926)	18th June, 1927
International Convention for the Protection of Literary and Artistic Works (2nd June, 1928) ..	29th July, 1936
Convention concerning the Marking of the Weight on Heavy Packages transported by Vessels (21st June, 1929)	9th March, 1932
Universal Postal Convention (28th June, 1929)	9th July, 1930
International Convention for the Unification of Certain Regulations relating to International Carriage by Air (12th October, 1929)	30th October, 1935
International Protocol relating to Military Obligations in certain cases of Double Nationality (12th April, 1930)	25th May, 1937
International Protocol relating to a Certain Case of Statelessness (12th April, 1930)	1st July, 1937
International Convention on the Stamp Laws in connexion with Bills of Exchange and Promissory Notes (7th June, 1930)	2nd December, 1938
Convention concerning Forced or Compulsory Labour (28th June, 1930)	1st May, 1932
International Convention on the Stamp Laws in connexion with Cheques (19th March, 1931) ..	2nd December, 1938
International Convention for Limiting the Manufacture and Regulating the Distribution of Narcotic Drugs (13th July, 1931)	24th April, 1934
British Commonwealth Merchant Shipping Agreement (10th December, 1931)	10th December, 1931
International Telecommunication Convention (9th December, 1932)	29th November, 1934
International Sanitary Convention for Aerial Navigation (12th April, 1933)	29th July, 1936
Convention for Facilitating the International Circulation of Films of an Educational Character (11th October, 1933)	23rd March, 1937
International Convention for the Suppression of the Traffic in Women of Full Age (11th October, 1933)	1st November, 1936
Universal Postal Convention, with Final Protocol Regulations for the Execution of the Convention and Provisions regarding the Conveyance of Letter Mail by Air (20th March, 1934)	8th March, 1935
International Agreement relating to Statistics of Causes of Death (19th June, 1934)	4th March, 1935
International Agreement for Dispensing with Bills of Health and Consular Visas on Bills of Health (22nd December, 1934)	21st July, 1936
Convention Concerning the Employment of Women on Underground Work in Mines of all Kinds (21st June, 1935)	14th December, 1954
International Convention concerning the Use of Broadcasting in the Cause of Peace (23rd September, 1936)	2nd April, 1938
Process Verbal regarding the application of certain Articles of Convention of October, 1933, for facilitating the International Circulation of Films of and Educational Character (12th September, 1938)	12th February, 1940
Convention Modifying the International Sanitary Convention of 21st June, 1926 (31st October, 1938)	28th September, 1939
Universal Postal Convention (23rd May, 1939)	1st July, 1940
Convention on International Civil Aviation (7th December, 1944)	4th April, 1947
International Air Services Transit Agreement (7th December, 1944)	28th August, 1945
Charter of the United Nations (26th June, 1945)	1st November, 1945
Statute of the International Court of Justice (26th June, 1945)	1st November, 1945
Articles of Agreement of the International Monetary Fund (27th December, 1945)	5th August, 1947
Articles of Agreement of the International Bank for Reconstruction and Development (27th December, 1945)	5th August, 1947
Agreement on Reparation from Germany, on the Establishment of an inter-Allied Reparation Agency and on the Restitution of Monetary Gold (14th January, 1946)	25th February, 1946

