

UNITED NATIONS  
TRUSTEESHIP  
COUNCIL



Distr.  
GENERAL

T/1514  
12 April 1960

ORIGINAL : ENGLISH-  
FRENCH

Twenty-sixth session  
Item 3 (d) of the provisional agenda

REPORT OF THE COMMONWEALTH OF AUSTRALIA ON THE ADMINISTRATION  
OF THE TERRITORY OF NEW GUINEA FOR THE PERIOD FROM 1 JULY 1958  
TO 30 JUNE 1959

Note by the Secretary-General

The Secretary-General has the honour to transmit to each member of the Trusteeship Council one copy of the report of the Commonwealth of Australia on the administration of the Territory of New Guinea for the period from 1 July 1958 to 30 June 1959.<sup>1/</sup>

Fifty-seven copies of the report were received by the Secretary-General on 12 April 1960.

vingt-sixième session  
point 3 d) de l'ordre du jour provisoire

RAPPORT DU COMMONWEALTH D'AUSTRALIE SUR L'ADMINISTRATION  
DU TERRITOIRE DE LA NOUVELLE-GUINEE POUR LA PERIODE DU  
1er JUILLET 1958 AU 30 JUIN 1959

Note du Secrétaire général

Le Secrétaire général a l'honneur de transmettre à chacun des membres du Conseil de tutelle un exemplaire du rapport du Commonwealth d'Australie sur l'administration du Territoire de la Nouvelle-Guinée pour la période du 1er juillet 1958 au 30 juin 1959.<sup>1/</sup>

Cinquante-sept exemplaires de ce rapport sont parvenus au Secrétaire général le 12 avril 1960.

<sup>1/</sup> Commonwealth of Australia. Report to the General Assembly of the United Nations on the administration of the Territory of New Guinea from 1 July 1958 to 30 June 1959. A.J. Arthur, Commonwealth Government Printer, Canberra. F.1429/60.

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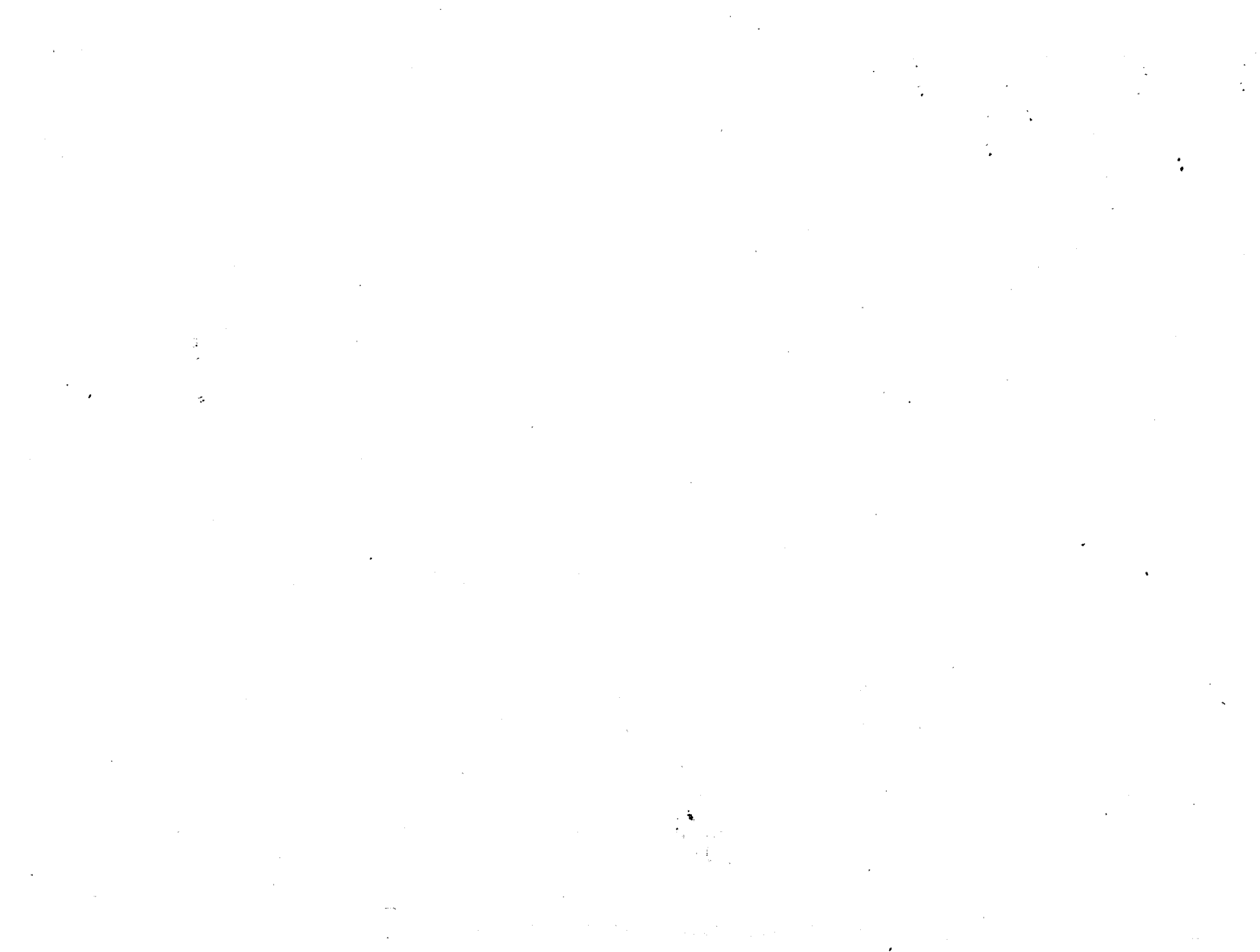


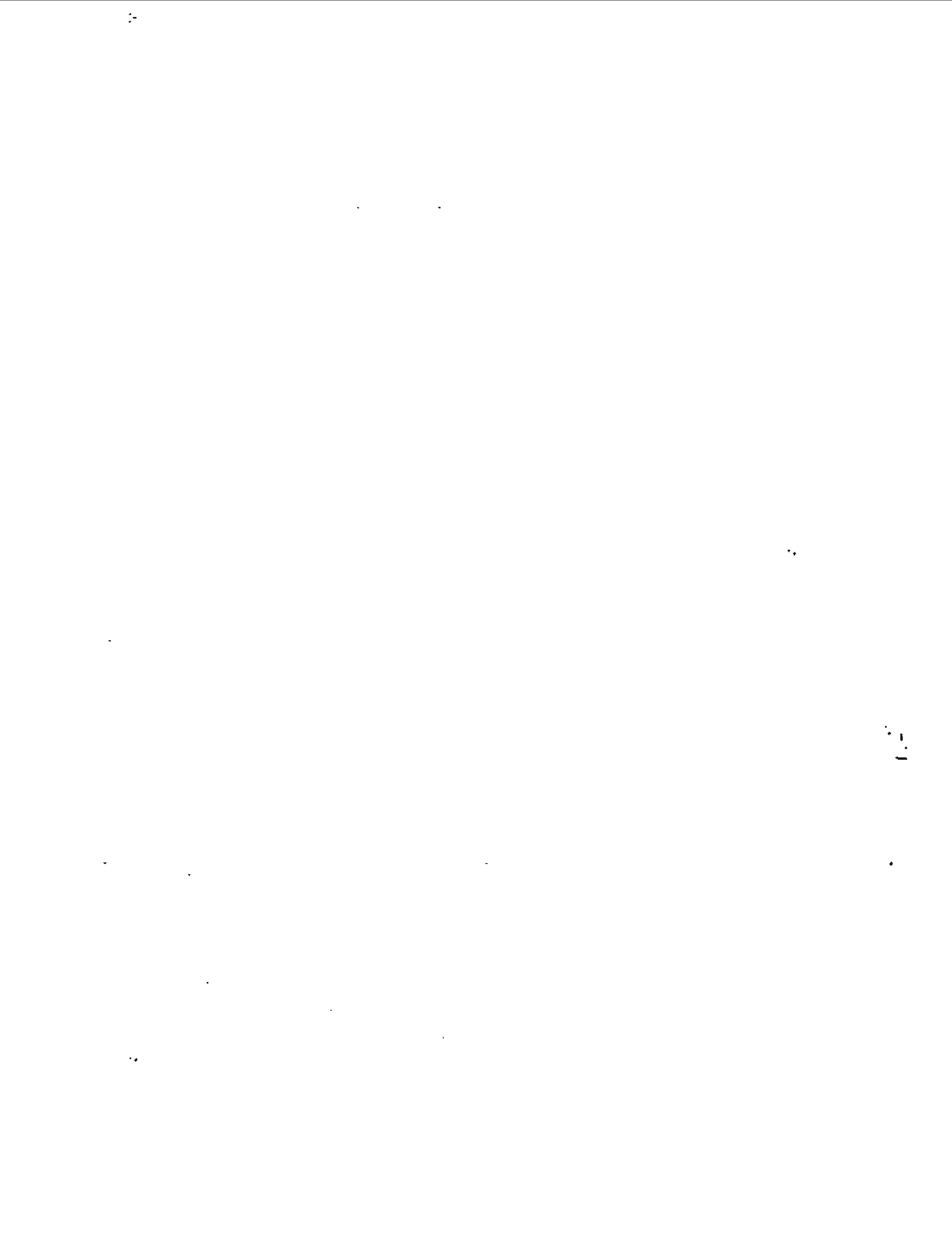
1960

**TERRITORY OF  
NEW GUINEA**

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**REPORT FOR  
1958-1959**









Members of the 1959 United Nations Visiting Mission to New Guinea with the Administrator. Left to right—Mr. Sergio Kociancich (Italy); Mr. Alfred Claeys Bouaert (Belgium); U Tin Maung (Burma); His Honour the Administrator, Brigadier D. M. Cleland; and Mr. Chiping H. C. Kiang (China) Chairman of the Mission.

1960.

COMMONWEALTH OF AUSTRALIA.

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# REPORT

TO

THE GENERAL ASSEMBLY OF THE UNITED  
NATIONS

ON THE

# ADMINISTRATION OF THE TERRITORY OF NEW GUINEA

From 1st July, 1958, to 30th June, 1959.

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(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.)



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# THE TERRITORY OF NEW GUINEA.

## ANNUAL REPORT 1958-59.

### 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 tertiary and mesozoic 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 arcs 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 Crctin. 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 coast-line 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 7 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.

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 9 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 2 to 3 miles offshore, 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 13 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 régime 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 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 of varying quality 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.*—Minerals known to occur in the Territory include gold, platinum, osmiridium, silver, copper, iron, lead, zinc, nickel, chrome, sulphur, low-grade coal and various gemstones. Of these, only gold has assumed economic significance. Gold is produced principally from the Wan-Bulolo area of the Morohe District and is one of the chief exports of the Territory. The search for oil in the Sepik District is at present suspended.

*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 members. 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 lorries, 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.

## THE STRUCTURE OF TRIBAL SOCIETIES.

### POPULATION.

The total indigenous population of the Territory is estimated at 1,360,639 while the non-indigenous population numbers 15,270.

The details at 30th June, 1959, were as follows:—

Particulars.	Males.	Females.	Persons.
<b>I. INDIGENOUS.</b>			
(a) Enumerated Population—			
Children .. ..	271,387	244,588	515,975
Adults .. ..	403,584	363,080	766,664
Total .. ..	674,971	607,668	1,282,639
(b) Estimated Balance..	..	..	78,000
Total Indigenous ..	..	..	1,360,639
<b>II. NON-INDIGENOUS.</b>			
European .. ..	6,670	4,507	11,177
Asian .. ..	1,732	1,166	2,898
Others .. ..	663	532	1,195
Total Non-Indigenous ..	9,065	6,205	15,270

\* Reliable estimates not available.

Further population statistics 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 numbers and sizes of houses and gardens. (Where variations exist between population figures shown in previous years and those for 1958-59, 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 1957-58 and for 1958-59 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 34,444 during the past year.

### CHANGES AND MOVEMENT OF POPULATION.

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. Large townships provide an attraction, but there are no major population movements towards them and those people who enter towns still retain their connexions with the tribal lands and people. The Administrator has the power to restrict or prohibit the employment of workers from specific areas to prevent over-recruitment.

With the intensive economic development and expansion of education services, and infant and maternal welfare and

general health services which have taken place among the indigenous population since the Second World War, rapid population increases are occurring in many areas. Despite this, there is no shortage of land for subsistence purposes, but such shortages could develop in the future in some of the more densely populated areas. Two such areas are the Chimbu Valley in the Eastern Highlands District, and the Maprik Sub-District of the Sepik District. Detailed agricultural surveys are being made in these areas, with a view to assessing and improving local agricultural techniques, and determining how the poorer soils might best be brought into productive use. Investigations are also being made into the availability of suitable resettlement lands.

In three other areas of high population, the land resources, while adequate for subsistence, are insufficient for the purposes of the progressive agricultural development schemes it is desired to introduce. These areas are the Duke of York Islands and the Tolai area of the Gazelle Peninsula, both in the New Britain District, and the Wabag Sub-District of the Western Highlands District. The land holdings and needs of the Duke of York people are being investigated. In the Gazelle Peninsula, the Vudal and Warangoi schemes have made a total of 1,390 acres of Administration land available for agricultural resettlement. These schemes are further described in Part V, Chapter 3. A further 1,950 acres in the Warangoi Valley have been set aside for the future needs of the Tolai population. The position in the Wabag Sub-District has yet to be investigated in detail. One of the duties undertaken by officers in the field is to determine what lands are surplus to the foreseeable needs of their owners and might therefore be available for purchase for the use of others.

#### ETHNIC STRUCTURE.

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

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 Bismarck 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 Ireland. 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.

#### 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, and 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 propitiate 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, &c. 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 latter of which is often further sub-divided 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.

#### 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.

The chief characteristics of the social structure are—

- (a) The prevalence of a subsistence economy with a limited range of differences in individual wealth;
- (b) The recognition of bonds of kinship with obligations extending beyond the family group; and
- (c) a strong attachment of the people to their land.

Most of the people are agriculturalists largely engaged in growing food to meet their own needs, but also producing a limited quantity of economic crops for sale or barter. The amount of this surplus has been greatly extended in the post-war years to form a basis for economic advancement, and in the more advanced areas is assuming an importance greater than that of the traditional subsistence farming; the latter remains, however, and forms a bulwark against economic recession. Generally the basis of subsistence is shifting cultivation of such crops as yams, taro and sweet potatoes although 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; 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, but 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; that is societies may be patrilineal or matrilineal. In most areas, ownership of land is vested in a clan or some other group, with usufructuary rights being granted to individuals over a reasonable amount of the land. In some areas the individual may select his own garden land, in others it may be assigned by tribal authority. Hunting, grazing and forest lands are usually held in common. In a few areas true individual ownership of land exists. Further information on this matter is given in Part VI, Section 4, Chapter 3, in sub-section (a), Land Tenure.

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. Except in places close to centres of European settlements, houses are built of local timber, grasses and palm leaves, and show many differences in size, design and methods of construction.

These result in part from the great diversity of environmental conditions under which the people live, ranging from coastal regions to altitudes of 7,000 to 8,000 feet in the mountainous interior, and including swamp, river and lake conditions.

Usually the houses 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.

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 either 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.

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.

A few customs contrary to the Universal Declaration of Human Rights, such as headhunting, the blood feud and cannibalism, occurred within the traditional social system. The law against such usages is enforced in all areas to which Administration influence extends, and their incidence has been greatly reduced even in the few areas classified as "penetrated by patrols only".

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, wood-carvings 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.

Medical science and principles of sanitation were quite unknown to traditional society, and the evolution of religious and magical practices has undoubtedly been influenced by death and illness, whilst the whole social structure has at least been modified by endemic disease. The presence of malaria or outbreaks of explosive diseases such as seasonal pneumonia and dysentery has frequently contributed to local migrations and resettlement. The limitations which chronic malaria and hookworm impose on physical and mental effort have been significant, and such ill-health perpetuated by unsanitary practices has been a major influence in slow population growth and general backwardness.

The traditional social system does not include formal educational institutions. Knowledge to fit them to take their place as adults is given to children in real-life situations and is a form of education by example and practical application. Children accompany their elders on their daily tasks, observing and assisting to the limit of their ability and hence gradually developing all the adult skills. Knowledge of the group's legends and social values is imparted by stories told by the elders and may be added to during initiation ceremonies.

Most aspects of indigenous life have been increasingly affected 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.

The diverse nature and peculiar characteristics of indigenous society, however, have presented many obstacles to orderly social change. For example, literacy has no part in the traditional education system and this combined with the multiplicity of languages poses a massive educational problem. In the first place the possibility of material and social progress must be presented to the people in a variety of ways so that all groups can under-

stand it. But it is not enough merely to demonstrate the possibilities and the means of achieving such progress; in addition the interest of the people must be awakened to such an extent that they will not only desire to progress, but will be prepared to pay the price of major change in their social systems. In very ordinary but basic matters adherence to custom can hinder progress; for example, the need for children to attend school regularly and for many years may be opposed by the need for them to obtain the local practical education described earlier, by the desire of the social group to retain the services of the young in traditional ways, and by the fact that a minor amount of formal schooling can appear as a significant and completed achievement to an illiterate people. Even such matters as the conducting of a census can require extensive investigation and great care, as in some areas people are not permitted by tribal custom to speak their own names, while in others they will not give their names, or will give false names, through fear that the recording of their names in a book will, by magical association, give power over them to the recorder or to the holder of the book.

The introduction of new ideas and methods is thus a difficult and complex process, but further than this it inevitably causes some degree of conflict within the social system. When such conflicts reach significant proportions or when failures occur or desires for unattainable goals arise, there is a danger that the people will try to rationalize or explain them as resulting from the discarding or amendment of traditional custom; this can bring about a failure to use all available knowledge and induce resentment.

Concentration of loyalty on village or hamlet groups is another obstacle to progress as it tends to obscure any conception on the people's part of a community of interest on a Territory-wide scale. While it is important that divergent interests should be reconciled, and balanced by a recognition and development of common interests, experience has shown that a too rapid transition to wider groupings and consequent modification of existing loyalties may cause a certain degree of breakdown of the local social system before new forms have been adequately 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, while orderly progress and the growth of a wider consciousness are being fostered by formal education, co-operative societies, the local government council system, social development activities, modern medical and public health practices and expansion of agriculture and forestry under supervision and advice. Progress in these fields, though not always rapid, is usually steady and soundly based.

Nevertheless, the broadening of social consciousness has in some cases involved severe social strains. In the former small, closely knit communities, while there was a great degree of external suspicion, there was also a

highly developed sense of internal security on the part of individuals in relation to their society. This was connected with each community's complex network of rights and obligations involving all members of the community. The small development of specialization meant that individuals had a full share in, and an adequate understanding of, the full range of their culture. Lack of knowledge of other systems and other cultures led to a conservatism which worked against social change. The great majority of members of a community accepted their social system without question, and the sense of security arising from this situation prevented the development of individual and community stresses which are frequently involved in social change. The broadening of experience of large numbers of people has meant that the situation in this connection has been fundamentally altered in many parts of the Territory.

On the one hand, knowledge of the existence of a wide variety of social systems and social possibilities has frequently lead individuals to question the validity of their own systems, including some elements of those systems which have been valuable in maintaining social integration and stability. In some places, this has been followed by an early breakdown of several important social sanctions, and the weakening of the forces behind various communities' internal network of rights and obligations on which each individual's sense of security was based. Where this has happened before new or adapted social institutions have had time to take sufficiently deep root, a considerable feeling of bewilderment and insecurity has developed.

On the other hand, though knowledge of the existence of cultural possibilities other than their own has been acquired by many individuals, a number of them have not been adequately educated through experience, as distinct from instruction, to understand other cultures to a reasonable extent or to be capable of absorbing what they consider to be the desirable elements of those cultures into their own. At times this has led to a feeling of frustration vis-a-vis other societies and such a feeling, combined with a loss of faith in the validity and security of various aspects of their original small social groups, has in some places brought undesirable social and psychological strains to considerable numbers of people. Observation shows that strains of this nature have not only led to mental attitudes which are unsatisfactory to individuals themselves, but also to very difficult social situations connected with the relationship between different groups in the community.

In recognition of these situations information is being collected in the fields of anthropology and mental health. An example of this was the *Report of a Field and Clinical Survey of the Mental Health of the Indigenes of the Territory of Papua and New Guinea*, by Dr. A. Sinclair, referred to in Chapter 7 of Part VII of the 1957-58 report. As a result of this survey a Division of Mental Health has been created in the Department of Public Health.

In summary then it may be said that the Territory is an area of great cultural diversity as well as considerable variation in the degree and nature of culture contact. These factors, coupled with the difficulties of terrain and climate, the complete lack of any indigenous capital works or services suitable to a modern state, the resistance to changes in the indigenous social system, and the unsuitability of the indigenous institutions for development beyond the small village or tribal group or beyond the subsistence level result in administrative problems of extraordinary complexity and magnitude.

#### 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 Britannic 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 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 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, educational, agricultural and developmental services have continued to expand.

Meetings of the Legislative Council were held from 16th to 22nd September, 1958, 9th to 12th March, 23rd March to 20th April, and 22nd to 27th June, 1959.

A Conference of District Commissioners was held in Port Moresby on 24th November, 1958.

The United Nations Visiting Mission to the Trust Territories of Nauru, New Guinea and the Pacific Islands, 1959, arrived in the Territory on 12th April, 1959. Arrangements were made for members to see the conditions and activities in the Territory and to meet all sections of the community. On 14th April, the Mission left by air for Port Moresby, where conferences were held with the Administrator and departmental officers. The Mission departed by air for Sydney on 15th April. Meetings with the Minister for External Affairs, the Minister for Territories and senior officials, were held in Canberra on 20th-21st April.

In April-May, 1959, the Fourth South Pacific Conference was held at Rabaul. Further details of this Conference are given in Part III, International and Regional Relations.

Visitors to the Territory during the year included:— Senator the Honorable Sir Alister McMullin, K.C.M.G., President of the Senate; the Honorable John McLeay, M.M., M.P., Speaker of the House of Representatives; His Excellency Mr. T. W. T. MacDermot, High Commissioner for Canada; His Excellency Mr. A. H. J. Lovink, Ambassador for the Netherlands; the Honorable Paul Hasluck, M.P., Minister for Territories; Senator the Honorable Sir Walter Cooper, M.B.E., Minister for Repatriation; the Honorable Gordon Freeth, M.P., Minister for the Interior and Minister for Works; Dr. Otto Burchard, Chargé d'Affaires, Embassy of the Federal Republic of Germany; Sir John Gutch, K.C.M.G., O.B.E., High Commissioner, Western Pacific High Commission; His Excellency Dr. P. J. Plateel, Governor of Netherlands New Guinea; the Honorable A. A. Calwell, M.P.; Mr. A. S. Luchetti, M.P.; Mr. G. M. Bryant, M.P.; Sir George Holland, C.B.E., M.M., Federal President of the R.S.S. & A.I.L.A.; Sir William Dunk, C.B.E., Chairman, Commonwealth Public Service Board; Mr. H. Bland, C.B.E., Secretary, Department of Labour and National Service; Mr. F. A. Meere, C.B.E., Comptroller-General of Customs; Mr. D. G. Anderson, Director-General of Civil Aviation; Dr. T. L. P. Bergsma, Consul-General for the Netherlands; United Nations Visiting Mission comprising—Mr. Chiping H. C. Kiang (China), Mr. Alfred Claeys Bouaert (Belgium); Mr. Sergio Kociancich (Italy), U. Tin Maung (Burma); Mr. T. R. Smith, Secretary-General, South Pacific Commission; Mr. J. A. van Beuge, Attaché (New Guinea Affairs), Royal Netherlands Embassy; Dr. J. Bierdrager, Director of Health, Netherlands New Guinea; Mr. A. R. Bruce, O.B.E., United Kingdom Trade Commissioner; Dr. P. W. Dill-Russell, C.B.E., Inspector-General, South Pacific Health Services, and Director of Medical Services, Fiji; Dr. Stephan Falkland, Regional Public Health Administrator, World Health Organization; Mr. A. Loosjes, Government Secretary, Netherlands New Guinea; Mr. H. C. Smith, Attaché (New Guinea Affairs), Royal Netherlands Embassy; Shri H. A. Sujun, Indian Trade Commissioner.

## 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 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 the Citizenship Regulations (Statutory Rule No. 12 of 1956 as amended by Statutory Rule No. 23 of 1959) made under the *Nationality and Citizenship Act 1948-1958* of the Commonwealth, persons born in New Guinea who are not British subjects are "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 1948-1958* 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.

All citizens of the Territory, whether in the category of British subject, alien or Australian protected persons, are as such, equal under the law with equal legal rights and responsibilities subject to statutory exceptions in the case of aliens, e.g., ineligibility for the franchise, jury service, and the Public Service, the necessity to register, and the capacity to own a British ship or a share in a British ship. Companies engaged in certain pursuits are not permitted to register unless at least two-thirds of the shares are held by British subjects.

An indigenous inhabitant who is an Australian protected person enjoys the same rights in relation to that status as an Australian protected person who is not an indigenous inhabitant. Similarly an indigenous inhabitant who becomes a British subject would, in relation to that status, enjoy the same rights as a natural-born British subject.

### PART III.—INTERNATIONAL AND REGIONAL RELATIONS.

#### INTERNATIONAL.

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.

Information relating to treaties, conventions and agreements applying to the Territory at 30th June, 1959, is given in Appendix XXIII.

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 Apex Clubs.

#### REGIONAL.

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 the 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 agreement establishing the South Pacific Commission provided for the establishment of a South Pacific Conference with advisory powers as a body auxiliary to the Commission. The Conference, which meets at intervals not exceeding three years, consists of delegates from the local inhabitants of the territories within the Commission, who may be accompanied by advisers.

The Fourth South Pacific Conference was held at Rabaul, in the Trust Territory, from 29th April to 13th May, 1959. It was attended by 38 delegates and 27 alternate delegates and advisers from the territories in the South Pacific Commission area, and the Kingdom of Tonga. One of the New Guinea delegate was elected to the General Committee of the Conference.

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 benefiting from this co-operation.

#### COMMON ASSOCIATIONS OF INDIGENOUS INHABITANTS WITH OTHER TERRITORIES.

In the strict sense of the term no common associations—political, economic, social or religious—are maintained by the indigenous inhabitants of New Guinea with the inhabitants of neighbouring territories. At the present stage of development, interest lies mainly in the development of close collaboration between the many tribal and communal elements in the Territory.

#### ADMINISTRATIVE UNION WITH TERRITORY OF PAPUA.

The basis of the Territory's legislative, administrative and judicial systems is the *Papua and New Guinea Act 1949-1957* of the Commonwealth of Australia, 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 expressly declares the intention of the Commonwealth Government to maintain the identity and status of New Guinea as a Trust Territory.

The practical operation of the administrative union is explained in succeeding chapters of this Report.

No plans exist to establish separate legislative, judicial and administrative organs for the Trust Territory or to transfer the head-quarters of the Administration or of the Supreme Court to the Territory.

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

#### POLICE FORCE.

The *Royal Papua and New Guinea Constabulary Ordinance 1955-1959*, provides for the constitution and regulation of the police force. The force is divided into four branches—the Regular Constabulary and the Native Constabulary, whose members are employed wholly on police duties; the Field Constabulary, comprising officers of the field staff of the Department of Native Affairs who, in the main, perform police duties only in those areas where no officer of the Regular Constabulary is stationed; and the Special Constabulary to which the Administrator in times of emergency may appoint such officers and constables as he deems necessary.

Subject to the control and authority of the Administrator, the force is under the superintendence and control of a Commissioner of Police.

Section 11 of the Papua and New Guinea Act requires that there be expended annually in the Trust Territory upon the administration, welfare and development of the Territory, an amount which is not less than the total amount of public revenue raised in that year in the Territory. As mentioned in Chapter 1 of Section 1 of Part VI the revenues and expenditure of each territory are recorded separately, those costs common to both being apportioned to each on an appropriate basis. Revenue and expenditure of the Trust Territory during the past five years were as follows:—

	1954-55.	1955-56.	1956-57.	1957-58.	1958-59.
Revenue ..	£ 2,008,445	£ 2,411,861	£ 2,652,517	£ 2,926,026	£ 3,555,373
Expenditure ..	6,404,654	7,313,598	8,150,696	9,114,847	10,261,746
Deficit ..	4,396,209	4,901,737	5,498,179	6,188,821	6,706,373

The level of expenditure has risen substantially each year with a corresponding increase in the deficit which has been met by a direct grant from the Administering Authority. These grants are interest free and non-repayable.

Separate statistics are compiled for the Trust Territory in the categories prescribed by Regulations under the *Statistics Ordinance 1950* and in a supplementary series for the purposes of this report.

Details of the officers of the Public Service working in the Territory are contained in Appendix II.

No new districts have been created during the year under review, nor do any of the district boundaries extend into the Territory of Papua or vice versa.

Forty-two officers of the Regular Constabulary and 1,728 members of the Native Constabulary are stationed in the Trust Territory.

In each of the nine Administrative districts, the district officer, by virtue of his office, is a superintendent of the Field Constabulary and, with certain exceptions, is the senior police officer for the district. The exceptions are in the towns of Rabaul, Lae, Bulolo, Wau, Gboka, Madang, Wewak, Lorengau, Kavieng and Kokopo, each of which has been proclaimed a special police district for the purpose of police administration, and is under the control of a senior officer of the Regular Constabulary.

The qualifications for admission to the Regular 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, and the standard of applicants shows 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.

Recruits to the Native Constabulary attend a twelve months' training course, with a syllabus covering 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, instructors, armourers, carpenters, mechanics, drivers, other tradesmen and bandsmen. Members of this branch are enlisted on the same terms as constabulary performing normal police duties but receive a specialist allowance in addition to normal pay.

Members of the Native Constabulary perform routine police duties in towns and settlements and accompany patrols carried out by officers of the Department of Native Affairs. Those performing the latter work are carefully selected and 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. In addition accommodation, clothing, rations and medical attention are provided free of charge, to a member and to his wife and child if they are residing with him at his place of employment. At the close of the year, 622 members had their families residing with them. 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. Free transportation is provided.

#### PUBLIC ORDER.

The only instance of public disorder during the year occurred at Navuneram in the Gazelle Peninsula of the New Britain District.

From about 1950 onwards the people of the Navuneram area had been firmly and consistently refusing to carry out the stated policy of the Administration and this refusal related in its most marked form to the development of local government in the area. When a personal tax, under the Personal Tax Ordinance, was applied in 1958, they opposed it in the belief that it was a device to compel them to enter into the scheme for government councils. In spite of long and patient efforts

by Native Affairs officers to explain the tax and apply it, the Navuneram people resisted and carried their opposition to such unreasonable lengths that they were prepared to refuse all Administration assistance and finally resolved that if it came to a conflict with the Administration they would die rather than give in. In June, 1958, civil proceedings were taken against individuals to recover tax and on 29th July, 1959, a distraint action was unsuccessful in the face of strong resistance. This instance, together with previous demonstrations of resistance, resulted in an attitude of arrogance and defiance being added to the already openly hostile attitude of many of the Navuneram people.

As a result of these events of 29th July, a policy decision was made to the effect that the required force should be used to uphold the law and that proceedings should be taken under the relevant provisions of the Personal Tax Ordinance which makes it an offence for a person to refuse to pay without reasonable excuse, and it was agreed that persons who still refused to pay their tax were to be brought before a Court for Native Affairs to be convened near Navuneram Village. On 4th August, 1958, the District Commissioner accompanied by five Senior Native Affairs officers, and a police party comprising the Commissioner of Police, five officers of the Regular Constabulary and eighty constables arrived at Navuneram. After the people had assembled in substantial numbers they were addressed for nearly two hours by two of the Native Affairs officers, who carefully explained matters at issue and urged them to pay the tax, but they were very unresponsive and hostile.

The court was then set up and persons who had refused to pay the tax were asked to come before it. They refused, showing scorn and contempt, even after the Native Affairs officers had again addressed them at length. It was then decided by the senior officers present that, as the maintenance of law and order was at stake and had to be vindicated, the only course was to go out among the people, arrest the defaulters and bring them before the court.

A mêlée developed after the police went into the crowd in an attempt to make arrests. The Navunerams and some of their close neighbours, about 400 in all, then attacked the Administration party in force, and pressed their attack with grim determination and ferocity. Slings were being used to hurl large stones on to the police and the situation became most serious. As the members of the Administration party were in a position of considerable danger, orders were given to issue ammunition to the reserve squad of police. As the outlook worsened, the order was given to fire over the heads of the attackers and the reserve squad opened fire. The first burst of firing produced no useful result since the bullets were aimed high into the air and the attackers thought that blank cartridges were being used. When the bullets started to knock fronds and coconuts down from the palms, it still did not have much effect on them, and it was only when three attackers were struck by



bullets, two being killed and one wounded, that they gave up the attack and retreated. The order to cease fire was given and all firing ceased.

A commission of inquiry was set up, Mr. Justice Mann, Chief Justice of the Supreme Court of Papua and New Guinea, being appointed as a Commissioner. The Commissioner's inquiry covered a very wide range and dealt not only with the incident at Navuneram but also with antecedent events and the circumstances in which the incidents occurred.

The Commissioner's report was tabled in the House of Representatives of the Commonwealth Parliament and in the Legislative Council of Papua and New Guinea.

Since the submission of the Commissioner's report the Administering Authority has been giving attention to various matters which be raised.

The Taxation Ordinance, and the associated Administrative instructions, are being examined to guard against the possibility of any repetition of the Navuneram incident.

Measures to improve communications between the Administration and the people are being examined.

Additional measures to bring closer contact with the indigenous people are to be developed and a review of the Native Local Government Councils Ordinance is being made to determine at what points it may require revision and to foster the development of regional Councils.

Steps are being taken to ensure that continuity of service by appropriate officers in particular areas shall be maintained and as part of the same process arrangements are being made to enable officers to become fluent in indigenous languages.

Apart from the Navuneram inquiry, a fundamental review of the structure and functions of the Department of Native Affairs has been in progress for some time past with a view to making adjustments to suit changing circumstances in the Territory and in continuing this review, the Administering Authority will take account of the points made by the Commissioner.

## PART V.—POLITICAL ADVANCEMENT.

### CHAPTER 1.

#### GENERAL POLITICAL STRUCTURE.

As mentioned in Part III of the *Papua and New Guinea Act 1949-1957* provides for the administration of the Trust Territory in an administrative union with the Territory of Papua in accordance with Article 5 of the Trusteeship Agreement for New Guinea.

This Act, which is administered by the Minister of State for Territories, the Honorable Paul Hasluck, M.P., through the Department of Territories at Canberra, makes provision 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.

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.

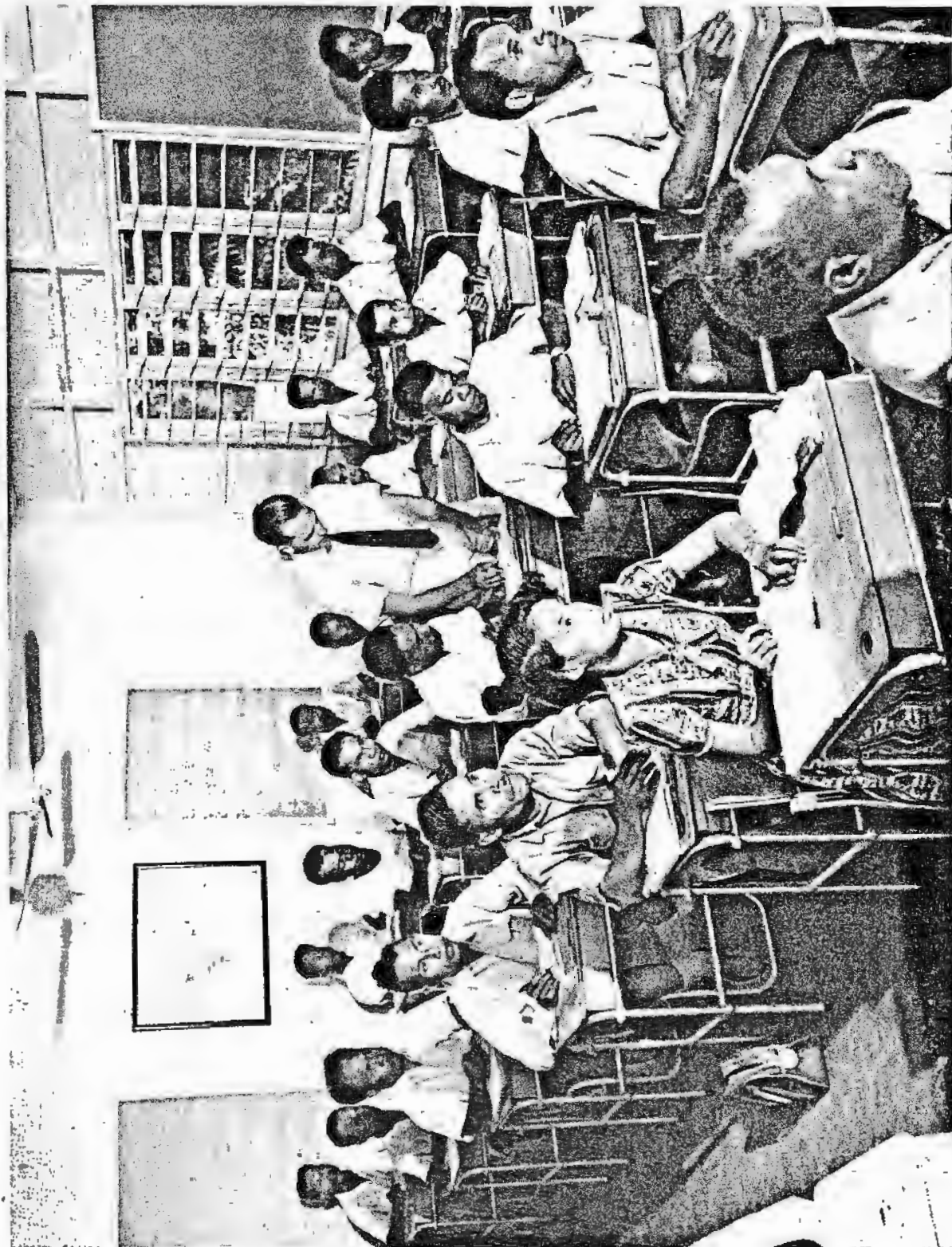
The Supreme Court of the Territory of Papua and New Guinea, established under the *Papua and New Guinea Act*, is the highest judicial tribunal in New Guinea and the only court possessing general jurisdiction over civil and criminal matters. The jurisdiction, practice and procedure of the Supreme Court 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*.

The *Native Local Government Councils Ordinance 1949-1958* 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.

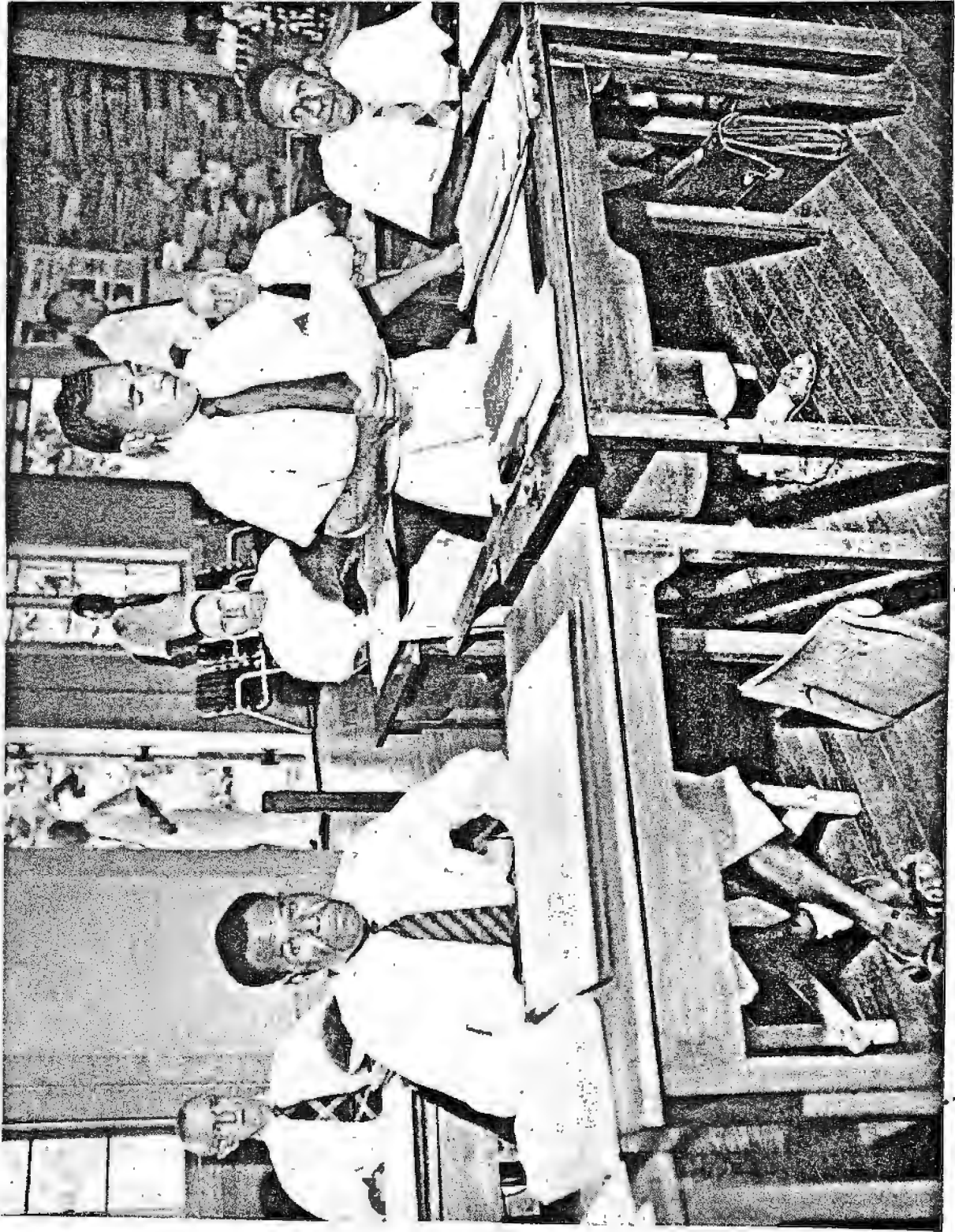
#### *Policy and Development Plans.*

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



Classroom tuition for officers of the Auxiliary Division of the Public Service.



The three indigenous members of the Legislative Council. Left to right—Mr. J. Yula, Mr. M. Rarus-Raria and Mr. P. Simogun.

militated against the pre-European development of large political units. The forbidding topography, the sparseness 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 swamp 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 their 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 level to evolve a series of democratically constituted local government bodies handling their own affairs.

In the initial 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 1949-1958* 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. Each council was established on the basis of a defined area comprising a number of villages which to a large extent had common interests. The next step was to train officers, in the light of the experience gained, for the work of improving and extending the local government council system. 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.

Officers who attended the course at the training centre during the year included fourteen senior officers of the Administration, seventeen field officers of the Department of Native Affairs and an assistant medical practitioner. The Netherlands New Guinea Liaison Officer and a district commissioner from the British Solomon Islands Protectorate attended as observers.

Training of clerks, local government assistants and council members was continued throughout the year.

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 three new councils were proclaimed—two in the Eastern Highlands District and one in the New Britain District. In addition two 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, and Manus Districts, and it is expected that more new councils will be proclaimed during 1959-60. 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 regional councils, perhaps on a sub-district basis, 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. Nevertheless, councils throughout the Territory are beginning to find that they are facing similar problems and to foster a consciousness of this, as well as to provide an opportunity for the expression and exchange of ideas by responsible leaders of the indigenous people, the Administration sponsored a conference of local government council representatives at Madang from 1st to 5th June, 1959. Further information on this conference, which was the first of its kind and was attended by 36 delegates from 18 councils, is given in Chapter 3.

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. 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 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, the Auxiliary Division of the Public Service was created and at 30th June, 1959, 54 officers from the Trust Territory had been appointed to this Division. 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 in Chapter 1 and the administrative organization is illustrated by the 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. Cicland, 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 the head of a department certain of his powers relating to that department or to subject-matter under the supervision of the officer concerned.

### *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 possessing 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 future composition of the Council is under examination.

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 1957-58 were—

### *Official members:*

Mr. G. T. Roscoe, Director of Education, appointed to the vacancy caused by the retirement of Mr. W. C. Groves.

Mr. W. F. Carter, Director of Posts and Telegraphs, appointed to the vacancy caused by the death of Mr. J. B. McAdam, M.M.

Mr. C. Champion, Director of Civil Affairs, appointed to the vacancy caused by the retirement of Mr. S. A. Lonergan.

### *Elected members:*

Mr. I. F. G. Downs, Planter, New Guinea Mainland Electorate, resigned his office.

Mr. D. F. Jones, Solicitor, New Guinea Islands Electorate, resigned his office.

Mr. E. A. James, Public Accountant, Papua Electorate, resigned his office.

(NOTE.—The three elected members resigned their seats on the Council as a protest against the introduction of income tax legislation claiming that an independent inquiry should have first been held into the probable impact of the tax on the economy of the Territory.)

The Council met three times during the year; the first meeting being held from 16th September to 22nd September, 1958; the second meeting from 9th March to 12th March, 1959, 23rd March, 1959, and 20th April, 1959; and the third from 22nd June to 27th June, 1959.

The full membership at 30th June, 1959, 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. 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. R. E. P. Dwyer, Director of Agriculture, Stock and Fisheries.

Mr. D. E. Macinnis, Director of Lands, Surveys and Mines.



Mr. W. W. Watkins, Secretary for Law.  
 Mr. T. Grahamslaw, O.B.E., Chief Collector of Customs.  
 Dr. R. F. R. Scragg, Director of Public Health.  
 Mr. J. Glen, Director of Public Works.  
 Mr. G. T. Roscoe, Director of Education.  
 Mr. W. F. Carter, Director of Posts and Telegraphs.  
 Mr. C. Champion, Director of Civil Affairs.  
 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.  
 The Very Reverend J. Dwyer.  
 Mr. B. E. Fairfax-Ross.  
 Mr. J. H. Hohnen.  
 Mr. M. Rarua-Rarua.  
 Mr. P. 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.*

The first group of indigenous observers, three from New Guinea and three from Papua, appointed to attend meetings of the Legislative Council, concluded their period of attendance. An increased number will be appointed to attend the next series of Council meetings.

Observers 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.

*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 reason 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, 1959:—

Mr. A. A. Roberts, M.C., M.L.C., Director of Native Affairs.  
 Mr. H. H. Reeve, M.L.C., Acting Assistant Administrator.  
 Mr. R. E. P. Dwyer, M.L.C., Director of Agriculture, Stock and Fisheries.  
 Mr. D. E. Macinnis, M.L.C., Director of Lands, Surveys and Mines.  
 Mr. W. W. Watkins, M.L.C., Secretary for Law.  
 Mr. G. T. Roscoe, M.L.C., Director of Education.  
 Dr. R. F. R. Scragg, M.L.C., Director of Public Health.  
 Mr. C. Champion, M.L.C., Director of Civil Affairs.  
 Mr. W. R. Suttie, Director of Forests.  
 Mr. A. P. J. Newman, Acting Treasurer and Director of Finance.

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; and  
 Native Loans Board.

#### *District Administration.*

For administrative purposes the Territory is divided into nine districts. 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, 1959, the districts and their 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
New Britain ..	14,100	Rabaul ..	4
New Ireland ..	3,800	Kavieng ..	2
Bougainville ..	4,100	Sohano ..	3
Manus ..	800	Lorengau ..	1
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, 1959, 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. It is the declared policy of the Administering Authority to bring the whole Territory under control as soon as practicable. The task is complicated, however, by the fact that as the influence of the Administration extends the demands on its services and personnel increase. As new areas are being brought under influence, attention must also be given to establishing Administration control over areas newly opened up and to providing at the same time the intensive guidance, expanded services and more rapid progress in all fields of development required by the peoples of the more developed areas.

Extension and consolidation of influence were continued during the year under review, the main emphasis being placed on consolidation.

At 30th June, 1959, the area under Administration control was 78,745 square miles. Of the remainder, 6,640 square miles were under Administration influence, 2,595 square miles under partial influence, and 5,020 square miles classified as "penetrated by patrols only".

A sketch map showing the degree of control at 30th June, 1959, and the area brought under full control during the period under review is included in Appendix II.

Particulars of areas in the various categories are given in Table 7 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 it 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 experienced officers. 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 6 of Appendix II.

#### *Tribal Fighting and Attacks on Patrols.*

There were no incidents connected with peaceful penetration of new areas.

#### *Manam Island.*

In the report for 1957-58, information was given of the evacuation of the population of Manam Island, in the Madang District, following volcanic activity, and of the steps taken to settle the 3,500 evacuees on the mainland. Following the subsidence of volcanic activity, the people were repatriated and by May, 1959, all had returned. The Administration provided all the assistance necessary to get them properly resettled and the position has now returned to normal. Gardens are bearing and the production of copra is higher than ever before.

### 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 level 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 uiluls*) 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 early 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 1949-1958* 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.

It is an offence for any person to attempt to prejudice the free and effective exercise of the lawful power and authority of a council.

Councils are established on the basis of a defined area comprising a number of villages which to a large extent have common interests.

During the year under review, three new councils were proclaimed—two in the Eastern Highlands District and one in the New Britain District. Two councils—Ambenob in Madang District and Yunamami in New Britain District—were extended by the addition of further villages.

In all districts except the Western Highlands and New Britain Districts preliminary work has been continued to determine where, and in what manner, additional councils might best be set up. It is hoped that as a result of these investigations more councils will be proclaimed during 1959-60.

#### Councils proclaimed prior to 30th June, 1959, were—

Name of Council and District.	Number of Villages in Council Area.	Approximate Population Covered.	Number of Councilors.
<b>New Britain District—</b>			
Rabaul .. .. .	18	8,147	21
Reimber .. .. .	22	5,031	15
Livuan .. .. .	18	3,850	20
Yunamami .. .. .	27	6,512	23
Yunadadir-Toma-Nanga Nanga	33	8,884	31
Bola .. .. .	18	2,000	9
<b>Manus District—</b>			
Baluan .. .. .	41	5,716	37
<b>Sepik District—</b>			
But-Doiken .. .. .	39	5,514	25
Maprik .. .. .	54	9,976	25
<b>Madang District—</b>			
Ambenob .. .. .	86	9,410	48
Waskia .. .. .	31	5,250	25
Takia .. .. .	29	6,140	26*
<b>Morobe District—</b>			
Lei-Wompa .. .. .	20	4,455	12
Yabim-Kotte .. .. .	37	9,472	32
<b>New Ireland District—</b>			
Tikana .. .. .	61	6,210	23
<b>Bougainville District—</b>			
Teop-Tinputz .. .. .	33	3,356	25
<b>Eastern Highland District—</b>			
Agulizakivi-Gwivahani .. .. .	79	9,800	36
Waiye .. .. .	51	9,809	37

The actual tasks of initial organization and day-to-day supervision are carried out by officers of the Department of Native Affairs, the overall control of councils within each district being the responsibility of the district officer.

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 the way 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.

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; she has since lost her seat in a subsequent election.

Tenure of office is for twelve months following the initial elections with subsequent elections at biennial intervals. The formal appointment of a successful candidate is subject to approval by the district officer but 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 the 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 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-of-pocket expenses incurred by members when engaged on council business. The highest allowance voted is £120 a year, by the Vunamami Council for its president; this council also votes 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 Tolai Councils of the Gazelle Peninsula 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; the time is not yet opportune, however, 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 Tolai 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 councils have continued their operation of a joint bulk store for the importation and distribution of building and other materials.

The Vunadadir-Toma-Nanga Nanga and Vunamami Councils have joined together to provide a rural medical centre.

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, amounted in the past 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 to some extent affected by the application of a general personal tax introduced in January, 1958, although no definite widespread trend is observable.

In some areas also, for example, Raluana, there are unofficial organizations which are naturally reluctant to have their power circumscribed by free elections. Recently, however, opinion has been 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 was a most encouraging development, action to incorporate them into a council was not taken as the petitioners did not form a clear majority of the people. At the close of the year a further petition was being prepared by the Raluana people, but its scope is not yet known. The Administration continues to stimulate interest in the council system and this, coupled with the desires of the petitioners and examples of new councils established elsewhere, may eventually induce the Raluana group to change its present attitude. Investigations are 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 extending 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 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 1959 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. d.	£	s. d.	£	s. d.	£	s. d.	£	s. d.
Reimber ..	4	0 0	..	..	4	0 0	1	0 0	1	0 0
Livuan ..	4	0 0	..	..	4	0 0	1	0 0	1	0 0
Vunadadir-Toma- Nanga Nanga	4	0 0	..	..	4	0 0	1	0 0	1	0 0
Vunamami ..	4	0 0	..	..	4	0 0	1	0 0	1	0 0
.. ..	2	0 0	..	..	2	0 0	0	10 0	0	10 0
Rabaul ..	4	0 0	..	..	4	0 0	1	0 0	1	0 0
Baluan ..	4	0 0	4	0 0	..	..	..	..	1	0 0
Lei-Wompa ..	2	0 0	2	0 0	..	..	..	..	0	10 0
Yabim-Kotte—										
Yabim ..	2	0 0	1	0 0	..	..	..	..	0	3 0
Kotte ..	1	0 0	0	10 0	..	..	..	..	0	3 0
Ambenob ..	3	0 0	3	0 0	..	..	..	..	0	10 0
Waskia ..	2	0 0	2	0 0	..	..	..	..	0	10 0
Takia ..	2	0 0	2	0 0	..	..	..	..	1	0 0
But-Boiken ..	2	0 0	2	0 0	..	..	..	..	0	10 0
Maprik ..	1	0 0	1	0 0	..	..	..	..	0	5 0
Tikana ..	3	0 0	3	0 0	..	..	..	..	1	0 0
Teop-Tinputz ..	2	0 0	2	0 0	..	..	..	..	0	10 0
Agulizakivi- Gwivahani ..	1	10 0	1	10 0	..	..	..	..	0	10 0
.. ..	0	10 0	0	10 0	..	..	..	..	0	10 0
Waiyc ..	1	10 0	1	10 0	..	..	..	..	0	2 0
Boia ..	..	..	..	..	..	..	..	..	..	..

Tax rate not yet fixed

\* The lower rate has been fixed by the respective councils in respect of certain villages not yet so advanced as others in their areas.

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,



**The Presidents of five local government councils in the Gazelle Peninsula area at a meeting with members of the Visiting Mission. The District Commissioner of the New Britain District is seated at the end of the table.**



**A group of Iuluals and a leading woman of the community—a schoolteacher—waiting at Banz in the Western Highlands to meet the Visiting Mission. This is the first time in this area that a woman has been invited by the chiefs to join the official party on such an occasion.**

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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, 1958.
- B. Abstracts of estimates for the financial year ending 31st December, 1959.
- C. Analysis of estimated expenditure on public services for financial year ending 31st December, 1959.

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.

To permit expansion to meet increasing production, the amount of the loan, and the Administration guarantee, were increased during the year to £122,670. Of this £122,670 available to them under the loans agreement, the Councils, at 30th June, 1959, had borrowed £93,104, of which £38,133 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.

Progress has again been slow in the Rabaul Native Local Government Council's Vudal land development scheme, and a number of the original sub-lease holders have withdrawn. Operation of the scheme is now under review, and discussions are taking place between the

Rabaul and Vunadadir-Toma-Nanga Nanga Native Local Government Councils with a view to opening the Vudal land to persons from the latter Council's area.

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 are being done by communal effort, have continued, and about 75 per cent. of the area has now been fully cleared.

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. A total of about 245 acres has now been cleared and subdivided, and finalization of sub-lease agreement is awaited.

A conference of Native Local Government Councils was held at Madang from 1st to 5th June, 1959. Each of the eighteen councils established at that date sent two delegates who were selected by the councils themselves. The costs of transport and accommodation were met by the Administration.

The conference dealt with 33 agenda items which had been suggested by the councils beforehand. These covered a wide field and included health, education, land tenure, roads maintenance, council rules, law and order, council administration and marriage matters. The resolutions passed by the conference are now receiving consideration.

The Director of Native Affairs opened the conference and Mr. Simogun Peta, B.E.M., M.L.C., a member of the But-Boiken Council in the Sepik District, was elected as conference Chairman. A drafting committee of four delegates was elected to prepare draft resolutions for consideration by the conference.

The conference was marked by a high standard of debate and a steady flow of discussion. The delegates showed awareness and a broad appreciation of a great variety of subjects. The conference was most successful, and the resolutions and discussions gave a good indication of the lines along which councillors and constituents are thinking.

The Executive Officer (Local Government) and two assistant district officers attended, but took no part in the conference, except when requested to explain certain points or give information.

TABLE A.—ANALYSIS OF ACTUAL EXPENDITURE ON PUBLIC SERVICES BY NATIVE LOCAL GOVERNMENT COUNCILS FOR YEAR ENDING 31ST DECEMBER, 1958.

Council.	Council Administration.	Medical and Sanitation.	Education.	Agriculture.	Forestry.	Roads Wharves and Bridges.	Water Supply.	Law and Order.	Maintenance.	Transport.	Social Activities.	Total.
	(a) £	£	£	£	£	£	£	£	£	£	£	£
Rabaul ..	3,273	1,350	1,827	659	264	154	259	169	..	915	75	8,945
Reimber-Livuan ..	2,400	1,053	638	499	..	..	437	264	..	2,449	164	7,904
Vunamami ..	1,746	915	1,855	1,463	..	..	210	191	389	730	..	7,499
Vunadadir-Toma - Nanga Nanga ..	2,236	1,745	1,145	771	..	166	808	259	..	623	..	7,753
Baluan ..	1,802	1,393	1,758	18	..	14	49	340	78	7,762	..	13,214
Tikana ..	1,227	1,331	120	631	..	150	777	221	625	780	..	5,862
Lei-Wompa ..	1,077	31	..	..	..	..	..	36	..	37	..	1,181
Yabim-Kotte ..	2,032	284	301	..	..	..	..	104	..	53	10	2,784
But-Boiken ..	526	476	..	..	..	546	69	98	..	1,760	..	3,475
Maprik ..	6	..	..	..	..	..	..	..	..	..	..	6
Ambenob ..	1,202	907	2,362	28	..	170	60	187	..	1,180	45	6,141
Waskia ..	1,039	..	32	..	..	..	..	74	..	1,079	..	2,224
Teop-Tinputz ..	764	..	30	..	..	..	..	17	..	19	..	830
Takia ..	1,051	11	37	..	..	..	..	76	..	854	..	2,029
<b>Total ..</b>	<b>20,381</b>	<b>9,496</b>	<b>10,105</b>	<b>4,069</b>	<b>264</b>	<b>1,200</b>	<b>2,669</b>	<b>2,036</b>	<b>1,092</b>	<b>18,241</b>	<b>294</b>	<b>69,847</b>

(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, 1959.