APPENDIX XXIII—*continued.*

(A.) General and Multilateral International Agreements—*continued.*

Description and Date of Signature.	Applying as from—
International Labour Organization Final Articles Revision Convention (9th October, 1946) ..	15th January, 1952
Protocol amending the Agreements, Conventions and Protocols on Narcotic Drugs of 23rd January, 1912, 11th February, 1925, 19th February, 1925, 13th July, 1931, 27th November, 1931 and 26th June, 1936 (11th December, 1946)	28th August, 1947
Trusteeship Agreement for the Territory of New Guinea (13th December, 1946)	13th December, 1946
Agreement establishing the South Pacific Commission (6th February, 1947)	29th July, 1948
Universal Postal Convention (5th July, 1947)	13th October, 1950
Labour Inspectorates (Non-Metropolitan Territories) Convention (11th July, 1947)	30th September, 1955
International Telecommunication Convention (2nd October, 1947)	7th January, 1949
Convention of the World Meteorological Organization (11th October, 1947)	26th October, 1950
General Agreement on Tariffs and Trade (30th October, 1947)	1st January, 1948
Protocol of Provisional Application of the General Agreement on Tariffs and Trade (30th October, 1947)	1st January, 1948
Protocol amending the Convention of the 30th September, 1921, for the Suppression of the Traffic in Women and Children, and the Convention of 11th October, 1933, for the Suppression of the Traffic in Women of Full Age (12th November, 1947)	13th November, 1947
Protocol amending the Convention of the 12th September, 1923, for the Suppression of the Circulation of and Traffic in Obscene Publications (12th November, 1947)	13th November, 1947
Protocol of Rectifications to the General Agreement on Tariffs and Trade (24th March, 1948) ..	24th March, 1948
Protocol Modifying certain provisions of the General Agreement on Tariffs and Trade (24th March, 1948)	24th March, 1948
Special Protocol Modifying Article XIV of the General Agreement on Tariffs and Trade (24th March, 1948)	9th May, 1949
Special Protocol Relating to Article XXIV of the General Agreement on Tariffs and Trade (24th March, 1948)	17th November, 1950
Second Protocol of Rectifications to the General Agreement on Tariffs and Trade (14th September, 1948)	14th September, 1948
Protocol Modifying Part I of Article XXIX of the General Agreement on Tariffs and Trade (14th September, 1948)	24th September, 1952
Protocol Modifying Part II and Article XXVI of the General Agreement on Tariffs and Trade 14th September, 1948)	25th February, 1949
Protocol for the Accession of Signatories to the Final Act of the United Nations Conference on Trade and Employment dated 30th October, 1947 (14th September, 1948)	14th September, 1948
Protocol bringing under international control drugs outside the scope of the Convention of 13th July, 1931, as amended by the Protocol of 11th December, 1946 (19th November, 1948)	1st December, 1949
Convention on the Prevention and Punishment of the Crime of Genocide (9th December, 1948)..	12th January, 1951
International Wheat Agreement (23rd March, 1949)	1st July, 1949
Protocol amending the International Agreement for the Suppression of White Slave Traffic of 18th May, 1904, and the International Convention for the Suppression of the White Slave Traffic of 4th May, 1910 (4th May, 1949)	8th December, 1949
Agreement to revise the Commonwealth-United States Telecommunications Agreements of 4th December, 1945 (12th August, 1949)	24th February, 1950
Third Protocol of Rectifications to the General Agreement of Tariffs and Trade (13th August, 1949)	21st October, 1951
First Protocol of Modifications to the General Agreement on Tariffs and Trade (13th August, 1949)	24th September, 1952
Protocol Modifying Article XXVI of the General Agreement on Tariffs and Trade (13th August, 1949)	28th March, 1950
Protocol Replacing Schedule I of the General Agreement on Tariffs and Trade (13th August, 1949)	21st October, 1951
Protocol Replacing Schedule VI of the General Agreement on Tariffs and Trade (13th August, 1949)	24th September, 1952
Fourth Protocol of Rectifications to the General Agreement on Tariffs and Trade (3rd April, 1950)	24th September, 1952
Fifth Protocol of Rectifications to the General Agreement on Tariffs and Trade (16th December, 1950)	30th June, 1953
Protocol to the General Agreement on Tariffs and Trade (21st April, 1951)	17th November, 1951

APPENDIX XXIII—*continued.*

(A.) General and Multilateral International Agreements—*continued.*

Description and Date of Signature.	Applying as from—
Declaration of the Continued Application of the Schedules to the General Agreement on Tariffs and Trade (21st April, 1951)	21st April, 1951
Convention relating to the status of refugees (28th July, 1951)	22nd April, 1954
Security Treaty between Australia, New Zealand, United States of America (1st September, 1951)	29th April, 1952
First Protocol of Rectifications and Modifications to the Texts of the Schedules to the General Agreement on Tariffs and Trade (27th October, 1951)	21st October, 1953
International Plant Protection Convention (6th December, 1951)	8th September, 1954
Universal Postal Convention and final Protocol thereto and Regulations, together with provisions regarding air correspondence, and final Protocol thereto (11th July, 1952)	3rd May, 1954
Supplementary Agreement revising the provisions of Article 2 of the Commonwealth–United States Telecommunications Agreement of 12th August, 1949 (1st October, 1952)	1st October, 1952
International Convention to facilitate the Importation of Commercial Samples and Advertising Material (7th November, 1952)	11th February, 1956
International Telecommunication Convention (22nd December, 1952)	22nd March, 1954
International Wheat Agreement (13th April, 1953)..	31st October, 1953
Declaration on the Continued Application of the Schedules to the General Agreement on Tariffs and Trade (24th October, 1953)	23rd February, 1954
Protocol amending the Slavery Convention of 25th September, 1926 (7th December, 1953) ..	9th December, 1953
Agreement concerning the Frequency of Sessions of the South Pacific Commission (5th April, 1954)	1st July, 1954
Protocol relating to Amendments to Articles 48(*a*), 49(*e*) and 61 of the Convention of 7th Decenber, 1944 on International Civil Aviation (14th June, 1954)	12th December, 1956
Protocol Amending Article 45 of the International Civil Aviation Convention of 7th December, 1944 (14th June, 1954)	16th May, 1958
South-East Asia Collective Defence Treaty and Protocol (8th September, 1954)	19th February, 1955
Plant Protection Agreement for the South East Asia and Pacific Region (26th November, 1955) ..	2nd July, 1956
International Wheat Agreement (25th April, 1956)..	27th November, 1956
Supplementary Convention on the Abolition of Slavery, the Slave Trade and Institutions and Practices similar to Slavery (7th September, 1956)	6th January, 1958

(B.) Bilateral Treaties—Excluding Extradition Treaties.

Country.	Description and Date of Signature.	Applying as from—
Austria	Convention regarding Legal Proceedings in Civil and Commercial Matters (31st March, 1931)	10th November, 1933
Austria	Exchange of Notes reviving 1931 Convention on Legal Proceedings (17th November, 1951)	17th November, 1951
Belgium	Convention—Legal Proceedings in Civil and Commercial Matters (21st June, 1922)	10th October, 1928
Belgium	Convention Supplementary to the Convention of 1922 (4th November, 1932)	6th July, 1935
Bulgaria	Treaty of Peace (10th February, 1947)	10th July, 1948
Canada	Agreement for the Avoidance of Double Taxation and Prevention of Fiscal Evasion with respect to Taxes on Income (1st October, 1957)	21st May, 1958
Ceylon	Agreement for the establishment of Air Services (12th January, 1950)	12th January, 1950
China	Treaty Relating to the Chinese Customs Tariff, &c. (20th December, 1928)	1st February, 1929

APPENDIX XXIII—*continued.*

(B.) Bilateral Treaties—Excluding Extradition Treaties—*continued.*

Country.	Description and Date of Signature.	Applying as from—
Czechoslovakia ..	Convention—Legal Proceedings in Civil and Commercial Matters (11th November, 1924)	9th November, 1933
Czechoslovakia ..	Convention Supplementary to the Convention of 1924 (15th February, 1935)	7th May, 1936
Denmark	Convention—Legal Proceedings in Civil and Commercial Matters (29th November, 1932)	28th February, 1935
Egypt	Agreement for the Establishment of Air Services (14th June, 1952)..	12th October, 1952
Estonia	Agreement regarding Tonnage Measurement of Merchant Ships (24th June, 1926)	24th June, 1926
Estonia	Convention—Legal Proceedings in Civil and Commercial Matters (22nd December, 1931)	26th November, 1933
Federal Republic of Germany	Convention regarding Legal Proceedings in Civil and Commercial Matters (20th March, 1928)	Reapplying as from 1st July, 1954
Federal Republic of Germany	Agreement regarding German External Debts (27th February, 1953)	24th November, 1954
Federal Republic of Germany	Exchange of Notes relating to War Graves (5th March, 1956) ..	12th June, 1957
Finland	Agreement in regard to Reciprocal Recognition of Tonnage Measurements Certificates of British and Finnish Ships (21st June, 1924)	21st September, 1924
Finland	Convention regarding Legal Proceedings in Civil and Commercial Matters (11th August, 1933)	1st March, 1935
Finland	Treaty of Peace (10th February, 1947)	10th July, 1948
France	Convention—Legal Proceedings in Civil and Commercial Matters (2nd February, 1922)	22nd June, 1928
France	War Damage Compensation Agreement (28th September, 1951) ..	28th September, 1951
Greece	Agreement respecting the Measurement of Tonnage of Merchant Ships (30th November, 1926) ..	30th November, 1926
Greece	Convention—Legal Proceedings in Civil and Commercial Matters (27th February, 1936)	14th December, 1938
Hungary	Convention regarding Legal Proceedings in Civil and Commercial Matters (25th September, 1935)	20th August, 1937
Hungary	Treaty of Peace (10th February, 1947)	10th July, 1948
India	Agreement for the Establishment of Air Services (11th July, 1949) ..	11th July, 1949
Iraq	Convention—Legal Proceedings in Civil and Commercial Matters (25th July, 1935)	7th October, 1937
Italy..	Convention regarding Legal Proceedings in Civil and Commercial Matters (17th December, 1930)	9th November, 1933
Italy..	Treaty of Peace (10th November, 1947)	9th July, 1948
Italy..	Agreement regarding War Graves and Supplementary Exchange of Notes (27th August, 1953)	20th May, 1955
Japan	Agreement respecting the Tonnage and Measurement of Merchant ships (30th November, 1922)	30th November, 1922; Re-applied 27th July, 1953
Japan	Treaty of Peace (8th September, 1951)	28th April, 1952
Japan	Agreement for the Establishment of Air Services (19th January, 1956)	27th April, 1956
Latvia	Agreement Relating to Tonnage Measurement Certificates (24th June, 1927)	24th June, 1927
Lebanon	Agreement for the Establishment of Air Services (29th September, 1953)	15th January, 1954
Lithuania	Convention—Legal Proceedings in Civil and Commercial Matters (24th April, 1934)	31st August, 1937
Netherlands	Convention—Legal Proceedings in Civil and Commercial Matters (31st May, 1932)	8th April, 1935