Council.	Balance from 1958	Estimated Revenue, 1959.				Estimated Expenditure, 1959.				Estimated Balance to 1959.
		Tax.	Other Recurrent.	Non Recurrent.	Total.	Personal Emoluments.	Other Charges.	Capital Expenditure.	Total.	
	£	£	£	£	£	£	£	£	£	£
Rabaul ..	5,844	7,300	658	150	8,108	3,205	2,019	3,000	8,224	5,728
Reimber-Livuan ..	7,632	8,600	1,060	200	9,860	3,873	2,830	4,509	11,212	6,280
Vunamami ..	4,291	6,700	965	150	7,815	3,068	1,542	3,352	7,962	4,144
Vunadadir - Toma - Nanga Nanga ..	5,085	6,750	300	..	7,050	3,314	1,827	2,757	7,898	4,237
Baluan ..	6,083	6,300	109	..	6,409	2,411	2,785	3,528	8,724	3,768
Tikana ..	1,180	6,000	370	10	6,380	1,808	1,288	2,627	5,723	1,837
Lei-Wompa ..	4,721	2,400	482	..	2,882	603	142	6,225	6,970	633
Yabim-Kotte ..	341	2,450	17	..	2,467	569	500	1,264	2,333	475
But-Boiken ..	476	3,365	154	..	3,519	867	746	1,555	3,168	827
Maprik ..	2,468	2,500	10	..	2,510	515	650	3,324	4,489	489
Ambenob ..	1,207	6,500	540	450	7,490	1,333	1,508	4,071	6,912	1,785
Takia ..	368	3,735	160	..	3,895	580	973	1,933	3,486	777
Waskia ..	323	3,363	240	..	3,603	603	1,012	1,619	3,234	692
Teop-Tinputz ..	450	1,650	240	..	1,890	554	206	1,270	2,030	310
Agulizakivi-Gwivahani ..	..	4,412	42	2,013	6,467	788	844	4,378	6,010	457
Waiye ..	..	3,677	36	1,746	5,459	544	976	3,568	5,088	371
<b>Total ..</b>	<b>40,469</b>	<b>75,702</b>	<b>5,383</b>	<b>4,719</b>	<b>85,804</b>	<b>24,635</b>	<b>19,848</b>	<b>48,980</b>	<b>93,463</b>	<b>32,810</b>

NOTE.—At 30th June, 1959, the newly formed Bola Council had not yet prepared estimates.

TABLE C.—ANALYSIS OF ESTIMATED EXPENDITURE ON PUBLIC SERVICES FOR THE FINANCIAL YEAR ENDING 31ST DECEMBER, 1959.(a)

Council.	Council Administration.	Medical and Sanitation.	Education.	Agriculture.	Forestry.	Roads Wharves and Bridges.	Water Supply.	Law and Order.	Maintenance.	Transport.	Social Activities.	Total.
	£	£	£	£	£	£	£	£	£	£	£	£
Rabaul ..	2,170	1,214	1 713	588	108	100	900	232	..	1,024	75	8,124
Reimber-Livuan	2,687	2,796	2,410	155	..	50	307	308	150	2,249	..	11,112
Vunamami ..	2,044	757	1,169	1,114	..	..	442	187	431	1,718	..	7,862
Yunadadir-Tomana Nanga Nanga ..	1,808	1,797	1,605	584	..	548	30	271	360	838	..	7,841
Baluan ..	2,633	1,685	800	50	..	100	450	344	120	1,505	..	7,687
Tikana ..	1,403	1,700	130	615	..	25	..	214	192	1,044	..	5,323
Lei-Wompa ..	4,225	1,431	1,260	..	..	..	..	24	..	10	..	6,950
Yabim-Kotte ..	1,373	216	598	..	..	..	..	136	..	10	..	2,333
But-Boiken ..	636	610	740	224	..	250	50	130	..	478	..	3,118
Maprik ..	2,824	650	350	..	..	640	..	..	..	..	..	4,464
Ambcnob ..	2,694	211	1,579	155	..	1,234	150	188	..	646	55	6,912
Takia ..	1,121	650	610	250	..	..	366	82	..	362	..	3,441
Waskia ..	1,161	650	560	..	..	..	358	82	..	362	..	3,173
Teop-Tinputz ..	838	480	..	72	..	..	240	50	..	350	..	2,030
Agulzakivi-Gwivahani ..	3,590	1,432	650	10	..	..	..	210	..	118	..	6,010
Waiye ..	3,403	519	863	10	..	..	..	178	..	115	..	5,088
<b>Total ..</b>	<b>34,610</b>	<b>16,798</b>	<b>15,037</b>	<b>3,827</b>	<b>108</b>	<b>2,947</b>	<b>3,293</b>	<b>2,636</b>	<b>1,253</b>	<b>10,829</b>	<b>130</b>	<b>91,468</b>

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

NOTE.—At 30th June, 1959, the newly formed Bola Council had not prepared estimates.

*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 members appointed by the Administrator for two years. Members are eligible for re-appointment.

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

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 indigenes to them as qualified and competent persons 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 seventeen indigenes have so far been appointed as members on all but one of the district advisory councils. One indigene has been appointed to the Kavieng Town Advisory Council. The composition of the advisory councils is shown in Tables 11 and 12 of Appendix II.

## 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 1951-1959* 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 legislation during the year provide for—

- (a) Conditions of service for non-expatriate officers of the first, second and third divisions of the Public Service;
- (b) Recognition of war service for the purpose of calculating furlough;
- (c) Machinery governing the acceptance of appeals against provisional promotions lodged outside the prescribed time limits;
- (d) An increase in salaries payable to junior officers;
- (e) Accelerated salary advancement for university graduates appointed to clerical positions;
- (f) Service prior to retirement on the grounds of invalidity to be counted for the purpose of territorial allowance where the officer is re-appointed to the Service.



Amendments to the Superannuation (Papua and New Guinea) Ordinance provide for increased benefits in respect of dependent children and for reduced rates of contribution in respect of contributors.

The *Public Service (Transfer of Functions) Ordinance* 1959 was introduced during the year. Its provisions are directed to the rights of officers employed in Electrical Undertakings who were transferred to the Public Service of the Territory from the Commonwealth Public Service.

#### *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.*

The Organization and Methods Section of the Department of the Public Service Commissioner deals with organization, classification and method reviews and undertakes special investigations related to the efficiency and economy in the Public Service.

Expansion of activities made necessary a number of changes in the organization and establishments of departments.

Major changes included the complete re-organization of the Departments of Lands, Surveys and Mines, and Public Works, the creation of a Taxation Branch in the Department of the Treasury, and the transfer of the Electrical Undertakings Branch of the Department of Civil Affairs to the Department of Public Works. A re-organization of the Department of Education, details of which are given in Chapter 1 of Part VIII of this report, was also carried out and its establishment increased, while minor changes were made in the establishments of the Departments of Law and Public Health.

#### *Auxiliary Division.*

Particulars of group designations, standards of entry and salary scales for the Auxiliary Division are given in Chapter 4 of Part V of the report for 1957-58.

Since the creation of the Auxiliary Division of the Public Service, several examinations have been held to give Administration servants, many with long years of service, an opportunity to qualify for admission. As a result of these examinations, 65 of these employees have been appointed to the Division. All future recruitment of personnel for this Division will be on a competitive basis, and the first of these examinations will be held towards the end of 1959.

As an incentive for officers to study and progress through the Division a salary barrier at £505 per annum has been introduced. Advancement beyond this point is by examination. The majority of these officers are currently studying for this examination and to obtain educational qualifications which will make them eligible for entry to the Third Division of the Public Service. Classes and in-service training are specially provided to assist them to so qualify. Two-thirds of the formal training is done in official time and only one-third in the officer's free time. The Department of Education has assumed responsibility for Auxiliary Division Training, and additional staff is being made available to that Department for the organizing of correspondence tuition for officers who are not able to attend the various centres where classroom tuition is provided.

#### *Administration Servants.*

The *Administration Servants Ordinance* 1958, which will provide for the general employment conditions of Administration servants, will be brought into operation as soon as the Administrative preparations have been completed. The Ordinance will govern the employment of more than 7,300 indigenes who, while not possessing the qualifications required for admission to the Auxiliary Division, do possess some skills or desire to obtain certain skills and qualifications through training, and who wish to make a career with the Administration. Provision has been made for Administration servants to attend special classes to enable them to qualify for appointment to the Auxiliary Division.

Although the Ordinance is not yet in force, the new wages scale, which ranges from £16 5s. to £279 10s. per annum—payable fortnightly—was implemented with effect from 20th February, 1958. In addition to this cash wage, these employees are provided with accommodation, food, clothing, blankets, towels, soap, tobacco, matches, eating and cooking utensils, and medical treatment free of charge. They are also entitled to sick and recreation leave.

Particulars of employment of Administration servants are given in Appendix II.

#### *Recruitment and Staff Strength.*

A total of 512 officers, including 79 cadets, 70 Auxiliary Division officers and 98 serving exempt and temporary employees who attained permanent or exempt status, was

appointed to the Public Service during the year. The number of officers appointed to each department and particulars of the cadetships are given hereunder:—

#### APPOINTMENTS BY DEPARTMENT.

Department of the Administrator .. ..	1
Department of Civil Affairs .. ..	67 (5)
Department of Public Health .. ..	105 (11)
Department of Native Affairs .. ..	44 (5)
Department of the Treasury .. ..	2
Department of Law .. ..	2
Department of Education .. ..	101 (42)
Department of Agriculture, Stock and Fisheries ..	34 (5)
Department of Lands, Surveys and Mines .. ..	14
Department of Public Works .. ..	15 (1)
Department of Forests .. ..	5
Department of Customs and Marine .. ..	17
Department of Posts and Telegraphs .. ..	27 (1)
Clerks, Typists, Accounting Machine Operators, &c., for allocation to all Departments .. ..	78
	512

(The figures in brackets above indicate the number of auxiliary division officers appointed to each department.)

#### CADETS.

Department of Public Health—	
Medical Assistant .. ..	5
Medical Officer .. ..	7
Department of Native Affairs—	
Patrol Officer .. ..	29
Co-operative Officer-in-Training .. ..	4
Department of Agriculture, Stock and Fisheries—	
Agricultural Officer .. ..	9
Veterinary Officer .. ..	2
Department of Education—	
Education Officer .. ..	21
Department of Forests—	
Forestry Officer .. ..	1
Department of Lands, Surveys and Mines—	
Valuer .. ..	1
	79

Comparative staff figures at 30th June, 1958, and 30th June, 1959, are as follows:—

	1958.	1959.
Permanent .. ..	1,831	2,066
Exempt .. ..	114	105
Auxiliary Division .. ..	188	248
Temporary .. ..	1,044	1,065
<b>Total .. ..</b>	<b>3,177</b>	<b>3,484</b>

#### Training.

Staff training throughout the Territory is conducted by the Training Section of the Department of the Public Service Commissioner. The Section 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 Section has its own central accommodation at Port Moresby, Papua, comprising offices, lecture rooms, theatre and library.

The Inspector (Training) attended an Australia-wide conference on training conducted by the Commonwealth Public Service Board at Canberra in February, 1959.

Officers are taking full advantage of the special training facilities provided by the Administration to enable them to improve their academic qualifications through courses of study leading to matriculation and university diplomas and degrees. As a further incentive to officers to study, and also to provide a form of official recognition of their efforts, a "Free Place Scheme", which 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, came into operation in February, 1959. Three part-time places and one full-time place to enable completion of an Arts degree at the University of Queensland, and one post-graduate scholarship to enable the holder to undertake specialized studies in the teaching of English as a foreign language at the University of London, were awarded during the year.

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 also conducts courses for organization and methods officers, finance officers, assistant secretaries, &c. 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.

Organized lectures on various aspects of management are also given within the Training Section by local and by visiting specialists from Australia.

In the field of general supervision practice, training within industry, which had met with only limited success, is being replaced by special supervisory courses. These courses, which are of Service-wide application, cover most fields of government service and are closely related to actual service needs.

In addition to the three weeks' orientation course at the Australian School of Pacific Administration, which is referred to later in this chapter, new recruits to the First, Second and Third Divisions of the Public Service attend an induction course in the Territory which is designed to give them a concentrated briefing on matters of practical import relating to the Territory and the Public Service. This course includes talks, the showing of films and colour slides, and visits to local places of interest.

#### *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 as well as the following selected personnel:—

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

- (ii) indigenes whose standard of education fits them for higher training; and
- (iii) 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 officer's 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 course for cadet education officers is a two-year, post-matriculation course given by the School and a New South Wales Teacher Training College in association. The School provides two-year courses in anthropology, geography and land use, and education in under-developed areas, and one-year courses in history and government, while the Teacher Training College provides studies over two years which are equivalent to those for New South Wales teacher-trainees, but are designed to provide the specialized emphasis required by teachers in New Guinea. Upon successful completion of the course cadets have attained the academic requirements for a Teacher's Certificate.

Each year a seminar discussion course of four weeks' duration on a problem related to Papua and New Guinea's development is conducted for selected senior officers of the Territory. This year the subject of the course was "Education in Papua and New Guinea".

All new appointees to the Public Service of Papua and New Guinea are required to attend an orientation course of three weeks' duration at the School prior to their departure for the Territory. This course is designed to introduce them to Papua and New Guinea—its people, its problems and the aims of the policy of the Administration. The subjects covered by the course are: anthropology, geography and land use, government, history and first aid.

The following table shows the number of courses conducted by the Australian School of Pacific Administration during the 1958 and 1959 academic years and the number of students enrolled for each course:—

Course.	1958.		1959.	
	Number of Courses.	Number of Students.	Number of Courses.	Number of Students.
Cadet Patrol Officers' Orientation Course .. .. .	2	41	2	48
Education Officers' Orientation Course .. .. .	1	28	1	27
General Orientation Course (including Officers of the Army and Navy) .. .. .	..	(9)	..	(9)
(and nominees of Christian Missions) .. .. .	..	(6)	..	(7)
Patrol Officers' Certificate Course .. .. .	1	36	1	25
First Year Cadet Education Officers' Course .. .. .	1	21	1	18
(including free place for Mission students) .. .. .	..	(1)	..	(1)
Second Year Cadet Education Officers' Course .. .. .	1	19	1	17
Graduate Cadet Education Officers' Course .. .. .	..	..	1	4
Senior Officers' Course .. .. .	1	17	1	16
	18	347	18	320

## CHAPTER 5.

### SUFFRAGE.

#### *Legislative Council.*

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.

Every person living in the Territory, except indigenes, 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.

A person is qualified for election as a member of the Legislative Council if he is an elector and has continuously resided in the Territory during the three years immediately preceding the lodging of his nomination as a candidate. Officers or employees of the Public Service of the Territory or of the Commonwealth, or of an instrumentality of the Administration or of the Commonwealth, are not eligible for election. Nomination of candidates must be made within 28 days after the publication of the notice fixing the date for an election.

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.

At the last elections, which were held on 31st August, 1957, four candidates, of whom two stood in the New Guinea Mainland electorate and two in the New Guinea Islands electorate, contested the election in the Trust Territory.

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 elections held in 1954. The figures for those two elections were as follows:—

Electorate.	1954 Elections.			1957 Elections.		
	No. Enrolled.	No. Voting.	Per-centage Voting.	No. Enrolled.	No. Voting.	Per-centage Voting.
New Guinea Islands ..	1,125	553	49.2	1,574	1,144	72.7
New Guinea Mainland	756	197	26.1	1,282	879	68.5
	1,881	750	39.8	2,856	2,023	70.8

#### *Native Local Government Councils.*

The Native Local Government Councils Ordinance provides for the constitution of councils, and Regulations made thereunder prescribe the electoral procedure and the qualifications for franchise, which is confined to indigenes.

All persons over the age of seventeen, resident within the area over which a council is to have jurisdiction, are eligible to vote at the initial elections following the establishment of the Council.

At subsequent elections any male person over the age of seventeen who has paid, is liable to pay, or has been exempted from payment of Council tax for the financial year in which the elections are held, is eligible to vote. Registration of voters is effected by means of a register of taxpayers, which is maintained by each council.

Any woman above the age of seventeen resident in a Council's area may become eligible to vote by applying to have her name inserted in the Register of Taxpayers of the Council.

Any person over the age of seventeen, who resides in an area over which a council has jurisdiction, is eligible for election as a member of that Council.

Voting is not compulsory and is by either open or secret ballot. In practice a semi-secret ballot on a preferential basis is usually conducted by officers of the Department of Native Affairs, as most communities still lack sufficient experience to conduct wholly secret ballots.

No political parties have yet evolved, but competition between individual candidates is keen, particularly in the 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.

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.

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 Voting.	
	Male.	Female.	Male.	Female.
Ambenob (a) .. ..	736	523	303	221
Takia (b) .. ..	1,560	1,479	85	95
Waskia (c) .. ..	1,421	1,362	449	479
Yabim-Kotte (d) ..	842	625	360	396
Teop-Tinputz .. ..	829	38	575	28
Agulizakivi-Gwivahani(e)	3,273	3,133	2,019	2,075
Waiye .. ..	2,466	2,444	2,162	2,083

(a) Election for part only. 4 candidates unopposed. (b) 24 candidates unopposed. (c) 13 candidates unopposed. (d) 18 candidates unopposed. (e) 6 candidates unopposed.

## 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.

The *Judiciary Act* 1903-1959 of the Commonwealth of Australia has been amended to provide that a person making a claim against the Commonwealth in contract or in tort may bring suit against the Commonwealth in the Supreme Court of the Territory of Papua and New Guinea as well as in the High Court of Australia in respect of a claim arising within the Territory.

In each district in the Territory there are District Courts with criminal jurisdiction to try simple 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. The function of the Commission is to inquire into and determine what land in the Territory is the rightful and hereditary property of persons or communities by customary right; and the persons or communities by whom, and the shares in which, that land is owned.

No changes were made in the judicial organization 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 judgments, decrees, orders and sentences 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* 1924-1959.

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.

Wardens' Courts are conducted by a warden appointed under the *Mining Ordinance* 1928-1957. 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 practice 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 Solicitor has been created and when the related staff establishment has been filled the provision of defence counsel by the Secretary for Law will no longer be necessary.

#### *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 stage 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, entitled the *Native Administration Regulations* has been in operation since 1924. These regulations provide for a very simple court procedure and 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, 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, no death sentences were carried out. In 31 cases death sentences were commuted to terms of imprisonment.

Since 1951 the imposition of corporal punishment has been restricted, in the case of adults, to sexual offences against females, certain crimes of particular violence, and prison offences; in such instances it is regarded as an additional deterrent. It is also employed as a preferable alternative to imprisonment in the case of certain offences by juveniles. It is inflicted with a light cane or strap, privately and under strict supervision. Sentence of corporal punishment may not be passed on a female. Corporal punishment is rarely imposed and was not used during the year under review.

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, 1959, 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 take special courses of training in anthropology with special reference to New Guinea.

## CHAPTER 9.

## CONCLUSIONS.

As indicated in Chapter 3 further progress was made in the development of the local government council system with the establishment of three new councils—two in the Eastern Highlands District, the first to be inaugurated in that area, and one in the New Britain District.

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 I.

## PUBLIC FINANCE.

As mentioned in Chapter I of Part V of this Report, the Trust Territory of New Guinea and the Territory of Papua are governed in an administrative union as the Territory of Papua and New Guinea. Legislation relating to public finance applies equally to both Territories. The basic legislation governing the budget of the Territory of Papua and New Guinea is the *Papua and New Guinea Act 1949-1957* of the Commonwealth of Australia. The 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, and
- (v) there shall be expended in each year, upon the administration, welfare and development of the Territory of New Guinea, an amount which is not less than the total amount of public revenue raised in that year in respect of the Territory of New Guinea.

Supporting legislation is provided in the *Treasury Ordinance, 1951-1958* 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.

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 revenues of the Territory of Papua and New Guinea are supplemented by a direct, interest-free and non-repayable grant from the Commonwealth of Australia. The grant for 1958-59 was £11,478,910 and of this amount £6,706,373 was allocated to the Territory of New Guinea.

The revenues and expenditures of each Territory are recorded separately, and costs common to both are apportioned to each on an appropriate basis.

The revenues raised within the Trust Territory of New Guinea are derived chiefly from import and export tariffs and in 1958-59 amounted to £3,555,373. A comparison is made in Appendix IV of the various heads of revenue and expenditure for 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 revenue raised within the Territory.



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.

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.	1956-57.	1957-58.	1958-59.
	£	£	£
Grant towards expenses, including Native Welfare, Development, War Damage and Reconstruction ..	9,446,590	(a) 10,796,491	11,478,910
Advance (Repaid 1957-58) ..	198,500	..	..
Printing and Consolidation of Laws ..	1,369	..	..
Australian School of Pacific Administration ..	27,709	27,559	34,897
New Guinea and Papua Superannuation Funds ..	69,000	78,791	80,923
Lighthouse Services—Buildings, Works, Fittings. Furniture and Equipment ..	16,569	7,929	..
Maintenance of Lighthouse Services ..	28,037	15,040	15,997
Payment under Clause 14 of the New Guinea Timber Agreement ..	..	140,993	..
Electrical Undertakings—transfer of Stores and Vehicles from Department of Works ..	..	116,666	..
<b>Total .. ..</b>	<b>9,787,774</b>	<b>11,183,469</b>	<b>11,610,727</b>

(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 1958-59 approximately a net £1,900,000 of which £700,000 was on capital works.

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.

There is no public debt in the Territory.

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

## 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 form 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 value of extra-territorial trade and the direct revenue contribution therefrom for the period 1st July, 1956, to 30th June, 1959, are:—

	1956-57.	1957-58.	1958-59.
	£	£	£
Value of imports .. ..	10,918,981	11,452,012	11,818,592
Amount of import duties ..	1,193,262	1,349,595	1,334,731
Value of exports .. ..	10,312,492	9,628,048	12,691,877
Amount of export duties ..	456,631	464,816	958,643

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

### Excise Duties.

The *Excise (Beer) Ordinance 1952-1957*, the *Excise Ordinance 1956-1957*, and the *Excise Tariff 1956-1957*, provide for excise duties to be imposed on beer and twist tobacco.

The current rate of excise duty on beer is 4s. 9d. a gallon and 2s. 9d. a pound on twist tobacco. In order to assist the new tobacco industry to become established, a full rebate of excise is granted as a concession until 17th August, 1959.

### 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 1959 was fixed by the *Personal Tax (Rates) Ordinance 1958* together with the specific rates, based on ability to pay, to be applied to the various villages.

Collections up to 30th June, 1959, amounted to £113,106.

Persons who reside for less than six months in the Territory in a tax year and who are not Territory land-owners 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 from personal tax to a person on the ground of lack of sufficient means or hardship or may on any ground reduce the amount of personal tax payable by a person to such amount as to it seems fit. 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 an annual basis as far as possible and by others before 30th March in each tax year. Where a taxpayer is about to leave, the personal tax for that year must be paid before 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.

#### *Income Tax.*

A Bill to impose a tax upon the incomes of both individuals and companies and to provide for assessments and collection and a further Bill declaring the rates of income tax were introduced into the Legislative Council of Papua and New Guinea on 30th April, 1959, and were taken to the second reading stage. This legislation had not become law by 30th June, 1959.

#### 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.

Except for indigenes in the early stages of contact, the indigenous people have commonly accepted the use of currency.

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, 1959, 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. The National Bank of Australasia Limited will commence operations in December, 1959, at Lae.

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, 1959, thirteen branches were maintained at Bulolo, Goroka, Kavieng, Lae, Madang, Rabaul and Wewak, and 48 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, 1959, are detailed in Appendix VI.

No information is available relating to current accounts maintained by indigenous people. However, in June, 1959, the number of operative savings bank accounts of indigenous depositors was 38,039, the balances of which totalled £799,819. There were also 1,924 school savings bank accounts of which the balances totalled £10,229; 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 1958-59 and deposits of savings banks at 30th June, 1959, in the Territory of New Guinea are shown in the following table:—

## BANK DEPOSITS.

Cheque-Paying Banks.	Average June, 1959.	Average 1958-59.
	£	£
<b>Not Bearing Interest—</b>		
Australian Governments .. ..	244,000	190,000
Other Customers .. ..	3,631,000	3,220,000
<b>Bearing Interest—</b>		
Australian Governments .. ..	..	..
Other Customers—		
Fixed .. ..	871,000	880,000
Current .. ..	362,000	274,000
<b>Total .. ..</b>	<b>5,108,000</b>	<b>4,564,000</b>
	(At 30th June, 1959)	
Savings Banks .. ..	3,353,181	

## BANK ADVANCES.

Cheque-Paying Banks.	Average June, 1959.	Average 1958-59.
	£	£
<b>Loans, Advances and Bills Discounted—</b>		
Australian Governments .. ..	..	..
Other .. ..	1,381,000	1,437,000
<b>Total .. ..</b>	<b>1,381,000</b>	<b>1,437,000</b>

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 I.

## 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:—

1956-57.(a)	1957-58.(b)	1958-59.
£	£	£
5,500,000	6,200,000	6,700,000

(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 £1,000,000 in 1958-59 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 £4,825,000 in 1958-59. At 30th June, 1959, a total of 277 "local" companies was registered to operate with an aggregate nominal capital of £24,484,200.

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 connexion 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 1958-59 affecting agricultural industries were—

- The sale of copra on the open market was continued. Prices paid to producers in 1958 were £64 2s. 4d. (hot air) £62 11s. 1d. (F.M.S.) and £61 12s. 4d. (smoke) per ton. A tentative price was in operation at the commencement of the year. This was adjusted progressively in September and December, 1958, and in February and June, 1959, to arrive at the above figures.
- The price of cocoa gradually fell from £390 per ton in July, 1958, to £310 per ton by 30th June, 1959.
- Coffee prices declined gradually throughout 1958-59 and were still falling at the close of the year.
- Peanuts exports increased from 915 tons (revised figure) to 1,703 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 proceeding, but this is necessarily a long-term project.

An upward trend was maintained in the planting of coconuts by indigenous growers. It is estimated that nearly 6,000 acres were planted out in 1958-59. 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 over 20,000 tons for the year ending 30th June, 1959.

Exports of cocoa beans again showed a marked increase rising from 2,544 tons to 4,182 tons. Plantings by indigenes rose steeply from approximately 10,000 acres to more than 16,000 acres, and now represent approximately 23 per cent. of total plantings. The number of indigenous growers increased from 2,913 to 3,617.

Exports of coffee beans increased from 379 tons in 1957-58 to 950 tons in 1958-59. 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 5,300 acres of coffee.

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 export production totalled 1,703 tons, of which 560 tons were produced by indigenes.

A decline in indigenous rice production is now in evidence, but 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.

The passionfruit industry in the highlands, which is almost entirely in the hands of indigenous producers, is continuing to expand rapidly. Approximately 830 tons of fruit were sold to processors at Goroka, Chimbu and Mount Hagen in 1958-59, compared with 535 tons in the previous year. The price of passionfruit fell slightly during the year.

The sales of vegetables by indigenous growers in town markets, including Rabaul, Lae, Madang and Kavieng, were estimated at about 12,000 tons.

The pastoral industry is still in the developmental stage and is being assisted by a scheme which subsidizes cattle importations. Importations during the year totalled 358 head, valued at £12,980, and subsidies totalled £13,462. Shipping difficulties are still limiting the number of cattle imported.

The value of timber products exported increased from £1,265,261 to £1,347,339.

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 45,293 fine ounces, valued at £707,703, showing a decrease in value of £71,340. The value in mining royalties also dropped from £18,754 to £8,199. Alluvial mining by indigenes produced 3,644 fine ounces valued at £57,120.

#### *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 Chambers of Commerce, Rabaul, Madang and Lae; Co-operative Societies; the Highland Farmers and Settlers' Association; Morohe District Planters' and Farmers' 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.

As stated in previous reports the advancement of indigenous agriculture, not only for the purpose of improving food supplies and bringing about a more efficient use of village land, but also for the increased production of economic crops for sale, has been given a high priority by the Administering Authority. During the past year the progress made in this particular field has been reviewed and the needs of future policy examined. In most areas a basic administrative framework has now been established, and there are large numbers of indigenous people who have developed various skills and who are living at a higher standard than they have been accustomed to in the

past. The achievement of higher living standards has brought with it new needs and aspirations and the stage has been reached where a more intensive effort is required not only to encourage and enable as many people as possible to gain a cash income to help them satisfy these needs, but also to lay the basic economic foundation which will in due course make it possible for the Territory as a whole to support all the social services it requires and provide adequate opportunities for all the people.

Ultimately progress will depend on the success achieved in promoting among the indigenous people themselves an interest in more advanced forms of economic enterprise, and because of their traditional interest in gardening and agriculture it was clear that this was the field where an intensification of effort in teaching new skills and methods, introducing new crops and training the people in the marketing of their produce would achieve early and lasting results.

Accordingly the aims of agricultural extension work and the tasks of the agricultural extension officer were restated and given added emphasis and practical measures for the achievement of the objectives referred to above were laid down. A detailed statement of aims and the measures to be adopted will be found in Chapter 3 (b) of Section 4 of this Part.

While the stated aims are primarily the concern of the Agricultural Extension Service, they can only be fully achieved by co-operation among officers of many departments of the Territorial Public Service—in particular, Native Affairs, Education, Health and Lands, Surveys and Mines. District commissioners have the responsibility for co-ordinating activities and the programme is developed according to the needs and opportunities of each district.

The Administering Authority's plans for the development of the Territory's resources in all areas of the economy are implemented not only through measures of a purely economic nature, but through its social policies as well, especially in the fields of health and education. From an economic stand-point programmes of social development, 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. Attention is also being given to the question of reforming customary land tenure systems to provide a more satisfactory basis for advanced economic development.

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 Kukukuku warrior opening a banking account with the agency at Menyanya in the highlands of the Morobe District.

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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 Papua and New Guinea Copra Marketing Board. Particulars of the Land Development Board are given in Chapter 3 (a) and of the Papua and New Guinea Copra Marketing Board 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 £122,670 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, 1959, the debt under this loan stood at £54,971. 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 1955-1958*. 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, 1959, 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.

So far only one co-operative society has applied for and been granted 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 commercial banking systems.



By an amendment made during the year loans may also be made under the Ordinance to individual indigenes approved by the Administrator on the recommendation of the Native Loans Board.

The *Ex-Servicemen's Credit Ordinance* 1958 which came into force on 6th November, 1958, established 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 3½ per cent.

At 30th June, 1959, loans totalling £270,800 had been granted to sixteen applicants from the Territory of New Guinea.

No loans have yet been granted to any indigenous ex-servicemen, but as records disclose that a considerable number of indigenes served with the armed forces, it is expected that many of them will receive benefits under this scheme.

### CHAPTER 3.

#### INVESTMENTS.

As mentioned in Chapter 2, the investment of outside capital in the Territory is encouraged subject to suitable safeguards to protect the interests of the indigenous population.

The procedures governing the formation and registration of domestic and foreign companies are described in Chapter 1 of Section 4.

During 1958-59, 33 companies having a total nominal capital of £4,081,000 were incorporated as local companies; fifteen companies with a total nominal capital of £561,000 were deregistered and seven companies increased their nominal capital by £1,305,000. The net increases in nominal capital during the year in the commercial and plantation categories were £2,166,000 (19.76 per cent.) and £2,679,000 (38.47 per cent.) respectively. At 30th June, 1959, 277 companies were operating with an aggregate nominal capital of £24,484,200.

Twelve foreign companies (i.e. companies incorporated outside the Territory and carrying on business in the Territory) were registered and three were deregistered making a total of 107 foreign companies operating in the Territory at the 30th June, 1959. Of these companies, 61 were incorporated in Australia, 23 in England, 4 in New Zealand, 16 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 invested in the Territory is not known. The nominal capital of the companies incorporated outside the Territory, but within the sterling area, totalled £221,692,592.

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, &c., 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. Six hundred and fifty-seven names were registered under this Ordinance at 30th June, 1959.

### 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 development enactments such as the *Fire Prevention Ordinance 1951-1955*, the *Native Economic Development Ordinance 1951-1952*, the *Native Loans Fund Ordinance 1955-1958*, 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.

In general, indigenous laws and customs 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 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.

An increasing number of the indigenous inhabitants are engaging in business activities on their own account. Information on the growing participation of co-operative societies and local government councils in production and commercial activities is given later in this chapter and in Chapter 3 of Part V.

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 through 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 many 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 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 purchases and sells 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. Copra is sold on the open market and prices have remained at a reasonable level.

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 he is allotted identification marks by the Board.

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

The price of copra paid to producers is arrived at 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. The final prices are determined in the light of actual trading results, the entire net proceeds being distributed *pro rata* among the producers who delivered copra.

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.

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.
	£ s. d.	£ s. d.	£ s. d.
1956 .. .. .	65 6 6	64 11 6	61 16 6
1957 .. .. .	59 19 8	59 4 8	56 9 8
1958 .. .. .	64 2 4	62 11 1	61 12 4

#### 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 £3,277,345 is administered by a Board appointed under the *Papua and New Guinea 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 when market prices for copra are low.

#### 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.

#### Private Corporations and Organizations.

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; and
- (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*.

The principal companies registered under the *Companies Ordinance* 1912-1926 (Papua, adopted) and amendments, at the 30th June, 1959, engaged in the Territory in respect of the principal economic resources, activities and services, are as follows:—

*Commercial—*

*Incorporated in the Territory—*

Barclay Bros. (New Guinea) Limited.  
 Barford Limited.  
 Bovo Limited.  
 Colyer Watson (New Guinea) Limited.  
 Commonwealth-New Guinea Timbers Limited.  
 F. J. Salisbury Limited.  
 General Construction (New Guinea) Limited.  
 Gillespie Holdings Limited.  
 Gabriel Achun & Company Limited.  
 James Chung and Company Limited.  
 J. L. Chipper and Company Limited.  
 Kambala Limited.  
 Lucas & Ducrow (New Guinea) Limited.  
 New Britain Entertainments Limited.  
 New Guinea Company Limited.  
 Pacific Holdings Limited.  
 Pacific Trading Company Limited.  
 Palm oils (New Guinea) Limited.  
 Rabaul Investments Limited.  
 Robert Gillespie (New Guinea) Limited.  
 Rupertswood Limited.  
 The Bougainville Company Limited.  
 Tang Mow and Company Limited.  
 T. J. Watkins (New Guinea) Limited.

*Registered as foreign companies—*

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

*Plantation—*

*Incorporated in the Territory—*

Bali Plantation Limited.  
 Bay Miller Limited.  
 Coconut Products Limited.  
 Cottee's Passiona (New Guinea) Limited.  
 Edgell & Whitely Limited.  
 Garua Plantations Limited.  
 Island Estates Limited.  
 Kinjibi Coffee Plantation Limited.  
 Kinjibi Holdings Limited.  
 Kokopo Cocoa Limited.  
 Korfena Plantations Limited.  
 Macquarie Investments Limited.  
 Mala Coffee Factory Limited.  
 Mangarah Limited.  
 Native Marketing and Supply Service Limited.  
 Pacific Industries Limited.  
 Pacific Tobacco and Development Company Limited.  
 Plantation Holdings Limited.  
 Powell Holdings Limited.  
 Symco Limited.  
 Tabar Plantations Limited.  
 The Buka Plantations & Trading Company Limited.  
 Territory Development Company Limited.

*Registered as foreign companies—*

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

*Airline—*

*Incorporated in the Territory—*

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

*Registered as foreign companies—*

Papuan Air Transport Limited, incorporated in Papua.  
 Qantas Empire Airways Limited, incorporated in Australia.

**Mining and Oil—***Incorporated in the Territory—*

- Gold and Power 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 in Canada.
- Enterprise of New Guinea Gold and Petroleum Development No Liability, incorporated in Australia.
- New Consolidated Goldfields (Australasia) Proprietary Limited, incorporated in Australia.
- New Guinea Goldfields Limited, incorporated in Australia.

**Insurance—***Registered as foreign companies—*

- A.M.F. Fire and General Insurance Company Limited, incorporated in Australia.
- Australian Mutual Provident Society, incorporated in Australia.
- Harvey Trinder (N.G.) Limited, incorporated in Australia.
- Queensland Insurance Company Limited, incorporated in Australia.
- The Australasian Temperance & General Mutual Life Assurance Society Limited, incorporated in Australia.
- The Yorkshire Insurance Company Limited, incorporated in England.
- The National Mutual Life Association of Australasia Limited, incorporated in Australia.

**Banking—***Registered as foreign companies—*

- Australia and New Zealand Bank Limited, incorporated in England.
- Bank of New South Wales, incorporated in Australia.

Companies incorporated in the Territory or registered as foreign companies during the period 1st July, 1958, to 30th June, 1959, were as follows:—

**Commercial—***Incorporated in the Territory—*

- Barford Limited.
- Barclay Bros. (New Guinea) Limited.
- Bovo Limited.
- Coconut Harvesters Limited.
- F. J. Salisbury.
- Gillespie Holdings Limited.
- G. J. Coles (New Guinea) Limited.
- James Chung and Company Limited.
- Joan Salons Limited.
- Kambala Limited.
- Leawood Limited.
- Marjoy Limited.
- New Guinea Exports Limited.

- Rabaul Electrical Service Limited.
- Rupertswood Limited.
- Tang Mow and Company Limited.
- The Wewak Sawmilling Company Limited.

*Registered as foreign companies—*

- Anglo Pacific Trading Company (New Guinea) Limited, incorporated in Papua.
- Gen (Papua) Limited, incorporated in Papua.
- Hamac Holdings Limited, incorporated in Papua.
- Nut Foods (Proprietary) Limited, incorporated in Australia.
- Watson Bros. (New Guinea) Limited, incorporated in Papua.

**Plantation—***Incorporated in the Territory—*

- Akwitanu Estate Limited.
- Andersons Plantations Limited.
- A.S.P. (Plantations) Limited.
- Bali Plantation Limited.
- Bululogan Estate Limited.
- Garua Plantations Limited.
- Kokopo Cocoa Limited.
- Lakunda Plantation Limited.
- Mala Coffee Factory Limited.
- Mangarah Limited.
- Native Marketing and Supply Service Limited.
- Peanut Producers Limited.
- Plantation Holdings Limited.
- Sasiang Plantations Limited.
- Wahgi Valley Coffee Company Limited.
- Wurerp Plantations Limited.

**Airline—***Registered as foreign companies—*

- Papuan Air Transport Limited, incorporated in Papua.

**Insurance—***Registered as foreign companies—*

- Albion Insurance Company Limited, incorporated in England.
- A.M.P. Fire and General Insurance Company Limited, incorporated in Australia.
- Australian Metropolitan Life Assurance Company Limited, incorporated in Australia.
- Customlife Assurance Limited, incorporated in Australia.

**Associations not for gain—***Registered as foreign companies—*

- The London Missionary Society Corporation, incorporated in England.
- The Incorporated Kwato Extension Association, incorporated in England.

**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 agricultural 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 101 primary societies, and six associations representing 79 member societies. Of the primary societies 29 are single purpose and 72 dual purpose. Capital increased by £15,541 to £243,113, membership increased by 11,436 to 51,035, and turnover increased by £33,980 to £408,589.

Rebates paid to members totalled £12,256, compared with £22,896 for the previous year. Reasons for the fall include the use, by some societies, of accumulated surplus to extensively write down fixed assets, conversion of cash to fixed assets, additional stocks, &c., and in some cases the payment of rebates in the form of a bonus share capital issue.

Particulars of societies and associations and other statistical data are given in Appendix XIV.

There has been very little recovery in the shell market, but increased returns from copra enabled societies to improve their financial position. The danger of collapse, brought about by reduced world prices, has been largely averted, although it cannot be completely removed without a further increase in production and efficiency. The illegal extension of credit, and the inability of members to understand world market fluctuations and the need to support their societies, are still major problems.

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.

Registered Co-operative Societies are eligible to obtain loans up to £5,000 under the *Native Loans Fund Ordinance 1955-1958*, and during the year the Bougainville Native Societies Association was granted a loan of £2,700 from this fund to purchase a workboat.

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

In the Gazelle Peninsula, New Britain, a new type of society, the Kuanua Thrift and Building Society was registered in May, 1959. The purpose of the Society is to control and encourage saving by a small group of people in regular employment. Each member contributes £2 a month, which is deposited with the Society, and loans may not be granted to a member until a period of two years has elapsed from the date of his first deposit. Contributed capital will be invested. Rules under which the Society will make and supervise loans have been approved. These provide for loans to be made to members for home building and for other purposes.

*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 eventually 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 two first courses for storemen, an advanced course for storemen, and two courses for inspectors and secretaries. Nine students from the Trust Territory attended the storemen's courses, 30 the advanced storemen's course, and 43 the inspectors' and secretaries' courses. Students from Papua and the British Solomon Island Protectorate also attended these courses. In addition, two storemen's courses, attended by 76 students, were held at Kavieng in the New Ireland District.

The South Pacific Commission held a technical meeting on Co-operatives at Port Moresby, Papua, from 21st July to 1st August, 1958. Participants included representatives from the British Solomon Islands Protectorate, Cook Islands, New Caledonia, Netherlands New Guinea, Western Samoa and Papua and New Guinea. This meeting on Co-operatives provided officers of the territorial administrations and specialist co-operative officers in the various administrations with an opportunity to discuss their problems, and to exchange views and pool experience. In particular they discussed techniques connected with the formation, development and growth of co-operative societies. The report of the meeting has been published by the South Pacific Commission in Technical Paper No. 123.

Representatives from co-operative societies in Papua and New Guinea met in Port Moresby in February, 1959. During their stay in Port Moresby, delegates were given the opportunity to visit co-operatives in the area and to view educational films.

A delegation attended the 1959 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 standards 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 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 staple export product, is marketed by the Copra Marketing Board, the constitution and functions of which are described in Chapter 1 of this Section.

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)
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
1958-59 .. ..	24,510,469	11,818,592	12,691,877

(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 following table shows the quantity and value of the principal exports for 1958-59 and increases and decreases in value by comparison with 1957-58:—

—	Quantity.	Value.	Increase.	Decrease.
		£	£	£
Cocoa Beans ..	4,182 tons	1,468,572	653,939	..
Coffee Beans ..	950 tons	448,869	226,075	..
Coconut Meal and Oil Cake ..	7,947 tons	178,759	2,253	..
Coconut Oil ..	21,541 tons	2,754,351	1,281,354	..
Copra ..	49,328 tons	4,451,148	777,461	..
Gold (unrefined) ..	..	736,354	..	115,152
Hides and Skins ..	..	27,730	..	6,387
Passion Fruit Pulp and Juice ..	223 tons	86,076	13,665	..
Peanuts ..	1,703 tons	286,684	183,296	..
Shell—				
Greensnail ..	24 tons	8,431	..	50
Trochus ..	177 tons	59,128	84	..
Mother of Pearl ..	5 tons	615	..	320
Timber—				
Logs ..	858,317 sup.ft.	46,443	21,676	..
Sawn ..	4,084,691 sup.ft.	269,849	59,369	..
Veneer ..	297,724 sq. ft.	3,299	..	3,350
Plywood ..	25,497,404 sq. ft.	1,027,748	4,383	..

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.

#### 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.*

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 application for variation of import and export tariffs and such other matters relating to the duties of customs as are referred to it.

The only amendment to the Customs Tariff was an increase in the rate of import duty on twist tobacco from 3s. 6d. to 4s. 6d. a lb. The new rate came into force on 17th September, 1958.

#### Import Restrictions.

The Territory draws on Australian overseas funds in paying for imports from sources other than Australia.

Import restrictions in the Territory were reimposed on 1st December, 1955, when it was necessary to help conserve the falling Australian foreign exchange reserves. 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.

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.

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.

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.

Category "C" relates to non-essential goods so far as overseas purchases are concerned, and other items which are readily obtainable from Australian sources.

"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.

#### *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 densely 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, which consults with the Departments of Native Affairs, Health, Agriculture, Stock and Fisheries and Forests in regard to the present and prospective needs of the indigenous people and the best economic use for 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 foreseeable future.

Before assessing the area of land required by a community to meet its present and future needs the Administration makes an investigation to determine ownership according to indigenous custom, the arable area owned by the community and population trends. Consideration is also given to the subsistence pattern—whether it is entirely agricultural or includes collecting, hunting or fishing, and to what extent the pattern has been modified by the introduction of new foods, cash-cropping, and improved agricultural techniques; to the ecological factors obtaining in the area; and to the probable future economic advancement of the people. The latter aspect involves estimating 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.

Although customary rights over land are generally acquired through birth, 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.

There are, however, a few areas in which there is a tendency for the inheritance system to change. This is noticeable in some communities in which inheritance 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.

The Administering Authority is aware that customary forms of land tenure do not provide a satisfactory basis for advanced economic development. It is giving close study to possible measures to meet this difficulty in such a way as to give the greatest possible opportunity for land development by the indigenous people, consistent with respect for their wishes in relation to native land customs.

*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.

#### *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 enquiry, 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 Land Development Board, details of which are given below, 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 320,235 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.
1954-55	17,051
1955-56	41,460
1956-57	113,300
1957-58	13,458
1958-59	7,669

*Transfer of Alienated Land to Indigenous Inhabitants.*—A total of 2,081 acres of land previously alienated has been leased to individual indigenous inhabitants or corporate bodies controlled by indigenes as follows:—

*Agricultural Leases*—

	Total acres.
Rabaul Native Local Government Council ..	1,000
Vunamami Native Local Government Council ..	390
Ambenob Native Local Government Council ..	670

*Leases in Towns*—

40 leases .. .. .	16
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*Business Leases*—

13 leases by indigenous societies .. .. .	5
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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.

Special settlement areas with lower building covenants exist in Lae, Madang, Kavieng and Rabaul and have been designed for Lorengau.

*Land Development Board.*—The functions of the Land Development Board, which is a non-statutory body, are to advise the Administrator on all matters connected with land settlement and sub-divisional surveys; to draw up an annual programme, with priorities, for reconnaissance and sub-divisional surveys; and to determine a land-use plan for Administration land or land in process of being acquired by the Administration. Surveys and priorities are based on Administration policy on the extension of certain crops.

The members of the Board are the Assistant Administrator (Chairman), the Director of Lands, Surveys and Mines, the Director of Native Affairs, the Director of Agriculture, Stock and Fisheries, the Director of Forests and the Executive Officer (Policy and Planning).

No indigenous inhabitant has, as yet, been appointed to membership of the Land Development Board. As the acquisition of land from indigenous people to the Administration is not within the province of the Board, indigenous interests are not immediately involved. Moreover, it is considered that, at this stage, no indigenous person has sufficient knowledge of the technical matters involved to take part in discussions of the Board.

*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 of native-owned land have yet been made, but steps are being taken to increase the survey staff of the Department of Lands to enable a start to be made on this work as early as possible, and at the same time, as there are no private surveyors practising in the Territory, to meet the continuing demand for surveys of all types. Six new licensed surveyors were appointed during the year bringing total staff in this category to fifteen of whom eleven operate in New Guinea. Recruitment is continuing.

Urban surveys completed during the year, in some cases in connexion with new development and in others with restoration of title, included several hundred residential business and industrial allotments in Rabaul, Lae, Madang, Goroka, Minj and Mt. Hagen. Many agricultural leases in newly developed areas in the Eastern and Western Highlands and in the Warangoi Valley, New Britain, and a number of pastoral leases in the Morobe District were also surveyed.

*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.

Title restoration work proceeded at an increased rate during the year and 76 final orders and 55 provisional orders were made.

*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 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 Kavieng, a recreation centre at Manus, and a recreation centre and a pre-school centre at Rabaul. The total area involved was 560 acres.

### (b) AGRICULTURAL PRODUCTS.

#### *Principal Types and Methods of Agriculture.*

Agricultural production is predominant in the economic life of the people; as well as being responsible for a large proportion of the Territory's export income it provides the vast majority of the indigenous inhabitants with their subsistence requirements and the basic income needed for their economic advancement.

The main forms of agriculture practised in the Territory are—

- (a) subsistence farming based on bush and grassland fallowing and the production of root crops as a staple, supplemented by such minor crops as maize, beans and various types of fruit and vegetables;
- (b) the production of dual purpose crops (e.g. peanuts and rice) which play a part both as subsistence foods and cash crops, allied with the cash sale of surpluses of the classical subsistence crops such as bananas, sweet potato, taro and yam; and
- (c) the plantation production of such perennial crops as coconuts, cacao and coffee for export. Although at the present time this form of production is still chiefly in the hands of non-indigenous planters, it is being undertaken by indigenous farmers to an increasing extent and on a more and more organized basis.

#### *Cultivation Methods and Techniques of the Indigenes.*

Although indigenous farmers are developing new skills and are increasingly undertaking the specialized production of particular crops as a means of raising their living standards, subsistence production is regarded as the economic sheet anchor which will mitigate the effects of any difficulties they may encounter in particular industries during the period of transition.

Reference is made later in this chapter to the intensification of agricultural extension work which is taking place among the indigenous people. An outline is also given of the recently re-stated aims of the extension programme and the practical measures being undertaken. There are many ways in which productive efficiency can be increased by the modification of existing techniques, but because of the variations in climate and the generally broken nature of the terrain over the whole of the Territory, a degree of caution must be exercised in introducing changes so that active destruction of agricultural resources may be avoided. The Administration therefore maintains a close and continuous survey of agricultural conditions among farmers and designs its extension programmes in such a way as to bring about 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 re-growth 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.

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 prac-

tised 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 is becoming a more common practice in the drier areas of the Eastern Highlands as a means of coping with drought problems and resultant food shortages. The matter of ensuring continued food supplies in the frost areas of the highlands continues to receive attention. Good results have been obtained from the partly frost tolerant European potato variety introduced for this purpose. Planting material from early harvestings of this variety has been widely distributed in the highlands 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 a preliminary survey has indicated that 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. It is now planned to make an intensive survey to assess in greater detail the future land requirements of the Chimbu people.

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 includes 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 the control of burning, including the prosecution of offenders, the encouragement of the people to refrain from cultivating rich top and watershed areas, and a programme, supported by the supply of suitable tree seedlings, for the recovery of degraded grassland country by reforestation. The programme, which is approved by the farming population, is resulting in natural regeneration of vegetation throughout extensive degraded and eroded areas and fairly dense stands of young secondary forests 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 has become established as an accepted technique.

#### *Status of Indigenous Agriculture.*

In recent years active and expanding extension programmes have had a noticeable influence on indigenous agriculture and changes in its status are now becoming apparent. Since about 1956 a noticeable change has been the growing trend towards a diversification of subsistence 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 five to fifteen 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 is nearing completion. This survey will form the basis for a 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 agricultural crops for export.

The more noteworthy expansions were recorded in the planting and production of cocoa, coffee, passionfruit and peanuts.

*Coconuts and Copra Production.*—Particulars of the Coconut Action Plan for the development and maintenance of the copra industry were outlined in the Annual Report for 1955-56. Investigations have been continued

on the problems of declining coconut yields. Experiments have shown that potassium deficiency is the major limiting nutrient in New Ireland soils, and probably in other areas where palms are grown on soils derived from coral. Further trials with the use of potassium fertilizer at a moderate rate have not given a very great increase in yields although the appearance of treated palms has improved. These trials are referred to in greater detail later in this chapter under the heading *Agronomy*. The upward trend in copra production and coconut plantings by indigenous growers was maintained during 1958-59. Approximately 5,000 acres of new plantings were recorded while copra production rose from about 16,000 tons in 1957-58 to approximately 20,000 tons. The quality of copra has also improved.

*Cacao.*—Further progress was made under the Cacao Action Plan, the details of which were outlined in the Annual Report for 1955-56. Information relating to the development of high-grade planting material and agronomic, entomological and pathological cacao investigations is provided later in this chapter under the heading *Agronomy*.

Cacao bean exports increased from 2,544 tons in 1957-58 to 4,182 tons. Plantings of cacao by indigenous farmers rose steeply from 10,000 acres to approximately 16,000 acres, and production of cacao beans increased from 700 tons in 1957-58 to over 1,200 tons.

The number of indigenes registered as cacao growers increased from 2,913 to 3,617.

*Coffee.*—Coffee exports for the year were 950 tons, including 330 tons produced by indigenous growers. Plantings by indigenes expanded from 4,100 acres in 1957-58 to 5,300 acres. The bulk of these plantings are in the Eastern Highlands District, and the Morobe District, where over 3,000,000 trees have now been planted. Indigenes are encouraged to pulp, ferment and dry their coffee in the village and market it in parchment form either to central coffee milling plants or through normal trade channels. Many small hand-operated coffee pulpers have been distributed to assist growers in processing their coffee.

The prospects of marketing Territory coffee in Australia was discussed at a conference held in Goroka in January, 1959.

*Rubber.*—There has been no commercial production of rubber in the Territory for many years. The main features of the Rubber Action Plan were given in the Annual Report for 1955-56.

*Peanuts.*—Peanut production again increased sharply, exports rising from 915 tons (revised figure) in 1957-58 to 1703 tons. Of this total, indigenous farmers produced 560 tons. It is estimated that at least an equal quantity was used for subsistence.

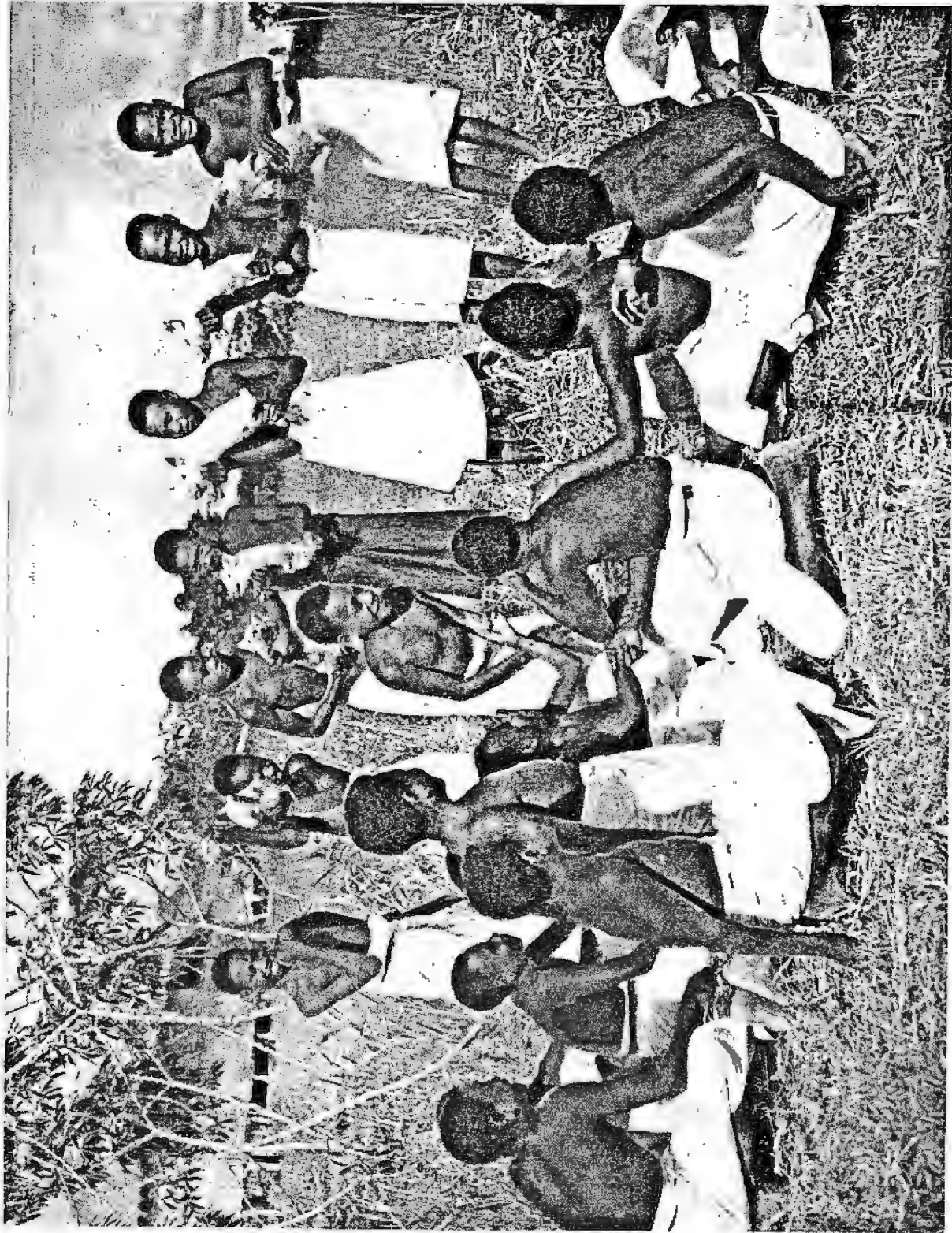
*Rice.*—Owing to the more attractive returns from other cash crops, particularly tree crops, the production of rice as a cash crop is losing favour, but an estimated 470 tons of paddy was produced for local consumption.





Pupils at a rural school receiving instruction from a district agricultural officer, in one of the demonstration garden plots maintained by the school.





Primary students at an Administration rural school proudly display piglets born at the school farm.

**Passionfruit.**—This crop, the production of which has developed as a peasant industry, is grown only by indigenes in the Eastern and Western Highlands Districts. Production was 830 tons of fruit, an increase of 295 tons over the previous year. Juice and pulp exported amounted to 223 tons by comparison with 170 tons for 1957-58.

**Tea.**—Tea production is on a very minor scale and is limited to a few planters in the Highlands who, in addition to their main crop, usually 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 in the Morobe District.

**Truck Crops.**—The Administration has continued to encourage farmers to grow vegetables and fruits for sale locally, and the production of these truck crops has now become an important industry with an estimated annual production of more than 12,000 tons.

#### *Development Plans for Indigenous Agriculture.*

In each district further progress was made in implementing the development plans for indigenous agriculture which were outlined in the Annual Report for 1955-56. Progress is briefly described hereunder.

**Sepik District.**—Although there is little hope for the development of a successful cacao industry in the Sepik District owing to unsuitable soil conditions, a few growers have persisted in their attempts to establish productive cacao plantings. It is now becoming apparent, however, that their enthusiasm is declining as a result of repeated planting failures.

An improvement has been noted in the robusta coffee plantings which now total 55,000 trees and land and seedling nurseries have been prepared for more plantings in the next season.

Approximately 50,000 new seedling coconut palms were planted out along the coastal regions and good progress was made in the construction of small hot-air copra driers. Cultivation of rice declined.

The commercial production of peanuts rose to 290 tons and was the main source of cash income for the coastal and sub-hinterland people; cultivation of sweet potatoes, yams, taro, maize, and fruit as subsistence crops continued; castor bean production continues to make progress in the District.

**Madang District.**—Agricultural development progressed steadily, with an increased interest in coffee growing in some areas, particularly on Kar Kar Island.

Although copra production was less than in 1957-58 there was an improvement in quality due to the installation of a number of hot-air driers. New plantings of seedling coconut palms totalled 53,000.

More cacao trees were planted out, particularly in the Bogia area and on Kar Kar Island. As yet the majority of trees so far planted have not started to produce.

Although there was a reduction in rice plantings in some areas, interest in this crop was maintained in the Madang Sub-district. Commercial production for the district was estimated at 250 tons of milled rice.

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**Morobe District.**—The planting of seedling coconuts increased during the year and extension officers placed further emphasis on improved coconut plantation management techniques, including the improvement of copra quality.

In the Markham Valley area, five village mechanical farming projects were implemented. The farming machinery is purchased by the village and then hired to individual growers for land preparation. It is expected that these projects will result in a rapid rise in the production of some annual crops, particularly peanuts.

Substantial increases for the year were recorded for both coffee plantings and production. Plantings reached nearly 2,000,000 trees, and production rose to 170 tons.

Cacao extension work was expanded during the year to include the Kaiapit area.

Although the growing of rice as a dual purpose crop has continued, it is evident that it is losing favour as a cash crop.

**Manus District.**—The principal effort in this District was directed to a further expansion of the copra industry, and to the development of robusta coffee and cacao as minor cash crops. Coffee plantings have now reached a total of 3,000 trees and cacao plantings approximately 10,000 trees. Peanuts and rice are grown for subsistence purposes.

During the year a total of 150 tons of truck crops was purchased from indigenous growers.

**New Ireland District.**—The benefits of the extension programme which was started in 1955 are now becoming evident. The campaign to increase the production and improve the quality of copra was successful. Copra production rose to 5,600 tons, and 21,000 seedling palms were planted.

The planting of 25,000 cacao trees during the year brought the total for the District up to 68,000. Of these, approximately 15,000 are now in production.

In last year's report reference was made to the introduction of robusta coffee 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. By the end of the year some 15,000 plantings had been made and seedling nurseries were being prepared in readiness for further plantings.

The change from taro to sweet potatoes as the main subsistence crop continued along the east coast and in the outer island groups. The change was necessitated as a result of serious disease and pest attack on taro plantings.

**New Britain District.**—Copra production was 10,000 tons, which is about half of the total produced in the Territory by indigenous growers. New coconut plantings totalled 122,000 palms, bringing the number of immature palms to approximately 622,000.

There was a steep rise in the output of dry cocoa beans from 630 tons in 1957-58 to 1,150 tons. New plantings totalling 517,000 trees brought the number of field plantings to approximately 2,570,000 trees. The Gazelle

Peninsula area is the main centre of the cacao industry and extension officers continued to impress upon growers the desirability of maintaining their cacao plantings in accordance with the provisions of the Cacao Ordinance. The local government councils employ experienced men as cacao inspectors.

Peanuts are grown for both sale and subsistence, particularly in the Tolai and Central Nakanai areas. In the Rabaul area the sale of truck crops has become an industry of increasing importance. Approximately 1,500 tons of truck crops were sold in the Rabaul area alone during 1958-59.

*Bougainville District.*—Copra production rose to approximately 2,000 tons. There was a marked improvement in copra quality which was attributed to the increased number of drum-type hot-air driers installed in villages. Coconut plantings for the year totalled 75,000, bringing the total of immature palms in the District to 305,000.

Cacao plantings increased to 200,000 trees. Production for the year was estimated at 25 tons of dry cacao beans. The main concentrations of cacao plantings are in the Kieta Sub-district.

There has also been an increase in plantings of robusta coffee, peanuts and rice, particularly in the southern part of Bougainville Island. Peanut production for the year reached 150 tons, of which 120 tons were produced in the Buin Sub-district. Rice production is confined to the southern section of the Island; commercial production for the year was 75 tons of milled rice. Much of the rural development in the southern parts of this Island is due to the activities of the newly-formed rural progress society in the area.

*Eastern Highlands District.*—The most important development was the planting of approximately 400,000 arabica coffee seedlings, which brought the District total to about 1,100,000 trees. Coffee production was 140 tons.

Extension officers embarked on an active programme to develop the peanut industry more fully. Pure seed areas of superior peanut varieties were established in order to produce bulk supplies of good seed for distribution. Soy beans are also being promoted as an alternative cash crop in certain areas. The production of passion fruit continued to increase and approximately 4,000 tons of vegetables were grown for sale.

*Western Highlands District.*—Extension activities were mainly directed towards the development of the coffee and peanut industries both of which are being established on sound lines. During the year, 72,300 more coffee seedlings were planted, and commercial peanut production increased to 20 tons. More than 3,000 tons of vegetables were produced for sale and passionfruit production showed an appreciable increase.

#### *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 agri-

culture. 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 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.

There are five agricultural experiment stations which carry out investigations in plant industry and also serve as demonstration centres for all phases of crop husbandry. The stations are the Lowlands Agricultural Experiment Station, Keravat, near Rabaul; the Agricultural Experiment Station at Bubia, near Lae; the Administration Tea Plantation at Garaina in the Morobe District; the Highlands Agricultural Experiment Station at Aiyura in the Eastern Highlands District; and a new station at Yambi in the Sepik Plains. The three main stations at Keravat, Bubia and Aiyura carry out experimental work with such of the main agricultural crops as may be appropriate to their altitude. Work at Garaina is confined to tea, and at Yambi study of the formidable problems of developing the extensive but infertile Sepik Plains is being undertaken.

Information on the work carried out by the specialist sections and on the stations during the year under review is given in the following sections.

#### *Plant Pathology and Microbiology.*

The survey of plant diseases has continued and a check list is being prepared. The production of the check list involves the tracing and checking of published records of diseases in the Territory and also the identification and recording of diseases under investigation for which records have not been published previously. Most of the published records have now been checked, while the recording of new diseases is, of course, a continuous operation. It is hoped that the full list will be published in 1959-60. During 1958 the Senior Plant Pathologist spent some months at the Commonwealth Mycological Institute at Kew, England, for the purpose of confirming identifications and checking new records and new species, and the work on new diseases has been considerably helped by this visit.

As stated in the 1957-58 report, the South American maize rust (*Puccinia polysora*) is now present in the Territory. Differential maize varieties were obtained from

Africa during the year and comparison of their reactions to *Puccinia polysora* in the field showed that only the common African race of the disease is occurring.

Field examinations included regular surveys of the diseases of economic crops throughout the Territory, a check on rice diseases, particularly in relation to lodging and the role of *Ophiobolus oryzae*, and the examination of the diseases of cacao and peanuts in the Markham Valley.

There is now a plant pathologist working full time at Keravat on virus diseases. His main studies have been concerned with the viruses that attack the leguminous shade and cover crops which are of great importance in the Territory. A full study has been made of the mosaic disease which affects *Crotalaria anagyroides*, *C. gorensis* and *C. retusa*, and of its relationship with the mosaic diseases of *Desmodium distortum*, *Calopogonium mucronoides* and *Centrosema pubescens*. The main properties of the virus causing chlorotic spotting of *Passiflora foetida* have been determined, but its relationship to other viruses is not yet certain. The virus also affects the granadilla, *P. quadrangularis*. The virus causing the mosaic diseases of *Cucurbita moschata* and *Trichosanthes anguinea* has been identified.

A trial has been commenced to determine the actual and losses in cacao caused by *Phytophthora palmivora*. This information is essential in assessing the possibility of control by spraying.

A collection of taro varieties is being tested for resistance to *Phytophthora colocasiae*. In recent years, this disease has caused severe devastation of taro plantings, particularly in Bougainville.

The supply of legume inocula of *Rhizobium* spp. and testing of the efficiency of different strains has been continued. Inoculum is now available for *Leucaena glauca* (several strains), lucerne (*Medicago sativa*), soy bean (*Glycine max*), peanut (*Arachis hypogaea*), red clover (*Trifolium pratense*), birdsfoot trefoil (*Lotus major*), bean (*Phaseolus* spp.) and *Centrosema pubescens*. There has been a steady demand for inoculum for *Leucaena glauca* and coffee and cacao growers, both European and indigenous, now use inoculated seed as a matter of routine in many districts.

Efficiency tests clearly showed differences between three strains of *Rhizobium* for *Leucaena glauca*. Experiments set up to determine the effect of the fungicide Ceresan on the nodulation of inoculated peanuts indicated that the bacteria might be sensitive to the presence of Ceresan. Further trials are being carried out, and tests are also being made on the effect of the insecticide Dieldrin on the *Rhizobium* of *Leucaena*.

#### 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.

The investigations carried out on the declining coconut problem in New Ireland were published in the *Papua and New Guinea Agricultural Journal* during the year. They substantiate the early conclusion that potassium deficiency is the main cause of decline. The limited response to fertilizing with potassium in the field, however, indicates that either the treatments were inadequate in terms of rate, placement or frequency, or that additional, at present undefined, factors are also limiting. The possibility of a relationship with manganese toxicity is being tested, and the levels of other minor elements, namely molybdenum, copper, zinc and boron, are being determined.

As mentioned in the 1957-58 report, analysis of coconut water has been developed as a useful diagnostic technique for determining the uptake of various nutrients by the coconut palm. A paper describing the establishment of the method using flame photometric analysis was published in the *Papua and New Guinea Agricultural Journal* during the year.

The nutritional problems associated with coconuts in New Ireland may be expected to manifest themselves in interplanted cacao. Fairly extensive interplanting is being undertaken in New Ireland following the success of this method in New Britain. Preliminary trials showed a response to potassium in eighteen-months-old chlorotic and stunted cacao, and at the same time the *Leucaena* shade benefited from the dressing and provided better soil and plant shade. Cacao leaf analysis again indicates that there may be a relationship between potassium deficiency and manganese toxicity, and this matter is being investigated further.

Loss of production and decline in young cacao in the Markham Valley is still being studied. Deficiencies induced by an unfavorable pH are suspected and appropriate trials have been laid down.

Analyses of the pyrethrins content of pyrethrum clones selected at Aiyura have established that some of these clones are up to world standard.

Fodder and pasture analyses have been initiated and special equipment installed for reducing samples to a suitable physical condition for analysis.

Analyses have also been performed on miscellaneous material, including blood samples, ground waters, ores and food materials. The presence of cyanogenetic glycosides was demonstrated in samples of lima beans.

#### 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 Experiment Station, Aiyura, supplements the Keravat investigations and field studies

are carried out as necessary. In addition, an entomologist in Port Moresby is carrying out taxonomic work and a systematic survey of economic insects in New Guinea and the Territory of Papua, district by district. Collections of economic insects are distributed to extension officers to assist them in identifying local pests.

The departmental collection of economic and other insects is expanding steadily, and considerable assistance in the identification of specimens is given by overseas research institutes. Some thousands of specimens have now been sent to specialists throughout the world.

There still appears to be no extension of the original areas occupied by *Oryctes rhinoceros* in the Territory, but the general Dynastid problem is tending to become more widespread. Surveys have suggested that the combined effects of *Scapanes grossepunctatus* and *Rhyncophorus* sp. are more important than the sole effect of *Oryctes*. Recoveries of the ectoparasitic wasp, *Scolia ruficornis*, are high only in certain localities in the Gazelle Peninsula, and it has not been possible to collect sufficient females for further distribution. It is planned that new liberations should be made in New Ireland and in parts of the Gazelle Peninsula. Preliminary tests with the large Scoliid *Trisciloa saussurei* have not yet been successful, probably because the few families available at the time were confined in too small a space. Some recoveries of the Histerid *Pachylister chinensis* introduced from Fiji several years ago have been made in two localities, but there have not been any recoveries of the predatory Histerid and Elaterid from the West Indies. Good control of Dynastids has been obtained in young palms by dusting with Gammexane in the leaf axils.

There have been further isolated outbreaks of the coconut leaf miner *Promecotheca* in New Britain during the year. The reasons for the occasional breakdown of biological control by the wasp parasite are not fully understood.

As reported last year, the coconut grasshoppers are now classified in the genera *Eumossula segestidea* and *Pseudoniscara*, although previously they were grouped in the genus *Sexava*. Areas of defoliation have been reported and observed in the Admiralty Islands, especially Pak Island, and a trial laid down involving the spraying of the base of palms and the ground in the immediate vicinity with two insecticides. The Kurukum ant, *Oecophylla smaragdina*, has been introduced to the island. This ant is well known elsewhere as a general predator, but apparently was completely absent from Pak Island.

Other coconut pests under investigation are *Brontispa* sp. which causes a leaf scorch, and *Amblypelta galligonis* and *A. lutescens* which cause nutfall.

Cacao pests are increasing in number, distribution and importance in most parts of the Territory, although both New Ireland and Bougainville remain singularly free from practically all pest species. Cacao capsids continue to be the most general cause of pod loss in the Territory. The principal species is *Parabrycoropsis typicus* which is

widespread in the Gazelle Peninsula. However, *Pseudodoniella* ssp cause damage in the Morobe and Madang Districts. The two species of *Pseudodoniella* previously recorded in the Gazelle Peninsula have not been prominent in recent years. Gammexane has been the most effective insecticide used against capsids. Results with D.D.T. and Dieldrin are variable. The main damage is still confined to pods, although some tip and bark lesions have been observed, especially with *Ps. laensis*.

Several Territory species of the Coreid genus *Amblypelta* have recently been found attacking cacao pods and could become a serious pest if not controlled.

Curculionids of the genus *Pantorhytes* continue to increase in numbers and severity of attack in various parts of the Territory as the cacao ages. They are most serious in New Britain and the Markham Valley. It has been demonstrated that certain insecticides will control the weevils, but economic methods of application are still being worked out. Plantation hygiene and destruction of natural host species in the vicinity of cacao plantations is also important. A wide range of chemicals was tested to determine whether they attracted the adult weevil with a view to incorporating the attractant in an insecticidal paint, but the tests were unsuccessful.

The cacao longicorn borers of the genus *Glenea* are of some importance, and control work against these and other minor borers is being carried out. There are also a number of leaf-chewing insects, bark-chewing insects, and pod-boring insects, and in New Ireland and New Britain a species of *Neotermes* causes some losses of trees.

The ring borer weevil of coffee has been given the name *Meroleptus cinctor*. It still continues to be the major pest of coffee if uncontrolled, but may be controlled by spraying with 0.2 per cent Dieldrin while in the nursery, followed up by field treatment once a year for at least the first few years. The ring borer also breeds in the sweet potato.

Outbreaks of the coffee leaf roller and other minor pests have been investigated and control measures devised. Leaf hoppers are a new pest of coffee which are likely to become serious if not controlled. Insecticidal trials are in progress.

There have been no further reports of the spread of the giant African snail, *Achatina fulica*, beyond slight expansion of the already infested areas. The baits, the development of which was reported last year, are effecting good control in young cacao plantings. Observations on the establishment of the introduced predatory snail, *Gonaxis quadrilateralis*, are continuing. It has been recovered at all but one of the liberation sites, and is moving out satisfactorily. It is sufficiently well established on some sites to permit limited collection for redistribution, and shipments have been sent to Hansa Bay on the mainland and to New Ireland, Bougainville and Netherlands New Guinea. It has not yet been possible to recover the Florida snail, *Euglandina rosea*, and it is still too early to be certain whether it is established.

### Soil Survey.

The Commonwealth Scientific and Industrial Research Organization is continuing its regional resources surveys of the Territory. During the year the team carried out a survey of the lower Ramu Valley and mouth of the Sepik River. The preliminary report of their survey of the Wahgi Valley was also received and is a valuable document for planning the intensive base survey being carried out by the Soil Survey Section of the Department of Agriculture, Stock and Fisheries. This base survey is now well under way, although it will take another year or two for completion. It will provide a sound basis for the economic utilization of the whole area and will indicate the possibilities for resettlement of the population from areas in the highlands which have only a very limited potential for absorbing natural population increases.

The Commonwealth Scientific and Industrial Research Organization survey team has completed its field work on the inland plains of the Sepik District, but the report on its findings will not be available until 1960. Investigations have yet to be made into the coastal plain.

To date approximately 75,000 acres have been mapped on aerial photographs. In conjunction with the physical and chemical examination of the soils, the microplot technique, using maize as an indicator, is being employed to get a quick field check on fertility and nutrient availability. On the main soil types surveyed to date, the phosphorus level is always low and marked responses to this element may be expected from most crops.

### Agronomy.

*Coconuts.*—The aims of the coconut improvement programme have been reviewed fully in previous reports. The main investigations under way are field and coconut improvement trials. The results of the field trials in New Ireland were reported last year. Applications of fertilizer have been continued, but the response to potassium, although maintained, has been at a level which may not cover the cost of application in times of low copra prices. Variations in these trials are planned to test the effect of different rates and placement of the fertilizer. The response to potassium has been confined to the yellow-brown soils, where the decline is most serious. No significant response to any nutrient has been obtained on the red-brown soils where the palms are in a satisfactory state of health.

No definite trends have yet emerged in the trial with nitrogen and phosphorus on interplanted cacao in the Gazelle Peninsula. There was an ephemeral response to nitrogen, but the trial will have to continue for some time before definite conclusions can be drawn.

An important trial has been started at Keravat to test the relative value of different sources of seed coconuts. With the degree of isolation between different parts of the Territory which has obtained in the past, it is possible

that superior genetic strains of the palm may have been developed in some areas, and the trial is designed to test this hypothesis.

A trial has been commenced to determine the effect of various degrees of thinning and under-planting, with progressive total removal of old palms, compared with complete clearing before replanting.

*Cacao.*—(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 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. They cover such variables as spacing, pruning and shade treatment, both for seedling and clonal material, and are proceeding well, but because of their nature, it will be several years before even preliminary trends emerge.

The first clonal trial planted at Keravat is now in bearing and early results are encouraging. Further clonal trials have been planted out in Bougainville and Madang and small quantities of clonal material are being distributed to selected planters so that a broad picture of their adaptability to different conditions may be obtained.

(b) *Processing:* The work of cacao processing at Keravat culminated in the preparation of papers on the principles of processing and recommended variations in methods based on the study of the principles involved. If the recommended practices are widely adopted, there should be a marked overall improvement in the quality of Territory cocoa. Several variations of the new method are recommended to suit large and small acreages.

*Coffee.*—The work on arabica coffee is centred on the Highlands Agricultural Experiment Station, Aiyura. The main trials were briefly outlined in the 1956-57 Report. The first harvests have now been taken from many of the trial plots. It is too early to predict the long term trends, but the early growth and production of some introduced varieties is promising. Several new introductions have been made from East Africa.

Further selection of mother trees has been carried out in the robusta coffee at Keravat, and seed gardens have been established. The promising post-war introduction from Indonesia mentioned previously is now bearing sufficient seed for distribution to indigenous growers in various districts of the Territory. It is planned that clonal seed gardens will be set up at district extension stations to provide seed for indigenous and European planters.

*Rice.*—For the first time the Rice Agronomist was able to plan and supervise variety trials in all the important rice growing districts. Several varieties selected at Epo, Papua, were shown to have good adaptability to other districts. The trials are being extended. Good progress



was made in the production of clean seed with no more than a trace of red rice, and seed is now available for distribution on a larger scale than hitherto.

*Manila Hemp.*—Planting material of several of the best clones has been sent to the Agricultural Experiment Station at Epo, Papua, for multiplication, and plots have also been established at two centres in New Britain.

*Sisal.*—The most important development during the year was the introduction of strains of sisal from Queensland and Tanganyika. Previously only one clone was available in the Territory. All the introductions have some spines on the edges of the leaves in common with the local clone.

The spacing trial at Erap is proceeding satisfactorily; there has been no maintenance, but the sisal does not seem to be suffering. Growth is somewhat patchy as the soils vary from a depth of six or nine inches to practically nothing in places overlying the coarse river rubble. In the deeper patches, growth is nearly as good as that at the Bubia Agricultural Experiment Station.

*Tea.*—A modern tea factory is being erected at Garaina. When this is operating an experimental programme involving processing techniques and economic operations under Territory conditions will be developed.

*Pyrethrum.*—It has been shown that some of the pyrethrum clones with satisfactory agronomic characteristics also have a pyrethrin content which is up to the required standard. Plots are being established to produce seed for distribution.

#### *Plant Introduction and Quarantine.*

The Plant Introduction and Quarantine Station at Laloki in Papua serves both Papua and New Guinea. Some of the more important plant introductions during 1958-59 were as follows:—

- (a) Seven castor bean (*Ricinus communis*) varieties from the South Pacific Commission, Ceylon and France.
- (b) Seven arabica coffee varieties from Kenya.
- (c) Thirteen *Polysora* rust resistant maize varieties from Kenya, Tanganyika and Uganda.
- (d) Three varieties of *Leucaena glauca* through the Commonwealth Scientific and Industrial Research Organization, originally from Peru, El Salvador and Guatemala. These strains have a lower content of the alkaloid mimosine than the local strain.
- (e) Four onion varieties from Australia which show some commercial promise in the highlands of New Guinea. Most onion varieties do not tolerate tropical photoperiods satisfactorily.
- (f) 64 peanut varieties from the Commonwealth Scientific and Industrial Research Organiza-

tion for testing in the Territory's peanut growing areas. This collection covers varieties from most countries of the world.

- (g) Budwood of the rubber clones, RRIM 519, 606, 607, 610, 613 and 614, all from the Rubber Research Institute of Malaya.
- (h) Sisal clones from Tanganyika and Queensland.
- (i) Seed of the Dump oil palm from Malaya and seed of the *tenera* and *pisifera* types from the same source.
- (j) 25 species for the Keravat arboretum.
- (k) 131 species for the Department of Forests and Botanical Gardens, Lae.
- (l) A range of cotton varieties from Australia.

#### *Agricultural Extension.*

As mentioned in Chapter 2 of Section 3 of this Part the work of agricultural extension, which is the function of the Division of Agricultural Extension, is to be intensified. The aims of the extension programme, which have been re-stated during the year, are as follows:—

- (a) To raise the level of subsistence in the villages by—
  - (i) improving the nutritional value of the foods eaten;
  - (ii) introducing new foods; and
  - (iii) ensuring a year-round supply of food.
- (b) To introduce the economic means of supporting a higher standard of living by—
  - (i) introducing crops and stock suitable for production for sale having regard to the situation and circumstances of each village;
  - (ii) assisting in the disposal of produce;
  - (iii) introducing, where necessary, the plant and equipment for the processing, storing and marketing of such produce; and
  - (iv) educating the village people in technical and commercial procedures.
- (c) To assist in bringing about the optimum use of the agricultural (including pastoral) resources of the Territory and to contribute to an increase in agricultural production in the Territory.
- (d) To contribute to the educational advancement of the people both by technical training and by a change in their interests and outlook.
- (e) In serving the above aims to improve the methods of indigenous agriculture including methods of selecting, clearing, enclosing and cultivating land, the rotation of crops, the use of better implements, animal husbandry, fish farming, poultry raising and all farm and garden practice.

The following are mentioned as examples of the practical measures being demonstrated or taken to serve the above-mentioned objectives:—

- (a) The use of higher yielding varieties and varieties resistant to drought, pests and diseases and suited to the local environment, as a means of increasing production from the crops normally grown at present;
- (b) Diversification and improvement of agriculture by the substitution of increasingly efficient crop rotations or standard plantings of tree crops and other perennials for the present subsistence systems;
- (c) the proper use of livestock as appropriate, including the integration of stock and crop farming;
- (d) education and provision of marketing facilities to show how surplus production, both from traditional subsistence methods and increases brought about by the adoption of improved farming techniques, can be turned into cash for the purchase of consumer goods and labour saving equipment and how specialized cash crops (and appropriate livestock) can be grown to further increase cash income;
- (e) education of the indigenous farming community in the importance of quality and proper grading in commercial agriculture production;
- (f) assistance to and co-operation with other Administration departments towards organizing the indigenous land system so that the individuals' land is consolidated into contiguous areas, and so that farming land can be held under permanent tenure in blocks of a size appropriate to the type of farming practised and in keeping with managerial efficiency;
- (g) reaching as many farmers as possible, to teach them improved farming techniques, appropriate to local environments, by the conduct of courses at appropriate centres;
- (h) introduction of new implements, plant and equipment according to the capacity of the people to use them economically.

These examples are not exclusive and it is the policy of the Agricultural Extension Service to study the particular needs, opportunities and problems of each district in which it works and to draw up programmes of extension work suitable to each particular district, bearing in mind that change can only be effective if it is introduced gradually and is accepted voluntarily by the people. The programmes are kept continually under review and are adjusted to meet changing circumstances.

With present levels of social and educational advancement it is impossible for the great bulk of the indigenous farming community to conceive of land use procedures in the way that Europeans do, i.e. as a rational system, or to have a conception of anything like a national or territorial aim of preserving total agricultural resources through

sound and conservational methods. Consultation with the indigenous population is a necessity, but can at present be expected to have no more than a local application. It will, for some years, be necessary for the Administration to accept all of the responsibility for conserving resources.

The primary activities of the Division may be put as contact, demonstration, and training. Participation by the indigenous population in the programme of activities of the Division of Agricultural Extension is facilitated by—

- (a) The use of trained indigenous assistants working in conjunction with the extension officers. The indigenous assistants serve as valuable intermediaries in enabling the extension staff to maintain a closer contact with the indigenous population. During the year the number of European extension officers increased to 56, trained Auxiliary Division officers to four, and the number of trained indigenous assistants showed a sharp increase to 246.
- (b) The formation and use of various agricultural committees and organizations. The aim of the Extension Service is to develop these agencies so as to provide a reliable channel for contact and consultation with the bulk of the indigenous population in relation to both the dissemination of information and the planning of programmes for expansion of crop production. Other matters such as the selection of students for agricultural training programmes are also dealt with as far as possible through the committees. In the more advanced areas additional avenues of contact and consultation are provided through producer organizations such as co-operative societies, rural progress societies and local government councils. In certain of the more developed areas the formation of agricultural bureaux is under consideration as a further means of consolidating channels of information.
- (c) Agricultural training programmes which are described below.

*Training Programmes.*—The training programme has as its basis:—

- (a) The development of an agricultural college in the Keravat area of New Britain to undertake the training of students who have successfully completed intermediate school courses. 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. A start has already been made on the construction of the college buildings and it is expected that the first stage will be completed in 1960.



- (b) The establishment at 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.
- (c) 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.
- (d) An increase in farmer training, under the lower level training programme, for up to 1,000 trainees per annum for both Papua and New Guinea. The present intake is approximately 400 trainees per annum. The number of trainees under this programme to be accommodated in the Trust Territory is planned at 670. The training, which is of nine to twelve months' duration, is given at district agricultural stations.

During the year under review higher level training was continued at the Mageri Training Centre in Papua. This training consisted of a one-year course for twenty-one students, of whom twelve were drawn from various districts in the Trust Territory.

*Agricultural Patrolling and Village Contacts.*—As in previous years agricultural patrolling and day-to-day village contacts have been given high priority in the work of the Extension Division.

Regular patrolling and village contact activities are of increasing importance as the demand for technical services becomes more intensive. The following table is a summary of the patrolling activities for the year.

AGRICULTURAL PATROLS—YEAR ENDED 30th JUNE, 1959.

	Number of Patrols.	No. of days Patrolling.
Extension Officers .. .. .	149	2,511
Indigenous Assistants .. .. .	185	21,619

The total number of people contacted by the patrolling programme was 454,000 as follows:—

Eastern Highlands District .. .. .	150,000
Western Highlands District .. .. .	36,000
Sepik District .. .. .	81,000
Madang District .. .. .	45,000
Morobe District .. .. .	76,000
Manus District .. .. .	4,000
New Ireland District .. .. .	12,000
New Britain District .. .. .	28,000
Bougainville District .. .. .	22,000

In addition to the patrolling programme, the expanding network of road, sea and air communications makes it possible to maintain day-to-day contact from agricultural centres and stations with large numbers of villagers. The following figures indicate the scope of this day-to-day contact throughout the year.

Eastern Highlands District .. .. .	34,000
Western Highlands District .. .. .	16,000
Sepik District .. .. .	40,000
Madang District .. .. .	20,000
Morobe District .. .. .	15,000
New Britain District .. .. .	30,000
Bougainville District .. .. .	14,000

*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, Mount Hagen in the Western Highlands District, and Goroka in the Eastern Highlands District.

The construction of living quarters and classrooms for 50 farmer trainees was well advanced at the Taliligap extension centre. Agricultural extension work including patrolling, rural organization, marketing assistance, training and other minor services were continued from centres established at Taliligap and Talasea in the New Britain District; Wewak, Aitape, Yangoru and Angoram in the Sepik District; Lae, Wau, Kaiapit 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 and Kieta in the Bougainville District. New centres were established at Chuave and Henganofi in the Eastern Highlands District, Pindiu in the Morobe District, and Kandrian in the New Britain district.

*Promotion of Improved Types of Rural Organization.*—Extension officers actively promote the development of organizations among the rural population to spread information about 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 the local consumption of new foods and increasing cash returns to producers.

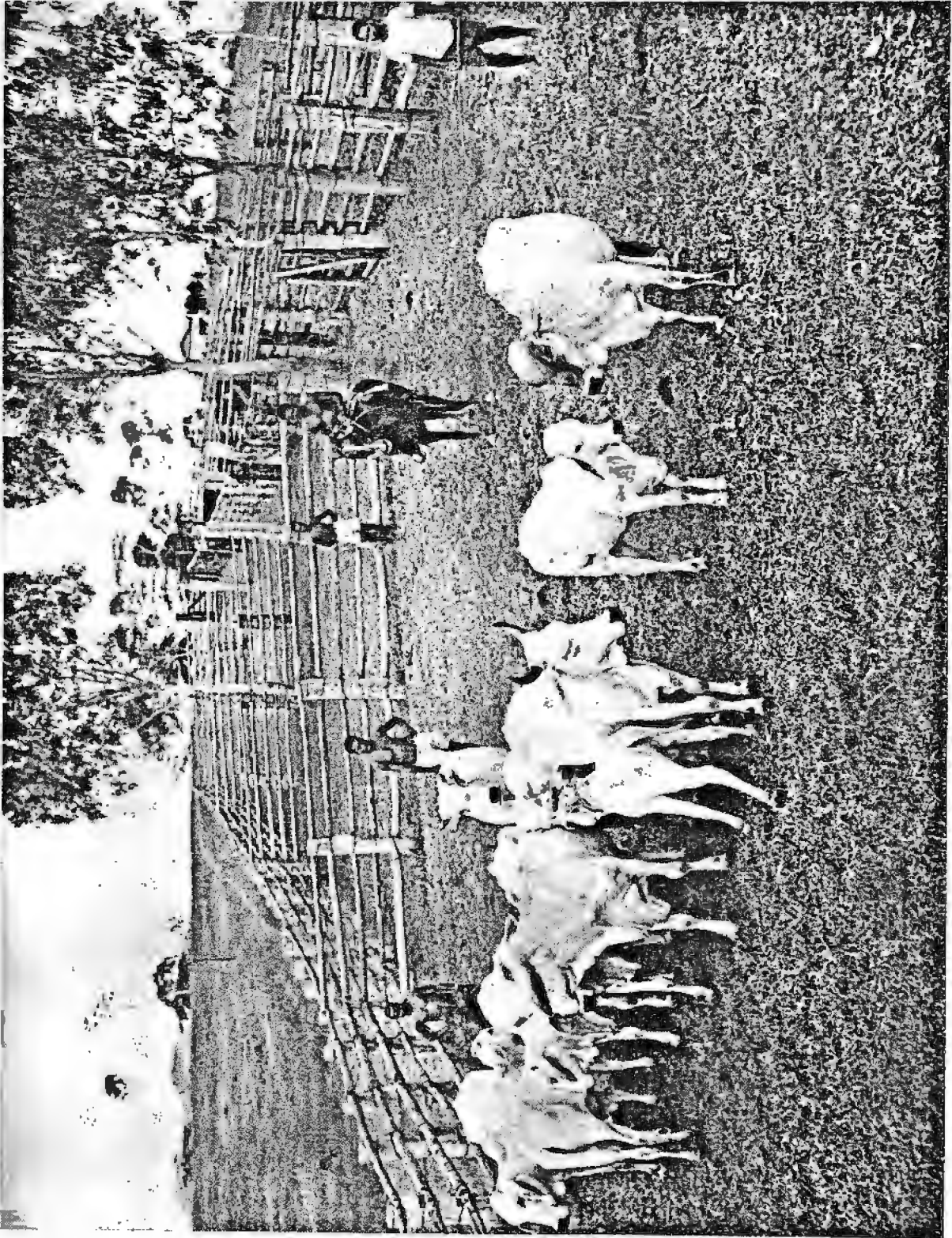
(a) *Rural Progress Societies:* A desirable improvement was maintained in the position of the eleven Sepik District societies, which showed a 5 per cent. increase in capital and 16 per cent. decrease in members. As in 1957-58, there was a slight reduction in rice production. Copra production remained static, but peanut production showed a considerable rise, being 127 per cent. higher than in 1957-58. During 1958-59, the societies processed and marketed 223 tons of copra, 290 tons of peanuts, 103 tons of rice and 321 tons of truck crops. The six societies operating in the Madang District continued their operations at a satisfactory level. Rice still remains the basic cash crop for these societies, the 1958-59 crop producing 250 tons of rice. Two societies are operating in the Morobe District—the Bangalum Society and the newly organized Finschhafen Marketing and Development Society. The latter society, with more than 5,000 members, will rely mainly on coffee, copra and shell sales for its profitable functioning. Within the Bougainville District the strong development of the rural progress societies movement was again evident. The Nagoviasi



A biochemist at the Administration Lowlands Agricultural Experiment Station, Keravat, analysing mucilage from a cacao pod assisted by a field worker.

[To face page 72.]

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Zebu cattle imported from United States of America—for use in the cross-breeding programme.

Rural Progress Society began trading this year with 190 members and share capital of £2,000; it will concentrate on rice as the main source of cash income. Plans are in hand for the formation of further societies at Buin, North Nasoi and South Nasoi. The Siwai Rural Progress Society continued to expand, handling rice, peanuts, basketware and stockmeal to the value of £8,755, of which £5,000 were from peanuts and £2,300 from rice.

The societies provide a very good method of contact with the indigenous population. Perhaps their most favorable feature is that the people meet the problems of cropping and marketing themselves during the course of the societies' activities. In this way the societies serve as a valuable training medium between the extension officer and the indigene.

(b) *Co-operative Societies:* Officers of the Agricultural Extension Service keep closely in touch with co-operative societies, especially where such societies are marketing agricultural products, in particular copra. Detailed advisory services concerning copra marketing were provided by extension officers to societies in the Sepik, Madang, Manus and New Ireland districts.

(c) *Local Government Organizations:* The Agricultural Extension Division continued its policy of liaison with local government councils on matters of an agricultural nature. Such matters included advice on the marketing of cacao through the Total cacao project in the Gazelle Peninsula; land settlement schemes in the Madang and New Britain Districts; and the improvement of coconut production techniques in the New Ireland District.

*Assistance with the Marketing of Agricultural Produce.*—During 1958-59 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, peanut and castor-oil growers in the Sepik District; peanut and rice growers in Bougainville; coffee and copra growers in the Madang District; and coffee growers in the New Ireland and Morobe Districts. This form of assistance is provided 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 New Britain Districts advise agricultural producers throughout the Territory. Provision has been made for the expansion of these services by stationing additional officers in the Sepik and Eastern Highlands Districts.

*Produce Inspection Service.*—All copra for export is inspected at Lae, Madang, Lorengau, Kavieng, Rabaul and Kabakaul (near Rabaul) 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 the Eastern and Western Highlands Districts.

*Central Processing Facilities.*—The operation of the processing facilities mentioned in previous annual reports was continued; these included coffee-hulling centres at Mount Hagen and Goroka, and at Erap (Morobe District), and rice-milling centres at Lae and at Bainyik (Sepik District).

#### *Indigenous Participation in Agricultural Administration.*

Consultation is maintained through such organizations as co-operative and rural progress societies and 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 Production Statistics.*

The following are the production figures for 1958-59:—

*Copra.*—Copra exports declined from 58,598 tons in 1957-58 to 49,328 tons in 1958-59, but the export of coconut oil increased from 14,802 tons to 21,541 tons.

*Cocoa.*—Exports of cocoa beans rose from 2,544 tons in 1957-58 to 4,182 tons in 1958-59, including 1,200 tons produced by indigenous growers, mainly in the Gazelle Peninsula area, New Britain.

*Coffee.*—Exports increased from 379 tons in 1957-58 to 950 tons in 1958-59.

*Passionfruit.*—Production increased from 535 tons in 1957-58 to 830 tons in 1958-59.

*Peanuts.*—Exports for 1958-59 amounted to 1,703 tons.

Additional details of indigenous and non-indigenous production are given in Appendix VIII.

#### *Adequacy of Food Supplies for the Indigenous People.*

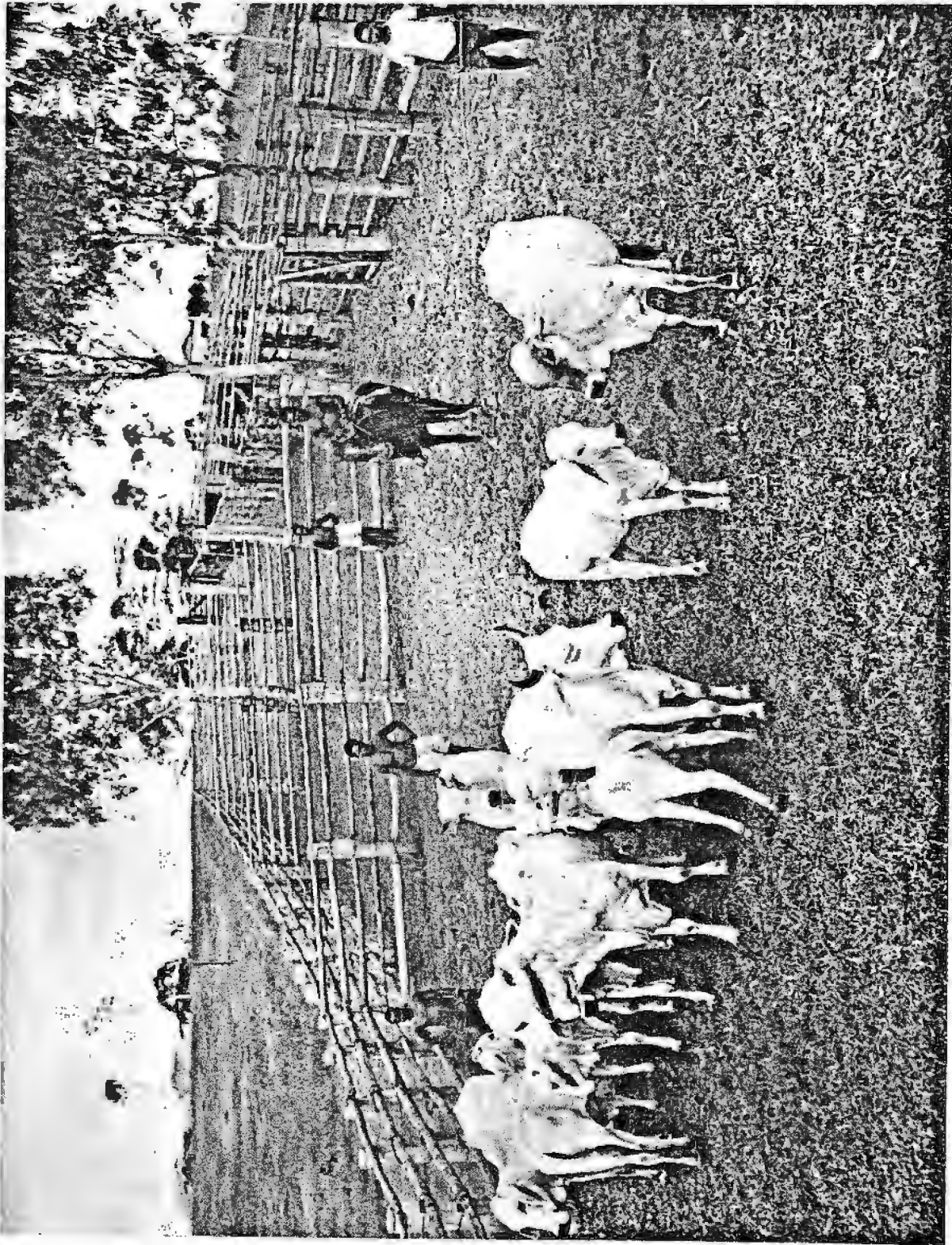
Famines do not occur in any part of the Territory and the Department of Agriculture, Stock and Fisheries, assisted by the Department of Native Affairs, maintains an active programme designed to keep up the level and improve the quality of food production in indigenous agriculture.

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





Zebu cattle imported from United States of America—for use in the cross-breeding programme.

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 which are described in another section of the report, are available to all sections of the community.

#### (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.

#### *Administrative Organization.*

Administration of animal industry 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 advisory veterinary service to private stock owners and plans and conducts programmes of disease and pest eradication and disease control. The Division also pro-

vides an animal husbandry advisory service and has established stations for breeding livestock for distribution and 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. Six stations were in operation during the year—

New Guinea Lowlands Livestock Station, Erap, Morobe District;  
Upper Rāmu Livestock Station, Arona, Eastern Highlands District;  
Animal Industry Centre, Goroka;  
Western Highlands Livestock Station, Baiyer River;  
Animal Industry Centre, Kurakakaul, Rabanl; and  
Animal Industry Centre, Lae.

The Animal Industry Centre at Lae is a quarantine and introduction centre, regional store and staging camp for other animal industry stations. The work of these stations and centres is supported by laboratories at Port Moresby which serve both the Trust Territory and the Territory of Papua and are equipped to handle all aspects of parasitology, bacteriology and pathology.

The Hallstrom Livestock and Fauna (Papua and New Guinea) Trust Station at Nondugl, Western Highlands District, is under the technical direction of the Division.

#### *Types of Stock.*

The principal types of livestock are cattle, owned almost entirely by Europeans, and pigs owned mainly by indigenous inhabitants. Other types of stock maintained are horses, donkeys, goats, sheep and chickens. Further information on stock is contained in the following sections.

#### *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 sometimes share the same dwelling as their indigenous owners. Pigs in the latter category are usually better cared for. 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.

At the Animal Industry Centre, Goroka, a stud piggery project has commenced with Berkshire pigs. The plan includes the provision of housing for the animals according to both European and indigenous standards, and farmer trainees at the Extension Centre, Goroka, are given a short course in pig husbandry as part of their training.

On the New Guinea Lowlands Livestock Station, Erap, pigs are bred for distribution to indigenes so that the quality of village pigs may be improved.

To prevent the spread of the anthrax disease present in the Highlands Districts the movement of pigs from these areas to other parts of the Territory is prohibited.

#### *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 an 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. Approximately 86,000 acres have been taken up as pastoral leases and a substantial increase in the cattle population should result from their development. A survey made in October, 1958, showed that there were approximately 10,512 head of cattle in the Territory, only a small proportion of which were owned by indigenes.

The quality of the stock is quite good but the quantity is inadequate and locally killed beef supplies but a fraction of the Territory's requirements. In an effort to build up the cattle population, the importation of cattle from Australia is being encouraged by the granting of freight subsidies for animals of above average quality. During the year under review, 358 head of cattle valued at £12,980 were imported by private interests. Freight subsidies paid by the Administration in the same period totalled £13,462.

One ship is available throughout the year and another for six months of the year for the transport of cattle from Australia to the Territory.

The Administration is endeavouring to produce a type of cattle suitable for the hot lowland environment, and two pure-bred Africander bulls have been purchased for use in cross-breeding experiments on the New Guinea Lowlands Livestock Station, Erap, in connexion with this programme.

Beef Shorthorn cattle are carried on the New Guinea Lowlands Livestock Station, Erap, the Upper Ramu Livestock Station, Arona, and the Western Highlands Livestock Station, Baiyer River. The Animal Industry Centre, Goroka, carries Australian Illawarra-Shorthorn cattle, and the Animal Industry Centre, Kurakakaul (Rabaul), herd is mainly Jersey cattle.

The dairying industry, though small, is soundly based, and continues to operate at a high standard of hygiene and management. Dairies are established adjacent to the major towns of the Territory where a ready market for dairy products is available and transport difficulties are not involved. This type of dairying development is limited, however, by the availability of suitable land close to the towns. The further development of the industry will depend, to some extent, on the availability of suitable land in the less settled areas and on the solution of the problems of marketing and transportation of dairy products from such areas. Many indigenes are becoming more aware of the advantages of using animal protein, particularly milk protein for infant welfare.

#### *Other Livestock.*

*Horses.*—Horses are held at the New Guinea Lowlands Livestock Station, Erap, the Upper Ramu Livestock Station, Arona, the Western Highlands Livestock Station, Baiyer River, and a small number on the animal industry centres at Goroka and Kurakakaul. Two thoroughbred stallions have been imported by the Administration to improve the type of stock horse used in the pastoral industry.

*Donkeys.*—Donkeys held at the New Guinea Lowlands Livestock Station, Erap, are used by indigenes living in the Erap River Valley to transport their produce from the villages to the main road.

*Sheep.*—An experiment is being conducted at the Hallstrom Livestock and Fauna (Papua and New Guinea) Trust Station at Nondugi, Western Highlands District, to ascertain whether sheep can be established successfully in the Territory. The station achieved reasonably satisfactory results from the year's work, but lambing percentages were low. Severe losses were experienced in the early part of the year amongst the older animals.

Sheep are carried at the Western Highlands Livestock Station, Baiyer River, also.

*Poultry.*—During the year, 46,957 day-old chickens were imported into the Territory, mainly for commercial poultry farms located near the larger towns.

#### *Research.*

Research has continued into pasture problems. Species introduction plots have been established on all animal industry stations and on selected private properties. All animal industry stations have planted increased acreages of improved pasture and fertilizer trials are being made to determine whether there are soil deficiencies. Pasture improvement at the Hallstrom Livestock and Fauna (Papua and New Guinea) Trust Station is 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.

An animal husbandry officer of the Department of Agriculture, Stock and Fisheries, posted to the Hallstrom Livestock Station, has been investigating problems of weaner thrift in the sheep, including the possible use of locally grown concentrate supplements.

The Veterinary Laboratory at Port Moresby provides diagnoses on specimens forwarded from areas in the Territory of New Guinea. The Pathologist/Bacteriologist, assisted by officers of the Department of Health, recently investigated the problem of atypical anthrax in pigs in the Highlands Districts. They demonstrated its non-pathogenicity to cattle and sheep on inoculation and investigated the immunity set up by vaccination with Australian vaccines.

#### *Control of Pests and Diseases.*

The Administration maintains a strict control over the movement of stock.

Cattle tick, tuberculosis and brucellosis are virtually the only serious diseases affecting the pig population. Eradication programmes are being extended and the measures taken to combat these diseases are meeting with success. Large areas have been completely cleansed of tick and the control of screw worm fly with some of the newer insecticides has greatly reduced the incidence of strike. During the year, 4,204 head of cattle were tested for tuberculosis. The New Britain District and the two Highlands Districts are now clear of the disease and eradication programmes are nearing completion.

The incidence of brucellosis has continued to decline. During the year 4,847 cattle were tested and the following table indicated the progress made in the last three years:—

—	Number Tested.	Reactors.	Percentage.
1956-57 .. ..	2,321	117	5.04
1957-58 .. ..	4,178	94	2.25
1958-59 .. ..	4,847	37	0.76

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.

#### *Extension Activity.*

Steady progress is being made in the training of indigenes in stock management. They are employed as stockmen and herders on the Administration livestock stations, and farmer trainees at the Extension Centre at Goroka are given a short course in pig husbandry as part of their training. At the end of their training, the farmers are given an opportunity to purchase animals from the stud herd to take back to their villages where they can manage them in conformity with the practices they have learned.

## CHAPTER 5.

### FISHERIES.

#### *Administrative 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*, the *Pearl Fisheries Act 1952-1953* and the *Fisheries Act 1952-1959* of the Commonwealth of Australia, and in the regulations made under this legislation.

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.

Provision for control over the export of fish and fish products is made under the *Customs Ordinance 1951-1957*, the *Commerce (Trade Descriptions) Ordinance 1952*, and the *Export (Fish) Regulations 1953*, made under these two Ordinances. The *Customs (Shell Export) Tariff Ordinance 1957* was repealed in July, 1959, and no export duties are now payable on marine shell and bêche-de-mer.

Fish handling and processing are 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.

The narrow barred spanish mackerel (*Scomberomorus commersoni*) 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 (*Sphyræna* 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 island people are actively engaged in organized fishing and catches surplus to their subsistence requirements are normally used in barter trade with the hinterland people or sold at town markets. There is one commercial fishing venture based on Rabaul. With the use of better equipment and techniques, catches are improving substantially and the quantity of fish being produced for cash sale by organized village groups is increasing.

Shell fishing is almost entirely in the hands of indigenous fishermen.

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 1958-59, attention was concentrated on the training of indigenous fishermen in fishing techniques and the encouragement of fishing to increase both consumption and trade. Training activities are described below.

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 was completed at the end of 1958.

Two skilled European technical assistants are now giving instruction in modern fishing techniques using cotton and synthetic netting materials. Further experiments in new designs of fish nets and traps are being continued with particular reference to local requirements.

**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 but no fry have been produced due, it is believed, to predatory activities of *Gambusia affinis*.

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. A handbook covering the same area is in course of preparation. This will include about 800 pictures of fish and should be of great value to Territory fishermen.

### Training.

Eight fishery assistants from the Territory are receiving training from the Fisheries Division. Training covers a minimum period of three years and involves a study of fish and shell species together with 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.

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.

## CHAPTER 6.

### FORESTS.

Forest covers more than 70 per cent. of the total 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 fitches 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 saw-milling 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 saw-milling 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 to be between fourteen and fifteen persons a square mile. This is comparatively light and it means that very large areas of 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.

During 1956-57 the timber rights over a substantial area of Anisoptera forest on the lower end of the Bulolo Road were acquired. The area is across the Markham River from Lae and the logs from it are being transported to the Administration saw-mill 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 saw-milling 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 and Effect on Indigenous Inhabitants.*

The attitude of the indigenous inhabitants is generally favorable 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.

The undisturbed high quality forest which is most desirable from a forestry viewpoint generally occurs in areas with light indigenous population, where inroads of shifting cultivation and fires are not marked. After purchase of

land rights in such areas more than adequate agricultural land still remains for the present and future needs of the indigenous population. In densely populated areas, timber rights only are purchased. This does not affect the agricultural potential of the area because timber removed would otherwise be destroyed when clearing the land. Consequently, no population movements have resulted from grants of timber permits or licences.

The opening of forest industries does, however, create opportunities of employment which attract workers from densely to lightly populated areas. Where small timber rights concessions are granted in densely populated areas (e.g., Eastern and Western Highlands) the indigenous populations have opportunities for local employment and a source of income from the resultant commercial enterprise.

#### *Forest Service.*

The forest policy of the Territory is administered by the Department of Forests. The organization within the Trust Territory consists of two regions, headed by Regional Forest Officers stationed at Rabaul and Lae. The Division of Botany also has its head-quarters in Lae.

The 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 108 Europeans, three Asians and 1,044 indigenous employees of whom more than three-quarters are stationed in the Territory of New Guinea.

The Commonwealth Scientific and Industrial Research Organization through its Division of Forest Products has continued to give valuable technical advice on forestry matters.

The two principal forestry stations, research centres and main nurseries are at Bulolo in the Morobe District and at Keravat in the New Britain District. The establishment of a similar station at Wau is well under way.

A nursery at Lae in the Morobe District provides ornamental species for sale to the public and tree seedlings for the Highland Districts.

#### *Recruitment and Training.*

The cadet training scheme, for training selected undergraduates in forestry science for work in Papua and New Guinea, has twelve students in training in the five-year course. The course consists of two years of basic science at an Australian university, one year of practical forestry work in the Territory, and finally two years at the Australian Forestry School, Canberra. One cadet graduated during the year, making a total of four since the scheme came into operation.

A four-year on-the-job training course is available to assistant forest rangers to enable them to qualify for promotion to forest rangers. Two assistant forest rangers completed this course during the year, and five were still in training.

A special training course is provided at Bulolo, Lae and Port Moresby to enable indigenous forest employees to qualify for entry into the Auxiliary Division of the Public Service.

Indigenous employees are trained to occupy supervisory positions in survey and silviculture. Skilled personnel such as sawyers, mechanics, saw-sharpeners, fallers and tractor operators are trained at the Administration saw-mills.

It is planned to establish a forestry school at Bulolo for training indigenes for survey, for silvicultural supervision and for harvesting and marketing control. Standard 9 will be the educational standard for admission.

#### *Silviculture.*

The tempo of silvicultural operations will be determined by the area of land dedicated to permanent Territorial forests and the use of the existing timber on this land. The present policy of utilizing timber from land to be developed for permanent agriculture in priority to absolute forest areas will be maintained. Planned reforestation of suitable areas supplemented by natural regeneration will be continued and experimental afforestation work on a limited scale is to be undertaken on the extensive grasslands of the highlands to provide basic information on suitable silvicultural techniques in erosion control works and reclamation of grassland areas.

The principal silvicultural activities during the year were at Bulolo and Wau, in the Morobe District, and at Keravat in the New Britain District. These are areas from which merchantable timber has been harvested for the local saw-milling and plywood manufacturing industry. The total planting up to 30th June, 1959, were Bulolo, 3,315 acres of hoop and klinki pine, Wau, 480 acres of hoop pine and Keravat, 1,348 acres, consisting mainly of teak, kamarere and balsa. This represents an increase of 1,270 acres for the year.

The rapid expansion of reforestation, particularly in the Bulolo Valley, has been assisted by the building of 21 miles of road suitable for vehicular traffic and by topographical surveys, road and bridge site locations, delineation of plantation boundaries and establishment of planting control lines.

At Bulolo, rainfall for the year totalled 63.47 inches compared with an average of 60.01 inches over ten years, with very marked dry periods in August and January. The mean maximum temperature of the hottest month was 92° F. for February, 1959, and the mean minimum for the coldest month was 63° F. in August, 1958. At Keravat, rainfall for the year totalled 103.09 inches, somewhat below the eight-year average of 114.92 inches. The mean maximum temperature was 89° F. in November, 1958 and the mean minimum was 71° F. in June, 1959.

#### *Nurseries.*

At the Bulolo nursery, which supplies Bulolo and Wau, 726,000 tubed seedlings of hoop pine were raised, together with a small quantity of klinki pine. New sowings

amounted to 4,800 lb. of hoop pine seed, providing 662,000 seedlings, and 145 lb. of klinki pine, providing 22,000 seedlings. Additional quantities of seed are held in cold storage for later sowing.

At Keravat, the nursery production amounted to 89,000 teak stumps, 12,900 kamarere, 6,300 balsa and 6,000 miscellaneous species seedlings. New sowings comprised 916 lb. of teak seedlings together with small quantities of other species.

Seed of klinki pine, hoop pine and kamarere was distributed to overseas government agencies as required.

#### *Natural Regeneration.*

The area under natural regeneration at Keravat has been extended by the initial treatment of a further 357 acres. There are now 877 acres in varying stages of treatment. The earliest established regeneration of taun (*Pometia pinnata*) is very promising.

#### *Research.*

In experimental work at Bulolo the rates of deterioration of winged and dewinged klinki seed were compared and found to be equal. The rate of deterioration after a period of cold storage is under investigation. The storage of klinki seed at very low temperatures of 10° F. was found unsatisfactory at all moisture content levels but storage at 38° F. is a satisfactory alternative. The root rot of klinki pine caused by a soil inhabiting fungus of genus *Fusarium* can be avoided by use of light textured nursery soils.

Optimum survival and growth of klinki pine was obtained in November plantings of large two-year-old stock. The tolerance of klinki pine seedlings to chemical weedicides is now under study. Two new species, *Pinus caribaea* and *Callitris glauca*, have been planted in a grassland pilot plot.

At Keravat, the experiment on pre-germination treatment of teak indicated that alternative wetting and drying of seed for ten days results in best germination. A provenance trial of teak from Trinidad has been established. An area of 4.1 acres of logged lowland rain-forest was underplanted with several native and exotic trees with commercial potential, but attack by giant snails resulted in very low survival.

The thinning and increment plots in kamarere, teak and balsa plantations at Keravat have been maintained.

The preliminary report of the Division of Forest Products of the Commonwealth Scientific and Industrial Research Organization on the production of pulp from the wood of local Araucarias (hoop and klinki pine) has been completed and advance work is now proceeding on pulping of plantation thinnings and rain-forest hardwoods. An assessment was made of currently non-utilizable residue after the logging of the mid-mountain forest. Coastal rain-forest species have also been sent for pulping tests by the Commonwealth Scientific and Industrial Research Organization in Australia.