APPENDIX XXIII—*continued.*

(B.) Bilateral Treaties—Excluding Extradition Treaties—*continued.*

Country.	Description and Date of Signature.	Applying as from—
Netherlands	Exchange of Notes between Australian and Netherlands Governments Recording Agreement of Boundary between Dutch New Guinea and Mandated Territory of New Guinea (14th September, 1936)	14th September, 1936
Netherlands	Agreement for the Establishment of Air Services (25th September, 1951)	29th September, 1951
Netherlands	Exchange of Notes concerning Reciprocal Exemptions from Duties and Charges in respect of Non-Scheduled Flights (29th November, 1956)	Entered into force 14th April, 1958, retro-active to 1st July, 1955
Norway	Convention—Legal Proceedings in Civil and Commercial Matters (30th January, 1931)	3rd November, 1933
Pakistan	Agreement for the Establishment of Air Services (3rd June, 1949) ..	3rd June, 1949
Poland	Convention—Legal Proceedings in Civil and Commercial Matters (26th August, 1931)	8th December, 1933
Poland	Convention relating to the Tonnage Measurement of Merchant Ships (16th April, 1934)	20th April, 1935
Poland	Exchange of Notes extending to Free City of Danzig Convention of 1934 (26th June, 1936)	11th July, 1936
Portugal	Agreement in regard to Tonnage Measurement of Merchant Ships (20th May, 1926)	20th May, 1926
Portugal	Convention—Legal Proceedings in Civil and Commercial Matters (9th July, 1931)	11th November, 1933
Portugal	Exchange of Notes regarding Documents of Identity for Aircraft Personnel (8th January, 1940)	8th February, 1940
Republic of Ireland ..	Exchange of Notes constituting an Air Transport Agreement (26th November—30th December, 1957)	26th November, 1957
Roumania	Treaty of Peace (10th February, 1947)	10th July, 1948
South Africa	Agreement for the Establishment of Air Services (4th November, 1955)	Applying from 29th July, 1952
Spain	Convention—Legal Proceedings in Civil and Commercial Matters (27th June, 1929)	10th November, 1933
Sweden	Convention—Legal Proceedings in Civil and Commercial Matters (28th August, 1930)	2nd November, 1933
Switzerland	Convention—Legal Proceedings in Civil and Commercial Matters (3rd December, 1937)	11th March, 1940
Turkey	Convention—Legal Proceedings in Civil and Commercial Matters (28th November, 1931)	3rd March, 1935
Union of South Africa..	Exchange of Notes revising the Agreement of 4th November, 1955, relating to Air Services (26th November, 1958)	With effect from 25th November, 1957
United Kingdom ..	Agreement for the avoidance of Double Taxation and the Prevention of Fiscal Evasion with respect to Taxes on Income (29th October, 1946)	3rd June, 1947
United Kingdom ..	Trade Agreement (26th February, 1957)	With effect from 9th November, 1956
United Kingdom ..	Agreement for Air Services (7th February, 1958)	7th February, 1958
United States of America	Agreement for the Establishment of Air Services (3rd December, 1946)	3rd December, 1946
United States of America	Agreement for the avoidance of Double Taxation and the Prevention of Fiscal Evasion with respect to Taxes on Income (14th May, 1953)	1st July, 1953
United States of America	Agreement for the avoidance of Double Taxation and the Prevention of Fiscal Evasion with respect to the Taxes on Gifts (14th May, 1953)	14th December, 1953
United States of America	Agreement for the avoidance of Double Taxation and the prevention of Fiscal Evasion with respect to the Taxes on Estates of Deceased Persons (14th May, 1953)	7th January, 1954

APPENDIX XXIII—*continued.*

(B.) Bilateral Treaties—Excluding Extradition Treaties—*continued.*

Country.	Description and Date of Signature.	Applying as from—
United States of America	Exchange of Notes amending the Air Transport Agreement of 3rd December, 1946 (12th August, 1957)	12th August, 1957
Yugoslavia	Convention—Legal Proceedings in Civil and Commercial Matters (27th February, 1936)	23rd June, 1938

(C.) Extradition Treaties.

Country.	Description and Date of Signature.	Applying as from—
Albania	Extradition Treaty (22nd July, 1926)	16th March, 1928
Albania	Exchange of Notes regarding Extradition for Dangerous Drugs Offences (11th December, 1935–16th May, 1936)	16th May, 1936
Belgium	Treaty for the Mutual Surrender of Fugitive Criminals (29th October, 1901)	1st August, 1928
Belgium	Convention Supplementing Article XIV of Treaty of 1901 (5th March, 1907)	1st August, 1928
Belgium	Convention amending Article VI of Treaty of 1901 (3rd March, 1911)	1st August, 1928
Belgium	Convention extending to the Belgian Congo and Certain British Protectorates existing Extradition Conventions between United Kingdom and Belgium (8th August, 1923)	1st August, 1928
Belgium	Exchanges of Notes regarding the Extension of the Convention of 1923 to certain British and Belgian Mandated Territories (28th June, 1928–2nd July, 1928)	1st August, 1928
Bolivia	Treaty for the Mutual Surrender of Fugitive Criminals (22nd February, 1892)	18th February, 1928
Chile	Treaty for the Mutual Surrender of Fugitive Criminals (26th January, 1897)	13th January, 1928
Colombia	Treaty for the Mutual Surrender of Fugitive Criminals (27th October, 1888)	5th December, 1930
Colombia	Convention Supplementary to the Treaty of 1888 (2nd December, 1929)	5th December, 1930
Cuba	Treaty for the Mutual Surrender of Fugitive Criminals (3rd October, 1904)	12th December, 1931
Cuba	Convention extending to Certain Protectorates and Mandated Territories the Treaty of 1904 (17th April, 1930)	12th December, 1931
Czechoslovakia ..	Treaty for the Extradition of Criminals (11th November, 1924) ..	15th July, 1927
Czechoslovakia ..	Protocol amending Article 12 of the Treaty of 1924 (4th June, 1926)	15th July, 1927
Denmark	Treaty for the Mutual Surrender of Fugitive Criminals (31st March, 1873)	10th February, 1928
Denmark	Convention supplementary to Treaty of 1873 (15th October, 1935)	9th November, 1936
Ecuador	Treaty for the Mutual Surrender of Fugitive Criminals (20th September, 1880)	19th January, 1928
Ecuador	Convention Supplementary to the Treaty of 1880 (4th June, 1934) ..	8th November, 1937
El Salvador	Treaty for the Mutual Surrender of Fugitive Criminals (23rd June, 1881)	8th August, 1930
Estonia	Convention for the Extradition of Fugitive Criminals (18th November, 1925)	10th March, 1927