Research on physical and mechanical properties of New Guinea timbers is being continued by the Division of Utilization of the Department of Forests and advice is given to the public on identification and handling of these timbers.

Intensive work was initiated on the preservation treatment of approved building timbers throughout the Territory.

The Division of Utilization plans to carry out investigations into mechanical working properties, durability and preservative treatments, seasoning techniques, logging methods, saw-mill conversion, grading and minor forest products. The Division of Forest Products of the Commonwealth Scientific and Industrial Research Organization will co-operate with the Department of Forests and undertake the main work on investigations into mechanical properties, physical properties, veneer peeling and glueing and pulping properties.

#### *Utilization.*

*Harvesting and Marketing.*—Log timber harvested during the year totalled 44,134,484 super. feet. The total value of all forest production was estimated to have again exceeded £2,000,000.

*Permits and Licences.*—Twenty-one permits, covering an area of 169,171 acres, and eight licences covering 25,689 acres were current during the year.

*Saw-mills.*—The two Administration saw-mills at Lae and Keravat produced 2,750,000 super. feet of sawn timber and the output of privately owned mills exceeded 12,000,000 super. feet. The year's cut of hoop and klinki pine in the Wau-Bulolo area was 18,693,176 super. feet, comprising 15,122,108 super. feet of clear logs and 3,571,068 super. feet of seconds and tops.

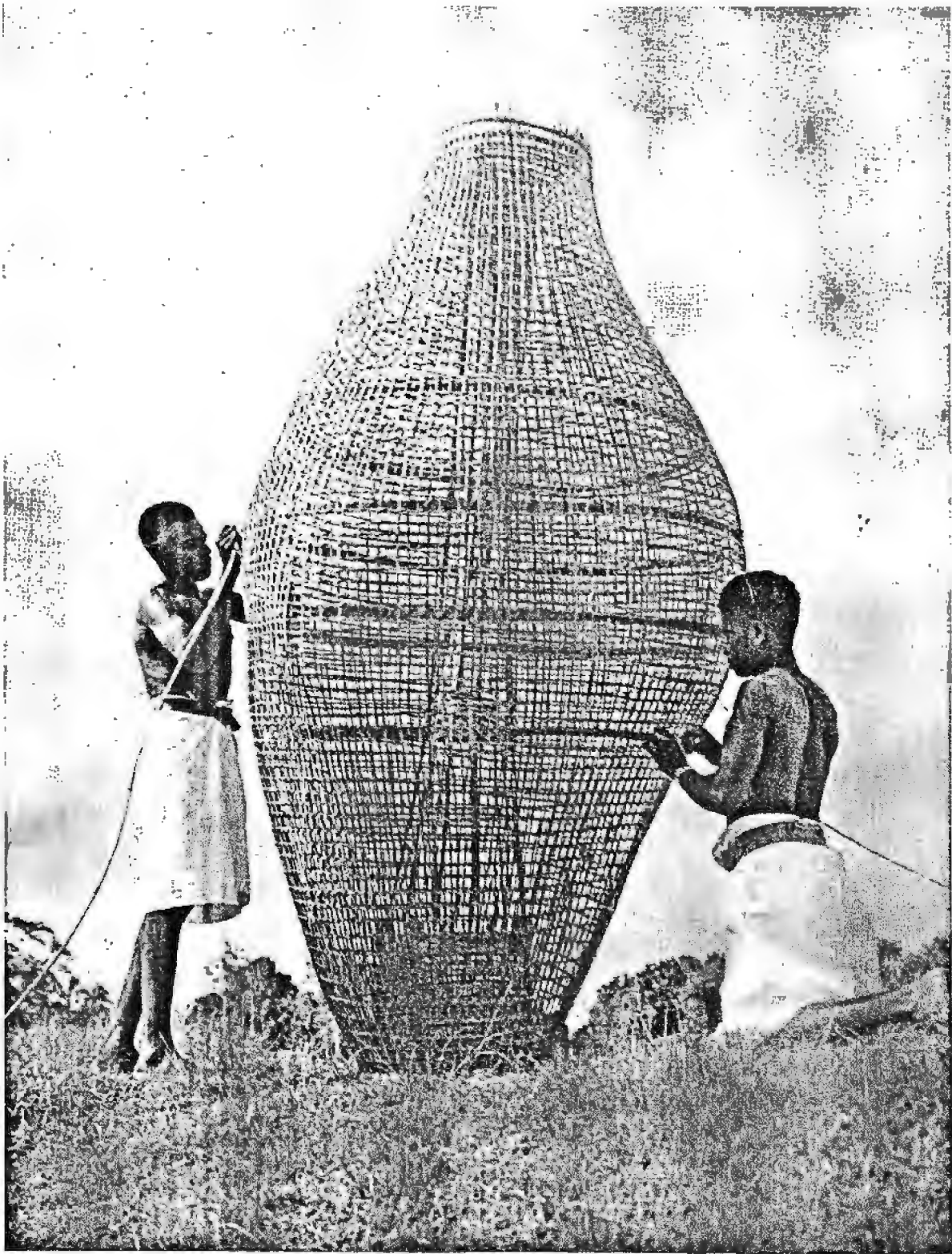
*Plywood and Veneers.*—Approximately 28,000,000 square feet of plywood were produced during 1958-59.

Production for the year from the new veneer mill at Lae was approximately 2,393,523 square feet.

*Exports and Imports.*—Exports included unsawn logs, 858,317 super. feet; sawn timber and flitches, 4,084,691 super. feet; plywood, 25,497,404 square feet; and veneer sheets, 297,724 square feet.

Imports of sawn timber totalled 58,210 super. feet, valued at £5,886, compared with the previous year's imports of 75,967 super. feet, valued at £6,113.

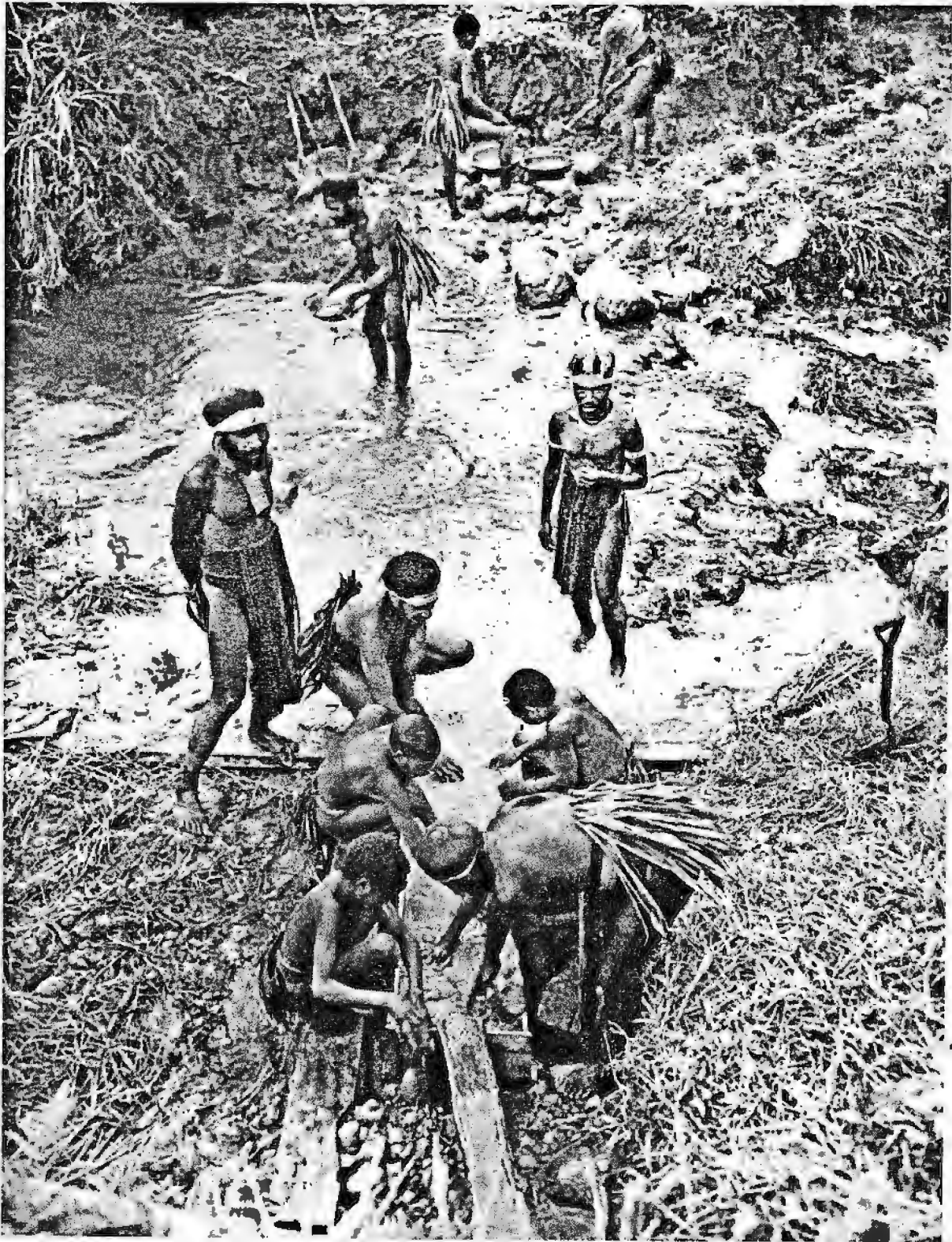
*General.*—The era of the small emergency saw-mill is fading, but with the heavy building programme requiring large quantities of well-sawn, good-quality timber, the Administration is aiming to maintain log supplies and to expand the industry. It is the policy also to increase exports of forest produce. 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.



Students at a rural school building a fish trap.

[To face page 80.]  
F.1429/60.(1)





Sluice box gold mining by indigenous miners.

[To face page 80.]  
F.1429/60.(ii)

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 saw-milling and logging activities adjacent to their home localities. This is noticeable in the Morobe, New Britain and Sepik districts.

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 saw-milling industry. In this environment there has been no need to protect the local saw-milling industry from adverse price fluctuations. The Customs Tariff gives a slight measure of protection to the saw-milling 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 saw-milling 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 saw-milling industry have been substantial and these bring both direct and indirect benefits to the peoples in the vicinity of the managed forests.

Investigations are continuing into the possibility of establishing a pulping industry, using the large quantity of thinnings which will become available from conifer plantings in the Bulolo Valley.

#### *Surveys and Acquisitions.*

Timber rights have been purchased over 225 acres of forest in the Western Highlands, and 1,600 acres in the Eastern Highlands. Investigations covering 1,000 acres in the Eastern Highlands and 500 acres in the Western Highlands have been completed and purchase is pending.

F.1429/60.—6

In the Morobe District, 7,451 acres of forest were surveyed and an assessment made of its timber potential, and investigations are in progress for purchase of timber rights on 30,000 acres.

Negotiations are in progress for the purchase of timber rights over a large area on the north coast of New Britain.

#### *Forest Botany.*

Local collections by the Department of Forests staff totalled 902 numbers for the main collection. In addition 305 numbers, supported by botanical material, were added to the wood collection. Herbarium material received during the year consisted of 1,116 sheets from the Commonwealth Scientific and Industrial Research Organization regional survey and 250 sheets from the Philippines Bureau of Science.

The herbarium maintained by the Department of Forests sent 614 sheets to Arnold and Gray herbarium, U.S.A., and 330 sheets to the herbarium of the Department of Forests, Netherlands New Guinea.

Progress has been made with the collection of delicate fruits and flowers in spirit, 146 new specimens being added.

Close liaison continued with the Commonwealth Scientific and Industrial Research Organization. Assistance was received with identification of wood specimens, and assistance was given in collection of pharmacological material and with the work of their regional survey team in the lower Ramu region of the Madang District.

The Lae botanic gardens, with their large orchid and shade plant collection, and number of indigenous birds and mammals, continue to draw many visitors. Living specimens are being continuously exchanged with overseas institutions.

## CHAPTER 7.

### MINERAL RESOURCES.

Gold, with silver and in some instances minor quantities of platinum and osmiridium associated, is the only mineral product of the Territory and in export value is now subsidiary to agriculture and forestry products. Most of the gold is won from the Wau-Bulolo area in the Morobe District—by dredging and other alluvial mining methods and, in the case of the manganese-calcite lodes near Wau, by open cut and underground mining.

A lode gold prospect near Mount Victor in the Kainantu Sub-District is attracting the attention of a large Australian mining company and plans are in hand for the detailed testing of this deposit by drilling.

Alluvial gold is produced by many small groups of indigenes from localities widely scattered throughout the Morobe, Eastern Highlands and Wewak Districts. Production by indigenous miners has risen to about 8 per cent. of the total gold production.

Occurrences of other minerals including copper, iron, lead, zinc, nickel, chrome, sulphure and low-grade coal have been reported and investigated, but have not been of sufficient promise to warrant their exploitation.

Petroleum secpages are also found near the coast in the Sepik District, but, although exploration has been going on for a number of years, there have been no prospects which would justify drilling.

#### *Production.*

Annual production figures and actual values of minerals produced for the five-year period ended 30th June, 1959, are incorporated in Appendix XII.

*Gold.*—Production of gold for the year was 45,293 fine ounces, valued at £707,703—a decrease of 9 per cent. compared with the previous year. This decrease continues the general downward trend which has persisted since the post-war peak of 138,640 fine ounces, achieved in the year 1952-53. Of the total production for the year under review, 36 per cent. was obtained from dredging operations, 38 per cent. from other alluvial operations, and 26 per cent. from lode mining. The proportion of total production from lode mining is increasing but dredging operations are decreasing.

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 11,596 fine ounces, compared with 11,726 fine ounces in the previous year.

Alluvial gold mining by indigenes has continued to expand, and has been supported and encouraged by the Administration. Four Field Officers (Mining) have been appointed to assist and advise these miners. Production for the year amounted to 3,644 fine ounces valued at £57,120. This represented an increase of 27 per cent. over the production for the previous year.

*Silver.*—A total of 28,674 fine ounces of silver valued at £11,039 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 the 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, 222 claims were registered in the names of indigenous miners and a number of 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 to non-indigenous miners. During the year under review indigenous miners qualified for payments amounting to £7,288.

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 Regulations 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 the 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. Except with the authority of the Governor-General permits must not exceed 10,000 square miles, and the area must be reduced progressively to a maximum of 2,500 and 500 square miles at the licence and lease stages respectively.

The Mining Development Ordinance authorizes various forms of assistance to the mining industry, including financial advances on a £1-for-£1 basis to persons engaged in developmental mining, assistance for the test drilling of favorable mineral deposits, advances for cross-cutting, drainage or road-making, the establishment of customs treatment plants, and the 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.

*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 scale of royalty payable on gold produced remained at 5 per cent. until October, 1957. Since that date non-indigenous producers have been required to pay 1½ 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 1958-59 was £8,199.

### *Mining Development.*

Plans to stimulate mineral production include the following:—

- (1) progressive extension of regional 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.

*Assistance to Mining.*—Drills operated by the Administration completed a total of 1,625 feet of exploratory drilling during the year. Drilling operations were carried out at Wau under hiring agreements.

A free assay service is now available and it is hoped to expand this service further during 1960.

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 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.

Provision has been made in the establishment of the Mines Division for the employment of indigenes on Administration drilling plants. The minimum qualification for entry is an educational standard of Grade V. The training course extends over three years and the trainee is taught all the fundamental points of either rotary or percussion drilling techniques. Successful completion of the three-year training course qualifies the employee as a driller's assistant and his progress through the grades in this position depends entirely upon his ability. A Grade 3 driller's assistant would be capable of taking complete charge of an operating rig.

*Geological Surveys.*—Two geologists of the Bureau of Mineral Resources of the Commonwealth of Australia, operating from Wau, were active throughout the year on both regional and detailed investigations.

Regional geological investigations included—

- (a) a reconnaissance survey of the Bitoi-Salamaua area, Morobe District. This survey had no direct economic result, but information was obtained on major faulting and the presence of ultrabasic rocks which will assist in an understanding of the regional distribution of economic mineralization.

- (b) Field work in the Snake River area, Morobe District, to determine relationships between two major metamorphic formations which form the main mountains of the Territory and are the host of some gold mineralization in the Wau-Edie Creek area.
- (c) Mapping of an area enclosing the Mount Victor and Mount Ubank gold prospects, south-east of Kainantu, Eastern Highlands District, to provide a regional geological setting for gold mineralization which may be of value in directing further prospecting. This work is continuing.
- (d) Reconnaissance mapping in the Simbai-Asai River area, Madang District, in conjunction with a more detailed investigation of an alluvial gold prospect in that area. This mapping indicated a major fault along the northern front of the Bismarek Range.

Detailed geological investigations undertaken during the year were—

- (a) examination and mapping of exploratory costeaning, pitting and shallow underground work at the former Day Dawn mine at Edie Creek.
- (b) Geological mapping of all underground workings in the Wau area.
- (c) Geological mapping of gold mineralization in the headwaters of Merri Creek, a headwater tributary of Edie Creek.
- (d) Mapping and location of drill sites for a percussion drilling programme undertaken by the Mines Division in the Koranga and Burke Creek areas, near Wau, under the Mining Development Ordinance.
- (e) Mapping of an alluvial prospect on a tributary of the Simbai River, Madang District, and the recommendation of a programme of testing.
- (f) Detailed mapping of the Mount Victor prospect, ten miles south-east of Kainantu, Eastern Highlands District. This work will be followed by a programme of shallow percussion drilling.

Outlying islands of the Territory were included in a survey of islands of the south-west Pacific for phosphate deposits being carried out by a geological party from the Commonwealth Bureau of Mineral Resources. This survey did not locate any large deposits of phosphate, but several small deposits which may have local application were recorded.

Several reconnaissance aerial surveys were carried out in the course of regional geological investigations, but no specific geological or geophysical aerial surveys for mineral deposits were made. The programme of aerial photography for the Commonwealth Division of National Mapping continued, principally in the Sepik and Madang Districts.

There has been no prospecting for petroleum during the year either by governmental agencies or private enterprise. At the close of the year an application for a

petroleum prospecting permit covering an area of 3,290 square miles bounded by the northern coastline in the Sepik District was under consideration.

#### *Vulcanological Observations.*

Vulcanological observations were maintained throughout the year from the Rabaul Observatory and from an observation post established on Manam Island. Weekly seismic bulletins were despatched from the Rabaul Observatory to the United States Coast and Geodetic Survey and other co-ordinating centres.

In January, 1959, the Vulcanologist visited the British Solomon Islands Protectorate to report on the volcano on Savo Island near the western end of Guadalcanal Island.

#### *Duration of Mineral Resources.*

It is not possible to estimate the long-term future duration of mineral resources but, without significant new discoveries, total gold production is unlikely to increase during the next few years. It is expected that proportion lode mining will account for an increasing proportion of total gold production, particularly if prospects in the Kainantu area are brought to fruition. Production from dredging operations in the Bulolo Valley, which is now approximately 36 per cent. of the total, will not change significantly in the immediate future unless the sole remaining dredge, now working marginal ground, is withdrawn.

## CHAPTER 8.

### INDUSTRIES.

#### *Manufacturing Industry.*

Manufacturing industries at present consist mainly of those industries which are engaged in processing local raw materials, for the most part for export but to some extent for local consumption as well. In some instances, e.g. production of copra, curing of coffee, fermenting of cacao, milling of rice and extraction of fruit pulp and fruit juice, processing is an inseparable part of primary production—to reduce the raw materials to an economically marketable or exportable form. In other cases processing is carried a step further, e.g. the production of coconut oil and copra meal, sawmilling and the production of plywood and veneers.

Industries other than those concerned with the initial processing of local raw materials include the manufacture of furniture, boat-building, the manufacture of biscuits and baking generally, brewing, printing, plumbing and engineering, and the manufacture of twist tobacco (mainly from imported leaf), cordials, concrete bricks and other concrete building materials.

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 with the progress of the indigenous people and the economy of the Territory without abruptly disrupting social conditions or introducing harmful elements. Secondary industries are considered to be of advantage to the Territory. Such industries are therefore encouraged and some which are producing goods for home consumption have been granted assistance by means of adjustments in import tariffs and excise duties.

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 1955-1958* 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.

#### 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, 1959.	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 .. .. .	194	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. s. d.	Each. 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 nine pence 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.

In accordance with the rules of the Universal Postal Union governing international postal services, literature for the blind is exempted from all postal charges.

Post offices are established at the following centres:—

<i>Aitape.</i>	<i>Kandrian.</i>	<i>Minj.</i>
<i>Angoram.</i>	<i>Kavieng.</i>	<i>Mount Hagen.</i>
<i>Banz.</i>	<i>Kieta.</i>	<i>Namatanai.</i>
<i>Bogia.</i>	<i>Kokopo.</i>	<i>Rabaul.</i>
<i>Buin.</i>	<i>Kundiawa.</i>	<i>Sohano.</i>
<i>Bulolo.</i>	<i>Lae.</i>	<i>Talasea.</i>
<i>Finschhafen.</i>	<i>Lorengau</i>	<i>Wau.</i>
<i>Goroka.</i>	<i>Madang.</i>	<i>Wewak.</i>
<i>Kainantu.</i>	<i>Maprik.</i>	<i>Wabag.</i>

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 Post Office at Momote was closed on 31st October, 1958, and the area is now served by free bags from Lae and Lorengau. The name of Chimbu Post Office was changed to Kundiawa.

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.

Air-mail services operate to and from Brisbane, Sydney and Melbourne four times weekly, Townsville twice weekly, and Cairns once weekly. These services are linked at Lae with internal air services.

In addition there is a weekly service for the exchange of airmails between Lae and Honiara (British Solomon Islands) and two services per month between Lae and Hollandia (Netherlands New Guinea). The frequency of service between Lae and Hollandia will be increased to once weekly on and from 2nd July, 1959, when Netherlands-Nieuw Guinea Luchtvaart Maatschappij (de Kroonduif) N.V. begin operation between the two airports. Particulars of these services may 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 are given in Appendix XV.

Ratification of the Universal Postal Convention (Ottawa, 1957) has been extended to the Territory.

A Parcel Post Agreement was entered into by the Administration and the United States of America on 20th June, 1958. The Agreement provides for the exchange of insured as well as uninsured parcels. Negotiations are currently proceeding for a Parcel Post Agreement to be entered into with Netherlands New Guinea.

On-the-job training of postal officer assistants has continued and in addition, a correspondence course of instruction in postal work is conducted from the head-quarters of the Postal Services Division at Port Moresby. Formal training courses for postal officers will begin at the Department of Posts and Telegraphs Training College at Port Moresby during 1960. Particulars of this college are given later in this Chapter.

*Telephone and Radio Telephone Services.*

Except for about 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 and services on a limited basis are available at Bulolo, Finschhafen, Kokopo, Lorengau, and Toleap. The Lorengau public telephone exchange was brought into commercial service on 22nd September, 1958. The total number of telephones in use increased from 2,166 to 2,436. 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 2 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 2 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—

<i>Business—</i>	Per Annum.
	£ s. d.
(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

<i>Residence—</i>	
(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 2-mile radius attract an additional annual rental of 12s. 6d. for each additional half-mile.

It is intended to simplify this system of charges by introducing standard rates based on a zonal system—the rates differing for intra-zone and inter-zone calls. The majority of zones will approximate the administrative districts.

High-frequency radio trunk service is available to Lae, Madang, Wewak, Goroka, Rabaul, Kavieng and Lorengau. Single side band high-frequency radio trunk service is in operation between Goroka and Lae. The trunk service to Wau and Bulolo is provided by very high frequency (150 megacycles) radio circuits. The New Guinea trunk network is linked to the Papuan trunk network.

The total of trunk-line calls originated during the year and handled via the Territory internal telephone network was 62,942.

Ten sets of VHF radio telephone equipment to provide service to remote subscribers are being tested in the field. Tests began last year and will continue during 1959-60. This equipment operates in either the 80 or 160 megacycles band and is especially designed for remote tropical locations, being fully proofed against tropical conditions and having a low power consumption.

#### *Telegraph Services.*

For radio telegraph purposes the Territory is divided into zones with zone centre stations located at Lae, Rabaul, Kavieng, Lorengau, Madang, Mount Hagen, Wewak, Sohano and Goroka. Within these zones there are now 192 outstations equipped with radio transceiver equipment; an increase of eighteen for the year.

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.

A phonogram service enables telegrams to be lodged from all subscribers' telephones.

The total number of telegraph messages handled increased from 416,735 to 500,600 during the year.

Indigenous staff employed in the Trust Territory in connexion with the telephone, radio telephone and telegraph services total 112, including one clerk, two telegraph operators, 30 telephonists, 22 messengers, 23 technician assistants, 30 lineman assistants and four labourers.

#### *Planned Development.*

Work is progressing satisfactorily on a five channel very high frequency trunk link between Port Moresby and Lae. The Repeater Station at Mount Kaindi in the Morobe district, has been completed and the equipment is being installed. Testing will commence in October, 1959.

The 900 megacycles propagation measuring equipment, which was referred to in last year's report, is due for delivery early in 1960. In June, 1959, the 80-160 megacycles propagation measuring equipment was delivered and extensive survey work will be carried out in the next twelve months. This will enable detailed planning to be undertaken in connexion with very high frequency trunk and remote subscribers' services.

Provision has been made for an extension of 300 lines at the Rabaul automatic exchange, to be completed by 1961-62. Automatic service will replace the present

magneto service at Kokopo, and new magneto exchanges will be installed at Sohano, Mount Hagen and Bulolo; these latter projects are planned for completion in 1961.

As the result of successful tests carried out during the year, a Goroka-Lae machine telegraph has been established. The experiments conducted between Lae and Port Moresby have not been encouraging, but will be continued.

Stage one of the construction of the Posts and Telegraphs Training College at Port Moresby, which serves both Papua and New Guinea, has been completed. Technical training is to be provided for telegraphists, teleprinter operators, radio technicians, telephone technicians, linesmen, telephonists and postal assistants, the formal training courses for whom vary from two to five years' duration depending on the category. It is intended that, as far as practicable, trainees will qualify through examinations at standards recognized by the Postmaster-General's Department of the Commonwealth of Australia. Present enrolments include sixteen telegraphy trainees (twelve from New Guinea) and eleven technician trainees (four from New Guinea).

#### *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.

Radio receiving sets are not licensed in the Territory at the present time, but consideration is being given to the introduction of a system of licensing during 1959-60.

#### *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.

Nevertheless, as road transport provides the only alternative to air transport, with the exception of a few inland water-ways, the development of a satisfactory road system is fundamental to the economic progress of the Territory and current plans and activities in this field are aimed at maintaining the road construction programme at a pace which will keep it in step with expanding needs.

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 of traditionally rival clans or tribes in joint

roadmaking efforts under the supervision of Administration officers reduces the likelihood of future conflict between them.

The principal works undertaken in 1958-59 were the maintenance and development of roads in and near Lae and Rabaul and bridge construction, which is closely allied with the road development programme, in various areas.

Re-alignment of the Lae-Nadzab section of the Lae-Wau and Lae-Goroka roads was completed and good progress was made towards completing the aerial survey and investigation of the Markham Valley section of this road.

Construction work also began on a road to provide the indigenous population of the Piniu area with an outlet to the seaboard near Finschhafen. Elsewhere attention was mainly concentrated on consolidating and improving existing networks and the construction of minor access roads.

On the mainland the improvement of bridges on the Lae-Wau road to bring them to the standard required to support 28-ton road transporters is continuing. One important project begun during the year was construction of such a bridge over the Bulolo River to be used for bringing logs from the forest area to the mill at Wau. This bridge will also facilitate the re-forestation programme in the Wau area and in due course the road over it will form part of the new road from Wau to Bulolo. As part of the Lae-Goroka road development plan which is designed to provide for the growing agricultural development of the Markham Valley, work also began on a bridge at Munum Waters, between Lae and Nadzab, while a bridge across the Naraburan Creek, in the Markham Valley, was completed. Investigations and model tests have been carried out in regard to the bridges over the Leron and Umi Rivers on the Markham Valley road. Major bridges are being erected over the Lai River near Wapenamanda in the Western Highlands and over the Hawaii River on the road from Wewak to the But-Boiken Council area.

In the islands, bridges have now been provided over all streams on the East Coast road in New Ireland between Kavieng and Namatanai and a major bridge is being constructed over Loniu Passage between Manus and Los Negros Islands.

Expenditure on road and bridge construction and maintenance over the last five years was as follows:—

	£
1954-55 .. .. .	610,388
1955-56 .. .. .	512,928
1956-57 .. .. .	564,159
1957-58 .. .. .	564,152
1958-59 .. .. .	577,770

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 headquarters services.

At 30th June, 1959, there were about 4,462 miles of vehicular road and approximately 20,350 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 four 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 and bridle paths by district are given in Table 14 of Appendix XV.

#### *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 Mount Hagen and beyond. Regular road transport services operate in the principal towns.

Details of motor vehicle registrations and drivers' licences are given in Tables 15 and 16 of Appendix XV.

There are no railways in the Territory, and there are no plans for their introduction.

#### *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 the introduction of more modern aircraft has resulted in higher standards of service. There were thirteen registered aircraft owners at 30th June, 1959, and 49 registered aircraft—a decrease of 28 aircraft compared with the number registered at 30th June, 1958. This reduction has been caused mainly by re-equipment programmes of the operators. Many obsolete aircraft have been replaced by more modern types which can be used to a greater extent and have a greater carrying capacity.

During the year, eighteen additional aerodromes were opened, an important one being at Turiboiru near Buin, in the Bougainville District. The last of the Catalina flying boats was withdrawn from service during the year. The opening in the near future of two new aerodromes on Bougainville will permit a return of air services to this District which was formerly served by flying boats.

*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.*—Operators are indirectly subsidized 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 two foreign companies, one incorporated in Australia and one in Papua, with a total authorized capital of £15,050,000 operating in the Territory.

In addition, three 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.

*Restrictions, &c.*—International air operations are only permitted after an agreement has been negotiated between the government of the nation concerned and the Administering Authority.

The only formalities with respect to movement of passengers and goods are those which normally apply under the provisions of the Customs, Immigration and Quarantine Ordinances.

#### *Meteorological Services.*

The Commonwealth Bureau of Meteorology is responsible under the *Meteorology Act* 1906-1955 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	38
	5	2
	6	1
Climatological .. ..	7	3
	1	5
Rainfall .. ..	2	12
	Nil*	218

\* Rainfall stations furnish a return once monthly.

Forecasts were issued during the year as follows:—

Aviation .. ..	11,243
Other .. ..	4,886

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 voyage 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.

The 358-ton motor vessel *Slevik* operated by the Eriama Shipping Company Limited, has commenced a monthly shipping service between Australia and the Territory. In addition to general cargo, the vessel is fitted out for the carriage of cattle and other livestock.

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. Government-owned district station vessels provide inland waterway services for Administration purposes.

#### Ports and Facilities.

The principal ports are Rabaul, Lae, Madang and Kavieng, but overseas vessels also call at Wewak, Lorengau, Kieta, Sohano and Finschhafen.

Salvage operations are proceeding to clear war wrecks from various ports in the Territory. Rabaul Harbour has been cleared and work is currently proceeding at Lorengau, and in the Buin area of the Bougainville District. It is expected that a start will be made at Kavieng and Wewak and in the area of the Mushu, Sepik District, late in 1960.

*Rabaul.*—The main wharf is 400 feet in length. The depth of water 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 of water is not less than 30 feet at low water.

There are three privately owned wharfs, of which one is suitable for overseas vessels. Four jetties, including one owned by the Administration, are in use by coastal shipping. All can berth ships up to 300 tons with draughts up to 12 feet 6 inches.

Engine repairs to overseas ships can be carried out but the six local slipways and workshops are designed only to deal with coastal shipping requirements. Five slipways cater for vessels up to 90 feet in length, and one can handle vessels up to 150 feet in length and 110 tons net weight.

*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 three slipways capable of taking vessels up to 140 feet, 100 feet and 80 feet in length respectively.

*Lae.*—The principal wharf is 400 feet in length, with a minimum depth of 32 feet at low water. This wharf, which was recently extended from 300 feet to 400 feet, is now being given a concrete decking and provided with a new fender system.

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.

*Wewak*.—Cargo is discharged and loaded by lighter at an anchorage. During the year the shore facilities for handling the cargo from lighters have been considerably improved and progress has been made in providing modern storage commensurate with the expanded trading activities of this port. The approach from seaward presents no difficulties and a good anchorage may be found in five fathoms of water close to a newly dredged small boat channel. Ship repair facilities are available for very small craft only.

*Lorengau, Kieta, Finschhafen and Sohana*.—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 on grounds of race or nationality in regard to the use, ownership and operation of transport services.

The only formalities in respect of the movement of passengers and goods are those which normally apply under the provisions of the Customs, Immigration and Quarantine Ordinances.

## CHAPTER 10.

### PUBLIC WORKS AND OTHER CAPITAL EXPENDITURE.

#### *Administrative Organization.*

Works projects in the Territory are the responsibility of two separate authorities—the Commonwealth Department of Works and the Administration Department of Public Works. While the activities of the authorities do not overlap, there is close co-ordination between the two departments, especially at the technical level.

As a general rule the Commonwealth Department of Works is responsible for the execution of major new works, particularly in and around the main towns. The Administration Department of Public Works, in its role as a constructing authority, is responsible for the execution of a limited amount of new works, mainly in the remoter areas. Its principal function, however, is the maintenance of buildings, roads, bridges, &c.

Plans are proceeding for the gradual expansion of the Administration Department of Public Works and in June, 1959, a major reorganization of the department was approved to provide for the development of technical resources and a flexible field force of artisan staff.

In June, 1959, an Electrical Undertakings Branch was established in the Department of Public Works to absorb electricity supply activities formerly carried out by the Department of Civil Affairs and the Commonwealth Department of Works.

### *Expenditure.*

Expenditure on new works, capital purchases and maintenance during the past two years has been as follows:—

Item.	Year ended 30th June, 1958.(a)	Year ended 30th June, 1959.(a)
	£	£
New Works .. .. .	1,684,176	2,029,654
Capital Purchases .. .. .	365,214	527,166
Maintenance .. .. .	855,944	955,890
Total .. .. .	2,905,334	3,512,710

Major items of expenditure on new works, capital purchases and maintenance were:—

Item.	Year ended 30th June, 1958.(a)	Year ended 30th June, 1959.(a)
	£	£
New Works—		
Residences, hostels and quarters .. .. .	416,847	448,659
Offices .. .. .	12,738	1,413
Hospitals and ancillary buildings .. .. .	445,145	305,482
Schools and ancillary buildings .. .. .	76,504	157,782
Other buildings .. .. .	133,310	300,187
Roads .. .. .	92,487	97,230
Bridges .. .. .	101,132	105,220
Wharfs and beacons .. .. .	39,207	31,725
Hydro-electric development .. .. .	10,130	14,161
Special surveys and investigations .. .. .	30,600	30,517
Power houses and electrical reticulation .. .. .	118,119	136,346
Water supply and sewerage .. .. .	31,341	10,772
Highlands development .. .. .	38,878	50,959
Grants-in-aid for mission hospitals, pre-school centres and other approved construction .. .. .	62,011	171,305
Minor new works .. .. .	69,254	108,893
Capital purchases—		
Domestic and other furniture and fittings .. .. .	101,393	132,707
Hospital and medical equipment .. .. .	20,147	23,523
Purchase and lease of land .. .. .	34,399	36,489
Motor transport .. .. .	64,822	56,595
Agricultural machinery .. .. .	9,049	17,490
General plant and machinery .. .. .	17,541	96,372
Special plant and machinery, Highlands development .. .. .	32,196	44,036
Purchase of buildings .. .. .	53,650	118,505
Maintenance—		
Buildings .. .. .	164,176	157,953
Wharfs .. .. .	8,454	13,996
Water Supply .. .. .	29,359	30,960
Electricity supply .. .. .	197,690	250,209
Roads and bridges .. .. .	370,533	375,320

(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 £273,945 and £197,797 for 1957-58 and 1958-59 respectively.

### *Works Activity.*

Construction of the general hospital at Nonga was completed ahead of schedule. Stage one of the new hospital at Wewak was occupied on 10th February, 1959, and work on the second stage is continuing. This part is expected to be ready by November, 1960. A contract has been let for the erection of the Madang Hospital which is expected to be completed by the end of 1960. Small hospitals at Green River and Cape Gloucester were completed and elsewhere additions and maintenance were undertaken.

Standards of school accommodation have now been laid down. Expenditure on school construction was more than doubled during the year. Schools under construction or already completed are as follows:—

- Lae: Intermediate and Primary Schools.
- Madang (Tusbab): Intermediate (Boys') School and Primary School.
- Rabaul: High School.
- Keravat: Intermediate School.
- Utu: Intermediate School.

The Malaguna Technical Training Centre, Rabaul, has been completed to a stage where it can accommodate 240 students. Much of this work was undertaken by the trainees of the Centre. The result is a very fine group of buildings which were used to accommodate the Fourth South Pacific Conference in April-May, 1959.

In towns construction must in general conform with standard practices, but in other places, particularly where a potential to carry out necessary works has not yet been established, many buildings are erected in accordance with indigenous building practices. In some instances the materials and labour for buildings erected on Government stations to meet the needs of the local population are contributed voluntarily by the groups concerned.

Erection of schools is an illustration of this phase. In some places, for example, it has been explained to the people that a school teacher and school equipment and requisites could be made available if a classroom and residence were provided. In these circumstances it is not uncommon for them to voluntarily contribute local materials available from their own land, and build a suitable structure, usually under the supervision of an Administration officer. In other instances, the construction of hospital wards, accommodation for transients visiting an Administration station for one purpose or another, buildings in which local produce can be displayed or marketed, and many other types of buildings which can be shown to be directly beneficial to the people contributing the material and labour, have been erected on Government stations. The Administration renders direct assistance to these projects in many ways, e.g., by contributing materials such as nails and plumbing fixtures which are unavailable to the local people, and by advice and supervision. Although this form of

assistance by the people will continue to be encouraged, the Administration intends, at the same time, to step up the construction of permanent buildings. The objective is to gradually replace all temporary-type structures.

A sum of £58,370 was spent on the construction of minor new aerodromes and maintenance of existing airstrips. The Department of Civil Aviation assumes responsibility for the construction and maintenance of major aerodromes.

During the year, work has been largely directed towards the maintenance and improvement of existing roads. A total of £97,230 was spent on new roads and £105,220 on bridges; £375,320 was applied to the maintenance of existing roads and bridges. Detailed information on roads is given in Chapter 9 of Section 4 of Part VI.

#### *Highlands Development Project.*

This project takes in the whole of the Eastern and Western Highlands Districts, with a population of approximately 590,000. Capital expenditure included the purchase of plant and equipment, including diesel power units and milling and woodworking machines, and the construction of roads, bridges, airstrips and buildings. The people are being progressively trained in road-building and timber-milling, and mechanics, power-house operators and bridge builders, with the object of developing a force of trained workers in their own environment.

#### *Planned Expenditure 1959-60.*

Public Works projects planned for 1959-60 include:—

	£
Residences, hostels and quarters .. ..	536,180
Offices .. ..	13,900
Hospitals and ancillary buildings .. ..	534,250
Schools and ancillary buildings .. ..	139,500
Other buildings .. ..	93,700
Roads .. ..	117,700
Bridges .. ..	85,000
Power houses .. ..	231,300
Electrical reticulation .. ..	64,700
Hydro-electric development .. ..	32,000
Grants-in-aid to Missions and other voluntary organizations for construction work on tuberculosis hospitals, Hansende colonies and pre-school play centres .. ..	93,800

These figures include expenditure of £27,000 on the Highlands Development Project.

## 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.*

In addition to the various missionary societies which engage in work of a social nature, the Red Cross, the Junior Red Cross, Boy Scouts, Girl Guides, the Country Women's Association, Ex-servicemen's associations, sporting and social clubs, are engaged in social activities.

Interest in youth organizations is strong, and at 30th June, 1959, the Junior Red Cross had a membership of 300, Boy Scouts 2,000 and Girl Guides 900.

Sporting activities play an important part not only in providing recreation but also as a means of introducing acceptable codes of behaviour between both individuals and tribal groups. They also provide a common meeting ground for the different races, each of which is represented in the sporting associations formed in the main centres. A recent baseball competition in Rabaul was contested by fourteen teams representing all racial groups in the town. Three of these teams contained members of all races. A growing number of non-indigenous sportsmen are encouraging the spread of sport by coaching teams and supervising matches. The Administration supports this voluntary effort by the provision of equipment and playing areas and over £50,000 has been allocated in the post-war period for the development of playing fields, club rooms and other facilities. Welfare officers stationed at Rabaul and Lae devote a large part of their time to the promotion of sporting activities.

Recreation centres have been developed at all the main centres in the Territory, usually in association with a playing area. At Goroka a canteen has also been established, whilst at Kundiawa the centre is now equipped with a 16-m.m. film projector. In some places the centres serve as a meeting place for women's clubs, youth organizations and sporting bodies, whilst elsewhere they merely offer simple club facilities.

## 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.

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 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, several religious missions and local government councils in English, Melanesian, Pidgin and indigenous languages. These include:—

*Papua and New Guinea Villager* published monthly in English by the Department of Education:

*Nilai ra Darot* published in a Blanche Bay dialect by the Methodist Overseas Mission in Rabaul:

*Kris Medaeng Totol* printed in the Graged dialect by the Lutheran Mission at Madang:

*Aakesing* published in the Kotte language by the Lutheran Mission at Madang:

*Katolik Nius* published weekly in Melanesian Pidgin by the Roman Catholic Mission at Vunapope, New Britain District:

*Talaigu* published monthly in the Tolai language by the Roman Catholic Mission, Vunapope:

*Jaeng Ng Ajim* published in the Yabim dialect by the Lutheran Mission at Madang:

*Our School News* published monthly in English by the Lutheran Mission at Madang:

*Catholic News*, a periodical printed in English and published for the Marist Mission at Tsiroge, Bougainville District:

*Sunday Text* published quarterly in Melanesian Pidgin and Graged by the Lutheran Mission, Madang:

*Rabaul Methodist* published monthly in English by the Methodist Mission, Rabaul.

Local Government Council publications include—

*Council Gazette* published monthly in Melanesian Pidgin by the Yabim-Kotte Council, Morobe District:

*Council News* published monthly in Melanesian Pidgin by the Tikana Council, New Ireland District:

*Kamonrai* published monthly in Melanesian Pidgin by the Baluan Council, Manus District.

#### *Indigenous Religions.*

The religious beliefs and practices of the indigenous people receive protection and consideration under the provision 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 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. Under the provisions of the *Native Children's Ordinance 1950* and the *Part Native Children's Ordinance 1950* 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 under the *Adoption of Children's Ordinance 1951-59* 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 under the *Legitimation Ordinance 1951* 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 1 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 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 or 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 rather higher than 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 served a term on a Council.

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 up paid employment. 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.

Nevertheless with the developments which are taking place in indigenous society various changes are appearing in the attitudes adopted by and towards women. 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. Not only are the clinics well attended, but more and more indigenous women are showing a preference for having their children born in hospital, while trainees working with European staff are developing high standards of skill, hygiene and humanitarianism. Others are being trained as nurses and teachers and in other occupations. As mentioned above, women in some areas are entering into public life by offering themselves as candidates for election to native local government councils and a woman delegate and a woman adviser from New Guinea attended the Fourth South Pacific Conference held in Rabaul during April-May, 1959.

#### *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.

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.

In the indigenous social system marriage is generally considered to be a matter affecting the family or clan as much as the parties concerned and the individual wishes of the latter are therefore only one of several determining factors. Marriages are usually arranged by the parents in consultation with the future bride and groom and other relatives and political, social and economic considerations are all taken into account before a betrothal is arranged. There are also approved means whereby an engagement can be broken off should either party feel strongly against it.

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 regulations and limitation of marriage gift transactions.

With economic, political, social and educational development, and the spread of Christianity, emphasis is being shifted more and more towards individual choice in marriage, and in many areas the young refuse to consider any other factor. This sometimes leads to temporary instability, as young people often feel themselves at liberty to break off marriages by individual choice as readily as they contracted them, with little more reason than a minor domestic argument. This difficulty will be overcome, however, as people gain greater familiarity with the new conditions.

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.

#### *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 indigenous 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 certain positions, e.g.

nursing, are traditionally reserved for women. 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 1951-1957*, and the *Mines and Works Regulation Ordinance 1935-1956*. 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.

#### *Organization for the Advancement of Women.*

The main agencies for advancement in the field of women's activities have been the Administration and voluntary organizations such as the Christian missions, the Red Cross and the Girl Guides, which are now taking an increasingly active part in this work.

A central advisory committee consisting of ten members—of whom six are officers of the Administration, two represent the missions and two are indigenes—has been set up by the Administration for the purpose of correcting as speedily as possible the existing disparity between the advancement of women and that of men, and of ensuring their future progress side by side. District sub-committees comprising the district commissioner and other Administration officers, representatives of the missions operating in the area, officials of such organisations as the Red Cross and the Girl Guides Association, and leading members of the local indigenous population collaborate with the central committee in initiating and implementing individual district programmes designed to meet the specific needs of various parts of the Territory. As well as assessing the progress of the programmes being carried out and suggesting action which might be taken, the central committee, whose chairman is the Executive Officer for Social Development in the Department of Native Affairs, acts as a clearing house for the dissemination to all districts of information on women's work which is taking place throughout the Territory and overseas.

Recommendations of the sub-committees to the central committee are co-ordinated by welfare officers and indigenous assistants; three welfare officers, one of whom is stationed full-time at Rabaul, and three indigenous assistants had been appointed at the close of the year. As well as attending meetings of the central committee in an advisory capacity and generally assisting with its work, welfare officers stationed at head-quarters and their assistants visit the districts and in conjunction with the sub-committees form women's clubs, organize training



Soccer match in progress at the Rabaul sports ground.

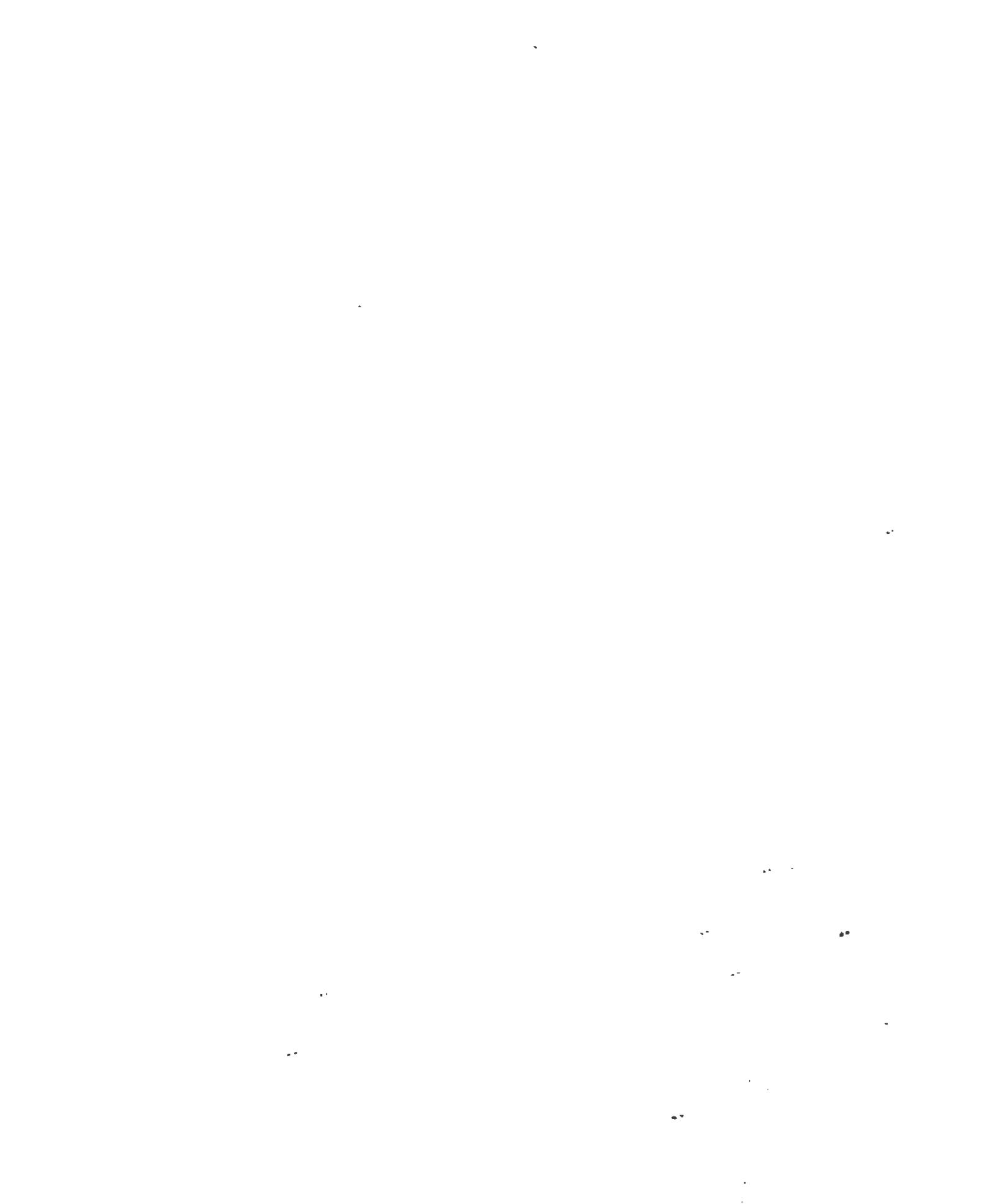


The captains of two football teams chatting together after a match. The people are encouraged and assisted to engage in sporting activities.

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courses for club leaders and arrange for the supply of teaching aids. Training courses include instruction in drawing up club programmes and the use of visual aids and give particular attention to ways in which the whole family may be involved in club activities.

The welfare officer at Rabaul has oversight of fifteen clubs with a membership of nearly 600 women, and also visits female prisoners in corrective institutions, arranges programmes for women in urban housing settlements, and runs sewing classes and sporting activities.

At Wewak and Goroka welfare centres, which are used for club meetings, instruction classes, infant and maternal welfare clinics, and recreational activities, have been built, and a further centre is planned for Lae.

#### *Women's Organizations.*

The popularity of the Girl Guide movement has continued and there are local associations with head-quarters 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 guider has been engaged in the Territory to train leaders amongst indigenous girls and women.

As indicated in the previous section of this chapter indigenous women, under the guidance and sponsorship of the Department of Native Affairs, have formed clubs in various areas for educational and recreational purposes. Discussions and demonstrations are supervised by officers of the Administration and by other interested persons, and the Department of Native Affairs provides funds for the payment of demonstrators and instructors and supplies equipment where necessary.

At 30th June, 1959, there were 46 of these clubs as follows:—

Bougainville District	..	..	..	..	3
New Britain District	..	..	..	..	15
New Ireland District	..	..	..	..	8
Western Highlands District	..	..	..	..	1
Eastern Highlands District	..	..	..	..	2
Sepik District	..	..	..	..	8
Madang District	..	..	..	..	3
Morobe District	..	..	..	..	6
					<hr/>
					46
					<hr/>

Each Friday afternoon the entire Native People's Radio Session of one and a half hours is given over to women's interests. There are special features, guest speakers, and news items in English, Police Motu and Melanesian Pidgin. The monthly *Papua and New Guinea Villager* has a page devoted to women's interests, and a monthly news-letter containing information on club activities and other items of interest to women is distributed to women's clubs. Pamphlets, posters and booklets on particular matters are also prepared from time to time and distributed to all clubs.

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## 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, 1959, there were 46,850 indigenous people in paid employment including members of the Police Force, compared with 43,359 at 31st March, 1958. Private industry employed 36,298 which included 24,607 general plantation workers, and 10,552 were employed by the Administration including 1,728 members of the Police Force. Of the total employed, approximately 11,000 were engaged in skilled or semi-skilled occupations.

Employment was maintained during the year at an even rate. However, there are tendencies, not yet significant, for a decline in the numbers employed on a permanent basis as agreement or casual workers in favour of employment by the day or week, and for an increase in the

amount of work given out under contract, particularly in building and construction, stevedoring operations, general commerce and in agriculture.

#### *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.*

Conditions applying to all indigenous workers, other than members of the Auxiliary Division and the Constabulary and contract workers under the Natives' Contracts Protection Ordinance, in regard to labour agreements, hours of work, rest periods and holidays, and the provision of rations, clothing and other items, are given in Chapter 4 of Part VII of the 1953-54 Report and remain unchanged. Other terms and conditions of employment are dealt with under appropriate headings in this Chapter.

#### *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 1957-1958*, the *Native Apprenticeship Ordinance 1951-1958*, the *Natives' Contracts Protection Ordinance 1921-1953*, 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 on completion of the drafting of appropriate regulations will be 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. The Chairman has been appointed and as soon as the Board is constituted, it will proceed to an examination of the present wages scales for indigenous workers. This will be followed by an examination of other aspects of employment.

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, 1959, 305 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.

An important development in the training field is the plan to train indigenes as masters, officers and engineers for service in coastal vessels. Plans and specifications are now being prepared for the building of a suitable training ship. Trainees will be selected from suitable applicants who have reached an appropriate educational standard. On completion of the course they will be eligible to qualify by examination for a Coastal Master's Certificate, a Coastal Officer's Certificate or a Coastal Engineer's Certificate. The Administration is currently considering a proposal for the establishment of a shore based nautical school to train indigenes as seamen and engine operators. This school would be complementary to the training ship and would conduct courses in seamanship and engine operation. The educational standard for admission to this school would be lower than for the training ship, but after completing the course and serving a period at sea, trainees who showed sufficient aptitude would be given opportunities for further advancement.

The *Native Apprenticeship Ordinance 1951-1958* 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;	Machinist—Wood;
Carpenter and Joiner;	Plumber;
Draughtsman;	Printer—Compositor;
Driver-mechanic;	Printer—Letterpress Machi-
Electrician;	nist;
Fitter—Diesel;	Radio Technician;
Fitter—Machinist;	Radio Telegraphist;
Mechanic—Aircraft assis-	Rigger;
tant;	Sawyer;
Mechanic—Diesel;	Shipwright; and
Mechanic—Motor;	Weilder.
Mechanic—Refrigerator;	

There are now 200 trainees under apprenticeship agreement, 131 of whom are from New Guinea. Ninety of these apprentices are in training in the Territory of Papua.

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.

An arrangement also exists whereby youths who have reached the required educational standard may be apprenticed under the Queensland Apprenticeship Scheme.

#### *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, 5,244 workers from New Guinea were employed in Papua and 937 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.*

The only non-European workers recruited from outside the Territory are the Papuans mentioned in the preceding paragraph.

Housing provided for Papuan workers recruited for work in New Guinea is required to meet the standards prescribed by the Regulations made under the *Native Labour Ordinance 1950-1956*, as for all other indigenous workers employed in the Territory.

#### *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.

Such compulsory planting of food crops is excluded from the term "forced or compulsory labour" by definition in Article 2 of *International Labour Organization Convention No. 29—Forced Labour*. 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*.

Attention was given during the year to the application to the Territory of the following:—

- No. 7.—*Minimum Age (Sea) Convention*. The *Minimum Age (Sea) Ordinance 1957* was amended by the *Minimum Age (Sea) Ordinance 1958*, which came into force on 5th March, 1959, thus clearing the way for application of this Convention to the Territory. Final action is proceeding.

#### *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 foods, 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 6s. 4½d. a 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 116 deaths among indigenous workers in paid employment during the year. In a tragic accident at Wewak, in the Sepik District, fifteen workers lost their lives when an explosion occurred on the coastal vessel *Busama*. Apart from this accident, the main causes of death were accidents (both outside and arising in employment) (22), pneumonia (10), malaria (8), and dysentery (6). The percentage of deaths was .25 per cent. of the total employed labour force. (The 1957-58 report stated that the percentage of deaths in that year was .03 per cent. of the total employed labour force. This should have read .3 per cent.) Complete figures for 1958-59 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*, the *Electricity Supply Ordinance 1951*, and the *Industrial Safety (Temporary Provisions) Ordinance 1957*. The latter Ordinance contains general provisions relating to the safety of 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 seven full-time labour officers responsible for statutory clerical and administrative processes and six 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.

The right to strike is recognized under Section 543A of The Criminal Code (Queensland, adopted) in its application to the Trust Territory.

#### *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 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 native local government 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 provides for—

- (a) payment of compensation for death or injuries received arising out of or in the course of employment;
- (b) pension payments for indigenous members of the Royal Papua and New Guinea Constabulary; and
- (c) Superannuation benefits for non-indigenous officers of the Public Service. (Legislation is being drafted to provide retirement benefits for members of the Auxiliary Division 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 utensils 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.

Clothing standards are improving; in traditional society there were some areas where no clothing at all was worn, while in other areas people wore only a few shells, beaten bark loin-cloths, grass skirts, or coarse netting woven from bark or leaves. The use of cotton loin-cloths is now widespread. Shorts, singlets and shirts for men and blouses and skirts for women are also in common use by people living in or near towns and other settlements. The use of footwear was unknown in traditional society and is still uncommon.

The housing standards of the indigenous people are also 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.*

Legislation relating to public health introduced during the year included:—

- (a) The *Drugs Ordinance* 1952 which provides that drugs sold are of the required standard, empowers public health inspectors to take samples of drugs for analysis; and makes it an offence to knowingly sell drugs below the required standard.
- (b) Minor amendments to the *Poisons and Dangerous Substances Ordinance* 1958 which provide for greater control over the sale of methylated and rectified spirits.
- (c) Regulations made under the *Public Health Ordinance* 1932-1938, which deal with the control and sanitation of hairdressers' establishments.

*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 has seven functional divisions each under the supervision of an assistant director. The divisions comprise Medical Services; Preventive Medicine; Medical Training; Infant, Child and Maternal Health; Medical Research; Administration; and Mental Health. The functions of the latter Division, which was created during the year, include the investigation, treatment and prevention of mental health problems.

In order to decentralize the operations of the Department and reduce administrative costs, the Territory has been divided into three geographical regions—the New Guinea Mainland, New Guinea Highlands and New Guinea Islands Regions with headquarters at Lae, Goroka and Rabaul respectively. Each region is under the administrative control of a Regional Medical Officer.

*Staff.*—The expansion of public health services is related to the recruitment of additional staff with professional qualifications. Table 1 of Appendix XIX sets out the numbers employed in each medical category at 30th June, 1959.

The cadetship scheme for medical officers continued to provide young, enthusiastic and well qualified medical personnel, and recruiting in the forthcoming year is designed to expand the scheme.

Indigenous staff employed include two assistant medical practitioners, dental assistants and orderlies, hospital and nursing assistants, aid-post orderlies, hospital orderlies, X-ray assistants and orderlies, malaria control workers, laboratory staff and health inspectors' assistants. The assistant medical practitioners are officers of the Third Division of the Public Service, five members of the staff

are officers of the Auxiliary Division, and the remainder are Administration servants. All employees have opportunities for progress in status and salary as skill and experience increase.

*Medical Services Outside the Administration.*

The majority of religious mission organizations provide medical services. These comprise 67 hospitals, 304 aid posts or medical centres, 63 welfare clinics and two hansenide colonies, staffed by 673 indigenes and 181 others, including fifteen medical practitioners. The missions are assisted by the Administration through a system of grants-in-aid and by the supply of drugs, dressings and equipment. The grants-in-aid and monetary value of supplies totalled £64,605 for the year under review. Grants-in-aid for the construction of mission hospitals and pre-school play centres amounted to £171,305.

Five Administration hansenide colonies and two tuberculosis hospitals are staffed and administered by missions on behalf of the Administration. The expenditure on these institutions totalled £109,188, all of which was met by the Administration.

There are no private hospitals other than those conducted by missions, but seven medical practitioners and three dental surgeons, three pharmacists and an optician are in private practice. Nineteen medical assistants are employed on various plantations.

*Co-operation with Other Government 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.

The Assistant Director (Preventive Medicine) and the Specialist (Tuberculosis) attended a South Pacific Commission conference on tuberculosis at Pago Pago, American Samoa, during November, 1958.

The Specialist (Leprosy) was granted a World Health Organization fellowship for the study and observation of Hansen's disease. He attended a conference in Japan in November, 1958, and then studied the treatment of the disease in Thailand, India, Ceylon, Malaya and the Philippines.

A dental officer attended the World Health Organization Dental Health Seminar at Adelaide, Australia, in February, 1959.

The Assistant Director, Infant, Child and Maternal Health, attended a World Health conference on maternity care arranged for the Western Pacific Region at Manila in March, 1959.

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 £1,256,924 and expenditure on works and services of a capital nature and on the improvement and maintenance of hospital buildings and equipment amounted to £553,828. The principal works undertaken included completion of the general hospital at Nonga and continuation of construction on general hospitals at Wewak and Madang, tuberculosis hospitals at Bita Paka and Butaweng, and Hansenide colonies at Hatzfeldhafen, Togoba and Raihu.

The ascertainable expenditure by missions from their own funds on medical services totalled £105,486. Native local government councils reported an expenditure of £12,165.

#### (b) MEDICAL FACILITIES.

##### Hospitals.

There are 74 Administration hospitals in the Territory, including five hansenide colonies and two tuberculosis hospitals which are staffed and administered by missions on behalf of the Administration. Admission to hospital is free to indigenes except in the case of ten paying hospitals at centres where free hospitals are also established.

New hospitals opened during the year included a 316 bed general hospital at Nonga (New Britain District), a 450 bed tuberculosis hospital at Butaweng (Morobe District) and district hospitals at Green River (Sepik District) and Cape Gloucester (New Britain District).

Estimated expenditure on the hospital building programme for 1959-60 is £534,250. Planned works include the replacement of buildings at 21 of the older hospitals and the construction of three hansenide colonies and two tuberculosis hospitals which has been undertaken by various missions on behalf of the Administration. The costs incurred in the building of these five hospitals, which are expected to total about £75,000, will be repaid to the missions concerned.

##### Medical Aid Posts (Village Dispensaries).

Medical aid posts are established to serve groups of villages throughout the Territory and are staffed by indigenous aid post orderlies who have completed a two-year course of training. The posts extend simple medical aid to indigenes, assist in establishing good hygiene practices and encourage the sick and injured to seek admission to hospital for treatment. Aid post orderlies carry out regular medical patrols to all the villages within their area. The number of Administration posts increased from 878 to 898, and those operated by missions from 238 to 304.

The following table shows the number and location of Administration aid posts, personnel and known treatments for the year. As the returns from many posts are

received only at irregular intervals, the treatments shown do not give a complete picture of the work actually performed:—

District.	Number of Aid Posts.	Number of Medical Personnel.	Number of Known Treatments.
Morobe .. ..	212	206	388,416
Madang .. ..	53	53	73,787
Sepik .. ..	141	145	215,203
Eastern Highlands .. ..	128	119	122,390
Western Highlands .. ..	91	105	308,531
New Britain .. ..	100	109	183,766
New Ireland .. ..	58	63	87,072
Bougainville .. ..	83	82	95,561
Manus .. ..	32	32	12,451
Total .. ..	898	914	1,487,177

##### Administration Medical Patrols.

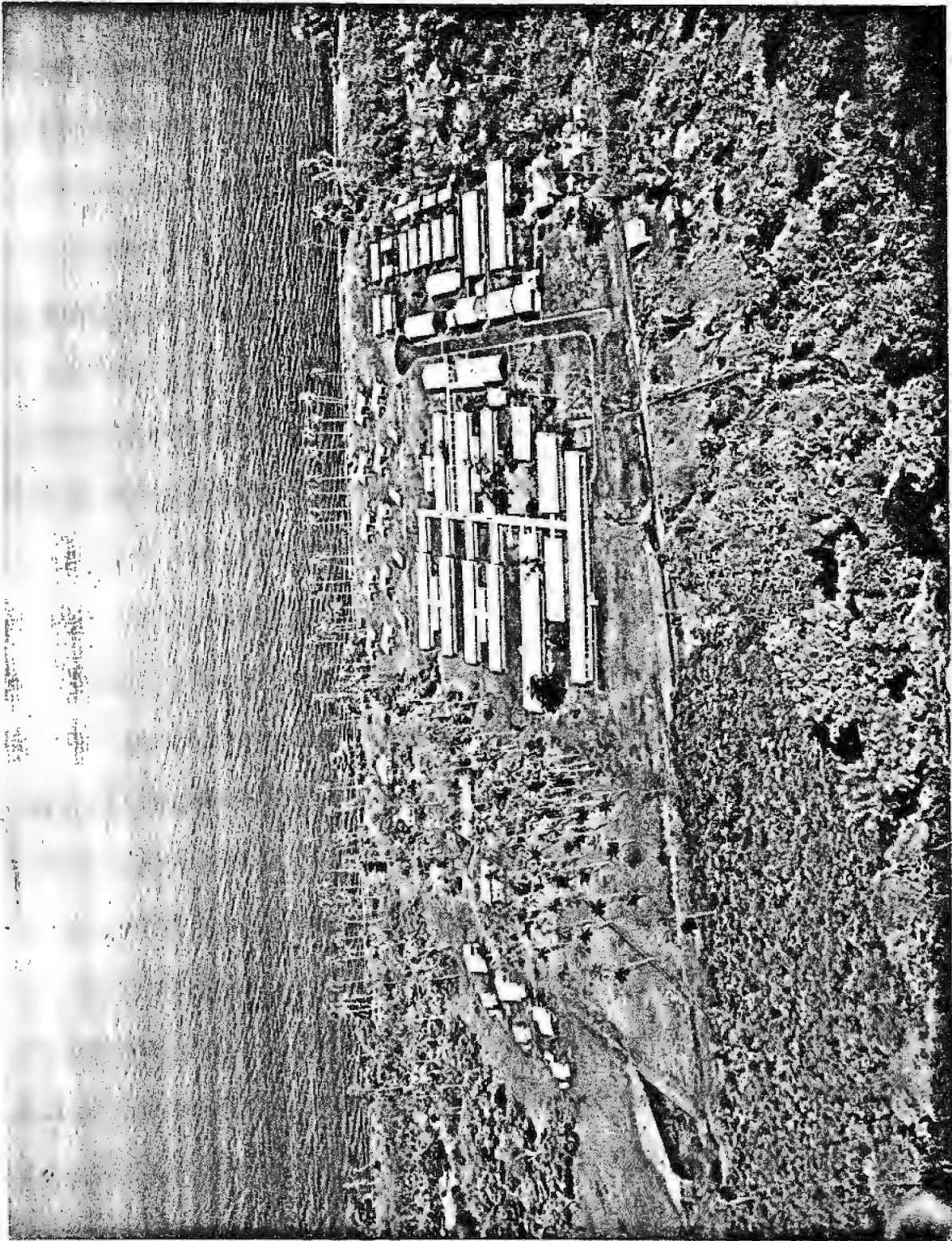
The number of medical patrols carried out by European medical officers and medical assistants was 191 compared with 171 for the previous year. During these patrols 334,863 people from 2,632 villages were examined and treatments given or arranged for the following cases:—

Disease.	Number Treated.
Yaws .. ..	1,462
Tropical ulcers .. ..	3,964
Scabies .. ..	7,630
Tinea .. ..	15,211
Leprosy .. ..	205
Elephantiasis .. ..	639
Veneral diseases .. ..	11
Conjunctivitis .. ..	1,530
Other eye conditions .. ..	2,686
Severe anaemia .. ..	418
Pulmonary tuberculosis .. ..	146
T.B. glands .. ..	289
Congenital abnormalities .. ..	433
Dental attention .. ..	32,355
Deformities and spastic conditions .. ..	796
Nutritional diseases .. ..	147
Enlarged liver .. ..	831
Fever .. ..	1,549
Other .. ..	6,306
Total .. ..	76,608

In addition 1,643 patrols were undertaken by indigenous hospital assistants and orderlies.

##### Specialist Services.

**Maternity and Child Health Service.**—At the end of the year 280 clinic centres were serving 1,335 villages with a population of 261,624. In addition, regular clinics are held at ten Administration hospitals. At all other hospitals any requirements are attended to by the hospital staff. The number of children attending clinics increased by more than 14,000 and ante-natal attendances increased by 1,300.



A general view of the Nonga General Hospital, Rabaul.

[To face page 104.]  
F.1429/60.(i)



A corner of the male surgical ward at the Nongga General Hospital.





Patient being fitted with the upper half of an artificial leg at the Administration artificial leg factory at Lae.

[To face page 104.]  
F.1429/60.(iv)



Happy with his new set of dentures. Medical and dental treatment is available to the indigenous people free of charge.

[To face page 104.]

F.1429/60.(iii)

The aim of the service is to maintain infant, child, and maternal health at the highest level. At regular village clinics practical advice is given on feeding and weaning and general care of the infant and child, with special emphasis on hygiene and the use of correct foods. Treatment of minor ailments is undertaken and sick children are referred for medical attention. School medical examinations, immunization, ante-natal and post-natal care, pre-school services and the training of indigenous girls in infant welfare, midwifery and pre-school duties are other important aspects of the work. The training courses provided are described in Section (f) of this Chapter.

The religious missions assist in this field and 63 of their stations submit regular reports to the Administration on their activities.

There are eleven Administration pre-school centres with a total enrolment of 315 children and a daily average attendance of 253. The centres are operated by local pre-school committees and the Administration provides up to 60 per cent. of the building costs. At six centres the Administration also provides the services of qualified pre-school teachers; and at the other five centres where qualified teachers are not available a subsidy of £10 per child per annum on a daily average attendance basis is paid by the Administration towards the employment of supervisory staff. Milk is issued to pre-school centres free of charge.

The aim of the pre-school movement is to give the young child a secure approach to his later school life. Centres with qualified staff serve as training centres for indigenous pre-school assistants, who after graduation and a year's supervised work with village groups, will be capable of accepting full responsibility for village playgrounds.

All pre-school children are given regular medical inspections and a full medical examination is carried out annually.

Playgrounds for young indigenous children are in constant use at Rabaul, Madang and Bulolo.

*Malaria Control.*—Malaria is still the most widespread disease in the Territory, and its control is receiving a high degree of priority. A laboratory under the control of a specialist medical officer is to be established in Rabaul for the assessment of spraying operations through clinical and entomological surveys.

The plan for a Territory-wide malaria eradication campaign formulated in January, 1958, has been modified slightly to enable more time to be given to explain to the people the need for the campaign and the necessity for its complete and conscientious implementation. The purpose is to secure the fullest co-operation and assistance of the village people and thus enable the maximum use to be made of trained indigenous supervisors and workers.

The pilot project which has been in operation in the Maprik area of the Sepik District was extended to give protection to the original comparison area and by the end of June, 1959, 36,500 indigenes were being protected in that zone.

Intensive laboratory and field studies into the residual action of DDT and dieldrin as residual sprays on walls constructed of plant materials were confirmed at Maprik and a follow-up survey made in September, 1958, showed that there had been a reduction in the infant parasite rate from about 70 per cent. to 35 per cent. after one year's spraying.

By the end of June, 1959, the first spraying of all houses in the New Ireland District (population 35,000) had been completed. The spraying was carried out almost entirely by voluntary workers. This ready response by the indigenous people was undoubtedly due to the explanations of the purpose of the campaign and of the benefits that would accrue from it, which were given to the people by the health educators and malaria control assistants.

It is expected that spraying operations will begin in the Bougainville, New Britain and Manus Districts within the coming year.

Malaria control in townships by conventional methods continued. Malaria suppressives are issued free of charge to indigenes and to Administration personnel. The infant, child and maternal welfare services, aid posts and hospitals, play a considerable part in distributing suppressives to the indigenous population.

*Tuberculosis Control.*—Two tuberculosis survey units carried out epidemiological surveys, vaccination and case finding work in the Eastern Highlands, Sepik and Bougainville Districts. Ten areas were surveyed involving the examination of some 73,000 persons. A further survey was begun in the Admiralty Islands and is continuing. These surveys were part of a continuing plan to give complete coverage to the whole Territory. Each survey unit is fully equipped for field laboratory work and carries X-ray equipment. In the coming year a third survey unit will be in operation.

At the end of the year, 400 tuberculosis cases were receiving treatment at hospitals as inpatients. Domiciliary services were providing treatment for more than 1,100 patients.

Patients discharged from hospital to domiciliary care are issued with full written instructions for supervised village treatment, and are brought to centres at regular intervals for laboratory and X-ray checks.

Thoracic surgical units which visited Port Moresby during 1958-59 operated on 62 patients from the Trust Territory.



In the coming year the tuberculosis control service will be expanded through increased surveys and by an extension of domiciliary services and hospital accommodation.

*Veneral Disease.*—The incidence of this disease is very low and treatment is available at all hospitals.

*Yaws.*—The anti-yaws campaign for all practical purposes is concluded.

*Hansen's Disease.*—The World Health Organization granted a six months fellowship to the Administration Leprologist to study leprosy control programmes in the Philippines, Thailand, India, Japan, Ceylon and Malaya, and to attend the World Health Organization Inter-Regional Leprosy Congress and the International Leprosy Congress at Tokyo in November, 1958.

There are five Administration and two mission hanseidic colonies in New Guinea located as follows:—

District.	Colony.	Patients.(a)
Madang .. ..	Hatzfeldhafen .. ..	166
Western Highlands .. ..	Mt. Hagen (Togoba) .. ..	496
Western Highlands .. ..	Yampu .. ..	355
Sepik .. ..	Aitape .. ..	343
Morobe .. ..	Etap .. ..	89
New Ireland .. ..	Anelaua .. ..	132
Bougainville .. ..	Torokina .. ..	42

(a) At 31st March, 1959.

Out-patient treatment is available at all Administration and mission general hospitals and at aid posts, and during the year 864 patients were treated at these establishments.

During the year 682 patients were discharged from the various hanseidic colonies for continuation of treatment on a domiciliary basis. Each patient carries a small booklet recording his further treatment which is carried out at his nearest aid post or hospital. All patients receiving domiciliary treatment are given full examinations at regular intervals.

Two hanseidic surveys were undertaken, one in the Madang District and the other in the Wabag area of the Western Highlands District. In the Madang District 78 cases of Hansen's disease were found among the 12,617 people examined: a rate of incidence of 6.18 per 1,000 (tuberculoid type 5.55 per 1,000 and lepromatous type, 0.63 per 1,000). In the Wabag area, of the 15,071 people examined 50 were found to be suffering from the disease, the rate of incidence being 3.64 per 1,000 (tuberculoid type 3.58 per 1,000, and lepromatous cases 0.06 per 1,000). Domiciliary treatment was arranged for 124 of these cases. Progressive case finding-surveys to estimate the incidence of the disease in all parts of the Territory will be continued.

*Research.*—A Division of Medical Research has been established under the control of an Assistant Director. The Division will consolidate and co-ordinate all aspects of medical research within the Territory. At present, research is being directed to kuru, goitre and infant mortality, in addition to the malaria research programme.

Research into the disease known as kuru is being undertaken by the Department of Public Health assisted by two teams of research workers, each investigating possible causative factors. A group from the Adelaide University is investigating the disease from the genetic aspect, and a team from the National Institute of Health, Maryland, U.S.A. is examining the problem from the histo-pathological and bio-chemical aspects.

No early results are expected as the problem is a complex one requiring exhaustive case and family history recording.

*Dental Service.*—The year saw the development within the Department of Public Health of a preventive dental treatment service along the lines recommended by J. Francon Williams, a specialist from the New Zealand Division of Dental Hygiene, who made a survey of dental health in the Territory in 1958.

The service will provide ultimately for free preventive dental treatment for all school children up to the age of fourteen years. Firm preparations have been made for the establishment of a supply service which will ensure adequate equipment and supplies of a consistent standard, and the introduction of a recording system which will provide permanent history records of a kind that will enable an assessment to be made of the overall progress of the scheme, and establish the incidence of various conditions in the Territory.

At the outset, all children up to and including Standard 2 will be enrolled in the scheme and examined at nine monthly intervals until they leave school. Essential remedial treatment will be available to older children not included in the preventive treatment scheme. Eventually the scheme will apply to all school children up to fourteen years of age.

The scope of treatment to the remainder of the community will be limited, especially in the field of prosthetics where function and effect on general health rather than aesthetic considerations will determine whether treatment outside the limits of relief-of-pain should be given. Hospital patients are in a priority group for general treatment in an attempt to remove the debilitating effects of untreated dental diseases.

Regular treatment tours are made by officers of the dental service to outstations selected for accessibility to large populations and both remedial and preventive treatment is given. In areas where the regular dental service

is not yet available, medical officers and medical assistants provide simple dental treatment such as dressings and extractions.

Three dental practitioners are employed by missions at Madang and Rabaul and dental practitioners are in private practice at Rabaul and Lae.

A Maxillo Facial Unit has been established at the Administration General Hospital at Port Moresby. This unit, in co-operation with the hospital's general surgery team, treats all major oral surgical cases from the Trust Territory.

*Ophthalmology.*—A specialist ophthalmologist is now based at each of the regional headquarters at Rabaul, Lae and Goroka, and cases are referred to them from all hospitals. Medical personnel engaged on routine medical patrols make note of eye cases requiring non-immediate specialist attention and at intervals selected patients are brought together at convenient centres for treatment by the ophthalmologist during his regular tours of the region.

Trachoma campaigns as such have not so far been undertaken, but wherever there are a number of cases, particularly in schools, the ophthalmologist institutes mass treatment. Periodic outbreaks of conjunctivitis are dealt with as the occasion arises.

*Mental Health.*—As the result of a survey of mental health in the Territory which was carried out last year by a psychiatrist and a professor of psychology from Australia, a Division of Mental Health has been established within the Department of Health. The Division will be under the control of an Assistant Director who will take up duty during the coming year. The treatment of the mentally ill is undertaken at all Administration general hospitals.

*Artificial Limb Factory, Lae.*—This establishment was set up mainly to cater for the needs of indigenous amputees, many of whom would otherwise have remained permanently incapacitated.

During the year, 93 prostheses were manufactured and fitted.

#### (c) ENVIRONMENTAL SANITATION.

##### *Removal and Treatment of Waste Matter.*

There are no reticulated water supplies in Territory towns. Disposal of nightsoil is by septic tank or conservancy methods and where currents are suitable, by sea disposal. Aqua-prives have been installed in selected places and have proved quite successful.

Refuse is disposed of by controlled tipping, incineration or dumping in the sea. Controlled tipping has been used effectively to reclaim areas of swampy land adjacent to the town of Rabaul.

Assistant health inspectors trained by the Central Medical School, Suva, are carrying out a systematic programme of instructing and supervising the indigenous

people in the correct disposal of wastes. In the rural villages this function is exercised by aid post orderlies with the help of advice and demonstrations from patrols by the Departments of Public Health and Native Affairs.

##### *Water Supplies.*

In most towns reliance is placed on rain water storage, supplemented by water from deep wells. In Rabaul a water treatment plant has been installed on a well in the town area, and test boring is being carried out in an effort to find suitable supplies at depth and in sufficient quantities to provide a reticulated supply of potable water to the community. Well water is periodically tested and rural communities are encouraged to send water samples into Department of Health Laboratories for analysis. Village people have always been conscious of the need for a safe water supply and most villages have a reasonably well-guarded source.

##### *Food Inspection.*

Medical officers and health inspectors carry out frequent inspections of imported foods, of all places where food is manufactured or stored for sale, and of town markets where locally grown vegetables and fruits are offered for sale. Local milk production is small but increasing. All dairy cows are T.B. tested and dairies are frequently inspected.

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.*

Efficient pest eradication equipment is available at all major towns and at a number of smaller ones. Rodent control is constantly exercised particularly at ports of entry; the Department employs trappers, encourages trapping by others and gives free issues of rat poison. Private pest exterminators usually attend to the spraying of dwellings for insect infestation, but the Administration carries out spraying in some cases.

#### (d) PREVALENCE OF DISEASES.

##### *Principal Diseases.*

The principal diseases and conditions for which patients were admitted to hospital during the year were malaria, pneumonia, tropical ulcer and bronchitis.

Seasonal outbreaks of pneumonia occurred in the Highlands Region during the year and some deaths occurred among infants and elderly people. Necessary measures were taken to combat the outbreaks through medical patrols and aid posts.

The following table shows the incidence of the principal diseases among indigenous cases treated in Administration hospitals:—

Reason for Admission.	In-Patients.	Percentage.
Malaria .. .. .	14,504	16.76
Pneumonia .. .. .	7,420	8.57
Tropical Ulcer .. .. .	4,857	5.61
Bronchitis .. .. .	3,373	4.36
Diarrhoea .. .. .	3,467	4.01
Confinements .. .. .	2,672	3.09
Scabies .. .. .	2,622	3.03
Lacerations .. .. .	2,122	2.45
U.R.T.I. .. .. .	2,057	2.38
Tubercular Infections .. .. .	1,995	2.30
Malnutrition .. .. .	1,600	1.85
Leprosy .. .. .	1,424	1.64
Abscess .. .. .	1,324	1.53
Wounds .. .. .	1,323	1.53
Fractures .. .. .	1,281	1.48
Common Cold .. .. .	1,195	1.38
P.U.O. .. .. .	1,080	1.25
Tuberculosis (Pulmonary) .. .. .	1,063	1.23
Conjunctivitis .. .. .	1,005	1.16
Others .. .. .	29,757	34.39
Total .. .. .	86,543	100.00

#### Principal Causes of Death.

The pattern has not altered substantially from that of the preceding year and although pneumonia and malaria were still the chief causes of death, the percentage of deaths from these diseases showed a slight decrease.

The table hereunder gives the principal causes of death in Administration hospitals during the period under review.

Cause of Death.	No. of Deaths.	Percentage of Total Deaths.
Pneumonia .. .. .	624	30.54
Malaria .. .. .	169	8.27
Malnutrition .. .. .	100	4.89
Pulmonary Tuberculosis .. .. .	94	4.60
Meningitis .. .. .	93	4.55
P.U.O. .. .. .	82	4.01
Dysentery .. .. .	81	3.96
Prematurity .. .. .	78	3.82
Gastro-enteritis .. .. .	47	2.30
Valvular Disease .. .. .	42	2.06
Cirrhosis .. .. .	38	1.86
Carcinoma .. .. .	30	1.47
Anaemia .. .. .	29	1.42
Nephritis (Acute) .. .. .	28	1.37
Diarrhoea .. .. .	25	1.22
Tetanus .. .. .	25	1.22
Hepatitis Infective .. .. .	24	1.17
Bronchitis .. .. .	22	1.08
Peritonitis .. .. .	21	1.03
Cerebro Spinal Meningitis .. .. .	21	1.03
Fractures .. .. .	17	.84
Influenza .. .. .	16	.78
Suffocation, Drowning, &c. .. .. .	16	.78
Pleurisy (with effusion) .. .. .	15	.73
Diphtheria .. .. .	15	.73
Brain Trauma .. .. .	12	.59
Burns .. .. .	12	.59
Carditis .. .. .	12	.59
Septicæmia .. .. .	11	.55
Congenital Deformities .. .. .	10	.50
Others .. .. .	234	11.45
Total .. .. .	2,043	100.00

#### Important Case Mortality Rates in Percentages.

The following table discloses important case mortality rates in percentages for the indigenous population:—

Reason for Admission.	Number Treated.	Number of Deaths.	Percentage of Deaths.
Septicæmia .. .. .	13	11	84.62
Thrombosis .. .. .	5	4	80.00
Tetanus .. .. .	32	25	78.13
Diphtheria .. .. .	20	15	75.00
Carcinoma of Uterus .. .. .	4	2	50.00
Peritonitis .. .. .	46	21	45.61
Brain Trauma .. .. .	27	12	44.44
C.S. Meningitis .. .. .	52	21	40.38
Blackwater Fever .. .. .	5	2	40.00
Duodenal Ulcer .. .. .	10	4	40.00
Cirrhosis of Liver .. .. .	97	38	39.18
Meningitis .. .. .	287	93	32.40
Gastric Ulcer .. .. .	13	4	30.77
Myocarditis .. .. .	10	3	30.00
Haemorrhage (primary) .. .. .	15	4	26.67
Leukaemia .. .. .	9	2	22.22
Carcinoma .. .. .	137	30	21.90
Chronic Nephritis .. .. .	23	5	21.74
Sarcoma .. .. .	26	5	19.23
Acute Nephritis .. .. .	155	28	18.06
Dysentery (Amoebic) .. .. .	13	2	15.38
Acute Gangrene .. .. .	20	3	15.00
Ruptured Spleen .. .. .	36	5	13.89
Post Partum Haemorrhage .. .. .	65	8	12.31
Haematemesis .. .. .	18	2	11.11
Hepatitis .. .. .	223	24	10.76
Beri Beri .. .. .	22	2	9.09
Dysentery (Bacillary) .. .. .	167	15	8.98
Dysentery (Unknown) .. .. .	760	64	8.42
Pneumonia .. .. .	7,420	624	8.41
Fractures .. .. .	216	17	7.87
P.U.O. .. .. .	1,080	82	7.59
Jaundice .. .. .	40	3	7.50
Pulmonary Tuberculosis .. .. .	1,063	77	7.24
Avitaminosis .. .. .	29	2	6.90
Poliomyelitis .. .. .	102	7	6.86
Malnutrition .. .. .	1,600	100	6.25
Gastro-enteritis .. .. .	775	47	6.06
Anaemia .. .. .	573	27	4.71
Snake Bite .. .. .	83	2	2.41
Malaria .. .. .	14,504	169	1.17
Leprosy .. .. .	1,424	7	0.49
Confinements .. .. .	2,672	4	0.15

#### Vital Statistics.

There are still no valid vital statistics available. Information being obtained by the increasing number of local government councils will in future years provide a basis for such statistics.

#### (e) PREVENTIVE MEASURES.

##### Vaccination.

Stress is continually placed on preventive medicine and all suitable vaccines are provided free of charge. Immunization against pertussis, diphtheria and tetanus is given as a routine to children attending both Administration and mission maternal and child welfare clinics. A large proportion of the population has received T.A.B. vaccine.

Vaccination with Salk vaccine has begun as part of a planned campaign against poliomyelitis and approximately 23,000 injections were given during the year.

#### *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.

#### *Quarantine.*

There are two international air-routes in New Guinea. One passes through Bougainville to the British Solomon Islands and the other passes through Wewak to Netherlands New Guinea. Full quarantine procedures are carried out at the ports of landing in the Territory. Medical officers are stationed at each shipping port of entry and quarantine procedures are applied to all overseas ships.

### (f) MEDICAL TRAINING AND HEALTH EDUCATION.

#### *Training.*

The Division of Medical Training of the Department of Public Health is responsible for the training of Administration medical staff within the Territory.

*Assistant Medical Practitioners.*—During the year training of assistant medical practitioners began at the Papuan Medical College which is associated with the Port Moresby General Hospital. The course consists of a preliminary year and five years of further study along the lines of medical courses at Australian universities, but with passes at a lower standard. Students who have passed the Queensland Junior Public examination or its equivalent will be admitted to the first year of the course, while all others must undertake at least one year of preliminary training. Seven male and one female students from New Guinea began their preliminary year during the period under review.

*Nurses.*—General nursing training has now been established at the Rabaul General Hospital. The course follows the Australian pattern and successful female students will be designated territorial nurses or nursing assistants depending on the standard reached. At 30th June, 1959, 49 males and 31 females were undergoing training. The male students who pass will be designated hospital assistants.

*Aid Post Orderlies.*—The training of aid post orderlies, male indigenes who staff the organization providing medical services at the village level, is one of the most important parts of the overall training programme. Train-

ing of these personnel is carried out at Aid Post Training Schools at Rabaul, Lae, Wewak, Goroka and Mount Hagen, where students undergo a two-year course in the theory and practice of medicine and hygiene as it applies to their work at aid posts. The schools are in the charge of full-time European medical instructors assisted by indigenes who have been trained for this work. At the end of the year 175 aid post orderlies were in training.

*Medical Orderlies.*—These orderlies carry out routine nursing duties and are trained at hospitals by medical assistants under the supervision and direction of a medical officer. At the close of the year, 759 males and 124 females were undergoing this form of training.

*Infant and Maternal Welfare.*—The Infant, Child and Maternal Health Division trains girls as midwifery assistants, midwifery orderlies, infant welfare assistants and infant welfare orderlies. The Administration is assisted in this training by the religious missions who are subsidized for the work. There are eight Administration and three mission training centres from which one midwifery assistant, thirteen infant welfare orderlies and three midwifery orderlies graduated in 1958-59. A further 76 are in training at Administration centres and 25 at mission centres.

Midwifery assistants and infant welfare assistants are admitted to training at educational standard 5. 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 conducted by the Administration 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 clinics caring for mothers and infants. Infant welfare orderlies are trained to work under supervision and undergo only an oral and practical examination.

*Pre-school Assistants.*—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. Six New Guinea students are at present in training and on graduation will work in indigenous pre-school centres in urban and rural areas.

*Dental, Laboratory and X-Ray Assistants and Orderlies.*—Students of educational standard 9 are accepted for training as dental assistants and laboratory assistants, while standard 7 is required for X-ray assistants. Training of these categories is carried out at the Rabaul General Hospital and covers a period of three years. Dental, X-Ray and laboratory orderlies receive a lower standard of training and work under supervision. At the present time the following trainees are undergoing training:—

Dental Assistant .. .. .	1
X-Ray Assistant .. .. .	4
Laboratory Assistant .. .. .	2
Laboratory Orderly .. .. .	9

*Malaria Control.*—Malaria control assistants undergo a two months' course of training to fit them for malaria control work and supervision in the field. Four were trained for this work during the year.

*Central Medical School, Suva, Fiji.*—Provision is made for indigenes who have reached the required educational standard to attend the Central Medical, Dental and Nursing Schools at Suva, Fiji. At 30th June, 1959, eight students were attending the following courses:—

Preliminary year .. .. .	4
Assistant Medical Practitioner .. .. .	3
Laboratory Assistant .. .. .	1
Total .. .. .	8

#### *Health Education.*

Two specialist health educators completed diploma courses at the University of London during the year under fellowships from the World Health Organization and since their return have been engaged in organizing health education generally.

Special weekly broadcasts in three languages are devoted to health topics, and health education is included in all other sessions where appropriate. Full use is made of news sheets and the press for health articles.

Health education committees have been formed in Rabaul and at Nakanai in the Gazelle Peninsula and the formation of additional village committees throughout New Britain is planned for 1959-60.

Plans have been made to train six educated New Guinea youths in health education methods and techniques to assist the anti-malaria campaign. This will be gradually expanded and selected indigenes, who have completed all the formal courses, will undertake special health education studies which will enable them to qualify as health educators.

Health education is now included in courses for officers of all departments at the Australian School of Pacific Administration, and a central Health Education Council has been formed to ensure that health education is brought into the activities of all field departments.

#### (g) NUTRITION.

Most of the people live in rural areas and if a variety of local foods is eaten an adequate diet can be obtained. 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 white 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 food 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 and so on 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 and 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 text-book on infant feeding and simple instructions

for lectures and demonstrations on infant feeding have been compiled. These are 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 1951-1959* and the *Commerce (Trade Descriptions) Ordinance 1952-1953*. 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 .. .. .	26
Opium in the form of tinctures, extracts, &c. ..	12*
Cocaine .. .. .	6
Pethidine .. .. .	888
Methadone .. .. .	1

\* Morphine content.

The importation of diacetyl morphine (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 *Drugs Ordinance 1952* and the *Poisons and Dangerous Substances Regulations and Drugs 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.

No maximum alcoholic content is prescribed in respect of wines, beer and other fermented beverages.

The quantities of liquor imported into the Territory during the years 1957-58 and 1958-59 are as follows:—

	1957-58.	1958-59.
	Imperial gallons.	Imperial gallons.
Ale, beer, stout, cider, &c. .. .. .	469,750	402,373
Spirits—		
Brandy .. .. .	2,923	3,189
Gin .. .. .	3,565	4,300
Whisky .. .. .	8,038	8,307
Rum (underproof) .. .. .	11,588	15,719
Rum (overproof) .. .. .	2,407	2,517
Other Spirits .. .. .	2,251	1,959
Wines—		
Sparkling .. .. .	1,291	1,053
Still .. .. .	7,489	6,661
Still (sacramental) .. .. .	1,738	1,477
<b>Total .. .. .</b>	<b>511,040</b>	<b>447,555</b>

#### 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 rural areas the vast majority of the people build houses of traditional design from materials available locally. There are no pressing problems and there is no housing shortage.

In the towns, despite the extensive building operations which have been and are being carried out, a shortage of housing accommodation remains. The basic reason is that building capacity has not been able to keep pace with the increase in the urban population, but the problem is now being alleviated by an expanded building programme. New houses are modern in design and generally suited to the climate. Building materials used are mainly timber, fibro cement sheets, cement and galvanized iron.

The Native Labour Ordinance and allied employment legislation prescribe the minimum standards of housing for indigenous workers.

The War Services Homes Division of the Commonwealth of Australia Department of National Development provides capital up to £2,750 in each case to enable ex-servicemen to erect or purchase homes. The interest rate is 3½ per cent., repayable over a period of 30 years or 45 years, depending on the nature of the materials used in construction.

Housing loans to a maximum of £2,750 may be made under the *Housing Loans Ordinance 1953-1958* to any member of the community for the purpose of purchasing, constructing, or enlarging a home. Such loans are limited to township areas and are repayable over a maximum period of 35 years. The effective rate of interest is 5 per cent.

*Town Planning.*

As indicated earlier in this chapter authority to supervise the planning and development of towns is vested in a Town Planning Board advised by a Town Planner.

During the year a land use survey was made of the town of Wau, and draft zoning plans were prepared of the towns of Wau, Goroka, Mount Hagen and Banz. Contour and feature surveys were made of the towns of Kieta and Kokopo; draft town plans were also designed.

*Training and Research.*

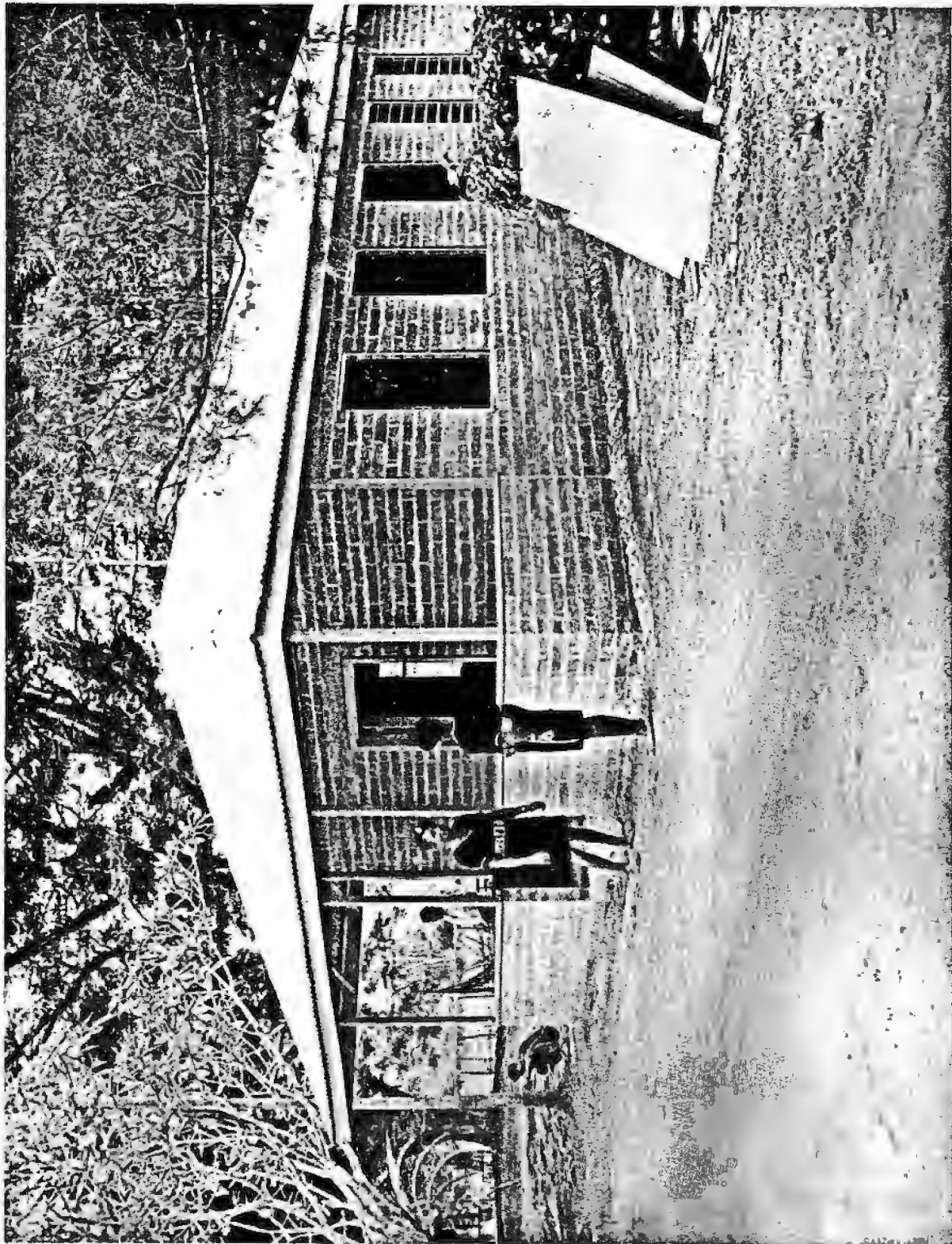
Effective training in the building and associated trades is being provided at the technical schools and under the provisions of the Native Apprenticeship Scheme, and practical training is given to indigenous artisans employed by the Administration and missions in the construction of hospitals, schools, 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.

The building experiments referred to in last year's report were continued. The aim of these experiments is to ascertain what building materials can be manufactured cheaply from local resources, in particular by unskilled or semi-skilled operators, and to develop simple construction procedures. Materials which have proved satisfactory include bricks and blocks of various types, and pisé and stabilized earth have also given good results. By using these materials and simplified methods of construction in part of its own building programme, the Administration hopes to encourage others to follow suit.

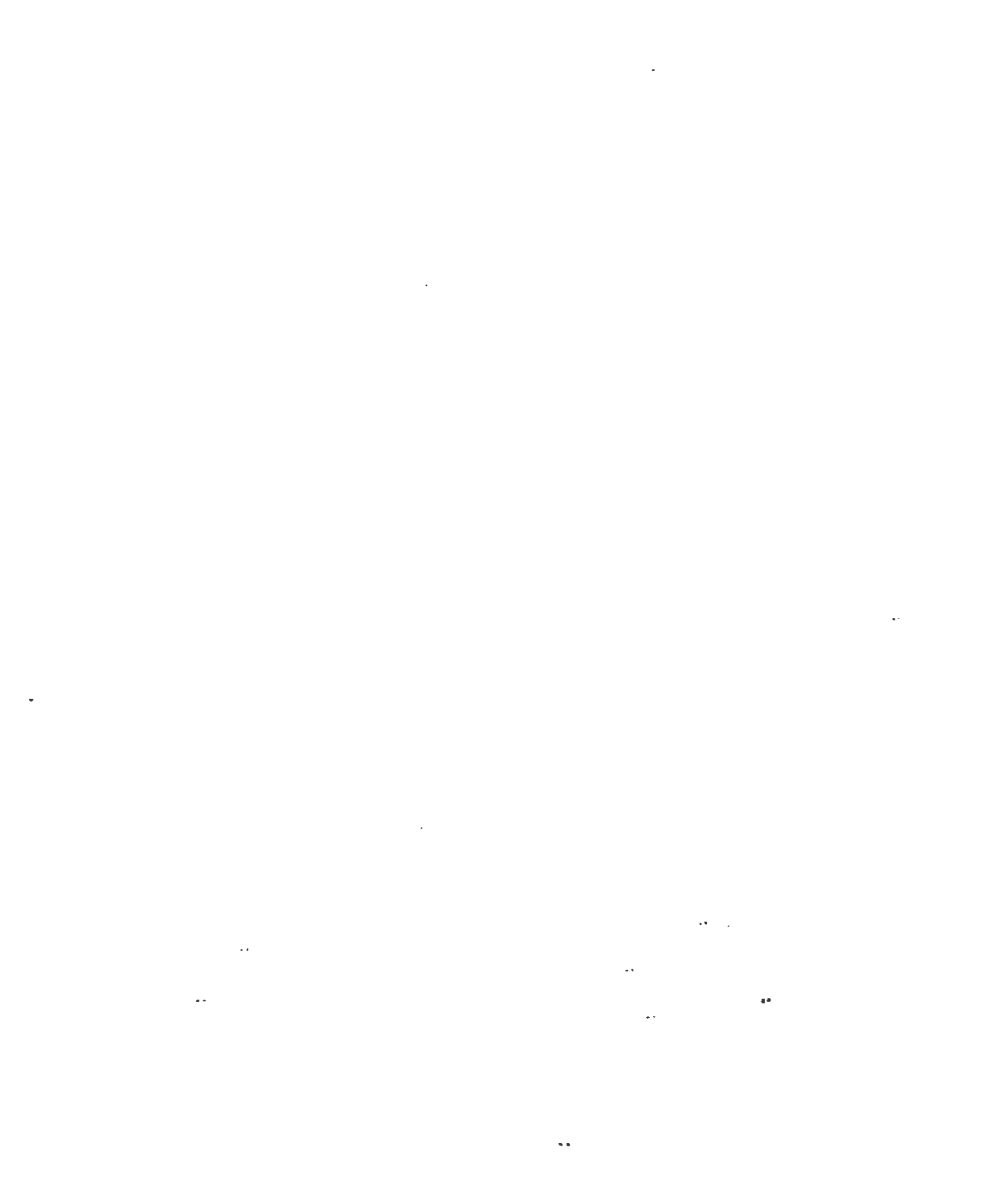
There is evidence of a desire among the indigenous population to improve their standards of housing as a result of new needs induced by economic prosperity and it is expected that they will make increasing use of these materials, building methods and new designs to replace their own building practices.

Mr. H. T. Winful, Housing Adviser to the Government of Ghana, and an officer of the Commonwealth of Australia Experimental Building Station, Sydney, visited the Territory during February 1959. Mr. Winful, who





One of the new types of buildings being constructed of locally made bricks.



has had experience in Ghana with all forms of stabilized earth construction, inspected the various works being undertaken by the Administration and advised the officers concerned of the problems involved. A report submitted by the Commonwealth Officer on the legislation affecting housing in the Territory is under consideration.

## CHAPTER 12.

### PROSTITUTION.

There is no problem of prostitution or brothel-keeping and, as the traffic for purposes of prostitution is non-existent in the Territory, legislative or administrative measures are not necessary.

## CHAPTER 13.

### PENAL ORGANIZATIONS.

#### *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.

#### *Prison Legislation.*

The *Corrective Institutions Ordinance 1957*, which was referred to in the Annual report for 1957-58, was amended during the year to ensure a greater measure of inspection by visiting justices and to provide more flexibility in their appointment. The Ordinance has not yet been brought into operation pending finalization of regulations and administrative arrangements connected with the organization and management of Institutions.

Meanwhile the *Prisons Ordinance 1923-1957* and *Prisons Regulations* provide for the organization, discipline, powers and duties of prison officers and for all matters connected with the administration of the prison service. They also govern the admission, confinement, removal, discipline and release of prisoners, and prescribe the powers and functions of visiting justices, visiting medical officers and chaplains.

Prisoners other than those convicted before the Supreme Court must be committed to the nearest prison to serve any sentence imposed. Long-term prisoners may be transferred to central prisons for more effective supervision and planned training.

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.

#### *Departmental Organization.*

The Controller of Corrective Institutions has the administrative responsibility for all prisons which under the new legislation will be designated corrective institutions. Members of the Royal Papua and New Guinea Constabulary, now engaged on prison duties, will be replaced progressively by trained corrective institution officers and warders. The recruitment of suitable persons for these positions is in hand and some appointments have been made. Qualifications required include experience with an understanding of the indigenous people. Appointees to junior officer positions undergo a period of training at the Central Prison in Port Moresby, Papua.

The prisons of the Territory are divided into three categories—central, district and subsidiary. The central prisons are located at Lac (Morobe District), Rabaul (New Britain District), and Goroka (Eastern Highlands District); the district prisons at Wewak (Sepik District), Lorengau (Manus District), Kavieng (New Ireland District), Sohano (Bougainville District), Madang (Madang District), and Mt. Hagen (Western Highlands District); and subsidiary prisons at suitable locations within the various districts.

It is planned to establish new prisons at Keravat (New Britain District), at Boram (Sepik District), and one each in the Kavieng and Manus Districts on sites to be selected.

#### *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*.

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.*

The emphasis in the prison policy is on measures designed for the reformation and rehabilitation of prisoners. In keeping with this policy, prisoners in the central institutions, where long term prisoners are detained, are usefully employed on constructive work of an instructional character.

All prisoners are medically examined on admission and are visited regularly by medical officers or other medical staff. When adequate treatment cannot be given in prison sick prisoners are removed to a hospital. Suitable provision is also made for the criminal insane. Prisoners' clothing, bedding and food are subject to inspection by a visiting medical officer.

Under the Prisons Ordinance provision is made for regular visits to prisons by ministers of religion.

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.

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.

### *After-care of Prisoners.*

There is no problem of after-care of indigenous prisoners. On discharge they usually return to their villages, free transport and sustenance being provided by the Administration. Suitable jobs are found for those who desire to enter wage employment. 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 instruction 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.

## PART VIII.—EDUCATIONAL ADVANCEMENT.

### CHAPTER 1.

#### GENERAL EDUCATIONAL SYSTEM.

##### *Legislation.*

The educational system of the Territory is governed by the *Education Ordinance 1952-1957* and Education Regulations, 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 1951-1958* regulates apprenticeship training and examinations. The Education 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.

#### *General Policy.*

The broad objectives of educational policy include the following:—

- (a) the political, economic, social and the educational advancement of the peoples of the Territory;
- (b) a blending of cultures; and
- (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 literacy 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 attainment of universal literacy in English. This progress, in turn, is limited by the lack of teachers qualified to teach English 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-Governmental 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 and its Regulations 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. The organization of the Department was changed during the year and it now has four functional Divisions, viz., Primary Education, Secondary Education, Teacher Training, and Technical Education, each headed by a Chief of Division who is responsible to the Director for the control and direction of the activities indicated by the title of his Division. The Division of Secondary Education has responsibility for girls' schools as well as intermediate and secondary schools.

District education officers are responsible for the local administration and supervision of educational activities in the nine districts of the Territory. A conference of district education officers and inspectors held in Port Moresby from 8th to 13th June, 1959, provided an opportunity for useful discussion of all aspects of Administration and mission education including the implementation of the plan for establishing universal primary education which is discussed below.

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, and negotiations are proceeding to set up committees in other districts. Suitable indigenous observers have been appointed to attend meetings of the existing committees and on several occasions they have participated in the discussion at the invitation of the chairman.

Liaison between the Department and the Christian missions is maintained through the Executive Officer for Mission Relations on the headquarters staff of the Department, and also through meetings of the Education Advisory Board and the district education committees. The principal missions have appointed educational liaison officers to keep in touch with the Department, district educational officers and the Executive Officer for Mission Relations.

#### *Inspection of Schools.*

Inspections of schools are now being carried out on a regular basis. Under a new arrangement which became effective in February, 1959, three inspectors of schools have been appointed to exercise their functions in regard to all schools within three regions: New Guinea Islands, based on Rabaul; the Highlands, based on Goroka; and the remainder of the New Guinea Mainland, based on Madang. They are assisted by the district education officers who carry out inspections of schools of lower academic level, both Administration and mission, within their districts in accordance with a programme co-ordinated and supervised by the inspectors.

Inspections are aimed at maintaining and improving the standards of schools; at raising the professional standards of teachers; and also at establishing whether the conditions for registration and recognition exist in mission schools.

In the New Ireland, Morobe, Eastern Highlands, and New Britain districts, the work of the inspectors and district education officers is supplemented by that of area education officers who are responsible for the in-service training of all indigenous teachers, and for conducting refresher courses, seminars and conferences in association with Administration and mission teacher training officers and teachers.

#### *Plans and Programmes.*

The immediate programme of educational development 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) guidance and assistance to the Christian missions to improve the efficiency of their schools up to the point where their standards are acceptable to the Department;
- (3) recruitment and training of teachers;
- (4) increase in inspectorial and supervisory staff;
- (5) development of manual training at all levels and the provision of technical training at special schools to meet the growing needs of the people;
- (6) provision of secondary education for all those who are capable of profiting by it;
- (7) stimulation of interest in education among girls and women;
- (8) identification of all aspects of education with community interest and the correlation of elementary training in agricultural science with general education at all stages;
- (9) increased use of such media as films, radio and local newspapers; and
- (10) provision of tutorial classes and correspondence tuition for Administration servants seeking admission to the Auxiliary Division of the Public Service.

During the year a new plan for the development of education in the Territory, the main features of which relate to the first four of the aspects listed above, was drawn up and approved. The plan is directed to the establishment of universal primary education as soon as possible by using both Administration and mission resources, by an expanded programme of teacher training, including in-service training, and by continuous efforts on the part of an increased inspectorial and supervisory staff to promote the efficiency of all schools whether Administration or mission.

As a first step towards implementation of the plan the additional inspectors referred to above were appointed and the number of district education officers was increased. At the same time the duties of education officers, Grades 1 and 2, were varied to enable them to take over supervisory functions in their respective areas whenever necessary and without delay. When operating in a supervisory capacity such officers will have a limited authority under the district education officer to inspect primary schools, but their main function will be the in-service training of indigenous teachers. In each area an Administration school in the charge of an indigenous teacher will be available as a model and demonstration school when short courses are organized for mission teachers. Such courses will be followed by regular visits to the schools to ensure that indigenous teachers are putting into practice what they have been taught. Special efforts will be made to raise the standards of exempt schools and it is hoped that, through restricting the direct teaching duties of education officers as far as possible to certain higher primary boarding schools and thus setting them free for supervisory and training work, a significant increase in the number of mission schools qualifying for recognition or registration will come about.

District education officers are responsible for directing and co-ordinating the work of education officers in improving the efficiency of primary schools in their respective districts and are in turn subject to the control of the regional inspectors so far as their inspectorial functions are concerned. To achieve uniformity of standards in the assessment of schools and teachers regional inspectors will examine the inspectorial standards and techniques of the district education officers within their regions and will hold periodical conferences with them at which these matters can be discussed and adjusted. Each inspector will also inspect personally all teacher training institutions, intermediate and secondary schools and European primary schools within his region.

As one of the main objects of the plan for primary education is the achievement of universal literacy in English special attention is being given by the Department of Education to the mass production of primers, readers and teaching aids designed to assist indigenous teachers in the teaching of English.

Another important development connected with the implementation of the plan was the re-organization of the Department of Education referred to earlier. Apart from its primary purpose of increasing administrative efficiency

the replacement of the former Divisions of Native Education and Non-Native Education by the Divisions of primary Education and Secondary Education will help to hasten the process of racial integration in schools, while the creation of a separate Division of Teacher Training indicates the importance attached to the expansion of the teacher-training programme both by the Administration and by the missions. The new organization makes provision for the appointment of additional inspectors and district education officers and, as well as bringing about closer co-operation between all education agencies, will enable the work of improving teaching techniques and raising school standards to be pushed ahead at a faster rate.

In connexion with the expansion of teacher training facilities it is planned to increase the number of training centres and eventually to establish two main teachers' training colleges in the Territory which will be similar to such colleges in Australia.

#### *Progress.*

The number of Administration schools increased by 5 to 189 and pupils attending those schools from 11,333 to 12,517. Administration teachers increased in number from 483 to 543, the gain, which was made up of 11 non-indigenous and 49 indigenous teachers, being completely absorbed in schools for indigenous pupils. Thirty-seven students are attending Administration teacher training centres (including nine female trainees from New Guinea who are at a centre in Papua). There are 38 non-indigenous cadet teachers in training for service in Papua or in New Guinea, of whom 20 will complete their training at the end of 1959.

The number of schools conducted by missions, which had declined in the previous year owing to the adjustments made in complying with educational policy, increased by ten to 2,777. The gain is accounted for by an increase of 137 in the number of registered and recognized schools while exempt schools declined by 127 to 2,413. At 30th June, 1958, there were 227 registered and recognized schools covering 19,481 pupils. At 31st March, 1959, 259 schools with a total enrolment of approximately 22,000 had been registered or recognized. With the increase in inspectorial staff referred to above the inspection of mission schools has been considerably accelerated so that at 30th June, 1959, the number of registered and recognized schools stood at 364 with a total enrolment of 30,530; 105 schools covering 8,530 pupils having been granted registration or recognition during the last three months of the period.

There was an overall increase of 4,096 in the number of pupils attending mission schools, but the number of teachers declined for reasons associated with the closure and consolidation of schools and the requirements of educational policy. At 30 June, 1959, 311 indigenous trainee teachers were undergoing training in thirteen mission teacher training centres.

Wage rates for indigenous teachers were raised during the year.



The first group of female indigenous teachers undertook an educational tour of Queensland during the year. Two teachers undertook a special course in diagnostic and remedial teaching at the University of Queensland.

In the field of adult education the number of women's clubs rose from eight to 46, while the number of libraries operated by the Department of Native Affairs to meet the needs of the indigenous people increased from 120 to 138.

Expenditure by the Administration on educational services (excluding the maintenance of buildings) rose from £765,595 to £1,017,455. Of these amounts, £118,608 and £133,890 respectively represented the financial aid provided for mission schools.

#### *Non-Government Schools.*

Under the Education Ordinance all non-government schools, except religious institutions engaged exclusively in training religious personnel, are required to be registered, recognised or exempted by the Director of Education. A registered school is one which complies in every way with the requirements of the Ordinance; a recognised 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 and qualifications of the teachers and the suitability of the curriculum. This control also ensures that there is a co-ordinated approach in providing for the educational needs of an area.

All non-government schools in the Territory are conducted by Christian missions which play an important part in the educational system. 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.

The inspection of all mission schools which have applied for registration or recognition was begun in 1956-57 and has continued ever since. Reports on inspections indicate that mission authorities have made considerable efforts to comply with the requirements of the Education Ordinance and that inspection of mission schools for recognition or registration has led to increased efficiency.

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 reduction in the total number of mission schools since 1956-57 is due to the fact that the missions have either closed or consolidated numbers of schools in the process of complying with educational policy, but, as indicated above, the number of registered and recognized schools has increased during the past year by 137. 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 other sufficient reason, but the objective is to have all schools reach the standards required by the education policy.

In order to assist the missions in their educational work the Administration applies a system of financial grant-in-aid based on the professional qualifications of teachers. In addition to the assistance provided in respect of fully qualified teachers a grant of £20 is paid for the maintenance during his training year of each indigenous teacher-trainee who has passed the departmental entrance examination. At the conclusion of the year of training both mission and Administration trainees sit for the same examinations and successful candidates are awarded Teachers' Certificates enabling them to qualify for registration and to teach in either mission or Administration schools. As mentioned above 311 trainees were enrolled in 13 mission teacher-training centres in the Territory at the beginning of 1959; this figure includes 24 girls.

European teachers in mission schools are required to submit acceptable diplomas and certificates before registration is granted. In 1957 a special course of training was held for mission teachers who desired to qualify for registration but did not possess suitable qualifications. At the end of 1958 a similar examination was held for a small group of European teachers who for various reasons were unable to complete their studies in 1957. At this examination fifteen teachers passed and were registered. For teachers who are still not qualified for registration, a further opportunity to seek qualification will be given in 1961 by the introduction of a practical course which will include two short seminars at the end of 1960 and 1961. After that time it will be necessary for all teachers to hold suitable professional qualifications.