APPENDIX XXIII—*continued.*

(C.) Extradition Treaties—*continued.*

Country.	Description and Date of Signature.	Applying as from—
Finland	Treaty for the Extradition of Criminals (30th May, 1924)	14th December, 1925
Greece	Treaty for the Mutual Surrender of Fugitive Criminals (24th September, 1910)	19th April, 1928
Guatemala	Treaty for the Mutual Surrender of Fugitive Criminals (4th July, 1885)	11th September, 1929
Guatemala	Protocol Amending Article X of Treaty of 1885 (30th May, 1914)	11th September, 1929
Haiti	Treaty for the Mutual Surrender of Fugitive Criminals (7th December, 1874)	13th January, 1928
Hungary	Treaty for the Mutual Surrender of Fugitive Criminals (3rd December, 1873)	25th April, 1928
Hungary	Declaration Amending Article XI of the Treaty of 3rd December, 1873, for the Mutual Surrender of Fugitive Criminals (26th June, 1901)	25th April, 1928
Hungary	Extradition Treaty (18th September, 1836)	22nd March, 1938
Iceland	Treaty for the Mutual Surrender of Fugitive Criminals (31st March, 1873)	25th November, 1937
Iceland	Extradition Convention supplementary to the Treaty of 1873 (25th October, 1938)	13th December, 1939
Iceland	Exchange of Notes regarding the Extension to New Guinea and Nauru of the Treaty of 1873 in so far as that Treaty applies to Iceland (25th November, 1937)	25th November, 1937
Iraq	Extradition Treaty (2nd May, 1932)	31st August, 1934
Latvia	Treaty for the Extradition of Fugitive Criminals (16th July, 1924)	1st January, 1926
Liberia	Treaty for the Mutual Surrender of Fugitive Criminals (16th December, 1892)	16th October, 1928
Lithuania	Treaty for the Extradition of Fugitive Criminals (18th May, 1926)	11th May, 1928
Luxembourg	Treaty for the Mutual Surrender of Fugitive Criminals (24th November, 1880)	28th January, 1928
Luxembourg	Convention Supplementary to the Treaty of 1880 (23rd January, 1937)	1st August, 1938
Luxembourg	Convention amending the Treaty of 24th November, 1880, for the Mutual Surrender of Fugitive Criminals (29th May, 1939)	26th September, 1950
Monaco	Treaty for the Extradition of Criminals (17th December, 1891)	5th July, 1931
Monaco	Convention for the extension to certain Protectorates and Mandated Territories of the Treaty of 1891 (27th November, 1930)	5th July, 1931
Netherlands	Treaty for the Mutual Surrender of Fugitive Criminals (26th September, 1898)	27th January, 1928
Nicaragua	Treaty for the Mutual Extradition of Fugitive Criminals (19th April, 1905)	12th January, 1928
Norway	Treaty for the Mutual Surrender of Fugitive Criminals (26th June, 1873)	13th December, 1929
Norway	Supplementary Agreement respecting the Mutual Surrender of Fugitive Criminals (18th February, 1907)	13th December, 1929
Panama	Treaty for the Mutual Surrender of Fugitive Criminals (25th August, 1906)	24th January, 1928
Paraguay	Treaty for the Mutual Surrender of Fugitive Criminals (12th September, 1908)	16th January, 1928
Paraguay	Supplementary Extradition Convention (30th September, 1933)	22nd November, 1942
Peru	Treaty for the Mutual Surrender of Fugitive Criminals (26th January, 1904)	16th January, 1928
Poland	Extradition Treaty (11th January, 1932)	4th January, 1935
Portugal	Treaty for the Mutual Surrender of Fugitive Criminals (17th October, 1892)	23rd June, 1934
Portugal	Convention Supplementary to Treaty of 1892 (20th January, 1932)	23rd June, 1934

APPENDIX XXIII—*continued.*

(C.) Extradition Treaties—*continued.*

Country.	Description and Date of Signature.	Applying as from—
Roumania	Treaty for the Mutual Surrender of Fugitive Criminals and Protocol (21st March, 1893)	12th January, 1929
Roumania	Protocol explanatory of Section 21 of Article 2 of the Extradition Treaty of 21st March, 1893 (13th March, 1894)	12th January, 1929
San Marino	Treaty for the Mutual Extradition of Fugitive Criminals (16th October, 1899)	19th July, 1934
Spain	Treaty for the Mutual Surrender of Fugitive Criminals (4th June, 1878)	13th February, 1928
Spain	Declaration amending Treaty of 1878 (19th February, 1889) ..	13th February, 1928
Switzerland	Treaty for the Mutual Surrender of Fugitive Criminals (26th November, 1880)	19th September, 1929
Switzerland	Convention supplementing Article XVIII of Treaty of 1880 (29th June, 1904)	19th September, 1929
Switzerland	Convention supplementary to Treaty of 1880 (19th December, 1934)	3rd January, 1936
Thailand	Treaty respecting the Extradition of Fugitive Criminals (4th March, 1911)	27th February, 1928
United States of America	Extradition Treaty (22nd December, 1931)	30th August, 1935
Yugoslavia	Treaty for the Mutual Extradition of Fugitive Criminals (6th December, 1900)	1st November, 1928

(D.) International Agreements with Enemy and Ex-enemy Countries which applied to the Territory prior to 3rd September, 1939. The Future Status of these Agreements has yet to be Determined.