The system of educational grants-in-aid to missions operates in the case of schools which follow the Administration syllabus or other approved equivalent syllabus and provides for the following assistance:—

- (i) £400 per annum for each registered European teacher engaged full time in teaching;
- (ii) £60 per annum for each indigenous teacher holding the "C" Class Teacher's Certificate;
- (iii) £60 per annum for each indigenous teacher holding the "B" Class Teacher's Certificate;
- (iv) £40 per annum for each indigenous teacher holding the "A" Class Teacher's Certificate;

- (v) £20 per annum maintenance allowance for each student undertaking the one-year teacher-training course and for each technical student undertaking 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
- (vi) provision of adequate classroom materials to permit the efficient conduct of schools regularly staffed by teachers under (ii), (iii) and (iv) above.

In general eligibility for the above grants depends on the observance in registered and recognized schools of a pupil-teacher ratio of 40 pupils to one European teacher and 30 pupils to one indigenous teacher.

Where a mission provided primary school education in the vernacular during a transition period in which the objective was the attainment of literacy in English, a grant equal to two-thirds of the grant paid for the year ended 30th June, 1956, was paid. This grant ceased at 31st December, 1958.

At 30th June, 1959, there were 2,777 mission schools of various types conducted by 25 missions with 3,453 mission teachers, compared with 2,767 schools conducted by 25 missions with 3,620 mission teachers at 30th June, 1958. An analysis of mission schools and pupils is as follows:—

Type of School.	No. of Schools.		No. of Pupils.	
	1957-58.	1958-59.	1957-58.	1958-59.
Registered and Recognized—				
Primary (A) ..	8	10	550	568
Primary (T) ..	195	329	18,109	29,239
Intermediate ..	6	10	(a) 356	(d) 296
Higher Training ..	(b) 18	(e) 15	(c) 466	(f) 427
	227	364	19,481	30,530
Exempt ..	2,540	2,413	88,565	81,612
Total ..	2,767	2,777	108,046	112,142

(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. (d) Includes twenty non-indigenous children receiving intermediate education at primary schools.  
 (e) Includes thirteen teacher training schools, one technical school and one secondary school. (f) Includes 311 teacher trainees, of whom 24 are girls.

Expenditure on education services by missions from their own funds totalled £432,544 as compared with £367,869 in 1957-58.

#### *Basis of Establishment of Schools.*

Primary schools fall into two main groups, known officially as Primary (T) and Primary (A). The former group follows a curriculum specially designed for indigenous pupils, while the latter follows the primary school curriculum of the State of New South Wales. The two

courses are necessary because of the wide variations in the respective cultural and educational backgrounds of the students attending the two types of schools and reach a common point at Standard 7, after which both groups follow the same curriculum, which leads to the Queensland University Junior Public Examination four years later.

A new high school under construction at Rabaul will be attended by academically qualified children without regard to racial differences. This will be the first fully integrated school in the Territory.

#### *Religious Instruction.*

Religious instruction is given in both mission and Administration schools and in mission schools 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 being subject to the agreement of the parents.

Regular classes based on the departmental syllabus are also given in ethics and morals.

#### *Information about the United Nations.*

The social studies syllabus provides for school children to acquire a knowledge of the United Nations and of the International Trusteeship System, text-books containing comprehensive information both on the United Nations and its specialized agencies being prescribed. 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 about 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 to enable it to operate without difficulty. 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.

The social conservatism of the indigenous people towards the educational advancement of women and girls is gradually being broken down as indigenous women fill more and more positions as teachers and nurses, and otherwise take a more prominent part in social life. It has been observed that the appointment of a female teacher leads to an increased enrolment of girls at the school. Boys and girls at primary level follow the same syllabus except that in the higher classes the girls may be taught sewing. At 30th June, 1959, the total enrolment of indigenous girls in Administration schools was 2,800, an increase of 496 over the enrolments at 30th June, 1958. A further nine were receiving teacher training in Papua. At the same date, there were 45,743 indigenous girls attending the mission schools—an increase of 2,736 over the enrolments at 30th June, 1958. Included in the mission schools total were 69 girls receiving post-primary instruction, of whom 24 were studying for teaching qualifications.

Both the Administration and the missions conduct intermediate 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—one at Tavui (New Britain District) and the other at Dregerhafen (Morobe District)—with classes up to intermediate standard. A primary school for girls was opened at Madang (Madang District) and construction of a similar school at Brandi (Sepik District) was completed during the year. There are also special schools for training teachers and nurses.

Girls have won some of the scholarships for study in Australia. Qualified students will be able to attend the high school at Rabaul when it is opened. Women with the prescribed qualifications are eligible for admission to the Auxiliary Division of the Public Service.

#### 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, 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.

This scheme was introduced in 1954 when secondary schooling was not available within the Territory. In due course full facilities for secondary education will be provided in the Territory itself.

The following table shows the number of children receiving educational assistance for secondary schooling in Australia at 30th June:—

				1958.	1959.
Asian .. .. .	..	..	..	160	147
European .. .. .	..	..	..	314	379
Indigenous .. .. .	..	..	..	24	25
Mixed Race .. .. .	..	..	..	34	39
				532	590
Boys .. .. .	..	..	..	278	337
Girls .. .. .	..	..	..	254	253
				532	590

Sixteen European children are receiving privately endowed scholarships valued at £50 per annum each.

Guidance officers of the Department of Education visit Australian schools and advise Territory students, paying special attention to indigenes.

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.

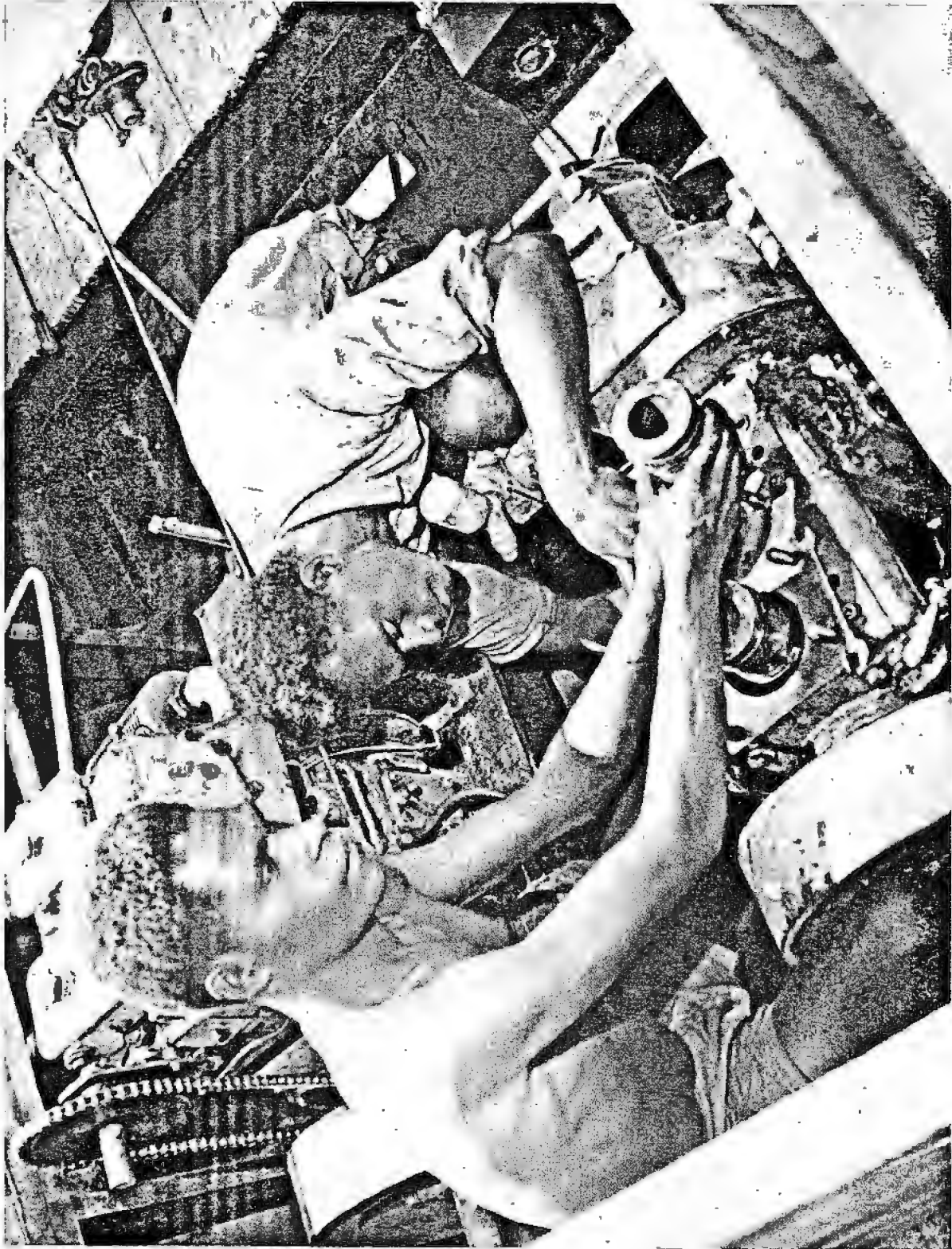
During the year, preparations for the holding of the Fourth South Pacific Conference in April and May, 1959, included an extensive building project at the Malaguna Technical Training Centre, which was the venue of the conference. These buildings were subsequently handed over to the school authorities. The Madang Primary School and the first two blocks of the Rabaul High School were completed. Classrooms and dormitories were added to various schools. Construction is proceeding at the Rabaul High School and at the intermediate schools at Lae, Madang, Utu and Keravat.

The indigenous people have continued to build classrooms, dormitories and residences, chiefly of native materials. They are assisted by grants from the Administration which usually take the form of supplies of hardware such as nails, roofing iron, and water tanks. Teachers and equipment for these schools are supplied by the Administration.

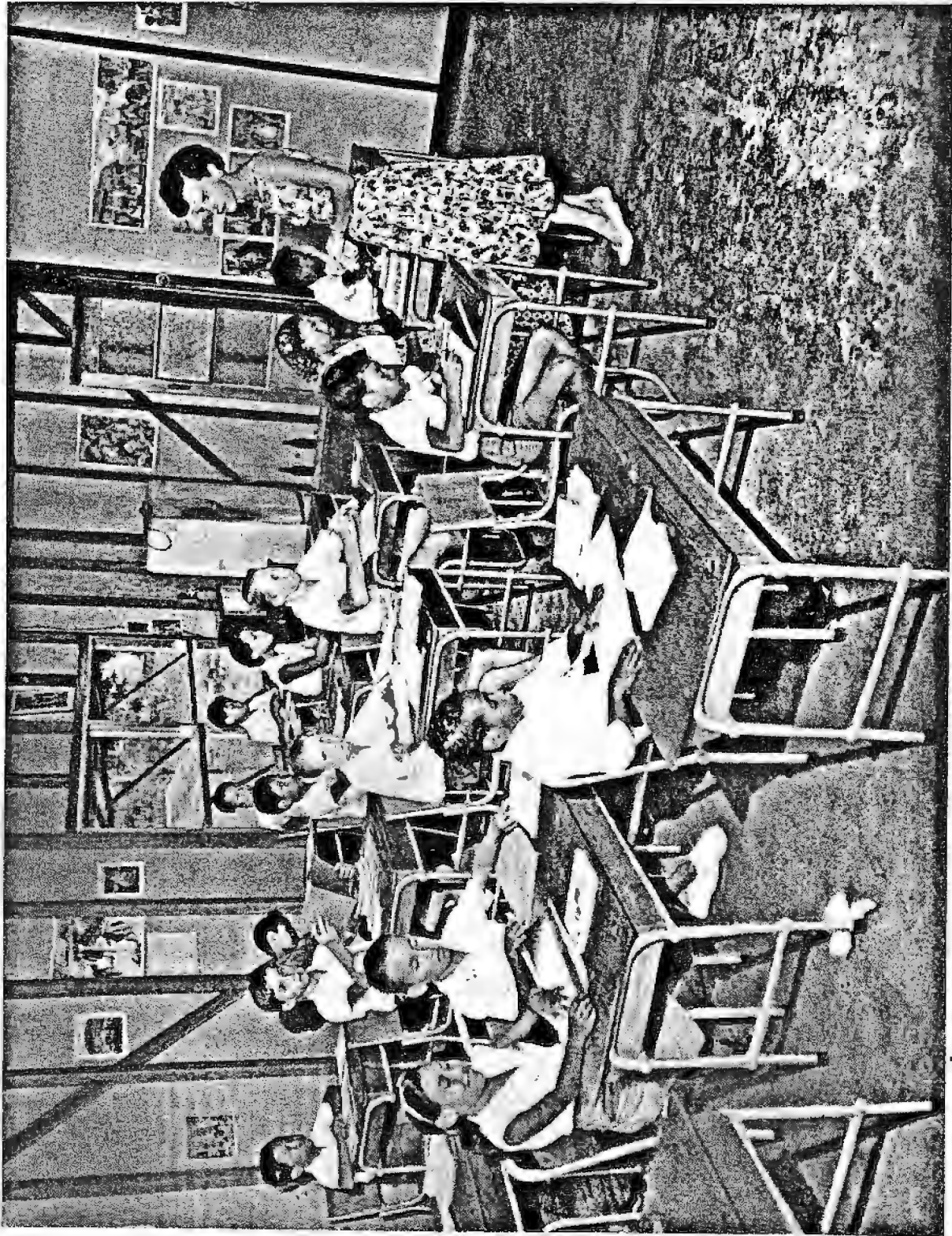
The total capital expenditure on buildings for educational purposes, including furniture and fittings, was £170,511, compared with £84,814 in the previous year.

#### Text-books.

Text-books 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 text-books have been and are being published by



Apprentice diesel mechanics working at the diesel engine of a barge.



A class at the Kavieng Primary School.

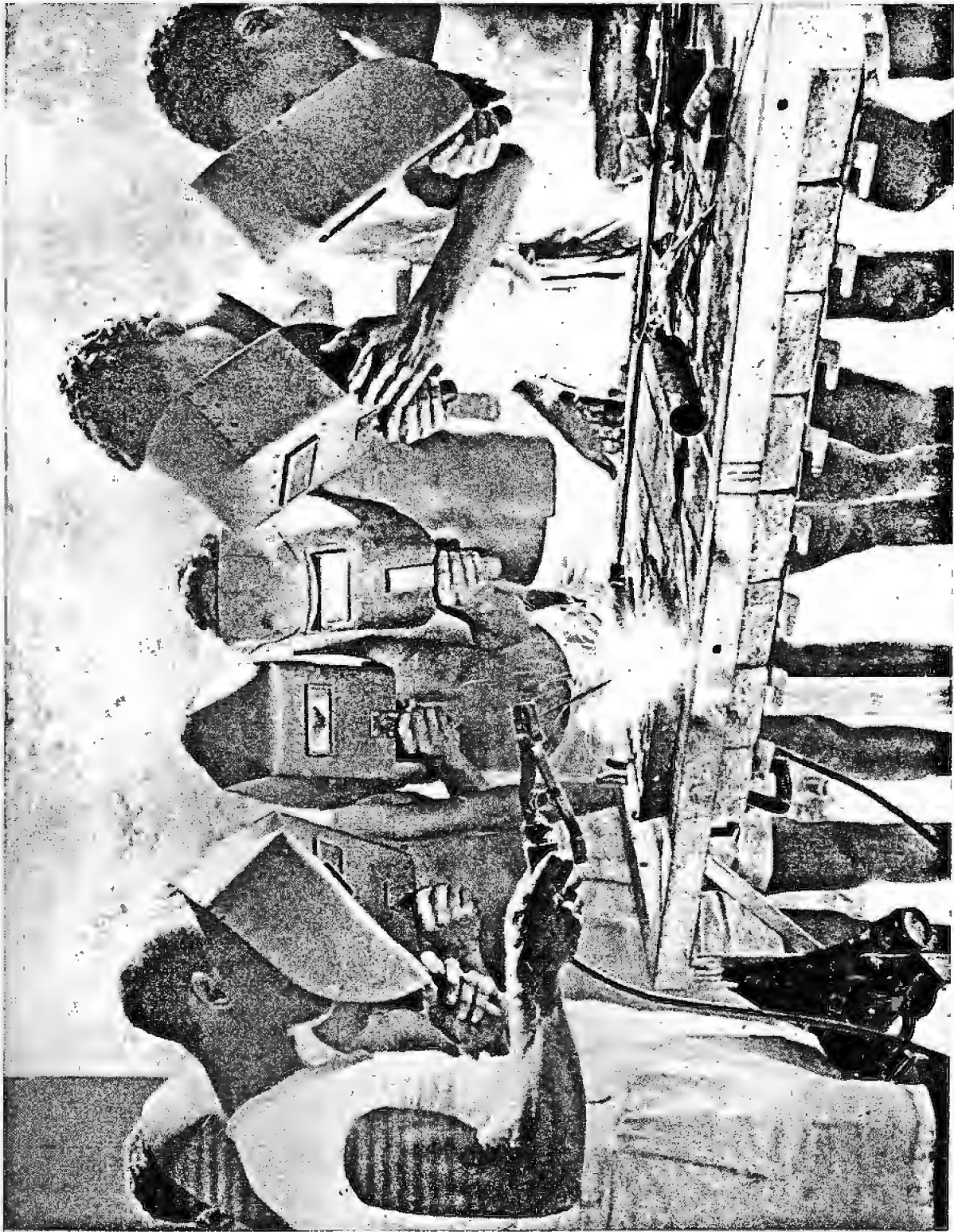
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Puppet show at the Lorengau School—Manus. The theatre and puppets were made by the pupils.



Technical school students watching a demonstration of arc-welding.



the Administration, missions and the South Pacific Commission Literature Bureau. All text-books are written in English.

A number of new texts has been obtained from outside sources. A new arithmetic series especially adapted for the Territory has been published and will be introduced into schools in 1960. In addition, supplementary or auxiliary readers have been published and new ones are under consideration. New text-books in geography and social studies and an anthology of poetry for Territory schools have been published, while project books in agriculture for primary schools are in the course of publication. 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.

#### *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. The majority of the libraries contain an average of 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 138 libraries and approximately 40,000 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. The Territory Branch of the Scout Movement has taken a further step forward by the appointment of a full-time Secretary, who is expected to take up duty towards the end of 1959. In 1958 an Area Commissioners' Conference was held at Port Moresby and plans were made for the vigorous development of training and administration of the movement. Training commissioners have organised training courses in various parts of the Territory and have attended training conferences in Australia. A scout camp attended by approximately 300 boys from all districts of the Territory was held in June, 1959.

Membership of the Girl Guides at 30th June, 1959, comprised 22 guide companies and 29 Brownie packs, compared with 25 guide companies and 32 brownie packs at 30th June, 1958. A full time training course for indigenous guiders was established at Port Moresby at the beginning of 1959 and was attended by two girls from New Guinea. At the conclusion of the course the trainees returned to their districts as guide trainers to undertake the task of stimulating interest in guiding among indigenous girls. This is a new career for indigenous girls.

The Junior Red Cross has been well supported also and circles have been established at various schools.

## CHAPTER 2.

### PRIMARY EDUCATION.

#### *Structure and Organization.*

As mentioned in Chapter 1 of this Part, primary schools fall into two main groups—Primary (T) and Primary (A)—which are distinguished by the curricula they follow. The former group follows a syllabus specially designed for indigenous pupils while the latter follows an Australian syllabus. The two curricula reach a common point at Standard 7, after which both groups follow the same curriculum which leads to the Queensland University Junior Public Examination four years later. Indigenous children who have a competent grasp of English and are considered on general grounds to be capable of competing on reasonably equal terms with non-indigenous children may attend Primary (A) schools and seven are at present doing so.

Free correspondence tuition is arranged for non-indigenous children in isolated parts of the Territory and over 300 children are being catered for in this way.

The development of the indigenous people requires differential treatment of the following groups:—

- (a) children in urbanized areas;
- (b) children in areas of frequent contact with Europeans;
- (c) children in areas of limited contact; and
- (d) children in areas of minimum contact.

The syllabus for Primary (T) schools in the first group approximates to that of the Primary (A) schools and the object is eventual integration of the two types of schools.

In the other groups, a varying degree of local adaptation is introduced based on the level of sophistication of the people and the need and opportunity for the use of English. Even in areas of minimum contact where the use of Melanesian Pidgin or the local vernacular as a medium of instruction is permitted, the teaching of oral English is insisted upon, and a very simple syllabus in oral English has been prepared specifically for use in these schools.

#### *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 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 element of indigenous culture, particularly through music, art, handicrafts, dancing, social studies and sports.

#### *Curriculum.*

English is the language of instruction in all Administration schools, although in a few cases indigenous languages may be used in the lower grades provided they

are replaced by English by the end of Standard 2. In mission schools, the vernacular is used to teach reading and writing in the lowest grades, but the use of oral English is encouraged by Standard 2. The syllabus provides that English shall be the medium of instruction in Standard 3 and subsequent standards. The intention is that by the end of Standard 6 all indigenous students shall be fluent in English.

The curriculum, which follows general educational lines, includes gardening, nature study and manual arts.

At present Primary (A) schools follow the syllabus of the New South Wales Department of Education.

#### *Methods of Teaching English to Indigenous Pupils.*

The experience of the Department of Education over a period of years in teaching English to indigenous pupils has established certain firm conclusions regarding teaching techniques. There is a consensus of opinion among world authorities that literacy in the vernacular should precede literacy in a metropolitan language. Many mission schools in New Guinea follow this practice which is feasible when the work of the mission is concentrated in one linguistic area.

So far as Administration and mission schools are concerned, where the educational activities extend beyond one linguistic area, the existence of hundreds of different languages makes it impracticable to prepare literacy material in them all and reading and writing in English are taught without prior literacy in the vernacular. An interesting consequence is that pupils who have been taught to read and write in English quite often teach themselves to read and write letters in their own vernacular.

Language specialists advocate the aural-oral approach to language teaching as against beginning with reading and writing. The Department of Education prescribes this approach, recommending two years of oral work before reading and writing are taught. Experiments are proceeding in the use of gramophone records, tape recorders and radio broadcasts as aids for teaching. The Oxford English Course for Papua and New Guinea, which is in general use in the Territory, is based on a controlled vocabulary. Current practice in language teaching is to establish "control of structure", through an analysis of the structure, not only of the language being taught, but also of the mother tongue of the pupil. Texts based on structure control are now in course of preparation. Ideally there should be a different set of English texts and courses for each indigenous vernacular. In practice a neutral course is to be followed and the necessary local adaptation of the course is to be made by the teacher.

#### *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 twelve years.

Indigenous schools usually accept children at six years of age and these pupils complete their primary schooling at twelve 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 Primary (T) schools conducted by the Administration is 1 : 25.6.

#### *Community Sponsored Schools.*

Native local government councils have built 33 schools—thirteen in the Manus District, seventeen in the New Britain District and three in the Madang District, and have assisted in the provision and subsequent maintenance of buildings. The councils have also assisted with 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 staffs and controls all council-sponsored schools.

In areas where there are no councils village communities have also assisted in the establishment of new schools and in the maintenance and expansion of existing schools.

In the Manus District, school councils, which function in much the same way as parents and citizens associations in Australian schools, have been established at Administration 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 in both the Territory and the Commonwealth of Australia.

At 30th June, 1959, 147 Asian, 379 European, 25 indigenous and 39 mixed-race children were enrolled at secondary schools in Australia, while 31 Asian, 32 European, 1159 indigenous (including pupils receiving technical training) and 9 mixed-race pupils were undertaking intermediate and secondary education in the Territory.

Post-primary education in the Territory is available through intermediate and secondary schools and also at technical training centres, which follow the intermediate general syllabus. The twenty intermediate schools provide three years of education beginning at Standard 7 and finishing at Standard 9 with a Territory-wide examination which is acceptable for entry to the Auxiliary Division of the Public Service. The three secondary schools give four years of instruction for students who have completed the

Primary (A) school course and to selected students who have completed Standard 7 of the intermediate school course. The secondary schools take pupils to the Queensland Junior Public Examination. Details are given in Chapter 1 of the education allowances and scholarships which assist Territory children to attend secondary schools in Australia.

Indigenous education beyond the primary level continues to expand steadily. As noted in the Report for 1957-58, several Primary (T) schools have now established intermediate classes. In such cases, the schools are reclassified as intermediate schools.

In the ten Administration intermediate schools shown in Table 4 of Appendix XXII there are twelve primary classes each with an indigenous teacher. Pupils in the primary sections of these schools are included in the total of 10,409 students shown as pupils in Primary (T) schools.

#### *Curriculum.*

The intermediate and secondary schools do not provide vocational training, but the courses are designed to enable students to undertake subsequent courses of training which will fit them for teaching, clerical activities and specialist occupations under various Administration departments. English is the medium of instruction in all cases.

Students at the technical training centres 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 entrance 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 standard the number taking courses of higher study outside the Territory is very small.

Eight students are attending courses under Administration sponsorship at the Central Medical School, Suva, Fiji. Three are training as assistant medical practitioners, one as a laboratory assistant, and four students are in their preliminary year. As noted in Chapter 7 of Part VII of this Report, eight students from New Guinea also commenced assistant medical practitioner studies at the Medical College, Port Moresby, Papua.

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 Administration technical training centres and one mission centre, located respectively at Rabaul, Lae and Baitabag, which 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 metalwork. 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, plumbing, welding, and aircraft mechanical assistant (available at Lae only) together with approved trade courses as scheduled in the Native Apprenticeship Ordinance. Standards in the centres are rising steadily.

The centres provide regular part-time instruction at Lae and Rabaul for youths apprenticed under the Native Apprenticeship Scheme, and in addition, apprentices at Wau and Bulolo are supervised from the centre at Lae. This form of training has in fact developed from the technical training centres and provides for youths to be trained along the general lines of Australian apprenticeship schemes, except that there are no specific prerequisite educational standards. Details of apprentices and trades are given in Chapter 4 of Part VII.

Junior technical training in woodwork trades is provided at the technical training annexe attached to the Madang Intermediate School.

The Department of Education has established a special section to provide class and correspondence tuition for Administration servants who desire to enter the Auxillary Division of the Public Service, and for members of that Division. There were 375 in the classes and 430 correspondence students at 30th June, 1959. During 1959-60, the range of subjects will be increased while the limits for eligibility for enrolment will be broadened.

## CHAPTER 6. TEACHERS.

### *Non-indigenous 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 38, 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.

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. Non-indigenous teachers in mission schools invariably are volunteers.

The special course held in 1957 to enable non-certificated mission teachers to qualify for registration was not repeated, but at the end of 1958 another examination was held for those who had been unable to take the examination in 1957. As a result, a further fifteen mission teachers qualified for registration.

### *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 to 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 1955-1956. 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, 1959, there were 28 trainees undertaking the "B" Course at the Administration Teacher Training Centre at Dregerhafen, while nine girls from New Guinea

were undergoing "A" Course Teacher Training at Popondetta in the Northern District of the Territory of Papua.

At the same date, 311 students, including 24 girls, were in training at thirteen mission teacher training centres.

The standard of training at mission centres is very satisfactory, and reports by inspecting officers of the Department of Education indicate that the methods of supervising teaching practice are particularly sound.

### *In-service Training.*

The greatly increased emphasis on teacher and in-service training of both Administration and mission teachers has resulted in the establishment of refresher courses during school vacations throughout the Territory. In addition, the setting free of education officers for supervisory duties in various districts has enabled the Department, by close supervision of the work of indigenous teachers, to raise the general level of efficiency of all schools, both Administration and mission. Correspondence courses are available for indigenous teachers, and the Department maintains a specialist library under the control of a trained librarian for the benefit of professional officers.

### *Educational Tours in Australia by Indigenous Teachers.*

Five groups of senior teachers have now made organized visits to Queensland as part of their refresher training. In 1959, one tour by female teachers took place. The tour included Brisbane, Cairns, the Atherton Tablelands, 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.

### *Salaries.*

Salaries and allowances for European education officers are detailed in Appendix II.

Salary rates for Asian and mixed-race teachers vary from £559-£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 wage rates for teaching assistants are—

Trainees—first year, £16 5s. per annum; second year, £29 5s. per annum.  
Grade I.—£104 per annum with four increments of £19 10s. each.

Grade II.—£201 10s. per annum with three increments of £13 each.

Grade III.—£253 10s. per annum with three increments of £13 each.

These new rates were effective on 20th February, 1959, but were back-dated to 20th February, 1958.

## CHAPTER 7.

### ADULT AND COMMUNITY EDUCATION.

#### *Extent of Illiteracy.*

No accurate figures are available to show the extent of illiteracy among the indigenous people. It is not known how many indigenes during the course of years have had the benefit of some primary school education particularly at village schools conducted by missions, and have acquired an ability to write and to read simple literature in a vernacular language. If the ability to comprehend a letter or a newspaper concerned with local affairs, written in very simple terms and in a familiar language, is accepted as a criterion of literacy, it is probably true to say that in areas under Administration control there are many indigenes who are literate in this sense, and that in all areas the percentage of illiteracy among the indigenous people is decreasing.

#### *Adult Education.*

In addition to schools and other organized developmental programmes, the Administration uses radio broadcasts, publications and film services in an effort to raise the general educational level of the indigenous people.

Broadcast programmes specifically for the indigenous people are very popular. This service, which operates through the Australian Broadcasting Commission's Stations 9PA and VLT6 provides a 90-minute programme of news and information each week-day. The programme is at an adult level and is designed to interpret local affairs and Administration activities. A principal feature is highlighted on each day as follows:—

Monday—Civics and the popular item "Your Questions Answered".

Tuesday—Health and hygiene which also parallels health campaigns.

Wednesday—Economic development, agriculture, &c.

Thursday—Social development, native local government councils and local affairs.

Friday—Women's interest, news for women, and infant welfare.

Supplementary programmes of an educational character highlight other aspects of health, agriculture and local government.

The broadcasting service maintains an extensive library of recordings of historical and cultural interest, such as indigenous ceremonies, music and legends.

The Administration has distributed considerable numbers of broadcast receivers and listening centres are now

being organized at all government stations. The local government councils provide receivers for communal listening.

The *Papua and New Guinea Villager*, which is printed in simple English and published by the Department of Education, has a very large circulation. The missions also publish news-sheets and other publications, all of which have a wide distribution.

The 16-mm. film service continues to operate at all main centres and at out-stations where electrical power is available. The programmes include documentary and educational films, and indigenous audiences show interest not only in films depicting developments in overseas countries where conditions are comparable with those in New Guinea, but also in films showing scenes from Territory life.

Women's clubs, sponsored by the Department of Native Affairs, are playing an increasing part in the education of women and girls. Teachers' wives who have received training in the management of women's groups are actively assisting in the establishment of these clubs, the number of which increased during the year from eight to 46. The aims of the clubs are to raise village living standards through instruction in hygiene, nutrition, cookery, sewing, home nursing and infant and maternal welfare; to provide leisure time activities through new and old crafts, sports and social activities; and to help women improve their social status and provide them with a formal channel for the expression of opinions. Further information on women's clubs is given in Chapter 3 of Part VII.

## CHAPTER 8.

### CULTURE AND RESEARCH.

#### *Research.*

Details of research in basic services and in economic and social fields are given in appropriate chapters of this report.

The establishment of the Department of Native Affairs provides for two anthropologists.

During the year there was effective co-operation with the following research workers:—

Dr. Paula Brown (Research Fellow in Anthropology, Australian National University)—a study of social organization and changing authority patterns in Chimbu.

Dr. H. C. Brookfield (Senior Research Fellow in Geography, Australian National University)—the distribution of population and the movement of labour in Papua and New Guinea; population distribution and the question of "over-population" in the Chimbu Sub-district.

J. A. W. Forge (University of London), Horniman Anthropological Research Scholarship—Abelam area, Sepik District—relationship between art and society in the tribal context.

Dr. Mildred Dickerman (University of California, Berkley)—a study of acculturation of the people near Goroka.

Professor Ruggles Gates (Universities of Oxford and California)—physical anthropology and genetics of small stature indigenes.

Dr. R. F. Fortune (Cambridge University)—social anthropological research in the Okapa area, Eastern Highlands District.

Professor J. A. Barnes (Australian National University)—anthropological research potentialities.

Mr. D. Laycock (Australian National University)—linguistic studies in the Sepik District.

Dr. J. B. Watson (Professor of Anthropology, Washington University)—a brief visit to Kainantu.

Miss D. R. Howlett (Australian National University)—demographic studies in the Eastern Highlands.

#### *Indigenous Arts and Culture.*

The curricula of schools place emphasis on the retention and promotion of the worthy elements of indigenous art. The Cariappa Shield, presented in 1955 by His Excellency General K. M. Cariappa, High Commissioner for India, and awarded annually to the school producing the best art work, has given an incentive to students.

The introduction of manual arts which make use of local materials is an attempt to ally the innate artistic ability of the indigenous population with Western techniques.

A wide range of music, dances, legends and folklore has been recorded.

#### *Antiquities.*

The *Antiquities Ordinance* 1953 provides for the protection of New Guinea antiquities, relics, curios and articles of ethnological and anthropological interest or scientific value.

Under this Ordinance no person may remove from the Territory any New Guinea antiquities without first offering them for sale at a reasonable price to the Administration. The Ordinance also provides for the protection of rock carvings or paintings, pottery deposits, old ceremonial or initiation grounds, or any other ancient remains. The discovery or reputed existence of any such objects or places must be reported to the nearest district officer, and they may not be damaged, exposed, or otherwise interfered with, without written permission from the Director of Native Affairs.

#### *Museums, Parks, &c.*

Previous reports have referred to the enactment of legislation for the establishment of a public museum and art gallery, and to the appointment of trustees. The museum has been established in Port Moresby, Papua,

but provision is made for the trustees to establish branches of the museum at other centres. No decision has yet been made as to the location of these branches.

The development of parks and gardens in all townships is actively sponsored by the Administration, and deserving of special mention are the botanical gardens at Lae which contain a fine collection of plants.

No special steps have been taken to preserve the flora of the Territory, but under the *Forestry Ordinance* 1936-1951 any trees or species or classes of trees can be declared to be reserved.

The preservation of fauna is provided for by the *Birds and Animals Protection Ordinance* 1922-1947, under which it is unlawful for any person to capture, destroy, buy, sell, deal in, export or remove from the Territory any fauna except under prescribed conditions.

#### *Languages.*

As explained in Part I of this Report the linguistic pattern in the Territory is extremely varied. There are approximately 350 languages of which fifteen are used for educational purposes.

Most mission schools teach literacy in a vernacular language, or in Melanesian Pidgin, before commencing the study of reading and writing in English. This procedure is approved by the Department of Education, subject to two conditions:—

- (i) that simple oral English be taught concurrently with literacy in the vernacular or Pidgin; and
- (ii) that the vernacular used should be the children's own mother tongue, and not an indigenous language foreign to the locality.

Administration schools generally do not teach reading and writing in the vernacular languages, though they are used for explanatory purposes in the early stages of teaching English. Melanesian Pidgin is used to some extent in Administration schools, though only as a first step towards English. The Administration does not publish school books in vernacular languages or in Pidgin. An official orthography of Melanesian Pidgin has been issued by the Department of Education to promote uniformity of spelling among users of the language. *The Grammar and Dictionary of Neo-Melanesian*, by Rev. Father Mihalic, S.V.D., is regarded as the standard work on this *lingua franca*.

Consideration is being given to enabling Administration officials to learn local languages and in this connexion an offer by the Summer Institute of Linguistics to carry out investigations of the language pattern in areas designated by the Administration has been accepted. The Institute will also shortly begin to conduct short courses for Administration officers in the technique of learning indigenous languages.

*Supply of Literature.*

The library service referred to in Chapter 1 of this Part, together with the various news-sheets and other reading material published by the Administration and the missions, provides the main source of literature for the population.

*Public Libraries.*

In addition to the facilities referred to in the previous paragraph, public libraries are established at Rabaul, Lae, Madang, Wau and Wewak. These libraries also operate a lending service to country readers.

*Theatres and Cinemas.*

There are no legitimate theatres in the Territory, but amateur dramatic societies frequently stage performances.

Commercial cinemas operate in the Territory and are attended by all sections of the public.

The Administration film service is described in Chapter 7. Privately owned projectors are used by missions, company organizations and individuals for the education and entertainment of all sections of the local population.

## PART IX.—PUBLICATIONS.

Copies of all laws affecting the Territory made during 1957-59 which have been printed and of an alphabetical list of ordinances, regulations and rules, with references, of the Territory of Papua and New Guinea covering the period 1945 to 17th August, 1959, which has been published by the Territory Department of Law, 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* and *Australian Government Publications*, both issued monthly; and other lists. 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.

The first two of a series of five 35 mm. documentary colour films dealing with major aspects of Territory development have been widely distributed both for theatre and television screenings.

## 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 1957-58 have been noted and considered by the Administering Authority, and the following information is furnished thereon:—

## I. GENERAL.

## OFFICIAL NAME.

*The Council, recalling its recommendations at past sessions regarding the adoption of an official name for the people of the Trust Territory and noting the view of the Administering Authority that it is for the people of the Territory to decide in due course upon the choice of an official name, requests the Administering Authority to include in the next annual report any relevant information on this matter. The Council expresses the hope that the Administering Authority will encourage expressions of opinion on this subject by the inhabitants of the Territory with a view to assisting the early adoption of an official name.*

The Administering Authority has given further consideration to the question of an official name for the indigenous people of the Territory, but feels that the stage

has not yet been reached where a widespread and considered opinion from the majority of the people themselves can be expressed.

## EXTENSION OF ADMINISTRATIVE CONTROL.

*The Council, bearing in mind its previous recommendations concerning the need to bring the whole of the Territory under Administration control, notes that the number of trained and experienced staff has not been sufficient to maintain the past rate of progress in opening new areas and, at the same time, to establish Administration properly in newly opened areas, as well as provide the intensive guidance and services required in the more developed areas.*

*The Council, while appreciating the view of the Visiting Mission that the essential development and sound administration of areas already under control should in no way be jeopardized for the sake of opening up new areas, recommends that in the interest of uniformity of development the Administering Authority continue the work of extending control at the fastest rate possible consistent with the good of the Territory as a whole, and that it*



accelerate its recruitment and training programme in order to provide the additional staff required. In that connexion, it notes with interest that 102 cadets, including sixty-three cadet patrol officers, have been appointed to the Public Service.

The policy is to bring the remaining areas, which are still classified as "penetrated by patrols" or "under Administration influence", under full Administration control as soon as it is practicable to do so. The Administering Authority assures the Council that steps being taken, including the recruitment and training of field staff, will not only enable more progress to be made in completing that task, but will also enable the Administration to provide the intensive administrative guidance and services required by the peoples of the more developed areas.

## II. POLITICAL ADVANCEMENT.

### LEGISLATIVE COUNCIL.

The Council, noting that steps are being taken by the Administering Authority for a further review of the composition of the Legislative Council, noting further the views expressed by the Visiting Mission in that regard, expresses the earnest hope that as a result of the proposed review indigenous membership in the Legislative Council will be increased.

The Council also notes with interest the view expressed to the Visiting Mission by some sections of the indigenous population that they would prefer to elect their representatives to the Council, and hopes that the Administering Authority will give careful and sympathetic consideration to this view.

The Administering Authority is still examining the future of the Legislative Council to see what changes, if any, should be made in its composition, including increased indigenous membership, and in the appointment and election of members. The view expressed by some sections of the indigenous population that they would prefer to elect their representatives to the Council will receive consideration during the examination.

### LOCAL GOVERNMENT COUNCILS.

The Council is gratified to note the interest and enthusiasm displayed by the people for local government councils in the council areas and commends the Administering Authority for the continuing rapid expansion of the system of local government councils, and for calling an inter-district meeting of representatives from all local councils in the Territory. It believes this will lead to increased cohesion between the various groups of the population and assist in the development of a territorial consciousness among them. It hopes that the Administering Authority will continue its efforts to encourage the formation of area and regional councils.

The Council, noting the complaint received by the Mission concerning interference with the work of councils, and the assurance of the Administering Authority that any infraction of the Local Government Council Ordinance

is a punishable offence, feels that any activity which appears to disrupt or interfere with the legitimate functions of a local government council should be thoroughly scrutinized by the Administration.

The Administering Authority will continue to encourage co-operation between local government councils with a view to the eventual formation of wider political groupings on a regional basis.

The Council may be assured that the Administering Authority will thoroughly investigate any activity which appears to disrupt or interfere with the legitimate functions of any local government council.

### DISTRICT ADVISORY COUNCILS.

The Council notes the continued efforts of the Administering Authority to foster a wider participation of the indigenous people in the political life of the Territory by further increasing the number of indigenous members in District Advisory Councils. The Council considers that the grant of suitable representation to indigenous inhabitants on Town Advisory Councils will be a useful step in this direction.

In pursuance of the Administering Authority's policy of fostering participation by the indigenous people in the political field, the number of indigenous members of district advisory councils has been increased to seventeen and one indigene has been appointed to the Kavieng Town Advisory Council. The composition of the Advisory Councils is shown in Appendix II.

### PUBLIC SERVICE.

The Council, noting the shortage of qualified personnel in the Territory, and that the efforts made by the Administering Authority to remedy this through a more intensive and selective programme of recruitment, its cadetship system, and the Auxiliary Division of the Public Service, have not been able to cope with the increasing demand for the expansion of administrative services, recommends that these efforts be intensified, and hopes that this will result in a significant increase in personnel in the near future. It also notes that the wastage rate in the service, particularly through the resignation of officers, is high, and hopes that the Administering Authority will continue to take adequate measures to remedy this. It commends the Administering Authority for its training programmes to increase the competence of Public Service officers, particularly to assist indigenous persons to advance to higher positions of responsibility.

The Administering Authority assures the Trusteeship Council that it is aware of the need to maintain its efforts to provide sufficient competent personnel to cope with the increasing demand for the expansion of administrative services. Various forms of training within the Public Service (e.g. university free-place schemes, cadetships and Auxiliary Division training) continue to be pursued with the object of improving the qualifications and maintaining the efficiency of officers and overcoming recruitment difficulties in certain technical fields.

Recruitment from Australia generally continues to improve both in numbers and the quality of applicants offering. Constant attention is being given to the recruitment of scarce categories of staff and special steps are being taken to improve the recruitment rate.

The Administering Authority also assures the Trusteeship Council that it is watching closely the wastage rate in the Service through resignations. While there has been some increase recently in the number of resignations it is expected that this will be only temporary. Recent changes resulting in improvements in officers' conditions of service should assist in bringing about stability within the Service. It is proposed also to appoint a psychologist to the Public Service Commissioner's staff to study particular personnel problems related to recruitment and wastage.

#### JUDICIARY.

*The Council notes that a Committee established by the Administration to examine the question of the association of the indigenous inhabitants with the judicial system has recommended that indigenous assessors be appointed to sit with magistrates in the Courts for Native Affairs. In view of the requests made to the Visiting Mission for the establishment of indigenous courts, the Council expresses the hope that indigenous people, as a first step towards ensuring their fuller participation in the administration of justice, will soon be appointed as assessors as recommended by the Committee established by the Administration to examine this question.*

The Administering Authority has made arrangements for an eminent authority in jurisprudence to visit the Territory in July, 1960, to enquire into the existing system of the administration of justice in the Territory and make suggestions for its improvement, having regard to the present and future requirements of the Territory. The recommendations of the Administration Committee will be taken into account.

Although it is the policy of the Administering Authority to ensure the progressive participation of the indigenous people in the administration of justice, it is felt that as the enquiry may result in other and perhaps more suitable proposals for associating the indigenous people with the judicial system, the appointment of assessors should be held in abeyance until the investigations have been completed.

### III. ECONOMIC ADVANCEMENT.

#### GENERAL.

*The Council commends the Administering Authority for its efforts to improve the basic economic framework of the Territory and notes with satisfaction the change of emphasis in general policy which is now to be directed to the quickening of the economic advancement of the indigenous people. It hopes that this change of emphasis will make possible an acceleration of the rate of progress, and in this connexion, recalling its previous recommendations concerning long-term economic planning and noting the views of the Visiting Mission concerning the absence of comprehensive and integrated development*

*planning necessary for the promotion of rapid economic development, it urges that the Administering Authority prepare such plans as soon as possible and that it secure the additional funds necessary for their implementation.*

*In this connexion, the Council endorses the views of the Mission that, in order to accelerate the rate of progress, the Administering Authority might also seek financial and expert assistance from the specialized agencies of the United Nations and other international bodies.*

The Administering Authority has noted the views of the Council in relation to the economic advancement of the indigenous people of the Territory, and observes for the Council's information that it does already, and will continue to, seek such aid from the specialized agencies of the United Nations and other international bodies as it considers necessary to supplement its own efforts in this field.

#### AGRICULTURE.

*The Council commends the Administering Authority for its improvement of indigenous agriculture by the introduction of new subsistence crops, the expansion of cash cropping and the farmer training schemes. It believes, however, that much still remains to be done and urges the Administering Authority to intensify its efforts in this field particularly in the extension work of the Department of Agriculture.*

*The Council notes with satisfaction the training programmes which have been established to assist the indigenous people to obtain positions of responsibility in the Department of Agriculture and welcomes the decision to establish an agricultural college in the Territory.*

The Administering Authority will continue to give attention to the intensification of agricultural extension work among the indigenous farmers of the Territory and in this connexion draws attention to Chapter 3 (b) of Section 4 of Part VI of this report which indicates the emphasis being placed on this activity.

#### INDUSTRY.

*The Council, noting the comparative absence of industry or of plans for industrial development, urges that the Administering Authority give active consideration to the establishment of small-scale, cottage and secondary industries based on the Territory's produce, as a measure towards the diversification of the Territory's economy. In view of the fact that tropical climate and soil conditions prevailing in tropical countries lend themselves to the cultivation of sugar-cane, the Council considers that special attention needs to be given to sugar-cane production and to the establishment of sugar industry in the Territory.*

The views of the Trusteeship Council regarding the establishment of small-scale cottage and secondary industries are noted.

The Administering Authority has given consideration to sugar-cane production and the establishment of a sugar industry in the Territory. Although the climate and soil conditions are favourable to the production of sugar, the extent of local consumption and of the world market opportunities are not, at this stage, favourable enough to justify developing the industry.

## LAND.

The Council notes with concern that a shortage of land, due to the expanding needs of indigenous agriculture, is developing in some of the more heavily populated areas. It notes the declaration made by the Administering Authority that steps are being taken in the form of resettlement projects to alleviate this situation, and that it would take whatever steps were necessary to protect the indigenous peoples' interests and ensure suitable conditions for their future economic development. The Council, while welcoming this assurance, draws the attention of the Administering Authority to the view of the Visiting Mission that the present scope of resettlement projects in the Warangoi Valley and at Vudal is not going to make an important contribution towards relieving population pressure or land shortages, and recommends that the Administering Authority give greater urgency to the problem and attack it more vigorously. In the acquisition of land, and in the leasing thereof to non-indigenous farmers, special care, in the Council's view, needs to be taken as a general rule to ensure that present and future needs and interests of the indigenous people are not in any way jeopardised.

The Council also notes that the Administering Authority considers that the successful introduction of a cash crop economy among the indigenous people requires a change from customary tenure to individual holdings, and that the indigenous people alone cannot cope with this problem and will require assistance. The Council commends the view of the Visiting Mission that although this problem may be new in the Territory it is not new in many parts of the world, and that the Administering Authority would be well advised to profit from the experience and assistance of those who have already dealt with this difficult problem.

The observations of the Council relating to various land problems have been noted and will be given full consideration by the Administering Authority.

Information on the agricultural surveys which are under way in several of the more heavily populated areas in which a land shortage is developing, and on the investigations being made into the availability of suitable resettlement lands, is given in Part I of the report.

The question of land tenure is also receiving close attention, and the ways and means which have been adopted in other parts of the world to solve similar problems have been under study.

The Administering Authority assures the Council that it is giving these matters a high priority and will take whatever steps are necessary not only to protect the indigenous people's interests, but to ensure suitable conditions for their future economic development.

## IV. SOCIAL ADVANCEMENT.

### PUBLIC HEALTH.

The Council notes with satisfaction the continuing progress of the Administering Authority's hospital construction programme, and hopes that by increased efforts in this direction it will soon be possible to replace inadequate

installations. Noting that it has not been possible in spite of the efforts of the Administering Authority to provide staff in sufficient numbers to correspond to the increase in hospital facilities, the Council recommends to the Administering Authority to continue its efforts in recruiting more medical personnel from overseas, in offering medical cadetships, and in organizing a medical training programme for indigenous persons. It welcomes, in this connexion, the establishment of a medical college for assistant medical practitioners and a central nurses training school.

The Council notes the successful mass yaws campaign conducted by the Administering Authority.

The Council, noting that there is no legal or administrative barrier to the free choice of hospital facilities by all elements of the population, considers that it would be desirable to refrain from using a racial classification for hospitals which is no longer applicable in the Territory.

The Council takes note of the observations of the World Health Organization (document T/1472) and commends them to the attention of the Administering Authority.

The Administering Authority has continued to carry out a vigorous programme of recruitment for medical personnel and during the year under review the number of qualified medical practitioners on the staff of the Department of Public Health in the Trust Territory increased by twelve. Response to the cadetship scheme continues to be good and a further seven cadet medical officers have been recruited.

As indicated in Chapter 7 of Part VII of this Report the training of assistant medical practitioners has begun at the Papuan Medical College associated with the Port Moresby General Hospital and seven male students and one female student from New Guinea have started their year of preliminary training.

General nursing training has been established at the Rabaul General Hospital and at 30th June, 1959, 49 male and 31 female trainees were undergoing instruction there.

The Council will note from the tables included in Appendix XIX of this Report that the racial classification for hospitals is no longer in use.

The observations of the World Health Organization to which the council has drawn attention will receive the careful consideration of the Administering Authority.

## V. EDUCATIONAL ADVANCEMENT.

### GENERAL.

The Council notes with satisfaction the enthusiastic interest of the indigenous people in education and particularly welcomes the important contribution of local government councils towards the establishment and maintenance of schools in their areas. The Council expresses the hope that the Administering Authority will spare no effort in further stimulating and supporting the initiative of the indigenous people in establishing educational facilities in the Territory.

The Council, noting the increased expenditure on education, and the measures to improve the standards in mission schools, particularly the appointment of inspectors, and the training of mission teachers in order to bring them up to the required standards, commends the Administering Authority for the progress achieved in the field of primary education. It hopes that as a result of the five-year plan adopted for the development of education, progress will be further accelerated, and that the Administration will assume a more direct and increasing responsibility in the field of the Territory's educational advancement.

The Council, noting that many children fail to complete their primary education, and noting also the continuing shortage of adequately trained teachers, urges the Administering Authority to seek ways of reducing the incidence of wastage and to intensify its efforts to attract a larger number of indigenous persons into the teaching profession. The Council considers that the sharp falling off of attendance on the higher grades of primary schools is largely owing to the fact that a majority of the existing primary schools are two or three grade schools, and that, therefore, to enable larger numbers of primary pupils to complete a full course of primary education it should be necessary to expand these schools by progressive stages.

The Administering Authority notes the satisfaction expressed by the Council at the interest shown by the indigenous people in education, and that the Council commends the Administering Authority for the progress achieved in the field of primary education.

The Administering Authority further notes the observations of the Council on certain aspects of education in the Territory and assures the Council that the matters referred to will receive careful consideration.

#### POST-PRIMARY EDUCATION.

The Council, recalling that at its twenty-second session it expressed the hope that the Administering Authority would provide the secondary educational facilities required by the greater number of students produced by the expanding primary school system, notes that the Administering Authority plans to open another secondary school in the Territory next year and that eighteen other schools will shortly be raised to an intermediate standard, and that as an auxiliary and temporary measure selected students will be sent to secondary schools in Australia.

The Council endorses the view of the Visiting Mission that the number of pupils in post-primary schools is too low to meet the growing demand for better educated New Guineans and the needs of the Territory, and hopes that there will be a further increase in the number of secondary schools in the Territory. The Council, recognizing the need for the active promotion of literacy among the adult population of the Territory, recommends that the Administering Authority, in co-operation with planters and other employers, take steps to provide facilities for adult education for workers at the centres of employment.

Present plans for the expansion of post-primary education provide not only for the construction of additional Administration schools, but also for grants-in-aid to the

missions for the construction of post-primary schools and a maintenance grant of £20 per annum in respect of each additional post-primary pupil enrolled. These grants become payable in 1960.

The education of adults is being continued by the use of such media as radio broadcasts, films and vernacular and English newspapers, as well as through various projects for community advancement, including district development programmes, women's clubs and the services provided in agriculture, health and other fields of Administration activity. It is considered that the educational needs of adults can be more appropriately met by these means than by the more formal class-room methods.

#### VI. ESTABLISHMENT OF INTERMEDIATE TARGET DATES AND FINAL TIME-LIMIT FOR THE ATTAINMENT OF SELF GOVERNMENT OR INDEPENDENCE.

The Council, recalling its previous recommendations on this subject, in particular the recommendation made at its eighteenth session, notes that researches undertaken by the Commonwealth Scientific and Industrial Research Organization have been pursued with the aid of qualified Departments of the Administration, notes that the Administering Authority has established a five-year plan for the development of education in the Territory, and further notes the view of the Visiting Mission that better use could be made of the Territory's resources under an integrated development plan. The Council expresses the hope that the Administering Authority will adopt without delay development plans in all fields and will indicate, whenever appropriate, successive intermediate targets and approximate dates for their fulfilment in order that the necessary preconditions may be created for the attainment by the Territory of the objectives of the Trusteeship System.

The Administering Authority has development plans in all fields of administration and will continue to carry them out with the greatest vigour. While these plans envisage the accomplishment of various tasks within prescribed periods, it regards the setting of target dates as likely to be misleading. Because of the wide variation and constant change in conditions among the primitive inhabitants of the Territory the Administering Authority considers it would be improper to put forward target dates and accept them as firm undertakings. Nevertheless, the Administering Authority will adopt tentative target dates, wherever appropriate, for the progressive, economic, social educational and political advancement of the indigenous people, and whenever it is satisfied that this will assist in the promotion of the objective expressed in Article 76 (b) of the Charter.

#### VII. ADMINISTRATIVE UNION.

The Council notes the statement made by the representative of the Administering Authority at its twenty-fourth session to the effect that the Administering Authority has no intention whatsoever of compelling

the virtually identical peoples of the two Territories to form a single state, but will regard it as equally inconsistent with its basic responsibilities assumed under the United Nations Charter to deny these peoples at some future date the ultimate choice of coming together; that at present these peoples give little or no thought to the final political forms which the two Territories would assume, but their future relations are a matter for them alone to decide.

The Council notes further that no significant changes affecting the legal status of New Guinea have occurred since the adoption of the previous report of the Standing Committee on Administrative Unions (doc. T/L. 868) in the relations existing (by virtue of the Papua and New Guinea Act 1949-1957) between the Trust Territory and the neighbouring Territory of Papua.

The Council invites the Administering Authority to continue to ensure that these relations do not impair the achievement in future by the Trust Territory of the essential objectives of the international Trusteeship System in accordance with the freely expressed wishes of the people of the Territory.

The Council notes the impression of the 1959 Visiting Mission that the district commissioners in the Trust Territory tended to be subject to too much control by the central Administration from head-quarters (which are located in Port Moresby in the Territory of Papua) or that these commissioners lacked the necessary authority to exercise their own initiative in administering the district entrusted to them.

The Council notes further the statement by the representative of the Administering Authority at the twenty-fourth session of the Council that the present administrative powers of the district commissioners are adequate; that he believes that owing to the present expansion of the work of all departments in all districts it is necessary more frequently to refer to head-quarters for decision; that the whole administrative organization is at present under review, and if it is considered that the district commissioners should have more power, steps will be taken to give effect to this.

The Council invites the Administering Authority to consider vesting the district commissioners with broader powers, wherever appropriate, so as to bring

about a greater decentralization of administration, and thereby to ensure to the Territory greater administrative autonomy.

The Trusteeship Council notes the statement by the representative of the Administering Authority in regard to the holding of some meetings of the Legislative Council in the Trust Territory contained in the previous report of the Standing Committee on Administrative Unions (T/L.868) that the Council might sit anywhere within either of the two Territories, that there were no legal or physical obstacles to such an arrangement and that he would bring the question to the attention of the Administering Authority.

The Trusteeship Council notes further that the Legislative Council held three meetings during the year under review and that all three meetings were held in Port Moresby in the Territory of Papua.

The Council considers that the holding of some meetings of the Legislative Council in the Trust Territory itself would serve as a means of developing the population's interest in public affairs.

The Council invites the Administering Authority to bring this view to the attention of the Legislative Council.

The recommendations of the Council regarding the decentralization of administration and the vesting of district Commissioners with broader powers are being taken into account in the review of administrative arrangements which is at present being made.

The Administering Authority has also given consideration to the Council's opinion that the holding of some meetings of the Legislative Council in the Trust Territory would serve as a means of developing the population's interest in public affairs but feels that the value in this direction would be practically negligible at the present time. Furthermore such action would involve much administrative difficulty and expense. The Administering Authority believes that interest in public affairs can be more effectively stimulated by the present policies of appointing observers to attend meetings of the Legislative Council and of giving wide publicity by means of press and radio to the Council's proceedings, and by further expanding the use of such information media among the indigenous people.

## PART XI.—SUMMARY AND CONCLUSIONS.

The principal events and achievements of the year under review have been outlined in the preceding Parts of the Report, and this Part is restricted to a brief reference to some of the outstanding features of the year's work.

The task of bringing the whole of the Territory under Administration control was continued and a further 550 square miles were brought under control.

Volcanic activity on Manam Island during 1957-58 made it necessary to evacuate the population, numbering

nearly 3,500, to the mainland. In October, 1958, some of the villagers were able to return to Manam and by May, 1959, all of the people had been resettled on the Island.

In the sphere of political advancement there has been further progress in the development of the local government council system; three new councils were proclaimed and the Ambenob and Vuoamami Councils were enlarged. The population covered by the council system has increased from 91,157 at 30th June, 1958, to 119,532 at

30th June, 1959. A conference of representatives from all native local government councils so far formed was held in June, 1959.

Seventeen indigenes have been appointed as members of district advisory councils and one is a member of a town advisory council.