Country.	Description and Date of Signature.	Applying as from—
Austria	Treaty for the Mutual Surrender of Fugutive Criminals (3rd December, 1873)	23rd January, 1928
Austria	Declaration amending Article II of the Treaty of 3rd December, 1873, for the Mutual Surrender of Fugitive Criminals (26th January, 1901)	23rd January, 1928
Austria	Supplementary Extradition Convention. Additional to 1873 Treaty (29th October, 1934)	30th August, 1935
Germany	Treaty for the Mutual Surrender of Fugitive Criminals (14th May, 1872)	17th August, 1930
Germany	Agreement between the Government of the Commonwealth of Australia and the German Government regarding the Release of Property Rights and Interest of German Nationals with Exchange of Notes (17th January, 1930)	26th May, 1930

APPENDIX XXIV

CLIMATIC CONDITIONS.

Place.	Month.	Year.	Maximum Temperature. (° F.)	Minimum Temperature. (° F.)	9 a.m. Humidity. (%).	Rainfall (Inches).	Rain Days.
Lae	July	1957	80.9	71.5	90	21.17	23
	August	1957	82.2	72.0	88	33.99	26
	September	1957	82.1	71.6	86	24.01	25
	October	1957	85.2	72.3	81	6.20	26
	November	1957	86.3	73.6	80	9.76	22
	December	1957	86.4	73.9	83	23.81	26
	January	1958	87.5	75.1	83	4.21	18
	February	1958	89.4	75.6	78	11.81	18
	March	1958	87.5	74.7	83	14.98	23
	April	1958	86.9	74.8	83	14.22	20
	May	1958	85.8	72.9	82	9.92	20
	June	1958	84.4	72.6	85	11.38	24
Madang	July	1957	84.9	73.1	89	4.36	14
	August	1957	85.5	74.2	87	7.73	12
	September	1957	85.1	74.0	81	4.44	9
	October	1957	85.9	73.8	79	5.03	11
	November	1957	86.3	74.2	84	7.99	21
	December	1957	86.9	74.4	84	14.13	22
	January	1958	86.9	74.5	82	14.66	16
	February	1958	85.9	74.0	85	10.32	22
	March	1958	85.8	74.7	85	10.78	24
	April	1958	86.3	74.5	86	17.77	21
	May	1958	86.9	74.1	82	13.38	18
	June	1958	86.2	73.8	84	3.54	15
Rabaul	July	1957	85.9	74.7	81	5.27	19
	August	1957	87.4	74.3	79	3.75	13
	September	1957	86.2	74.6	82	7.97	14
	October	1957	87.6	73.5	76	5.10	9
	November	1957	87.7	74.1	77	4.76	17
	December	1957	88.6	74.6	81	6.82	18
	January	1958	88.3	74.7	80	6.02	22
	February	1958	88.2	75.1	82	6.67	20
	March	1958	88.7	74.2	79	5.88	15
	April	1958	88.5	74.8	82	6.17	19
	May	1958	88.4	74.7	81	4.70	14
	June	1958	88.2	74.6	77	3.74	12
Momote	July	1957	83.6	75.9	83	15.35	29
	August	1957	84.5	75.6	81	13.52	24
	September	1957	84.8	75.9	77	10.38	24
	October	1957	86.3	76.7	74	3.53	12
	November	1957	85.9	75.9	77	6.05	20
	December	1957	85.5	75.8	79	12.71	18
	January	1958	85.2	76.7	78	7.01	22
	February	1958	85.2	76.4	77	14.12	23
	March	1958	85.3	76.2	84	15.21	25
	April	1958	(a)	(a)	(a)	(a)	(a)
	May	1958	(a)	(a)	(a)	(a)	(a)
	June	1958	(a)	(a)	(a)	(a)	(a)

(a) Denote data not yet received from Momote.

APPENDIX XXV.

RELIGIOUS MISSIONS.

1. Religious Missions Operating in the Territory at 30th June, 1958.

Name of Mission.	Headquarters in the Territory.	Districts of Operation.	Number of Non-Indigenous Missionaries.	Estimated Number of Adherents.
Apostolic Church Mission.. ..	Laiagam ..	Western Highlands	5	2,000
Assemblies of God in Australia-New Guinea Mission	Maprik ..	Sepik	22	7,000
Australian Baptist Foreign Mission Incorporated	Baiyer River ..	Western Highlands and Sepik ..	34	5,000
Australian Lutheran Mission ..	Menyamya ..	Morobe	19	6,000
Bismarck Solomons Union of Seventh Day Adventists	Rabaul ..	Manus, New Britain, New Ireland and Bougainville	66	7,600
Catholic Mission of the Divine Word	Wewak ..	Sepik	115	69,000
Catholic Mission of the Holy Ghost	Alexishafen ..	Morobe, Madang, Eastern and Western Highlands	150	144,000
Catholic Mission of the Most Sacred Heart of Jesus	Vunapope ..	New Britain, New Ireland and Manus	229	93,600
Church of the Nazarene	Minj ..	Western Highlands	3	2,000
Christian Missions in Many Lands	Lumi ..	Sepik	16	2,300
Coral Sea Union of Seventh Day Adventists	Lae	Morobe, Madang, Eastern and Western Highlands	55	15,000
East and West Indies Bible Mission	Mount Hagen	Western Highlands	7	2,500
Evangelical Lutheran Mission ..	Lorengau ..	Manus	8	2,000
Franciscan Mission	Aitape ..	Sepik	44	15,500
Lutheran Mission, New Guinea ..	Lae ..	Morobe, Madang, Eastern and Western Highlands	254	180,000
Lutheran Mission, Missouri Synod	Wapenamanda	Western Highlands	27	20,000
Marist Mission Society	Tsiroge ..	Bougainville	82	32,500
Methodist Overseas Mission (New Guinea District)	Rabaul ..	New Britain and New Ireland ..	28	50,000
Methodist Missionary Society of New Zealand	Sohano ..	Bougainville	23	8,000
New Guinea Anglican Mission ..	Dogura, (Papua)	Eastern Highlands	9	5,000
New Tribes Mission (New Guinea) Incorporated	Slate Creek, Bulolo	Morobe and Eastern Highlands ..	21	800
South Seas Evangelical Mission Limited	Maprik ..	Sepik	14	4,000
Swiss Evangelical Brotherhood Mission	Kainantu ..	Eastern and Western Highlands ..	17	1,500
Sola Fide Mission	Lumi ..	Sepik	7	1,500
Salvation Army	Port Moresby (Papua)	Eastern Highlands	2	No estimate
Total	.. ..	.. ..	1,257	676,800

APPENDIX XXV.—*continued.*

2. NATIONALITIES OF NON-INDIGENOUS MISSIONARIES AT 30TH JUNE, 1958.

Nationality.	Males.	Females.	Persons.
British	298	250	548
Austrian	14	4	18
Czechoslavakian	3	1	4
Dutch	19	15	34
French	5	4	9
German	168	110	278
Irish	9	4	13
Italian	10	2	12
Polish	3	1	4
Swiss	8	12	20
United States of America	150	108	258
Other	50	9	59
Total	737	520	1,257

3. MEDICAL AND EDUCATIONAL ACTIVITIES OF MISSIONS: SUMMARY OF EXPENDITURE DURING THE YEAR ENDED 30TH JUNE, 1958.

Particulars.	Medical Expenditure.	Educational Expenditure.
	£	£
Grant-in-aid by Administration	55,865	118,615
Ascertainable Expenditure from own funds	110,810	367,869
Total	166,674	486,484

NOTE.—For further details of medical and educational activities of missions *see* Appendix XIX—Health and Appendix XXII—Education.

APPENDIX XXVI.

INDEX.

REFERENCES ARE TO QUESTIONS IN THE QUESTIONNAIRE OF THE TRUSTEESHIP COUNCIL (DOCUMENT T/1010) AND TO QUESTIONS INSERTED AT THE TWENTY-SECOND SESSION OF THE COUNCIL. THE LATTER HAVE BEEN INDICATED BY THE LETTERS "a" AND "b" IN THE POSITIONS IN WHICH THEY HAVE BEEN INSERTED.

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23	35–36	69	79–80	117	98–100	169	114
24	36	70	80	118	98–100	170	114
25	36–37	71	80	119	98–99	171	114
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28a	39	74	81	123	100	175	116
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