A total of 512 officers, including 70 Auxiliary Division officers, was appointed to the Papua and New Guinea Public Service during the year.

Public expenditure totalled £10,261,746. Internal revenue rose to £3,555,373 and the direct grant by the Administering Authority was increased to £6,706,373. In addition an amount of approximately £1,900,000 (of which £700,000 was on capital works) was expended in the Trust Territory and the Territory of Papua by Departments of the Government of Australia whose funds are derived from the Australian Commonwealth as distinct from the Territory budget.

External trade increased to £24,510,469; imports amounting to £11,818,592 and exports to £12,691,877. Export income showed an increase of £3,063,829 from £9,628,048 at 30th June, 1958, mainly accounted for by increases of £1,281,354 from coconut oil, £777,461 from copra, £653,939 from cocoa, £226,075 from coffee, £183,296 from peanuts and £59,369 from sawn timber. The total value of forest production again exceeded £2,000,000.

The indigenous contribution to exports and to production generally has continued to increase. Production of cacao by indigenous growers increased from approximately 700 tons to 1,200 tons; indigenous coffee producers increased plantings to 5,300 acres and production to approximately 330 tons; copra production increased by 4,000 tons to 20,000 tons during the year; and production of passionfruit, a crop produced only by indigenous growers, increased from 535 tons to 830 tons. The extension measures described in Chapter 3 (b) of Section 4 of Part VI are designed to bring about a further intensification of activity in the field of indigenous agriculture with a view to raising the standard of living of the people and laying a sound economic basis for future development.

The number of locally registered companies participating in commercial and agricultural activities increased and at 30th June, 1959, totalled 277 with a nominal capital of £24,484,200.

The number of co-operative associations increased by one and the number of societies declined by one. Turn-over of primary organizations increased by £33,980 and of secondary organizations by £35,486.

Expenditure on new works capital purchases and maintenance totalled £3,512,710. This included £577,770 on roads and bridges.

Health services have continued to expand. A general hospital at Nonga, near Rabaul, two district hospitals and a tuberculosis hospital were opened during the year. Training of medical personnel as reported in previous years continued and, in addition, the training of assistant medical practitioners for work in the Trust Territory began at the Papuan Medical College, Port Moresby, while nursing training commenced at the Nonga General Hospital. Malaria control assistants are being trained at the Malaria Control School at Minj in the Western Highlands District. Some students are studying at the Central Medical School, Suva, Fiji, to become assistant medical practitioners and laboratory assistants.

Expenditure on health services by the Administration during the year was £1,810,752. Ascertainable expenditure by missions from their own funds was £105,486 and native local government councils expended £12,165.

Within the Department of Public Health, a Division of Mental Health has been established, a dental service is being developed and other specialist services are being extended.

There has been an expansion of activities directed to the advancement of indigenous women and 46 women's clubs throughout the Territory are now playing an important part in this work. At the same time recreation centres to cater for the leisure-time interests and activities of the indigenous people generally have been developed in all the main towns.

The number of Administration schools increased from 184 to 189, and enrolments of pupils from 11,333 to 12,517, while indigenous teachers in Administration schools increased from 355 to 404 and non-indigenous teachers from 122 to 136.

The number of registered and recognized mission schools now totals 354. In addition there are 2,413 exempt schools catering for 81,612 children at the primary stage.

The inspection of mission schools has recently progressed at a faster rate following the appointment of additional inspectorial staff as part of the plan for the establishment of universal primary education described in Chapter 1 of Part VIII. The measures being taken are aimed at bringing exempt mission schools as soon as possible to the level required for recognition or registration and at improving the standards of indigenous teachers in both Administration and mission schools by in-service training and continuous supervision.

Expenditure on education services by the Administration increased from £765,595 in 1957-1958 to £1,017,455 in 1958-59, excluding expenditure on maintenance of buildings. Ascertainable expenditure by missions from their own funds was £432,544.

## 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 1935-1958*.

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 head-quarters. Figures of the enumerated and estimated population at 30th June, 1953, 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.
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#### 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.

	1954-55.	1955-56.	1956-57.	1957-58.	1958-59.
<b>Indigenous Population—</b>					
Enumerated .. .. .	1,086,518	1,154,360	1,177,074	1,223,095	1,282,639
Estimated .. .. .	155,097	119,477	120,100	103,100	78,000
<b>Total .. .. .</b>	<b>1,241,615</b>	<b>1,273,837</b>	<b>1,297,174</b>	<b>1,326,195</b>	<b>1,360,639</b>
<b>Non-Indigenous Population—</b>					
Estimated—					
European .. .. .	8,950	9,827	10,608	11,110	11,177
Non-European .. .. .	3,595	3,628	3,828	3,963	4,093
<b>Total .. .. .</b> (Tables 1 and 2, pages 140 and 141)	<b>12,545</b>	<b>13,455</b>	<b>14,436</b>	<b>15,073</b>	<b>15,270</b>

## APPENDIX II.—ADMINISTRATIVE STRUCTURE OF GOVERNMENT.

	1954-55.	1955-56.	1956-57.	1957-58.	1958-59.
<b>Total Staff in New Guinea</b> (Table 1, page 145)	842	987	1,219	1,401	1,474
<b>Village Officials (Indigenous)—</b>					
Luluais .. .. .	5,256	5,321	5,355	5,014	5,023
Tultuls .. .. .	5,822	5,669	5,797	5,599	5,750
Medical Tultuls .. .. .	3,235	2,738	2,584	2,252	2,182
<b>Total .. .. .</b>	<b>14,313</b>	<b>13,728</b>	<b>13,736</b>	<b>12,865</b>	<b>12,955</b>
Village Councillors .. .. .	161	136	230	379	470
(Table 9, page 167)					
<b>War Damage Claims—</b>					
Number .. .. .	8,695	4,126	97	87	3
Amount .. .. .	£ 90,519	54,046	3,675	668	242
<b>Total at 30th June—</b>					
Number .. .. .	1955. 113,417	1956. 117,543	1957. 117,640	1958. 117,727	1959. 117,730
Amount .. .. .	£ 1,663,218	1,717,264	1,720,939	1,721,607	1,721,849
(Table 10, page 167)					
Number of Patrols .. .. .	1954-55. 278	1955-56. 263	1956-57. 297	1957-58. 264	1958-59. 344
Number of Patrol Days .. .. .	6,584	6,878	7,736	6,716	7,631
Number of Inspections by District Officers .. .. .	243	252	230	214	119
(Table 6, page 166)					
Area under Administration Control .. .. .	Sq. miles. 75,000	Sq. Miles. 75,100	Sq. miles. 76,770	Sq. miles. 78,195	Sq. miles. 78,745
Area under Administration Influence .. .. .	7,600	8,500	7,405	7,055	6,640
Area under Partial Administration Influence .. .. .	3,700	3,300	3,050	2,400	2,595
Area Penetrated by Patrols (Restricted Area) .. (Table 7, page 166)	6,700	6,100	5,775	5,350	5,020

## APPENDIX III.—JUSTICE.

	1954-55.	1955-56.	1956-57.	1957-58.(a)	1958-59.
<b>Supreme Court—</b>					
Number charged .. .. .	232	239	289	222	259
Number convicted .. .. .	198	191	250	178	182
Number discharged .. .. .	18	20	25	25	26
Number <i>Nolle Prosequi</i> Entered (Table 1 (1), page 169)	16	28	14	19	51
<b>District Courts—</b>					
<b>Asians—</b>					
Tried .. .. .	106	67	113	34	24
Convicted .. .. .	96	55	99	30	18
Referred to the Supreme Court .. .. .	1	4	1	1	2
<b>Europeans—</b>					
Tried .. .. .	231	217	432	167	125
Convicted .. .. .	215	189	348	152	96
Referred to the Supreme Court .. .. .	6	13	13	7	5
<b>Indigenes—</b>					
Tried .. .. .	748	975	1,190	623	823
Convicted .. .. .	491	794	950	489	625
Referred to the Supreme Court (Table 1 (2), page 170)	249	148	201	98	116
<b>Court for Native Affairs—</b>					
Number Tried .. .. .	6,335	6,153	9,665	6,023	..
Number Convicted .. .. . (Table 1 (3), page 171)	6,201	5,921	9,390	5,904	10,097

(a) Figures for District Courts and Courts for Native Affairs are for six months only. See Appendix III.

## APPENDIX IV.—PUBLIC FINANCE.

	1954-55.	1955-56.	1956-57.	1957-58.	1958-59.
	£	£	£	£	£
Revenue from within the Territory .. .. .	2,008,445	2,411,861	2,652,517	2,926,026	3,555,373
Grant by the Government of the Commonwealth of Australia .. .. .	4,396,209	4,901,737	(a) 5,498,179	(b) 6,188,121	6,706,373
Expenditure .. .. . (Table 1, page 172)	6,404,654	7,313,598	8,150,696	9,114,847	10,261,746

(a) Includes advances of £119,100 repayable 1957-58.

(b) The repayment of the advance of £119,100 has not been included in the 1957-58 expenditure figures and the grant has been reduced accordingly.

## APPENDIX VII.—COMMERCE AND TRADE.

	1954-55.	1955-56.	1956-57.	1957-58.	1958-59.
	£	£	£	£	£
Imports .. .. .	9,577,088	10,280,029	10,918,981	11,452,012	11,818,592
Exports .. .. .	10,060,641	9,885,623	10,312,492	9,628,048	12,691,877
<b>Total Trade</b> (Table 1, page 175)	<b>19,637,729</b>	<b>20,165,652</b>	<b>21,231,473</b>	<b>21,080,060</b>	<b>24,510,469</b>
Number of Local Companies .. .. .	165	185	225	259	277
Nominal Capital of Local Companies .. .. .	£ 12,422,000	13,781,900	17,312,150	19,659,200	24,484,200
Number of Foreign Companies .. .. .	79	85	87	98	107
Nominal Capital of Foreign Companies .. .. .	£ 137,488,167	173,663,167	(c) 189,911,592	204,106,592	221,692,592
(Table 8, page 179)	{ \$ (a) 6,000,000	(a) 6,000,000	(a) 6,000,000	(a) 6,000,000	(a) 6,000,000
	(b) 10,000,000	(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.

	1954-55.	1955-56.	1956-57.	1957-58.	1958-59.
<b>Land Tenure—</b>					
Unalienated Land (acres) .. .. .	58,397,523	58,356,063	58,136,276	58,122,823	58,115,154
Land Alienated (acres) .. .. .	1,122,477	1,163,937	1,383,724	1,397,177	1,404,846
(Table 1, page 179)					
<b>Land Leases—</b>					
Number of Leases .. .. .	3,217	3,494	3,659	3,864	4,069
Area of Leases (acres) .. .. .	234,835	261,876	303,784	311,247	320,235
(Table 2, page 179)					

## APPENDIX XIV.—CO-OPERATIVES.

	1954-55.	1955-56.	1956-57.	1957-58.	1958-59.
Number of Societies .. .. .	83	96	97	102	101
Total Turnover .. .. .	£ 475,937	449,670	502,628	374,609	408,589
(Table 1, page 187)					

## APPENDIX XV.—TRANSPORT AND COMMUNICATIONS.

	1954-55.	1955-56.	1956-57.	1957-58.	1958-59.
Mileage of Vehicular Roads .. .. .	3,095	3,879	3,986	4,389	4,462
Mileage of Bridle Paths .. .. . (Table 14, page 196)	22,066	(a)	(a)	20,000	20,350
Total Number of Oversea Vessels entered and cleared	269	234	346	(b) 368	503
Tonnage of Oversea Vessels entered and cleared .. (Table 10, page 195)	584,656	533,611	666,818	717,647	714,083
Tonnage of Oversea Cargo handled .. .. . (Table 12, page 196)	229,356	217,841	271,084	278,848	280,600

(a) Not available. (b) Corrected figure.

## APPENDIX XVII.—LABOUR.

	1954-55.	1955-56.	1956-57.	1957-58.	1958-59.
Number of Indigenous Employees .. .. .	43,931	44,012	45,438	41,693	45,122
Number of Administration Indigenous Employees ..	8,006	8,740	9,043	8,965	8,824
Number of Agreement Indigenous Employees .. .. .	19,470	19,356	21,401	19,929	20,393
Number of Casual Workers in Private Employment (Table 1, page 199)	16,455	15,916	14,994	12,799	15,905
Number of Females Employed .. .. . (Table 2, page 200)	241	472	534	549	448
Number of Deaths of Workers in Employment .. (Table 8, page 206)	97	135	145	145	116
Number of Breaches of Native Labour Ordinance by Employers .. .. . (Table 9, page 206)	18	32	12	11	4
Number of Breaches of Native Labour Ordinance by Employees .. .. . (Table 10, page 207)	Nil	6	Nil	Nil	Nil
Number of Breaches of Native Employees' Agree- ments under Native Labour Ordinance .. .. . (Table 11, page 207)	355	1,092	1,062	700	578

## APPENDIX XIX.—PUBLIC HEALTH.

	1954-55.	1955-56.	1956-57.	1957-58.	1958-59.
Number of Medical Personnel .. .. . (Table 1, page 210)	3,580	3,441	4,256	3,376	4,034
Number of Hospitals and Clinics .. .. . (Table 2, page 211)	1,032	1,207	1,405	1,550	1,708
Number of in-patients treated in Administration Hospitals .. .. .	(a) 69,663	96,483	97,040	91,467	88,815
Of which were fatal .. .. . (Table 5, page 214)	(a) 902	1,268	1,402	1,485	2,065
Value of Medical Aid to Missions .. .. .	£ 56,996	55,580	60,038	55,854	64,605
Total Expenditure on Health .. .. . (Table 13, page 222)	£ 1,469,571	1,881,431	1,901,273	1,940,735	1,928,403

(a) Figures are for nine months ended 31st March, 1955.

## APPENDIX XXI.—PENAL ORGANIZATION.

	1954-55.	1955-56.	1956-57.	1957-58.	1958-59.
Prisons— Total number committed to prison .. .. (Table 1, page 209)	7,680	8,263	8,575	8,923	8,196

## APPENDIX XXII.—EDUCATION.

	1954-55.	1955-56.	1956-57.	1957-58.	1958-59.
Number of Administration Schools .. ..	95	132	152	184	189
Number of Administration Teachers .. ..	239	329	424	483	543
Number of Administration Pupils .. ..	5,498	7,239	9,968	11,333	12,517
Number of Mission Schools .. ..	3,111	3,054	3,149	2,767	2,777
Number of Mission Teachers .. ..	3,784	3,857	4,155	3,620	3,453
Number of Mission Pupils .. .. (Table 1, page 224)	106,559	110,672	114,976	108,046	112,142
Expenditure by Department of Education £	352,945	439,039	540,181	637,238	775,429
Value of Educational Aid to Missions .. £	70,040	60,638	60,004	118,608	133,890
Total Expenditure on Education .. £ (Table 13, page 235)	756,400	815,749	1,015,279	1,133,464	1,449,999

## APPENDIX XXV.—RELIGIOUS MISSIONS.

	1954-55.	1955-56.	1956-57.	1957-58.	1958-59.
Number of Non-indigenous Missionaries ..	957	1,151	1,076	1,257	1,350
Estimated Number of Adherents .. .. (Table 1, page 237)	634,666	605,922	627,032	676,800	712,650
Expenditure on Health .. .. £	145,564	159,627	153,853	166,674	170,091
Expenditure on Education .. .. £ (Table 3, page 238)	369,672	378,908	435,864	486,484	566,423

## APPENDIX I.

## POPULATION.

## I. ENUMERATED AND ESTIMATED INDIGENOUS POPULATION AT 30TH JUNE, 1959.

District and Sub-district.	Enumerated.									Estimated.	Grand Total.
	Children.			Adults.			Persons.				
	Males.	Females.	Total.	Males.	Females.	Total.	Males.	Females.	Total.		
<b>Eastern Highlands—</b>											
Goroka .. ..	22,202	19,295	41,497	29,315	28,045	57,360	51,517	47,340	98,857	600	99,457
Chimbu .. ..	28,067	26,794	54,861	53,219	45,861	99,080	81,286	72,655	153,941	..	153,941
Kainantu .. ..	17,771	15,228	32,999	19,937	18,693	38,630	37,708	33,921	71,629	8,700	80,329
<b>Total</b> .. ..	<b>68,040</b>	<b>61,317</b>	<b>129,357</b>	<b>102,471</b>	<b>92,599</b>	<b>195,070</b>	<b>170,511</b>	<b>153,916</b>	<b>324,427</b>	<b>9,300</b>	<b>333,727</b>
<b>Western Highlands—</b>											
Mount Hagen ..	25,681	23,051	48,732	31,995	29,223	61,218	57,676	52,274	109,950	8,000	117,950
Wabag .. ..	22,301	20,190	42,491	29,387	27,743	57,130	51,688	47,933	99,621	12,000	111,621
Minj .. ..	5,533	5,095	10,628	8,111	8,026	16,137	13,644	13,121	26,765	..	26,765
<b>Total</b> .. ..	<b>53,515</b>	<b>48,336</b>	<b>101,851</b>	<b>69,493</b>	<b>64,992</b>	<b>134,485</b>	<b>123,008</b>	<b>113,328</b>	<b>236,336</b>	<b>20,000</b>	<b>256,336</b>
<b>Sepik—</b>											
Wewak .. ..	5,097	4,287	9,384	5,369	5,928	11,297	10,466	10,215	20,681	..	20,681
Aitape .. ..	3,963	3,606	7,569	5,734	4,830	10,564	9,697	8,436	18,133	100	18,233
Maprik(a) .. ..	14,428	13,583	28,011	26,508	22,545	49,053	40,936	36,128	77,064	..	77,064
Angoram .. ..	5,779	5,123	10,902	8,933	7,420	16,353	14,712	12,543	27,255	1,500	28,755
Lumi .. ..	7,757	6,811	14,568	13,267	10,942	24,209	21,024	17,753	38,777	1,400	40,177
Ambunti(a) ..	3,792	3,194	6,986	7,113	6,539	13,652	10,905	9,733	20,638	12,300	32,938
Telefomin .. ..	989	823	1,812	1,417	1,164	2,581	2,406	1,987	4,393	17,500	21,893
<b>Total</b> .. ..	<b>41,805</b>	<b>37,427</b>	<b>79,232</b>	<b>68,341</b>	<b>59,368</b>	<b>127,709</b>	<b>110,146</b>	<b>96,795</b>	<b>206,941</b>	<b>32,800</b>	<b>239,741</b>
<b>Madang—</b>											
Madang Central ..	15,595	13,241	28,836	24,061	20,086	44,147	39,656	33,327	72,983	9,300	82,283
Bogia .. ..	5,402	5,002	10,404	10,305	8,229	18,534	15,707	13,231	28,938	..	28,938
Saidor .. ..	4,758	4,131	8,889	7,042	6,331	13,373	11,800	10,462	22,262	..	22,262
<b>Total</b> .. ..	<b>25,755</b>	<b>22,374</b>	<b>48,129</b>	<b>41,408</b>	<b>34,646</b>	<b>76,054</b>	<b>67,163</b>	<b>57,020</b>	<b>124,183</b>	<b>9,300</b>	<b>133,483</b>
<b>Morobe—</b>											
Lae .. ..	13,807	12,604	26,411	20,837	20,231	41,068	34,644	32,835	67,479	..	67,479
Wau .. ..	3,026	2,725	5,751	3,676	3,260	6,936	6,702	5,985	12,687	1,500	14,187
Finschhafen ..	13,921	13,642	27,563	22,304	21,772	44,076	36,225	35,414	71,639	..	71,639
Mumcng .. ..	3,563	3,290	6,853	4,875	4,354	9,229	8,438	7,644	16,082	..	16,082
Menyamya(b) ..	3,506	2,661	6,167	3,371	3,674	7,045	6,877	6,335	13,212	4,000	17,212
<b>Total</b> .. ..	<b>37,823</b>	<b>34,922</b>	<b>72,745</b>	<b>55,063</b>	<b>53,291</b>	<b>108,354</b>	<b>92,886</b>	<b>88,213</b>	<b>181,099</b>	<b>5,500</b>	<b>186,599</b>
<b>New Britain—</b>											
Rabaul(c) .. ..	7,470	6,761	14,231	9,131	8,653	17,784	16,601	15,414	32,015	..	32,015
Kokopo(c) .. ..	4,254	3,760	8,014	5,315	4,717	10,032	9,569	8,477	18,046	100	18,146
Tafasca .. ..	5,482	5,069	10,551	8,131	6,913	15,044	13,613	11,982	25,595	400	25,995
Gasmata .. ..	5,630	5,132	10,762	8,002	6,885	14,887	13,632	12,017	25,649	600	26,249
<b>Total</b> .. ..	<b>22,836</b>	<b>20,722</b>	<b>43,558</b>	<b>30,579</b>	<b>27,168</b>	<b>57,747</b>	<b>53,415</b>	<b>47,890</b>	<b>101,305</b>	<b>1,100</b>	<b>102,405</b>
<b>New Ireland—</b>											
Kavieng .. ..	4,488	3,995	8,483	8,412	7,130	15,542	12,900	11,125	24,025	..	24,025
Namatanai .. ..	2,954	2,614	5,568	4,878	3,920	8,798	7,832	6,534	14,366	..	14,366
<b>Total</b> .. ..	<b>7,442</b>	<b>6,609</b>	<b>14,051</b>	<b>13,290</b>	<b>11,050</b>	<b>24,340</b>	<b>20,732</b>	<b>17,659</b>	<b>38,391</b>	<b>..</b>	<b>38,391</b>
<b>Bougainville—</b>											
Buka Passage ..	3,478	3,361	6,839	7,436	6,355	13,791	10,914	9,716	20,630	..	20,630
Buin .. ..	4,087	3,484	7,571	5,709	4,762	10,471	9,796	8,246	18,042	..	18,042
Kieta .. ..	3,246	2,869	6,115	4,298	4,045	8,343	7,544	6,914	14,458	..	14,458
<b>Total</b> .. ..	<b>10,811</b>	<b>9,714</b>	<b>20,525</b>	<b>17,443</b>	<b>15,162</b>	<b>32,605</b>	<b>28,254</b>	<b>24,876</b>	<b>53,130</b>	<b>..</b>	<b>53,130</b>
<b>Manus .. ..</b>	<b>3,360</b>	<b>3,167</b>	<b>6,527</b>	<b>5,496</b>	<b>4,804</b>	<b>10,300</b>	<b>8,856</b>	<b>7,971</b>	<b>16,827</b>	<b>..</b>	<b>16,827</b>
<b>Grand Total</b> ..	<b>271,387</b>	<b>244,588</b>	<b>515,975</b>	<b>403,584</b>	<b>363,080</b>	<b>766,664</b>	<b>674,971</b>	<b>607,668</b>	<b>1,282,639</b>	<b>78,000</b>	<b>1,360,639</b>

(a) There has been a revision of boundaries between Maprik and Ambunti Sub-districts.

(b) Fall in reported population for Meayamya Sub-district is due to extension of the census and more accurate revision of the estimate of uncounted population.

(c) There has been a revision of boundaries between Rabaul and Kokopo Sub-districts.

## APPENDIX I.—continued.

## 2. NON-INDIGENOUS POPULATION: RACIAL DISTRIBUTION AS AT 30TH JUNE, 1954, 1958 AND 1959.

Race.	30th June, 1954.(a)			30th June, 1958.(b)			30th June, 1959.(b)		
	Males.	Females.	Persons.	Males.	Females.	Persons.	Males.	Females.	Persons.
European .. ..	5,185	2,835	8,020	6,685	4,425	11,110	6,670	4,507	11,177
Asian .. ..	1,437	913	2,350	1,666	1,117	2,783	1,732	1,166	2,898
Others .. ..	579	493	1,072	651	529	1,180	663	532	1,195
Total .. ..	7,201	4,241	11,442	9,002	6,071	15,073	9,065	6,205	15,270

(a) Census figures.

(b) Estimated. These estimates are subject to revision when the actual population figures are ascertained at the next Census.

## 3. PARTICULARS OF BIRTHS, DEATHS AND MARRIAGES OF NON-INDIGENOUS POPULATION, DURING THE YEAR ENDED 30TH JUNE, 1959.

Nationality.(a)	Number of Births Registered.(b)			Number of Deaths Registered.(b)			Marriages.
	Males.	Females.	Persons.	Males.	Females.	Persons.	
Australian Protected Person .. ..	34	46	80	5	3	8	..
British .. ..	168	144	312	24	9	33	..
British Protected Person .. ..	2	2	4	..	..	..	..
Chinese .. ..	13	15	28	12	..	12	..
Dutch .. ..	2	1	3	1	..	1	..
French .. ..	1	2	3	1	..	1	..
German .. ..	4	6	10	1	1	2	..
Greek .. ..	1	..	1	..	..	..	..
Guamese .. ..	..	..	..	..	1	1	..
Italian .. ..	..	..	..	1	..	1	..
Japanese .. ..	..	..	..	2	..	2	..
Swiss .. ..	..	1	1	..	..	..	..
United States American .. ..	10	6	16	1	2	3	..
Yugoslav .. ..	..	1	1	..	..	..	..
Undefined (Mixed Race and Others) ..	2	1	3	..	..	..	..
Total .. ..	237	225	462	48	16	64	(c) 89

(a) Nationality of father as recorded by Registrar-General. available.

(b) As recorded by Registrar-General.

(c) Details according to Nationality are not available.



## APPENDIX I.—continued.

## 4. INDIGENOUS AND NON-INDIGENOUS : MIGRATION—OVERSEA AND INTER-TERRITORY—DURING THE YEAR ENDED 30TH JUNE, 1959.

Particulars.	Arrivals.			Departures.		
	Males.	Females.	Persons.	Males.	Females.	Persons.

## A. DIRECTION OF MOVEMENT.

Oversea .. .. .	3,794	2,518	6,312	3,963	2,685	6,648
Territory of Papua .. .. .	10,554	2,468	13,022	10,002	2,425	12,427
Total .. .. .	14,348	4,986	19,334	13,965	5,110	19,075

## B. RACE.

Indigenous—						
Papua .. .. .	1,192	282	1,474	1,140	268	1,408
New Guinea .. .. .	4,040	217	4,257	3,583	280	3,863
Total Indigenous .. .. .	5,232	499	5,731	4,723	548	5,271
Non-Indigenous—						
European .. .. .	8,549	4,235	12,784	8,720	4,299	13,019
Asian .. .. .	367	172	539	329	180	509
Pacific Islanders excluding Territory of Papua and New Guinea .. .. .	160	50	210	168	58	226
Other .. .. .	40	30	70	25	25	50
Total Non-Indigenous .. .. .	9,116	4,487	13,603	9,242	4,562	13,804
Total .. .. .	14,348	4,986	19,334	13,965	5,110	19,075

## C. NATIONALITY.

British .. .. .	9,331	4,323	13,654	9,544	4,385	13,929
Australian Protected Person .. .. .	4,173	331	4,504	3,694	424	4,118
British Protected Person .. .. .	164	53	217	157	63	220
Austrian .. .. .	9	3	12	3	1	4
Belgian .. .. .	1	..	1	2	..	2
Chinese .. .. .	126	70	196	91	48	139
Czechoslovakian .. .. .	3	..	3	3	1	4
Danish .. .. .	7	..	7	4	..	4
Dutch .. .. .	137	53	190	116	41	157
Filipino .. .. .	1	..	1	1	..	1
French .. .. .	19	8	27	17	9	26
German .. .. .	68	23	91	57	37	94
Greek .. .. .	1	..	1	4	3	7
Hungarian .. .. .	..	4	4	2	4	6
Indian .. .. .	1	..	1	4	..	4
Indonesian .. .. .	1	..	1	..	..	..
Irish .. .. .	7	5	12	4	1	5

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.
<b>C. NATIONALITY—<i>continued.</i></b>						
Italian .. .. .	10	1	11	18	1	19
Japanese .. .. .	115	..	115	86	1	87
Lithuanian .. .. .	1	..	1	2	..	2
Malayan .. .. .	1	..	1	1	..	1
Norwegian .. .. .	5	1	6	5	1	6
Pakistani .. .. .	2	..	2	2	..	2
Polish .. .. .	2	..	2	2	..	2
Portuguese .. .. .	..	..	..	2	..	2
Spanish .. .. .	..	..	..	2	..	2
Swedish .. .. .	4	4	8	3	5	8
Swiss .. .. .	6	..	6	5	2	7
Ukrainian .. .. .	2	2	4	2	..	2
United States American .. .. .	147	105	252	123	81	204
Yugoslav .. .. .	1	..	1	2	..	2
Stateless .. .. .	3	..	3	7	2	9
Total .. .. .	14,348	4,986	19,334	13,965	5,110	19,075

**D. MODE OF TRAVEL.**

By—						
Sea .. .. .	928	575	1,503	792	540	1,332
Air .. .. .	13,420	4,411	17,831	13,173	4,570	17,743
Total .. .. .	14,348	4,986	19,334	13,965	5,110	19,075

## APPENDIX II.

## 1. PUBLIC SERVICE OF PAPUA AND NEW GUINEA: CLASSIFIED POSITIONS AND POSITIONS OCCUPIED AT 30TH JUNE, 1959.

The salary scales quoted are regulation rates in addition to which the following allowances are paid:—

(a) *Basic Wage adjustments or Cost of Living Allowance (per annum)*—(i) *Second and Third Divisions (Basic wage adjustments)*—

	£
Adult male officers and married minors (male) .. .. .	102
Male officers aged 20 years .. .. .	92
Male officers aged 19 years .. .. .	76
Male officers aged 18 years .. .. .	61
Male officers under 18 years .. .. .	51
Adult female officers .. .. .	76
Female officers aged 20 years .. .. .	73
Female officers aged 19 years .. .. .	66
Female officers aged 18 years .. .. .	56
Female officers under 18 years .. .. .	51

(Officers of the First Division are not paid basic wage adjustments.)

(ii) *Auxiliary Division (cost of living allowance)*—

Adult male officers and married minors (male) .. .. .	15
Male officers aged 20 years .. .. .	14
Male officers aged 19 years .. .. .	11
Male officers aged 18 years .. .. .	9
Male officers under 18 years .. .. .	8
Adult female officers .. .. .	11
Female officers aged 20 years .. .. .	11
Female officers aged 19 years .. .. .	10
Female officers aged 18 years .. .. .	8
Female officers under 18 years .. .. .	8

(b) *Territorial Allowance (per annum).*

(This allowance is paid only to officers of the First, Second and Third Divisions, born, or deemed to have been born, outside the Territory)—

	Married Male Officers.	Unmarried Officers Eighteen years of age or over.
	£	£
Less than five years' service .. .. .	325	200
Five years' but less than seven years' service .. .. .	350	225
Seven years' service and over .. .. .	375	250

(Unmarried officers under eighteen years of age are paid Territorial Allowance at the rate of £100 per annum.)

## APPENDIX II.—continued.

## 1. PUBLIC SERVICE OF PAPUA AND NEW GUINEA: CLASSIFIED POSITIONS AND POSITIONS OCCUPIED AT 30TH JUNE, 1959—continued

Classified Positions.	Salary Range.	No.	Positions Occupied.												
			Headquarters.		Papua.		New Guinea.		Unattached.		Total.				
			Males.	Females.	Males.	Females.	Males.	Females.	Males.	Females.	Males.	Females.	Total.		
	£														
<i>Department of the Administrator.</i>															
<i>First Division—</i>															
Assistant Administrator .. .. .	3,125	1	1	..	..	..	..	..	..	..	..	1	..	1	
<i>Second Division—</i>															
Executive Officer (Economic Development) .. .. .	2,218-2,493	..	..	..	..	..	..	..	..	..	..	..	..	..	..
Executive Officer (Policy and Planning) .. .. .	2,218-2,493	1	1	..	..	..	..	..	..	..	..	1	..	1	
Executive Officer (District Services) .. .. .	2,218-2,493	1	1	..	..	..	..	..	..	..	..	1	..	1	
Executive Officer (International and Public Relations) .. .. .	1,998-2,163	1	1	..	..	..	..	..	..	..	..	1	..	1	
Chairman Employment Board .. .. .	2,108-2,273	1	1	..	..	..	..	..	..	..	..	1	..	1	
District Commissioner .. .. .	2,108-2,273	17	1	..	5	..	9	..	2	..	..	17	..	17	
Public Relations Officer .. .. .	1,888-2,053	1	..	1	..	..	..	..	..	..	..	..	1	..	1
Investigation Officer .. .. .	1,888-2,053	1	1	..	..	..	..	..	..	..	..	1	..	1	
Executive Officer (Native Apprenticeships Board) .. .. .	1,668-1,833	1	1	..	..	..	..	..	..	..	..	1	..	1	
Statistician .. .. .	1,888-2,053	1	1	..	..	..	..	..	..	..	..	1	..	1	
Administrative Officer .. .. .	1,778-1,943	1	1	..	..	..	..	..	..	..	..	1	..	1	
Records Officer-Archivist .. .. .	1,533-1,723	1	1	..	..	..	..	..	..	..	..	1	..	1	
Legislation Officer .. .. .	1,533-1,723	1	1	..	..	..	..	..	..	..	..	1	..	1	
Clerk .. .. .	1,353-1,533	1	1	..	..	..	..	..	..	..	..	1	..	1	
Official Secretary .. .. .	1,353	1	1	..	..	..	..	..	..	..	..	1	..	1	
Clerk .. .. .	1,263-1,443	2	2	..	..	..	..	..	..	..	..	2	..	2	
Field Supervisor (Demographic Surveys) .. .. .	1,263-1,443	1	..	..	..	..	..	..	..	..	..	..	..	..	..
Clerk .. .. .	1,173-1,353	1	..	1	..	..	..	..	..	..	..	..	1	..	1
Clerk .. .. .	1,083-1,263	1	..	..	..	..	1	..	..	..	..	1	..	1	
Clerk .. .. .	993-1,173	1	1	..	..	..	1	..	..	..	..	2	..	2	
Clerk .. .. .	903-1,083	2	1	..	..	..	..	..	..	..	..	1	..	1	
Clerk .. .. .	455-903	4	1	1	..	..	1	..	1	1	..	3	2	5	
<i>Third Division—</i>															
Photographer .. .. .	858-1,008	1	..	..	..	..	..	..	..	..	..	..	..	..	..
Assistant (Male), Grade 4 .. .. .	858-888	1	..	..	..	..	..	..	..	..	..	..	..	..	..
Assistant (Male), Grade 3 .. .. .	798-858	1	..	..	..	..	..	..	..	..	..	..	..	..	..
Steno-Secretary (Female) .. .. .	764-804	1	..	1	..	..	..	..	..	..	..	..	1	..	1
Supervisor (Female) (Hansard Staff) .. .. .	764-804	1	..	1	..	..	..	..	..	..	..	..	1	..	1
Typist (Female), Secretarial .. .. .	684-734	1	..	..	..	..	..	..	..	..	..	..	..	..	..
Typist (Female) .. .. .	354-684	6	..	5	..	1	..	5	..	3	..	..	14	..	14
(Includes Temporary Positions.)															
<i>Auxiliary Division—</i>															
Clerical Assistant .. .. .	200-610	5	6	..	..	..	..	..	..	..	..	6	..	6	
		60	25	10	5	1	12	5	3	4	45	20	65		

*Department of the Public Service Commissioner.*

<i>Second Division—</i>															
Senior Public Service Inspector .. .. .	2,218-2,493	1	1	..	..	..	..	..	..	..	..	1	..	1	
Public Service Inspector .. .. .	2,108-2,273	2	2	..	..	..	..	..	..	..	..	2	..	2	
Inspector .. .. .	2,108-2,273	1	1	..	..	..	..	..	..	..	..	1	..	1	
Inspector (Chairman, Interviewing Committee) .. .. .	2,108-2,273	1	1	..	..	..	..	..	..	..	..	1	..	1	
Inspector .. .. .	1,998-2,163	1	1	..	..	..	..	..	..	..	..	1	..	1	
Assistant Inspector—Organization and Method .. .. .	1,888-2,053	3	2	..	..	..	..	..	..	..	..	2	..	2	
Senior Training Officer .. .. .	1,888-2,053	1	1	..	..	..	..	..	..	..	..	1	..	1	
Lecturer—Public Service Institute .. .. .	1,778-1,943	3	1	..	..	..	..	..	..	..	..	1	..	1	

## APPENDIX II.—continued.

## I. PUBLIC SERVICE OF PAPUA AND NEW GUINEA: CLASSIFIED POSITIONS AND POSITIONS OCCUPIED AT 30TH JUNE, 1959—continued.

Classified Positions.	Salary Range.	No.	Positions Occupied.											
			Headquarters.		Papua.		New Guinea.		Unattached.		Total.			
			Males.	Fe- males.	Males.	Fe- males.	Males.	Fe- males.	Males.	Fe- males.	Males.	Fe- males.	Total.	
	£													
<i>Department of the Public Service Commissioner—continued.</i>														
<i>Second Division—continued.</i>														
Staff and Industrial Officer .. .. .	1,668-1,833	1	1	..	..	..	..	..	..	..	..	1	..	1
Training Officer .. .. .	1,533-1,723	1	1	..	..	..	..	..	..	..	..	1	..	1
Libraries Officer .. .. .	1,443-1,623	1	..	..	..	..	..	..	..	..	..	..	..	..
Clerk .. .. .	1,443-1,623	1	1	..	..	..	..	..	..	..	..	1	..	1
Organization and Methods Officer .. .. .	1,443-1,623	1	1	..	..	..	..	..	..	..	..	1	..	1
Organization and Methods Officer .. .. .	1,353-1,533	1	1	..	..	..	..	..	..	..	..	1	..	1
Clerk .. .. .	1,353-1,533	1	1	..	..	..	..	..	..	..	..	1	..	1
Training Officer .. .. .	1,353-1,533	1	1	..	..	..	..	..	..	..	..	1	..	1
Assistant Organization and Methods Officer .. .. .	1,173-1,353	2	2	..	..	..	..	..	..	..	..	2	..	2
Clerk .. .. .	1,173-1,353	1	1	..	..	..	..	..	..	..	..	1	..	1
Clerk .. .. .	1,083-1,263	4	2	..	..	..	..	..	..	..	..	2	..	2
Clerk .. .. .	993-1,173	2	2	..	..	..	..	..	..	..	..	2	..	2
Clerk .. .. .	903-1,083	4	3	1	..	..	..	..	..	..	..	3	1	4
Clerk .. .. .	455-903	5	4	1	..	..	..	..	..	..	..	4	1	5
Assistant Librarian .. .. .	423-749	1	..	1	..	..	..	..	..	..	..	..	1	1
<i>Third Division—</i>														
Welfare and Amenities Officer .. .. .	1,178-1,298	1	1	..	..	..	..	..	..	..	..	1	..	1
Instructress .. .. .	794-884	1	..	1	..	..	..	..	..	..	..	..	1	1
Typist-in-Charge, Grade 1 .. .. .	764	1	..	1	..	..	..	..	..	..	..	..	1	1
Typist (Female), Secretarial .. .. .	684-734	1	..	1	..	..	..	..	..	..	..	..	1	1
Typist (Female) .. .. .	354-684	6	..	2	..	..	..	..	..	..	..	..	2	2
Assistant (Female) (Libraries) .. .. .	348-604	1	..	1	..	..	..	..	..	..	..	..	1	1
Clerical Assistant, Grade 3 .. .. .	798-858	1	..	1	..	..	..	..	..	..	..	..	1	1
<i>Auxiliary Division—</i>														
Clerical Assistant .. .. .	200-610	3	1	..	..	..	..	..	..	..	..	1	..	1
		55	33	10	..	..	..	..	..	..	..	33	10	43

*Department of the Treasury.*

<i>First Division—</i>														
Treasurer and Director of Finance .. .. .	3,000	1	1	..	..	..	..	..	..	..	..	1	..	1
<i>Second Division—</i>														
Chief Collector of Taxes .. .. .	2,600	1	..	..	..	..	..	..	..	..	..	..	..	..
Chief of Division .. .. .	2,108-2,273	1	1	..	..	..	..	..	..	..	..	1	..	1
Company Section Leader .. .. .	1,998-2,163	1	..	..	..	..	..	..	..	..	..	..	..	..
Accountant .. .. .	1,888-2,053	1	1	..	..	..	..	..	..	..	..	1	..	1
Accountant .. .. .	1,778-1,943	1	1	..	..	..	..	..	..	..	..	1	..	1
Assessor (Companies) .. .. .	1,668-1,833	1	..	..	..	..	..	..	..	..	..	..	..	..
Administrative Officer .. .. .	1,668-1,833	1	1	..	..	..	..	..	..	..	..	1	..	1
Senior Inspector .. .. .	1,668-1,833	1	1	..	..	..	..	..	..	..	..	1	..	1
Assessor (Partnerships and Trusts) .. .. .	1,353-1,533	1	..	..	..	..	..	..	..	..	..	..	..	..
District Sub-Accountant .. .. .	1,353-1,533	1	..	..	..	..	..	1	..	..	..	1	..	1
Clerk .. .. .	1,353-1,533	2	..	..	1	..	..	..	..	..	..	1	..	1
Clerk .. .. .	1,263-1,443	3	1	..	..	..	..	2	..	..	..	3	..	3
Assessor (Wages) .. .. .	1,173-1,353	1	..	..	..	..	..	..	..	..	..	..	..	..
Clerk .. .. .	1,173-1,353	7	8	..	..	..	..	3	..	..	..	11	..	11
District Sub-Accountant .. .. .	1,173-1,353	1	..	..	..	..	..	..	..	..	..	..	..	..
Teller .. .. .	1,083-1,263	1	..	..	..	..	..	..	..	..	..	..	..	..
Clerk .. .. .	1,083-1,263	11	6	..	..	..	..	2	..	1	..	9	..	9
Clerk .. .. .	993-1,173	10	1	..	..	..	..	4	..	2	..	7	..	7
Clerk .. .. .	903-1,083	20	13	2	..	..	..	3	1	..	..	16	3	19
Clerk .. .. .	813-993	2	..	..	..	..	..	1	1	..	..	1	1	2
Clerk .. .. .	455-903	10	1	5	..	1	..	1	3	..	1	2	10	12

## APPENDIX II.—continued.

## I. PUBLIC SERVICE OF PAPUA AND NEW GUINEA: CLASSIFIED POSITIONS AND POSITIONS OCCUPIED AT 30TH JUNE, 1959—continued.

Classified Positions.	Salary Range.	No.	Positions Occupied.										
			Headquarters.		Papua.		New Guinea.		Unattached.		Total.		
			Males.	Fe-males.	Males.	Fe-males.	Males.	Fe-males.	Males.	Fe-males.	Males.	Fe-males.	Total.
<i>Department of the Treasury—continued.</i>													
<i>Third Division—</i>													
Assistant (Male), Grade 2 .. .. .	758-798	4	..	..	..	..	..	..	..	..	..	..	
Typist (Female), Secretarial .. .. .	684-734	1	..	1	..	..	..	..	..	..	..	1	
Accounting Machinist (Female), Grade 3 .. .. .	724	2	..	2	..	..	..	..	..	..	2	2	
Typist-in-Charge, Grade 1 .. .. .	764	1	..	1	..	..	..	..	..	..	1	1	
Accounting Machinist-in-Charge, Grade 1 .. .. .	764	1	..	1	..	..	..	..	..	..	1	1	
Accounting Machinist, Grade 2 .. .. .	684	4	..	2	..	..	2	..	..	..	4	4	
Clerical Assistant, Grade 1 .. .. .	398-758	1	..	1	..	..	..	..	..	..	1	1	
Typist (Female) .. .. .	354-684	6	..	4	..	..	..	..	..	..	4	4	
Accounting Machinist, Grade 1 .. .. .	354-654	2	..	3	..	..	..	..	..	..	3	3	
Assistant (Female), Grade 1 .. .. .	348-604	1	..	..	..	..	..	..	..	..	..	..	
<i>Auxiliary Division—</i>													
Clerical Assistant .. .. .	200-610	6	2	..	..	..	..	..	..	..	2	2	
		108	38	22	1	1	17	7	3	1	59	31	90
<i>Department of Public Health.</i>													
<i>First Division—</i>													
Director of Public Health .. .. .	3,050	1	1	..	..	..	..	..	..	..	1	..	1
<i>Second Division—</i>													
Assistant Director .. .. .	2,933	4	2	1	..	..	..	..	..	..	2	1	3
Specialist Medical Officer .. .. .	2,603-2,933	20	2	1	4	..	6	..	..	..	12	1	13
Regional Medical Officer .. .. .	2,823	3	..	..	1	..	3	..	..	..	4	..	4
Assistant Director (Medical Training)	2,823	1	1	..	..	..	..	..	..	..	1	..	1
Regional Medical Officer .. .. .	2,603-2,823	1	..	..	1	..	..	..	..	..	1	..	1
Medical Officer, Grade 3 .. .. .	2,603-2,823	2	1	..	..	..	2	..	..	..	3	..	3
District Medical Officer .. .. .	2,493-2,713	15	..	..	1	1	6	..	..	..	7	1	8
Medical Officer, Grade 2 .. .. .	2,493-2,713	6	..	..	1	..	3	2	..	..	4	2	6
Medical Officer (Female), Grade 2 ..	2,339-2,559	1	..	1	..	..	..	..	..	..	..	1	1
Assistant Director (Administration)	2,218-2,493	1	..	..	..	..	..	..	..	..	..	..	..
Dental Officer .. .. .	1,888-2,053	8	..	..	1	1	6	..	..	..	7	1	8
Health Educator .. .. .	1,888-2,053	1	1	..	..	..	..	..	..	..	1	..	1
Medical Officer, Grade 1 .. .. .	1,888-2,493	45	..	..	10	3	25	2	6	..	41	5	46
Superintendent of Pharmaceutical Ser- vices .. .. .	1,778-1,943	1	..	..	..	..	..	..	..	..	..	..	..
Staff Inspector .. .. .	1,778-1,943	1	1	..	..	..	..	..	..	..	1	..	1
Accountant .. .. .	1,533-1,723	1	1	..	..	..	..	..	..	..	1	..	1
Biochemist .. .. .	1,443-1,623	1	..	..	1	..	..	..	..	..	1	..	1
Administrative Officer .. .. .	1,443-1,623	1	1	..	..	..	..	..	..	..	1	..	1
Pharmacist (Inspection) .. .. .	1,443-1,623	1	1	..	..	..	..	..	..	..	1	..	1
Malaria Control Officer .. .. .	1,443-1,623	1	1	..	..	..	..	..	..	..	1	..	1
Materials Inspection Officer .. .. .	1,353-1,533	1	1	..	..	..	..	..	..	..	1	..	1
Clerk .. .. .	1,353-1,533	2	1	..	..	..	..	..	1	..	2	..	2
Supply Officer (Pharmaceutical), Grade 2 .. .. .	1,353-1,533	3	..	..	..	..	1	..	..	..	1	..	1
Nutritionist-Biochemist (Female) ..	1,289-1,469	1	..	..	..	..	..	..	..	..	..	..	..
Pre-school Officer (Female) .. .. .	1,379-1,424	1	..	1	..	..	..	..	..	..	..	1	1
Entomologist (Female), Grade 2 ..	1,289-1,469	1	..	..	..	1	..	..	..	..	..	1	1
Senior Medical Assistant (Inspector) ..	1,263-1,443	6	..	..	1	..	3	..	..	..	4	..	4
Senior Medical Assistant (Training) ..	1,263-1,443	1	1	..	..	..	..	..	..	..	1	..	1
Senior Instructor .. .. .	1,263-1,443	1	..	..	..	..	1	..	..	..	1	..	1
Clerk .. .. .	1,173-1,353	7	1	..	..	..	..	4	1	..	2	4	6
Medical Assistant, Grade 3 .. .. .	1,173-1,353	27	..	..	2	..	15	..	5	..	22	..	22
Instructor .. .. .	1,173-1,353	8	..	..	1	..	5	..	..	..	6	..	6
Research Officer, Grade 1 .. .. .	1,083-1,353	1	1	..	..	..	..	..	..	..	1	..	1

## APPENDIX II.—continued.

## 1. PUBLIC SERVICE OF PAPUA AND NEW GUINEA: CLASSIFIED POSITIONS AND POSITIONS OCCUPIED AT 30TH JUNE, 1959—continued.

Classified Positions.	Salary Range.	No.	Positions Occupied.											
			Headquarters.		Papua.		New Guinea.		Unattached.		Total.			
			Males	Fe-males.	Males.	Fe-males.	Males.	Fe-males.	Males.	Fe-males.	Males.	Fe-males.	Total.	
	£													
<i>Department of Public Health—continued.</i>														
<i>Second Division—continued.</i>														
Supply Officer (Pharmaceutical), Grade 1 .. .. .	993-1,263	8	..	..	..	..	1	..	..	..	..	1	..	1
Clerk .. .. .	993-1,173	2	1	..	..	..	..	1	..	..	..	1	..	2
Clerk .. .. .	903-1,083	12	1	4	..	..	..	1	..	..	..	1	5	6
Medical Assistant, Grade 2* .. .. .	903-1,173	7	..	..	3	..	4	..	..	..	..	7	..	7
Assistant Pre-school Officer (Female) Clerk .. .. .	927-986	1	..	1	..	..	..	..	..	..	..	..	1	1
Clerk .. .. .	813-993	6	2	3	..	..	..	..	..	..	..	2	3	5
Dietitian (Female) .. .. .	749-929	3	..	..	..	1	..	..	..	..	..	..	1	1
Pre-school Teacher .. .. .	749-929	13	..	..	..	4	..	6	..	..	..	..	10	10
Physiotherapist (Female) .. .. .	749-884	3	..	..	..	1	..	2	..	..	..	..	3	3
Librarian (Female) .. .. .	659-929	1	..	1	..	..	..	..	..	..	..	..	1	1
Clerk .. .. .	455-903	13	2	..	2	1	..	4	..	1	..	5	5	10
Cadet Medical Officer .. .. .	455-903	40	..	..	..	..	..	..	..	31	..	31	..	31
Cadet Medical Assistant .. .. .	455-903	13	..	..	7	..	..	..	..	..	..	7	..	7
<i>Third Division—</i>														
Senior Health Inspector .. .. .	1,258-1,318	1	1	..	..	..	..	..	..	..	..	1	..	1
X-ray Technician .. .. .	1,128-1,158	1	1	..	..	..	..	..	..	..	..	1	..	1
Health Inspector, Grade 2 .. .. .	1,118-1,208	10	..	..	1	..	3	..	..	..	..	4	..	4
Senior Matron .. .. .	1,044-1,104	1	..	1	..	..	..	..	..	..	..	..	1	1
Health Inspector, Grade 1 .. .. .	1,008-1,098	6	..	..	1	..	4	..	..	..	..	5	..	5
Malaria Control Assistant, Grade 2 .. .. .	1,008-1,098	14	..	..	1	..	3	..	..	..	..	5	..	5
Senior Medical Technologist .. .. .	1,038-1,083	2	..	..	..	..	..	..	..	..	..	..	..	..
Medical Technologist .. .. .	948-1,038	17	..	..	1	..	1	..	..	..	..	2	..	2
Radiotherapy Technician, Grade 2 .. .. .	948-1,038	1	..	1	..	..	..	..	..	..	..	..	1	1
Manager Artificial Limb Factory .. .. .	1,158	1	..	..	..	..	1	..	..	..	..	1	..	1
Pathology Technician .. .. .	848-908	8	..	..	1	1	..	1	..	..	..	1	2	3
Clerical Assistant (Female), Grade 1 .. .. .	348-604	25	..	..	..	6	..	17	..	..	..	1	23	23
Medical Assistant, Grade 2* .. .. .	903-1,173	88	..	..	13	2	27	2	2	..	..	42	4	46
Radiographer, Grade 1 .. .. .	903-948	4	..	..	..	..	1	..	..	..	..	1	..	1
Assistant Medical Practitioner, Grade 2 .. .. .	898-1,158	15	..	..	..	..	..	..	..	..	..	..	..	..
Matron, Grade 2 .. .. .	894-954	3	..	..	..	1	..	2	..	..	..	..	3	3
Malaria Control Assistant, Grade 1 .. .. .	878-938	5	..	..	1	..	3(1 mpr)	..	..	..	..	4	..	4
Technician (Hospital Equipment) .. .. .	858-918	1	..	..	..	..	..	..	..	..	..	..	..	..
Dental Mechanic .. .. .	848-898	8	..	..	2	..	2	..	..	..	..	4	..	4
Medical Assistant, Grade 1 .. .. .	398-898	62	..	..	12	2	26	1	..	..	..	38	3	41
Storeholder .. .. .	838-888	4	..	..	2	..	3	..	..	..	..	5	..	5
Mess Supervisor .. .. .	818-838	1	..	..	..	..	..	1	..	..	..	..	1	1
Matron, Grade 1 .. .. .	804-864	1	..	..	..	..	..	1	..	..	..	..	1	1
Administrative Sister .. .. .	804-864	1	..	..	..	..	..	..	..	..	..	..	..	..
Tutor Sister .. .. .	784-834	1	..	..	..	1	..	..	..	..	..	..	1	1
Typist-in-Charge (Female), Grade 1 .. .. .	764	1	..	1	..	..	..	..	..	..	..	..	1	1
Storeman .. .. .	768-808	6	..	..	..	..	4	..	..	..	..	4	..	4
Senior Nurse (Infant Child and Maternal Health) .. .. .	724-764	9	..	..	..	7	..	5	..	..	..	..	12	12
Senior Nurse .. .. .	724-764	17	..	..	..	3	..	8	..	..	..	..	11	11
Assistant Medical Practitioner, Grade 1 .. .. .	718-898	5	..	..	2(f)	..	3(f)	..	..	..	..	5	..	5
Ambulance Attendant .. .. .	708-748	3	..	..	..	..	..	..	..	..	..	..	..	..
Nurse (Dental) .. .. .	684-724	8	..	..	..	..	..	..	..	..	..	..	..	..
Typist (Female) Secretarial .. .. .	684-734	1	..	..	..	..	..	..	..	..	..	..	..	..
Nurse (Infant, Child and Maternal Health) .. .. .	644-704	61	..	..	..	8	..	12	..	9	..	..	29	29
Nurse .. .. .	644-704	119	..	..	..	46	..	55	..	14	..	..	115	115
Nurse (School Medical) .. .. .	644-704	9	..	..	..	2	..	..	..	..	..	..	2	2
Clerical Assistant (Female), Grade 2 .. .. .	604-644	2	..	2	..	..	..	..	..	..	..	..	2	2
Dental Assistant (Female) .. .. .	564-604	7	..	..	..	..	..	..	..	..	..	..	..	..
Typist (Female) .. .. .	354-684	33	..	4	..	7	..	14	..	10	..	..	35	35



## APPENDIX II.—continued.

## 1. PUBLIC SERVICE OF PAPUA AND NEW GUINEA: CLASSIFIED POSITIONS AND POSITIONS OCCUPIED AT 30TH JUNE, 1959—continued.

Classified Positions.	Salary Range.	No.	Positions Occupied										
			Headquarters.		Papua.		New Guinea.		Unattached.		Total.		
			Males.	Fe- males.	Males.	Fe- males.	Males.	Fe- males.	Males.	Fe- males.	Males.	Fe- males.	Total.
£													
<i>Department of Public Health—continued.</i>													
<i>Third Division—continued.</i>													
Accounting Machinist .. .. .	354-654	1	..	..	..	..	..	..	..	..	..	..	..
Card Punch Operator (Female), Grade 1 .. .. .	354-614	1	..	1	..	..	..	..	..	..	..	1	1
<i>Auxiliary Division—</i>													
Clerical Assistant .. .. .	200-610	10	4	..	2	..	1	..	..	..	7	..	7
Health Assistant .. .. .	200-640	40	5	..	3	..	6	1	10	..	24	1	25
		911	35	23	79	99	169	142	57	33	340	297	637
<i>Department of Native Affairs.</i>													
<i>First Division—</i>													
Director of Native Affairs .. .. .	3,000	1	1	..	..	..	..	..	..	..	1	..	1
<i>Second Division—</i>													
Chief of Division .. .. .	2,108-2,273	2	2	..	..	..	..	..	..	..	2	..	2
Executive Officer (Local Government) .. .. .	1,888-2,053	1	1	..	..	..	..	..	..	..	1	..	1
Senior Administrative Officer .. .. .	1,888-2,053	1	1	..	..	..	..	..	..	..	1	..	1
Executive Officer (Social Development) .. .. .	1,888-2,053	1	1	..	..	..	..	..	..	..	1	..	1
District Officer .. .. .	1,778-1,943	17	1	..	6	..	7	..	4	..	18	..	18
Anthropologist .. .. .	1,778-1,943	1	1	..	..	..	..	..	..	..	1	..	1
Executive Officer (Lands) .. .. .	1,778-1,943	1	1	..	..	..	..	..	..	..	1	..	1
Executive Officer (Labour) .. .. .	1,778-1,943	1	1	..	..	..	..	..	..	..	1	..	1
Registrar of Co-operatives .. .. .	1,778-1,943	1	1	..	..	..	..	..	..	..	1	..	1
Assistant District Officer, Grade 2 .. .. .	1,668-1,833	30	1	..	6	..	20	..	2	..	29	..	29
Assistant District Officer (Local Government), Grade 2 .. .. .	1,668-1,833	6	1	..	..	..	5	..	..	..	6	..	6
Chief Inspector (Co-operatives) .. .. .	1,668-1,833	1	1	..	..	..	..	..	..	..	1	..	1
Assistant Registrar (Co-operatives) .. .. .	1,668-1,833	3	1	..	..	..	1	..	..	..	2	..	2
Senior Welfare and Development Officer (Female) .. .. .	1,514-1,679	1	..	..	..	..	..	..	..	..	..	..	..
Administrative Officer .. .. .	1,443-1,623	1	1	..	..	..	..	..	..	..	1	..	1
Assistant District Officer, Grade 1 .. .. .	1,443-1,623	37	1	..	17	..	22	..	..	..	40	..	40
Assistant District Officer (Local Government), Grade 1 .. .. .	1,443-1,623	10	1	..	1	..	2	..	..	..	4	..	4
Co-operatives Officer, Grade 3 .. .. .	1,443-1,623	6	1	..	1	..	2	..	..	..	4	..	4
Welfare Officer .. .. .	1,263-1,443	1	..	..	..	..	..	..	..	..	..	..	..
Labour Officer, Grade 3 .. .. .	1,263-1,443	1	..	..	..	..	..	..	1	..	1	..	1
Clerk .. .. .	1,353-1,533	1	1	..	..	..	..	..	..	..	1	..	1
Anthropologist (Female) .. .. .	1,289-1,469	1	..	..	..	..	..	..	..	..	..	..	..
Co-operatives Officer, Grade 2 .. .. .	1,263-1,443	11	2	..	2	..	2	..	2	..	8	..	8
Patrol Officer, Grade 2 .. .. .	1,263-1,443	98	..	..	21	..	41	..	14	..	76	..	76
Senior Inspector of Labour .. .. .	1,263-1,443	1	..	..	..	..	..	..	1	..	1	..	1
Inspector of Labour .. .. .	1,173-1,353	15	2	..	3	..	6	..	..	..	11	..	11
Patrol Officer, Grade 1 .. .. .	903-1,263	79	1	..	32	..	46	..	25	..	104	..	104
Welfare Officer (Female) .. .. .	1,109-1,289	3	..	2	..	..	..	1	..	..	..	3	3
Co-operatives Officer, Grade 1 .. .. .	993-1,173	14	1	..	2	..	2	..	..	..	5	..	5
Clerk .. .. .	993-1,173	6	2	..	1	..	3	..	..	..	6	..	6
Clerk .. .. .	903-1,083	19	5	..	1	..	13	..	..	..	19	..	19
Labour Officer, Grade 2 .. .. .	903-1,083	4	..	..	1	..	3	..	..	..	4	..	4
Clerk .. .. .	813-993	11	..	..	1	1	7	..	..	..	8	1	9
Labour Officer, Grade 1 .. .. .	813-993	13	..	..	1	..	5	..	..	..	6	..	6
Assistant Librarian (Female) .. .. .	423-749	1	..	..	..	..	..	..	..	..	..	..	..
Cadet Patrol Officer .. .. .	455-903	60	..	..	27	..	50	..	2	..	79	..	79
Co-operatives Officer-in-Training .. .. .	455-903	6	..	..	..	..	5	..	..	..	6	..	6
Clerk .. .. .	455-903	13	2	5	1	3	3	4	..	..	6	12	18

## APPENDIX II.—continued.

## I. PUBLIC SERVICE OF PAPUA AND NEW GUINEA: CLASSIFIED POSITIONS AND POSITIONS OCCUPIED AT 30TH JUNE, 1959—continued.

Classified Positions.	Salary Range.	No.	Positions Occupied.											
			Headquarters.		Papua.		New Guinea.		Unattached.		Total.			
			Males.	Fe-males.	Males.	Fe-males.	Males.	Fe-males.	Males.	Fe-males.	Males.	Fe-males.	Total.	
	£													
<i>Department of Native Affairs—continued.</i>														
<i>Third Division—</i>														
Supervisor (Labour) .. ..	908-998	6	..	..	2	..	2	..	..	..	..	4	..	4
Overseer (Labour) .. ..	798-858	14	..	..	4	..	8	..	..	..	..	12	..	12
Typist (Female), Secretarial	684-734	1	..	1	..	..	..	..	..	..	..	1	..	1
Typist-in-Charge (Female), Grade 1	704	1	..	1	..	..	..	..	..	..	..	1	..	1
Typist (Female) .. ..	354-684	22	..	5	..	5	..	13	..	..	..	23	..	23
<i>Auxiliary Division—</i>														
Clerical Assistant .. ..	200-610	40	12	..	13	..	15	..	..	..	..	40	..	40
		564	47	14	143	9	270	18	52	..	..	512	41	553

*Department of Law.*

<i>First Division—</i>														
Secretary .. ..	3,000	1	1	..	..	..	..	..	..	..	..	1	..	1
<i>Second Division—</i>														
Assistant Secretary .. ..	2,163-2,383	1	1	..	..	..	..	..	..	..	..	1	..	1
Assistant Secretary .. ..	2,108-2,273	2	1	..	..	..	..	..	..	..	..	1	..	1
Public Solicitor .. ..	2,108-2,273	1	1	..	..	..	..	..	..	..	..	1	..	1
Magistrate .. ..	2,163	4	1	..	..	..	2	..	..	..	..	3	..	3
Courts Advisor .. ..	1,882-2,053	1	1	..	..	..	..	..	..	..	..	1	..	1
Law Revision Officer .. ..	1,888-2,053	1	1	..	..	..	..	..	..	..	..	1	..	1
Legal Officer, Grade 3 .. ..	1,888-2,053	3	3	..	..	..	..	..	..	..	..	3	..	3
Magistrate .. ..	1,778-1,943	1	..	..	..	..	1	..	..	..	..	1	..	1
Registrar-General .. ..	1,668-1,833	1	1	..	..	..	..	..	..	..	..	1	..	1
Public Curator .. ..	1,668-1,833	1	1	..	..	..	..	..	..	..	..	1	..	1
Registrar .. ..	1,668-1,833	1	1	..	..	..	..	..	..	..	..	1	..	1
Legal Officer, Grade 2 .. ..	1,623-1,778	12	8	..	..	..	..	..	..	..	..	8	..	8
Administrative Officer .. ..	1,443-1,623	1	1	..	..	..	..	..	..	..	..	1	..	1
Draftsman, Grade 2 .. ..	1,443-1,623	3	1	..	..	..	..	..	..	..	..	1	..	1
Legal Officer, Grade 1 .. ..	455-1,578	3	2	..	..	..	..	..	..	..	..	2	..	2
Deputy Registrar-General .. ..	1,353-1,533	1	1	..	..	..	..	..	..	..	..	1	..	1
Legislation and Publications Officer	1,263-1,443	1	1	..	..	..	..	..	..	..	..	1	..	1
Draftsman, Grade 1 .. ..	903-1,443	1	..	..	..	..	..	..	..	..	..	1	..	1
Clerk .. ..	1,173-1,353	1	1	..	..	..	..	..	..	..	..	1	..	1
Deputy Public Curator .. ..	1,353-1,533	1	1	..	..	..	..	..	..	..	..	1	..	1
Clerk .. ..	1,083-1,263	1	1	..	..	..	..	..	..	..	..	1	..	1
Clerk .. ..	993-1,173	1	..	..	..	..	..	..	..	..	..	1	..	1
Inspector .. ..	993-1,173	1	1	..	..	..	..	..	..	..	..	1	..	1
Clerk .. ..	903-1,083	2	1	..	..	..	..	..	..	..	..	1	..	1
Clerk .. ..	813-993	2	1	..	..	..	..	..	..	..	..	1	..	1
Librarian (Female) .. ..	659-929	1	..	1	..	..	..	..	..	..	..	1	..	1
Clerk .. ..	455-903	6	4	..	..	..	..	..	..	..	..	4	..	4
<i>Third Division—</i>														
Steno-Secretary .. ..	764-804	1	..	1	..	..	..	..	..	..	..	1	..	1
Typist (Female) (Secretarial)	684-734	6	..	3	..	..	..	1	..	..	..	4	..	4
Typist (Female) .. ..	354-684	15	..	11	..	..	..	..	..	..	..	11	..	11
<i>Auxiliary Division—</i>														
Clerical Assistant .. ..	200-610	2	1	..	..	..	..	..	..	..	..	1	..	1
		80	38	16	..	..	3	1	..	..	..	41	17	58





## APPENDIX II.—continued.

## I. PUBLIC SERVICE OF PAPUA AND NEW GUINEA: CLASSIFIED POSITIONS AND POSITIONS OCCUPIED AT 30TH JUNE, 1959—continued.

Classified Positions.	Salary Range.	No.	Positions Occupied.														
			Headquarters.		Papua.		New Guinea.		Unattached.		Total.						
			Males.	Females.	Males.	Females.	Males.	Females.	Males.	Females.	Males.	Females.	Total.				
	£																
<i>Department of Agriculture, Stock and Fisheries—continued.</i>																	
<i>Division of Animal Industry—</i>																	
<i>Second Division—</i>																	
Chief of Division .. .. .	2,108-1,273	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 .. ..	1,668-1,833	2	..	..	..	..	..	..	..	..	..	..	..	..	..	..	..
Animal Husbandry Officer, Grade 3 ..	1,668-1,833	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	..	..	..	..	1	..	..	..	..	..	1	..	..	..	1
Animal Husbandry Officer, Grade 2 ..	1,533-1,723	1	..	..	..	..	..	..	..	..	..	..	..	..	..	..	..
Parasitologist, Grade 2 .. .. .	1,533-1,723	1	..	1	..	..	..	..	..	..	..	..	1	..	..	..	1
Pathologist Bacteriologist, Grade 2 ..	1,533-1,723	1	..	1	..	..	..	..	..	..	..	..	1	..	..	..	1
Supervising Manager .. .. .	1,533-1,723	1	..	..	..	..	..	..	..	..	..	..	..	..	..	..	..
Manager, Grade 3 .. .. .	1,263-1,443	2	..	..	1	..	..	..	..	..	..	..	1	..	..	..	1
Stock Inspector, Grade 3 .. .. .	1,263-1,443	2	..	..	1	..	..	..	..	..	..	..	1	..	..	..	1
Veterinary Officer, Grade 1 .. .. .	1,263-1,443	3	..	..	..	..	..	2	1	..	..	..	2	1	..	..	3
Animal Husbandry Officer, Grade 1 ..	1,263-1,443	2	..	1	..	..	..	..	..	1	..	..	2	..	..	..	2
Analyst .. .. .	903-1,353	1	..	..	..	..	..	..	..	..	..	..	..	..	..	..	..
Manager, Grade 2 .. .. .	1,083-1,263	7	..	..	2	..	..	6	..	..	..	..	8	..	..	..	8
Stock Inspector, Grade 2 .. .. .	1,083-1,263	3	..	..	2	..	..	..	..	..	..	..	2	..	..	..	2
Assistant Animal Husbandry Officer ..	903-1,083	6	..	..	2	..	..	1	..	..	..	..	3	..	..	..	3
Manager, Grade 1 .. .. .	903-1,083	3	..	..	2	..	..	2	..	..	..	..	4	..	..	..	4
Stock Inspector, Grade 1 .. .. .	903-1,083	3	..	..	4	..	..	..	..	..	..	..	4	..	..	..	4
Clerk .. .. .	903-1,083	1	..	1	..	..	..	..	..	..	..	..	1	..	..	..	1
Clerk .. .. .	813-993	1	..	..	..	..	..	..	..	..	1	..	..	..	1	..	1
<i>Third Division—</i>																	
Overseer, Grade 2 .. .. .	718-858	9	..	..	2	..	..	4	..	2	..	..	8	..	..	..	8
Typist (Female) .. .. .	354-684	1	..	1	..	..	..	..	..	..	..	..	..	..	1	..	1
Laboratory Assistant, Grade 2 .. ..	878-968	2	..	..	..	..	..	..	..	..	..	..	..	..	..	..	..
<i>Division of Agricultural Extension—</i>																	
<i>Second Division—</i>																	
Chief of Division .. .. .	2,108-2,273	1	..	1	..	..	..	..	..	..	..	..	..	1	..	..	1
Senior Agricultural Officer .. .. .	1,778-1,943	3	..	..	1	..	..	1	..	..	..	..	2	..	..	..	2
Agricultural Officer, Grade 3 .. .. .	1,668-1,833	7	..	..	1	..	..	2	..	..	..	..	3	..	..	..	3
Publications Officer .. .. .	1,668-1,833	1	..	1	..	..	..	..	..	..	..	..	1	..	..	..	1
Commerce Officer .. .. .	1,443-1,623	1	..	..	..	..	..	..	..	..	..	..	..	..	..	..	..
Agricultural Officer, Grade 2 .. .. .	1,443-1,623	9	..	1	..	3	..	7	..	..	..	..	11	..	..	..	11
Plantation Inspector .. .. .	1,353-1,533	1	..	..	..	..	..	..	..	..	..	..	..	..	..	..	..
Senior Produce Inspector .. .. .	1,353-1,533	1	..	1	..	..	..	..	..	..	..	..	1	..	..	..	1
Manager, Grade 3 .. .. .	1,263-1,443	1	..	1	..	..	..	..	..	..	..	..	1	..	..	..	1
Agricultural Officer, Grade 1 .. .. .	903-1,083	27	..	1	..	5	..	17	..	..	..	..	23	..	..	..	23
Produce Inspector .. .. .	1,083-1,263	12	..	5	..	..	..	..	..	..	..	5	10	..	..	..	10
Manager, Grade 2 .. .. .	1,083-1,263	2	..	2	..	..	..	..	..	..	..	..	2	..	..	..	2
Clerk .. .. .	993-1,173	1	..	1	..	..	..	..	..	..	..	..	1	..	..	..	1
Manager, Grade 1 .. .. .	903-1,083	1	..	1	..	..	..	..	..	..	..	..	1	..	..	..	1
Clerk .. .. .	903-1,083	3	..	..	1	..	..	1	..	1	..	..	3	..	..	..	3
Assistant Agricultural Officer .. .. .	455-1,083	41	..	..	10	..	..	18	..	7	..	..	35	..	..	..	35
Clerk .. .. .	813-993	2	..	..	..	..	..	..	1	..	..	..	..	..	..	1	1
Clerk .. .. .	455-903	1	..	1	..	..	..	..	..	..	..	..	1	..	..	..	1

## APPENDIX II.—continued.

## 1. PUBLIC SERVICE OF PAPUA AND NEW GUINEA: CLASSIFIED POSITIONS AND POSITIONS OCCUPIED AT 30TH JUNE, 1959—continued.

Classified Positions.	Salary Range.	No.	Positions Occupied.										
			Headquarters.		Papua.		New Guinea.		Unattached.		Total.		
			Males.	Females.	Males.	Females.	Males.	Females.	Males.	Females.	Males.	Females.	Total.
£													
<i>Department of Agriculture, Stock and Fisheries—continued.</i>													
<i>Division of Agricultural Extension—continued.</i>													
<i>Third Division—</i>													
Mechanical Equipment Inspector .. .. .	1,098-1,158	4	..	..	1	..	2	..	..	..	3	..	3
Project Manager .. .. .	968-1,058	1	1	..	..	..	..	..	1	..	2	..	2
Mechanic .. .. .	838-888	2	..	..	1	..	1	..	..	..	2	..	2
Overseer, Grade 2 .. .. .	668-858	1	1	..	..	..	..	..	..	..	1	..	1
Typist (Female) .. .. .	354-684	1	..	1	..	..	..	..	..	..	..	1	1
<i>Division of Fisheries—</i>													
<i>Second Division—</i>													
Chief of Division .. .. .	2,108-2,273	1	1	..	..	..	..	..	..	..	1	..	1
Biologist, Grade 3 .. .. .	1,668-1,883	1	..	..	..	..	..	..	..	..	..	..	..
Biologist, Grade 2 .. .. .	1,443-1,623	1	1	..	..	..	..	..	..	..	1	..	1
Fishing Master .. .. .	1,443-1,623	1	..	..	..	..	..	..	..	..	..	..	..
Biologist, Grade 1 .. .. .	903-1,443	1	..	..	..	..	..	..	..	..	..	..	..
Clerk .. .. .	813-993	1	..	1	..	..	..	..	..	..	..	1	1
<i>Third Division—</i>													
Technical Assistant, Grade 3 .. .. .	1,008-1,098	1	..	..	..	..	..	..	..	..	..	..	..
Fishing Master-Engineer .. .. .	1,058-1,142	1	1	..	..	..	..	..	..	..	1	..	1
Master-Engineer .. .. .	974-1,058	1	..	..	..	..	..	..	..	..	..	..	..
Technical Assistant, Grade 2 .. .. .	878-968	1	1	..	..	..	..	..	..	..	1	..	1
Technical Assistant, Grade 1 .. .. .	838-878	3	2	..	..	..	..	..	1	..	3	..	3
Typist (Female) .. .. .	354-684	1	..	1	..	..	..	..	..	..	..	1	1
<i>Auxiliary Division—</i>													
Clerical Assistant .. .. .	200-610	6	..	..	2	..	1	..	..	..	3	..	3
Field Assistant .. .. .	200-640	15	..	..	1	..	2	..	..	..	3	..	3
Technical Assistant .. .. .	200-640	10	..	..	1	..	1	..	6	..	8	..	8
		349	63	13	50	..	100	3	44	5	257	21	278

*Department of Lands, Surveys and Mines.*

<i>First Division—</i>													
Director of Lands, Surveys and Mines .. .. .	2,850	1	1	..	..	..	..	..	..	..	1	..	1
<i>Division of Lands—</i>													
<i>Second Division—</i>													
Chief of Division .. .. .	2,163-2,383	1	1	..	..	..	..	..	..	..	1	..	1
Lands Officer .. .. .	1,998-2,163	1	1	..	..	..	..	..	..	..	1	..	1
Executive Officer (Ex-servicemen's Credit Board) .. .. .	1,888-2,053	1	..	..	..	..	..	..	..	..	..	..	..
Land Settlement Officer .. .. .	1,888-2,053	1	..	..	..	..	..	..	..	..	..	..	..
Chief Valuer .. .. .	1,888-2,053	1	..	..	..	..	..	..	1	..	1	..	1
Senior Field Officer .. .. .	1,668-1,833	1	1	..	..	..	..	..	..	..	1	..	1
Valuer, Grade 3 .. .. .	1,668-1,833	4	1	..	..	..	2	..	..	..	3	..	3
Administrative Officer .. .. .	1,443-1,623	1	..	..	..	..	..	..	1	..	1	..	1
Field Officer, Grade 2 .. .. .	1,443-1,623	4	2	..	..	..	1	..	..	..	3	..	3
Valuer, Grade 2 .. .. .	1,443-1,623	2	..	..	..	..	1	..	..	..	1	..	1
Clerk .. .. .	1,353-1,533	1	1	..	..	..	..	..	..	..	1	..	1
Field Officer, Grade 1 .. .. .	903-1,443	4	1	..	..	..	..	..	..	..	1	..	1
Valuer, Grade 1 .. .. .	903-1,443	2	1	..	..	..	1	..	..	..	2	..	2
Clerk .. .. .	1,173-1,353	1	1	..	..	..	..	..	..	..	1	..	1
Clerk .. .. .	1,083-1,263	1	1	..	..	..	..	..	..	..	1	..	1
Clerk .. .. .	993-1,173	2	1	..	..	..	1	..	1	..	3	..	3
Clerk .. .. .	903-1,083	3	1	..	..	..	1	..	1	..	3	..	3
Clerk .. .. .	813-993	2	2	..	..	..	..	..	..	..	2	..	2
Clerk .. .. .	455-903	8	5	..	..	..	1	..	..	..	6	..	6
Cadet Valuer .. .. .	455-903	4	2	..	..	..	..	..	..	..	2	..	2

## APPENDIX II.—continued.

## I. PUBLIC SERVICE OF PAPUA AND NEW GUINEA: CLASSIFIED POSITIONS AND POSITIONS OCCUPIED AT 30TH JUNE, 1959—continued.

Classified Positions.	Salary Range.	No.	Positions Occupied.										
			Headquarters.		Papua.		New Guinea.		Unattached.		Total.		
			Males.	Fe-males	Males.	Fe-males.	Males.	Fe-males.	Males.	Fe-males.	Males.	Fe-males.	Total.
£													
<i>Department of Lands, Surveys and Mines—continued.</i>													
<i>Division of Lands—continued.</i>													
<i>Third Division—</i>													
Typist (Female), Secretarial	684-734	1	..	1	..	..	..	..	..	..	..	1	1
Typist (Female)	354-684	5	..	1	..	..	..	..	..	2	..	3	3
<i>Division of Surveys—</i>													
<i>Second Division—</i>													
Chief of Division	2,108-2,273	1	1	..	..	..	..	..	..	..	..	1	1
Chief Draftsman	1,778-1,943	1	1	..	..	..	..	..	..	..	..	1	1
Senior Surveyor	1,778-1,943	6	..	..	..	..	4	..	..	..	..	4	4
Town Planner	1,888-2,053	1	1	..	..	..	..	..	..	..	..	1	1
Draftsman, Grade 3	1,668-1,833	2	1	..	..	..	..	..	1	..	..	2	2
Deputy Town Planner	1,668-1,833	1	..	..	..	..	..	..	..	..	..	..	..
Surveyor, Grade 3	1,668-1,833	7	1	..	..	..	4	..	1	..	..	6	6
Draftsman, Grade 2	1,443-1,623	10	4	..	..	..	..	..	2	..	..	6	6
Surveyor, Grade 2	1,443-1,623	18	2	..	..	..	2	..	..	..	..	4	4
Draftsman, Grade 1	903-1,443	11	4	..	..	..	..	..	..	..	..	4	4
Surveyor, Grade 1	903-1,443	6	..	..	..	..	1	..	..	..	..	1	1
Cadet Surveyor	455-903	8	3	..	..	..	1	..	..	..	..	4	4
Clerk	455-903	1	..	..	..	..	..	..	..	..	..	..	..
<i>Second or Third Division—</i>													
Assistant Surveyor, Grade 2	1,268-1,358	5	..	..	..	..	..	..	..	..	..	2	2
Assistant Surveyor, Grade 1	1,118-1,268	5	2	..	..	..	..	..	..	..	..	..	..
Drafting Assistant, Grade 1	339-878	2	..	..	..	..	..	..	..	..	..	..	..
<i>Third Division—</i>													
Assistant Plan Printer, Grade 2	818-858	1	1	..	..	..	..	..	..	..	..	1	1
Chainman	728-808	47	10	..	..	..	16	..	1	..	..	27	27
Tracer (Female)	358-654	2	..	1	..	..	..	..	..	..	..	1	1
<i>Division of Mines—</i>													
<i>Second Division—</i>													
Chief of Division	1,998-2,163	1	1	..	..	..	..	..	..	..	..	1	1
Mining Engineer	1,778-1,943	1	1	..	..	..	..	..	..	..	..	1	1
Mining Warden	1,668-1,833	2	1	..	..	..	1	..	..	..	..	2	2
Inspector of Mines	1,668-1,833	2	1	..	..	..	..	..	..	..	..	1	1
Assayer	1,443-1,623	1	..	..	..	..	..	..	..	..	..	..	..
Registrar	1,173-1,353	1	1	..	..	..	..	..	..	..	..	1	1
Clerk	903-1,083	1	..	..	..	..	1	..	..	..	..	1	1
Clerk	813-993	1	..	..	..	..	..	..	..	..	..	..	..
Clerk	455-903	1	..	..	..	..	..	..	..	..	..	..	..
<i>Third Division—</i>													
Driller and Tester	1,208-1,268	2	1	..	..	..	1	..	..	..	..	2	2
Senior Field Assistant	1,068-1,098	1	..	..	..	..	1	..	..	..	..	1	1
Field Assistant	948-1,008	2	..	..	..	..	1	..	..	..	..	1	1
Assistant Driller	898-938	1	..	..	..	..	..	..	..	..	..	..	..
Typist (Female)	354-684	2	..	1	..	..	..	..	..	..	..	1	1
Senior Field Assistant (Geological)	948-1,068	1	1	..	..	..	..	..	..	..	..	1	1
		207	61	4	..	..	41	..	9	2	111	6	117



## APPENDIX II.—continued.

## 1. PUBLIC SERVICE OF PAPUA AND NEW GUINEA: CLASSIFIED POSITIONS AND POSITIONS OCCUPIED AT 30TH JUNE, 1959—continued.

Classified Positions.	Salary Range.	No.	Positions Occupied.											
			Headquarters.		Papua.		New Guinea.		Unattached.		Total.			
			Males.	Females.	Males.	Females.	Males.	Females.	Males.	Females.	Males.	Females.	Total.	
	£													
<i>Department of Public Works.</i>														
<i>First Division—</i>														
Director of Public Works .. .. .	2,850	1	1									1		1
<i>Second Division—</i>														
Director of Water Resources .. .. .	2,603	1												
Principal Architect .. .. .	2,108-2,273	1												
Principal Engineer .. .. .	2,108-2,273	1							1			1		1
Construction Manager .. .. .	2,108-2,273	1												
Chief of Division (Finance and Administration) .. .. .	2,108-2,273	1	1									1		1
Architect, Grade 3 .. .. .	1,668-1,833	1	1									1		1
Quantity Surveyor, Grade 3 .. .. .	1,668-1,833	1												
Engineer, Grade 3 .. .. .	1,668-1,833	4												
Building Surveyor .. .. .	1,668-1,833	1												
Regional Works Engineer .. .. .	1,668-1,833	1			1		1					2		2
Accountant .. .. .	1,533-1,723	1	1									1		1
Architect, Grade 2 .. .. .	1,443-1,623	1	1									1		1
Quantity Surveyor, Grade 2 .. .. .	1,443-1,623	2												
Engineer, Grade 2 .. .. .	1,443-1,623	4	1									1		1
Draftsman, Grade 2 .. .. .	1,443-1,623	2	2									2		2
Administrative Officer .. .. .	1,443-1,623	1	1							1		2		2
Clerk .. .. .	1,353-1,533	1	1									1		1
Clerk .. .. .	1,263-1,443	1												
Architect, Grade 1 .. .. .	903-1,443	3												
Draftsman, Grade 1 .. .. .	903-1,443	2												
Engineer, Grade 1 .. .. .	903-1,443	1												
Clerk .. .. .	1,173-1,353	1												
Clerk .. .. .	1,083-1,263	1					1					1		1
Clerk .. .. .	993-1,173	4		1	1		3					4	1	5
Clerk .. .. .	813-993	10	3	1	1		4					8	1	9
Clerk .. .. .	455-903	15	3		3		6		9			21		21
<i>Third Division—</i>														
Works Supervisor .. .. .	1,308-1,398	6			2		5					7		7
Clerk of Works .. .. .	1,218-1,308	1	1									1		1
Drafting Officer, Grade 1 .. .. .	1,118-1,268	4	1									1		1
Technical Officer .. .. .	1,118-1,268	1			1							1		1
Works Foreman .. .. .	1,118-1,268	1			1							1		1
Building Inspector .. .. .	1,098-1,188	2	1				1					2		2
Drafting Assistant, Grade 2 .. .. .	918-1,098	2		1									1	1
Technical Assistant, Grade 2 .. .. .	918-1,098	2			2							2		2
Senior Artisan .. .. .	918-948	16			4		12					16		16
Drafting Assistant Grade 1 .. .. .	408-878	1		1									1	1
Technical Assistant, Grade 1 .. .. .	408-878	3			2							2		2
Typist-in-Charge (Female), Grade 1 ..	764	1												
Typist (Female) (Secretarial) .. .. .	684-734	1		1									1	1
Accounting Machinist (Female), Grade 2 .. .. .	684	1		1									1	1
Typist (Female) .. .. .	354-684	10		3		1		2					6	6
Accounting Machinist (Female), Grade 1 .. .. .	354-654	1						1					1	1
Tracer (Female) .. .. .	354-654	2												
Clerical Assistant (Female), Grade 1 ..	348-604	1		1		2		2					5	5
<i>Auxiliary Division—</i>														
Clerical Assistant .. .. .	200-610		3		10		1					14		14

## APPENDIX II.—continued.

## I. PUBLIC SERVICE OF PAPUA AND NEW GUINEA: CLASSIFIED POSITIONS AND POSITIONS OCCUPIED AT 30TH JUNE, 1959—continued.

Classified Positions.	Salary Range.	No.	Positions Occupied.										
			Headquarters.		Papua.		New Guinea.		Unattached.		Total.		
			Males.	Fe- males.	Males.	Fe- males.	Males.	Fe- males.	Males.	Fe- males.	Males.	Fe- males.	Total.
£													
<i>Department of Public Works—continued.</i>													
<i>Temporary Positions—</i>													
Works Foreman .. .. .	1,128-1,158	..	..	..	10	..	6	..	..	..	16	..	16
Plant Inspector .. .. .	818-858	..	..	..	1	..	2	..	..	..	3	..	3
Sawyer .. .. .	838-858	..	..	..	..	..	1	..	..	..	1	..	1
Cabinetmaker .. .. .	818-858	..	..	..	..	..	..	..	..	..	..	..	..
Artisan .. .. .	818-858	..	..	..	86	..	68	..	..	..	154	..	154
<i>Electrical Undertakings Branch.</i>													
<i>Second Division—</i>													
Engineer-Manager .. .. .	2,108-2,273	1	1	..	..	..	..	..	..	..	1	..	1
Deputy Engineer-Manager .. .. .	1,778-1,943	1	1	..	..	..	..	..	..	..	1	..	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	..	..	..	..	..	..	..	..	..	..	..
<i>Third Division—</i>													
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) .. .. .	1,128-1,158	1	..	..	..	..	..	..	..	..	..	..	..
Foreman Linesman .. .. .	958-1,048	1	..	..	..	..	..	..	..	..	..	..	..
Electrical Fitter .. .. .	818-858	6	5	..	..	..	..	..	..	..	5	..	5
Electrical Mechanic .. .. .	818-858	2	..	..	..	..	..	..	..	..	..	..	..
Linesman (Qualified) .. .. .	818-858	11	..	..	..	..	..	..	..	..	..	..	..
Electric Welder .. .. .	818-858	2	..	..	..	..	..	..	..	..	..	..	..
Cable Joiner .. .. .	818-858	1	..	..	..	..	..	..	..	..	..	..	..
<i>Auxiliary Division—</i>													
Technical Assistant .. .. .	200-640	15	..	..	..	..	..	..	..	..	..	..	..
Clerical Assistant .. .. .	200-610	10	..	..	..	..	..	..	..	..	..	..	..
		216	29	10	125	3	111	5	11	..	276	18	294

*Department of Civil Affairs.*

<i>First Division—</i>													
Director of Civil Affairs .. .. .	2,700	1	1	..	..	..	..	..	..	..	1	..	1
<i>Second Division—</i>													
Chief of Division .. .. .	2,108-2,273	1	1	..	..	..	..	..	..	..	1	..	1
Accountant .. .. .	1,668-1,833	1	1	..	..	..	..	..	..	..	1	..	1
Property Officer .. .. .	1,353-1,533	1	1	..	..	..	..	..	..	..	1	..	1
Sub-Accountant .. .. .	1,353-1,533	1	1	..	..	..	..	..	..	..	1	..	1
Manager (Hostels) .. .. .	1,263-1,443	1	1	..	..	..	..	..	..	..	1	..	1
Principal Librarian .. .. .	1,443-1,623	1	..	1	..	..	..	..	..	..	..	1	1
Curator (Parks and Gardens) .. .. .	1,083-1,263	3	..	..	1	..	2	..	..	..	3	..	3
Assistant Curator (Parks and Gardens) .. .. .	903-1,083	1	..	..	..	..	1	..	..	..	1	..	1
Clerk .. .. .	993-1,173	4	1	1	..	..	2	..	..	..	3	1	4
Clerk .. .. .	903-1,083	2	..	1	..	..	1	..	..	..	1	1	2
Librarian .. .. .	813-1,083	4	..	..	..	2	..	2	..	..	..	4	4
Clerk .. .. .	813-993	12	2	2	1	..	3	1	2	..	8	3	11
Clerk .. .. .	455-903	12	1	5	..	..	6	..	..	..	7	5	12
Assistant Librarian (Female) .. .. .	455-903	6	..	..	..	..	..	1	..	..	..	1	1

## APPENDIX II.—continued.

## 1. PUBLIC SERVICE OF PAPUA AND NEW GUINEA: CLASSIFIED POSITIONS AND POSITIONS OCCUPIED AT 30TH JUNE, 1959—continued.

Classified Positions.	Salary Range.	No.	Positions Occupied.											
			Headquarters.		Papua.		New Guinea.		Unattached.		Total.			
			Males.	Fe- males.	Males.	Fe- males.	Males.	Fe- males.	Males.	Fe- males.	Males.	Fe- males.	Total.	
	£													
<i>Department of Civil Affairs—continued.</i>														
<i>Third Division—</i>														
Mess Supervisor, Grade 2 ..	918-978	1	..	..	1	..	..	..	..	..	..	1	..	1
Mess Supervisor, Grade 1 ..	848-888	6	..	..	1	4	..	..	..	..	..	1	4	5
Meter Reader, Grade 2 ..	858-888	1	..	..	1	..	..	..	..	..	..	1	..	1
Meter Reader, Grade 1 ..	798-858	5	..	..	2(1 m)	..	2	..	..	..	..	4	..	4
Typist (Female), Secretarial ..	684-734	1	..	1	..	..	..	..	..	..	..	..	1	1
Typist-in-Charge, Grade 1 ..	764	1	..	1	..	..	..	..	..	..	..	..	1	1
Accounting Machinist (Female), Grade 2 ..	684	1	..	1	..	..	..	1	..	..	..	..	2	2
Accounting Machinist (Female), Grade 1 ..	354-654	5	..	2	..	..	..	3	..	..	..	..	5	5
Typist (Female) ..	354-684	8	..	3	..	..	..	2	..	..	..	..	5	5
Assistant (Female), Library, Grade 1 ..	348-604	5	..	..	..	7	..	3	..	..	..	..	10	10
Assistant (Female), Grade 2 ..	604-644	5	..	2	..	1	..	2	..	..	..	..	5	5
Assistant (Female), Grade 1 ..	348-604	5	..	2	..	..	..	3	..	..	..	..	5	5
<i>Auxiliary Division—</i>														
Clerical Assistant ..	200-610	12	1	..	..	..	..	..	..	..	..	1	..	1
Assistant Meter Reader ..	200-640	9	..	..	..	..	..	..	..	..	..	..	..	..
<i>Stores and Supply Branch—</i>														
<i>Second Division—</i>														
Superintendent of Stores ..	2,108-2,273	1	1	..	..	..	..	..	..	..	..	1	..	1
Assistant Superintendent of Stores ..	1,533-1,723	1	..	..	..	..	..	..	1	..	..	1	..	1
Materials Inspection Officer ..	1,353-1,533	1	..	..	..	..	..	..	..	..	..	..	..	..
Clerk ..	1,173-1,353	1	1	..	..	..	..	..	..	..	..	1	..	1
Stores Inspector ..	1,173-1,353	2	1	..	..	..	..	..	..	..	..	1	..	1
Stores Officer, Grade 3 ..	1,173-1,353	3	..	..	1	..	2	..	..	..	..	3	..	3
Stores Officer, Grade 2 ..	1,083-1,263	1	..	..	..	..	1	..	..	..	..	1	..	1
Stores Officer, Grade 1 ..	993-1,173	1	..	..	1	..	..	..	..	..	..	1	..	1
Clerk ..	903-1,083	4	..	..	..	..	3	..	..	..	..	3	..	3
Clerk ..	813-993	8	2	..	1	..	3	..	..	..	..	6	..	6
Clerk ..	455-903	5	..	1	1	..	..	3	1	..	..	2	4	6
<i>Third Division—</i>														
Foreman Storeman (General) ..	1,008	9	..	..	1	..	4	..	..	..	..	5	..	5
Foreman Storeman (Works) ..	1,008	1	..	..	1	..	..	..	..	..	..	1	..	1
Foreman Storeman (Education) ..	1,008	1	..	..	1	..	..	..	..	..	..	1	..	1
Storeholder (General) ..	838-888	35	..	..	11	..	26	..	1	..	..	38	..	38
Storeholder (Works) ..	838-888	7	..	..	2	..	4	..	..	..	..	6	..	6
Storeholder (Education) ..	838-888	1	1	..	..	..	..	..	..	..	..	1	..	1
Despatch and Transit Officer ..	838-888	4	1	..	..	..	3	..	..	..	..	4	..	4
Clerical Assistant, Grade 2 ..	758-798	6	..	..	1	1	..	3	..	..	..	1	4	5
Typist (Female) ..	354-684	6	..	1	..	1	..	3	..	1	..	..	6	6
Clerical Assistant (Female), Grade 1 ..	398-604	9	..	1	..	2	..	4	..	..	..	..	7	7
<i>Motor Transport Branch—</i>														
<i>Second Division—</i>														
Chief Transport Officer ..	1,998-2,163	1	1	..	..	..	..	..	..	..	..	1	..	1
Clerk ..	813-993	3	..	..	1	..	1	..	1	..	..	3	..	3
Clerk ..	455-903	4	..	..	2	..	2	..	..	..	..	4	..	4
Transport Inspector ..	1,173-1,353	1	1	..	..	..	..	..	..	..	..	1	..	1
Transport Officer, Grade 2 ..	1,173-1,353	2	..	..	1	..	1	..	..	..	..	2	..	2
Transport Officer, Grade 1 ..	1,083-1,263	1	..	..	..	..	1	..	..	..	..	1	..	1
Assistant Transport Officer ..	993-1,173	4	..	..	1	..	3	..	..	..	..	4	..	4

## APPENDIX II.—continued.

## I. PUBLIC SERVICE OF PAPUA AND NEW GUINEA: CLASSIFIED POSITIONS AND POSITIONS OCCUPIED AT 30TH JUNE, 1959—continued.

Classified Positions.	Salary Range.	No.	Positions Occupied.										
			Headquarters.		Papua.		New Guinea.		Unattached.		Total.		
			Males.	Fe- males.	Males.	Fe- males.	Males.	Fe- males.	Males.	Fe- males.	Males.	Fe- males.	Total.
£													
<i>Department of Civil Affairs—continued.</i>													
<i>Motor Transport Branch—continued.</i>													
<i>Third Division—</i>													
Maintenance Inspector .. .. .	1,188-1,308	1	..	..	..	..	..	..	1	..	1	..	1
Foreman Mechanic, Grade 1 .. .. .	1,128-1,158	3	..	..	2	..	1	..	..	..	3	..	3
Senior Mechanic .. .. .	918-948	8	..	..	3	..	4	..	1	..	8	..	8
Motor Mechanic .. .. .	818-858	20	..	..	4	..	10	..	2	..	16	..	16
Panel Beater-Spray Painter .. .. .	818-858	2	..	..	..	..	..	..	..	..	2	..	2
Storeman, Grade 2 .. .. .	778-798	1	..	..	1	..	..	..	..	..	1	..	1
Storeman, Grade 1 .. .. .	718-758	2	..	..	..	..	2	..	..	..	2	..	2
Typist (Female), Grade 1 .. .. .	354-684	1	..	1	..	..	..	..	..	..	1	..	1
Operations Supervisor .. .. .	868-918	8	..	..	6	..	6	..	..	..	12	..	12
<i>Government Printing Office—</i>													
<i>Second Division—</i>													
Government Printer .. .. .	1,668-1,833	1	1	..	..	..	..	..	..	..	1	..	1
Clerk .. .. .	813-993	1	1	..	..	..	..	..	..	..	1	..	1
<i>Third Division—</i>													
Supervisor (Printing) .. .. .	1,338-1,368	1	1	..	..	..	..	..	..	..	1	..	1
Foreman, Printing, Grade 1 .. .. .	1,128-1,158	2	2	..	..	..	..	..	..	..	2	..	2
Operator-Compositor .. .. .	998-1,038	2	1	..	..	..	..	..	..	..	1	..	1
Reader .. .. .	958-998	2	2	..	..	..	..	..	..	..	2	..	2
Compositor .. .. .	938-978	2	1	..	..	..	..	..	..	..	1	..	1
Machinist .. .. .	938-978	3	3	..	..	..	..	..	..	..	3	..	3
Guillotine Operator .. .. .	938-978	1	1	..	..	..	..	..	..	..	1	..	1
Ruler-Binder .. .. .	938-978	1	1	..	..	..	..	..	..	..	1	..	1
Copy Holder .. .. .	758-798	1	..	1	..	..	..	..	..	..	1	..	1
Typist (Female) .. .. .	354-684	1	..	..	..	..	..	..	..	..	..	..	..
<i>Auxiliary Division—</i>													
Technical Assistant .. .. .	200-640	18	15	1	..	..	..	..	..	..	15	1	16
<i>Police Branch—</i>													
<i>Second Division—</i>													
Commissioner of Police .. .. .	2,108-2,273	1	1	..	..	..	..	..	..	..	1	..	1
Superintendent .. .. .	1,668-1,833	3	..	..	1	..	1	..	1	..	3	..	3
Senior Inspector .. .. .	1,533-1,668	7	1	..	3	..	3	..	..	..	7	..	7
Inspector .. .. .	1,353-1,533	16	..	..	4	..	5	..	3	..	12	..	12
Clerk .. .. .	1,173-1,353	1	1	..	..	..	..	..	..	..	1	..	1
Sub-Inspector .. .. .	903-1,353	65	2	..	18	..	18	..	10	..	48	..	48
Clerk .. .. .	903-1,083	1	..	..	..	..	..	..	..	..	..	..	..
Clerk .. .. .	813-993	3	1	..	..	..	1	..	..	..	2	..	2
Clerk .. .. .	455-903	2	..	..	..	..	..	..	..	..	..	..	..
<i>Third Division—</i>													
Sub-Inspector (Fire) .. .. .	898-1,078	4	1	..	1	..	1	..	1	..	4	..	4
Sub-Inspector-in-Training .. .. .	722-878	8	..	..	..	..	..	..	..	..	..	..	..
Storeholder .. .. .	838-888	1	..	..	1	..	..	..	..	..	1	..	1
Clerical Assistant, Grade 3 .. .. .	798-858	1	..	..	1	..	..	..	..	..	1	..	1
Clerical Assistant, Grade 2 .. .. .	758-798	6	..	1	..	1	..	1	..	2	5	..	5
Clerical Assistant, Grade 1 .. .. .	398-758	1	..	..	..	1	..	..	..	..	1	..	1
Typist (Female), Secretarial .. .. .	684-734	1	..	1	..	..	..	..	..	..	1	..	1
Typist (Female) .. .. .	354-684	4	..	..	..	..	..	1	..	..	3	..	3
Assistant (Female), Grade 1 .. .. .	348-604	1	..	..	..	1	..	..	..	..	1	..	1

## APPENDIX II.—continued.

## 1. PUBLIC SERVICE OF PAPUA AND NEW GUINEA: CLASSIFIED POSITIONS AND POSITIONS OCCUPIED AT 30TH JUNE, 1959—continued.

Classified Positions.	Salary Range.	No.	Positions Occupied.										
			Headquarters.		Papua.		New Guinea.		Unattached.		Total.		
			Males.	Fe- males.	Males.	Fe- males.	Males.	Fe- males.	Males.	Fe- males.	Males.	Fe- males.	Total.
£													
<i>Department of Civil Affairs—continued.</i>													
<i>Fire Brigades Branch—</i>													
<i>Third Division—</i>													
Chief Fire Officer .. ..	1,218-1,308	1	..	..	..	..	..	..	..	..	..	..	..
Station Officer .. ..	1,048-1,078	3	..	..	..	..	..	..	..	..	..	..	..
Fire Officer .. ..	938-968	4	..	..	..	..	..	..	..	..	..	..	..
<i>Corrective Institutions Branch—</i>													
<i>Second Division—</i>													
Controller of Corrective Institutions	2,108-2,273	1	1	..	..	..	..	..	..	..	1	..	1
Inspector .. ..	1,353-1,533	1	..	..	..	..	..	..	..	..	..	..	..
Superintendent, Grade 2 .. ..	1,353-1,533	8	..	..	1	..	1	..	1	..	3	..	3
Assistant Superintendent .. ..	903-1,083	20	..	..	..	..	1	..	..	..	1	..	1
Superintendent, Grade 1 .. ..	1,173-1,353	3	..	..	1	..	..	..	..	..	1	..	1
Instructor .. ..	918-978	5	..	..	..	..	..	..	..	..	..	..	..
Clerk .. ..	903-1,083	1	1	..	..	..	..	..	..	..	1	..	1
<i>Third Division—</i>													
Typist (Female) .. ..	354-684	1	..	1	..	..	..	..	..	..	..	1	1
		495	58	31	80	21	125	32	26	5	289	89	378

*Department of Forests.*

<i>First Division—</i>													
Director of Forests .. ..	2,700	1	1	..	..	..	..	..	..	..	1	..	1
<i>Second Division—</i>													
Chief of Division .. ..	2,108-2,273	4	3	..	..	..	..	..	..	..	3	..	3
Reserve Settlement Officer .. ..	1,778-1,943	1	1	..	..	..	..	..	..	..	1	..	1
Regional Forest Officer .. ..	1,778-1,943	5	1	..	..	..	3	..	..	..	4	..	4
Draftsman and Photogrammetrist, Grade 3 .. ..	1,668-1,833	1	1	..	..	..	..	..	..	..	1	..	1
Plant Ecologist and Assistant Botanist	1,668-1,833	1	1	..	..	..	..	..	..	..	1	..	1
Biometrician .. ..	1,668-1,833	1	..	..	..	..	..	..	..	..	..	..	..
Administrative Officer .. ..	1,443-1,623	1	1	..	..	..	..	..	..	..	1	..	1
Senior Forest Officer .. ..	1,443-1,623	5	1	..	..	..	1	..	..	..	2	..	2
Draftsman, Grade 2 .. ..	1,443-1,623	2	1	..	..	..	..	..	..	..	1	..	1
Forest Entomologist .. ..	1,443-1,623	1	..	..	..	..	..	..	..	..	..	..	..
Accountant .. ..	1,443-1,623	1	1	..	..	..	..	..	..	..	1	..	1
Clerk .. ..	1,353-1,533	1	1	..	..	..	..	..	..	..	1	..	1
Clerk .. ..	1,263-1,443	1	1	..	..	..	..	..	..	..	1	..	1
Investigation Officer .. ..	903-1,443	1	..	..	..	..	..	..	..	..	..	..	..
Forest Road Engineer .. ..	903-1,443	1	..	..	..	..	..	..	..	..	..	..	..
Forest Officer .. ..	903-1,443	7	1	..	..	..	3	..	2	..	6	..	6
Draftsman, Grade 1 .. ..	903-1,443	2	1	..	..	..	..	..	..	..	1	..	1
Clerk .. ..	993-1,173	4	2	..	..	..	2	..	..	..	4	..	4
Clerk .. ..	903-1,083	10	1	..	..	..	4	..	..	..	5	..	5
Clerk .. ..	813-993	1	..	..	..	..	..	..	..	..	..	..	..
Clerk .. ..	455-903	2	..	1	..	..	1	..	..	..	1	1	2
Cadet Forest Officer .. ..	455-903	12	..	..	..	..	..	..	12	..	12	..	12
<i>Third Division—</i>													
Librarian and Air Photo Interpreter (Female) .. ..	659-929	1	..	1	..	..	..	..	..	..	..	1	1
Librarian (Female) .. ..	659-929	1	..	1	..	..	..	..	..	..	..	1	1
Mill Manager .. ..	1,458	2	..	..	..	..	2	..	..	..	2	..	2
Senior Forest Ranger .. ..	1,208-1,298	4	..	..	..	..	3	..	..	..	3	..	3

## APPENDIX II.—continued.

## 1. PUBLIC SERVICE OF PAPUA AND NEW GUINEA: CLASSIFIED POSITIONS AND POSITIONS OCCUPIED AT 30TH JUNE, 1959—continued.

Classified Positions.	Salary Range.	No.	Positions Occupied.										
			Headquarters.		Papua.		New Guinea.		Unattached.		Total.		
			Males.	Fe-males.	Males.	Fe-males.	Males.	Fe-males.	Males.	Fe-males.	Males.	Fe-males.	Total.
	£												
<i>Department of Forests—continued.</i>													
<i>Third Division—continued.</i>													
Forest Ranger .. .. .	1,048-1,198	6	1	..	..	..	4	..	..	..	5	..	5
Mill Foreman .. .. .	1,158-1,188	2	..	..	..	..	2	..	..	..	2	..	2
Technical Assistant, Grade 3 .. .. .	1,008-1,098	1	..	..	..	..	1	..	..	..	1	..	1
Laboratory Assistant, Grade 2 .. .. .	878-968	1	..	..	..	..	1	..	..	..	1	..	1
Motor Transport and Equipment Officer .. .. .	918-948	2	..	..	..	..	1	..	..	..	1	..	1
Sawdoctor .. .. .	918-978	2	..	..	..	..	1	..	..	..	1	..	1
Assistant Forest Ranger .. .. .	808-958	8	1	..	..	..	7	..	..	..	8	..	8
Supervisor (Labour) .. .. .	908-998	1	..	..	..	..	..	..	..	..	..	..	..
Power House Operator .. .. .	838-858	2	..	..	..	..	1	..	..	..	1	..	1
Laboratory Assistant, Grade 1 .. .. .	722-878	1	..	..	..	..	..	..	..	..	..	..	..
Bush Supervisor .. .. .	888-928	2	..	..	..	..	2	..	..	..	2	..	2
Sawyer .. .. .	838-858	10	..	..	..	..	9	..	..	..	9	..	9
Tractor Operator Mechanic .. .. .	838-858	9	..	..	..	..	7	..	..	..	7	..	7
Kiln Operator .. .. .	818-858	2	..	..	..	..	..	..	..	..	..	..	..
Truck Driver .. .. .	798-838	2	..	..	..	..	2	..	..	..	2	..	2
Wood Machinist .. .. .	838-858	2	..	..	..	..	2	..	..	..	2	..	2
Tally and Orderman .. .. .	738-778	2	..	..	..	..	2	..	..	..	2	..	2
Typist (Female), Secretarial .. .. .	684-734	1	..	1	..	..	..	..	..	..	..	1	1
Accounting Machinist, Grade 1 .. .. .	354-654	1	..	..	..	..	..	..	..	..	..	..	..
Typist (Female) .. .. .	354-684	13	..	1	..	..	..	..	..	..	..	1	7
Tracer (Female) .. .. .	358-654	1	..	1	..	..	..	6	..	..	..	1	7
<i>Auxiliary Division—</i>													
Clerical Assistant .. .. .	200-610	5	3	..	..	..	..	..	..	..	3	..	3
Field Assistant .. .. .	200-640	12	..	..	..	..	..	..	..	..	..	..	..
Technical Assistant .. .. .	200-640	8	..	..	..	..	..	..	..	..	..	..	..
		170	24	6	..	..	61	6	14	..	99	12	111

*Department of Posts and Telegraphs.*

<i>First Division—</i>													
Director of Posts and Telegraphs .. .. .	2,700	1	1	..	..	..	..	..	..	..	1	..	1
<i>Second Division—</i>													
Chief Engineer .. .. .	2,108-2,273	1	1	..	..	..	..	..	..	..	1	..	1
Superintendent (Postal Services) .. .. .	1,998-2,163	1	1	..	..	..	..	..	..	..	1	..	1
Superintendent (Telecommunications) .. .. .	1,998-2,163	1	1	..	..	..	..	..	..	..	1	..	1
Sectional Engineer .. .. .	1,888-2,053	1	1	..	..	..	..	..	1	..	2	..	2
Regional Engineer .. .. .	1,888-2,053	3	..	..	1	..	2	..	..	..	3	..	3
Inspector (Telecommunications) .. .. .	1,668-1,833	1	1	..	..	..	..	..	..	..	1	..	1
Accountant .. .. .	1,668-1,833	1	1	..	..	..	..	..	..	..	1	..	1
Sectional Draftsman .. .. .	1,668-1,833	1	1	..	..	..	..	..	1	..	2	..	2
Inspector (Postal Services) .. .. .	1,668-1,833	1	1	..	..	..	..	..	..	..	1	..	1
Group Engineer .. .. .	1,533-1,723	4	1	..	..	..	1	..	..	..	2	..	2
Postmaster, Grade 4 .. .. .	1,533-1,668	1	..	..	1	..	..	..	1	..	2	..	2
Superintendent (Personnel) .. .. .	1,443-1,623	1	1	..	..	..	..	..	..	..	1	..	1
Draftsman, Grade 2 .. .. .	1,443-1,623	1	1	..	..	..	..	..	..	..	1	..	1
Radio Inspector, Grade 3 .. .. .	1,443-1,623	1	1	..	..	..	..	..	..	..	1	..	1
Clerk .. .. .	1,353-1,533	1	1	..	..	..	..	..	..	..	1	..	1
Inspector (Postal Services) .. .. .	1,353-1,533	1	1	..	..	..	..	..	..	..	1	..	1
Costing Officer .. .. .	1,353-1,533	1	1	..	..	..	..	..	..	..	1	..	1
Sub-Accountant .. .. .	1,353-1,533	1	1	..	..	..	..	..	..	..	1	..	1
Postmaster, Grade 3 .. .. .	1,308-1,488	2	..	..	..	..	2	..	..	..	2	..	2
Radio Inspector, Grade 1 .. .. .	1,263-1,443	2	1	..	..	..	..	..	1	..	2	..	2
Clerk .. .. .	1,173-1,353	3	2	1	..	..	..	..	1	..	3	1	4
Clerk .. .. .	1,083-1,263	7	4	1	..	..	1	..	1	..	6	1	7

## APPENDIX II.—continued.

## 1. PUBLIC SERVICE OF PAPUA AND NEW GUINEA: CLASSIFIED POSITIONS AND POSITIONS OCCUPIED AT 30TH JUNE, 1959—continued.

Classified Positions.	Salary Range.	No.	Positions Occupied.											
			Headquarters.		Papua.		New Guinea.		Unattached.		Total.			
			Males.	Fe- males.	Males.	Fe- males.	Males.	Fe- males.	Males.	Fe- males.	Males.	Fe- males.	Total.	
	£													
<i>Department of Posts and Telegraphs—continued.</i>														
<i>Second Division—continued.</i>														
Postmaster, Grade 2 .. .. .	1,038-1,218	4	1	..	1	..	2	..	..	..	4	..	4	
Postmaster, Grade 2 (Relief) .. .. .	1,038-1,218	1	..	..	..	..	..	..	..	..	..	..	..	
Clerk .. .. .	993-1,173	6	3	..	1	..	2	..	..	..	6	..	6	
Clerk .. .. .	903-1,083	4	2	1	..	..	..	..	1	..	4	1	4	
Clerk .. .. .	813-993	5	3	1	..	..	..	..	1	..	5	1	5	
Clerk .. .. .	455-903	7	3	2	..	..	1	..	..	..	4	2	6	
<i>Third Division—</i>														
Supervising Technician (Radio), Grade 4 .. .. .	1,428-1,458	1	1	..	1	..	..	..	..	..	2	..	2	
Supervising Technician (Radio), Grade 3 .. .. .	1,368-1,398	3	..	..	1	..	2	..	..	..	3	..	3	
Supervising Technician (Telecom- munications), Grade 4 .. .. .	1,428-1,458	1	1	..	..	..	..	..	..	..	1	..	1	
Supervising Technician (Telecom- munications), Grade 2 .. .. .	1,278-1,338	3	..	..	..	..	1	..	..	..	1	..	1	
Supervisor (Workshops) (Telecom- munications) .. .. .	1,278-1,338	1	..	..	..	..	..	..	..	..	..	..	..	
Supervising Technician (Telecom- munications), Grade 1 .. .. .	1,218-1,248	3	..	..	1	..	..	..	..	..	1	..	1	
Technical Instructor, Grade 2 .. .. .	1,188-1,338	4	4	..	..	..	..	..	..	..	4	..	4	
Telecommunications Supervisor, Grade 2 .. .. .	1,083-1,173	3	..	..	1	..	1	..	..	..	2	..	2	
Line Inspector .. .. .	1,248-1,268	3	..	..	1	..	2	..	..	..	3	..	3	
Senior Postal Clerk, Grade 2 .. .. .	1,038-1,128	2	..	..	1	..	..	..	..	..	1	..	1	
Foreman Storeman, Grade 1 .. .. .	1,008	4	1	..	1	..	2	..	..	..	4	..	4	
Telecommunications Supervisor, Grade 1 .. .. .	993-1,083	4	..	..	1	..	4	..	..	..	5	..	5	
Senior Radio Telegraphist .. .. .	1,008-1,068	12	..	..	3	1	7	..	1	..	11	1	12	
Line Foreman, Grade 2 .. .. .	978	9	1	..	2	..	5	..	..	..	8	..	8	
Senior Technician (Radio) .. .. .	1,008-1,068	14	..	..	3	..	5	..	1	..	9	..	9	
Senior Technician (Telecommuni- cations) .. .. .	1,008-1,068	4	1	..	2	..	4	..	1	..	8	..	8	
Senior Postal Clerk, Grade 1 .. .. .	948-1,038	2	..	..	1	..	2	..	..	..	3	..	3	
Senior Carpenter .. .. .	918-948	1	..	..	1	..	..	..	..	..	1	..	1	
Senior Motor Mechanic .. .. .	918-948	1	1	..	..	..	..	..	..	..	1	..	1	
Senior Postal Assistant .. .. .	898	3	1	..	1	..	2	..	..	..	4	..	4	
Line Foreman (Grade 1, Relief) .. .. .	888-918	4	..	..	..	..	..	..	..	..	..	..	..	
Line Foreman, Grade 1 .. .. .	888-918	18	2	..	9	..	12	..	..	..	23	..	23	
Senior Painter .. .. .	888-918	1	..	..	..	..	..	..	..	..	..	..	..	
Clerical Assistant, Grade 4 .. .. .	858-888	1	1	..	..	..	..	..	..	..	1	..	1	
Technician (Telecommunications) .. .. .	818-918	13	..	..	4	..	5	..	1	..	10	..	10	
Technician (Radio) .. .. .	818-918	8	1	..	2	..	2	..	..	..	5	..	5	
Monitor .. .. .	818-858	3	..	..	..	1	..	2	..	..	..	..	3	
Technician (Light and Power) .. .. .	818-918	1	1	..	..	..	..	..	..	..	1	..	1	
Postmaster, Grade 1 .. .. .	828-978	8	..	..	..	..	6	..	..	..	6	..	6	
Radio Telephone Operator .. .. .	758-818	10	1	..	1	1	..	6	3	..	5	7	12	
Storeman, Grade 2 .. .. .	778-798	1	..	..	..	..	1	..	..	..	1	..	1	
Accounting Machinist (Female), Grade 3 .. .. .	724	1	..	..	..	..	..	..	..	..	..	..	..	
Radio Telegraphist (Relief) .. .. .	723-903	4	..	..	..	..	..	..	..	..	..	..	..	
Radio Telegraphist .. .. .	723-903	3	2	..	1	..	2	..	..	..	5	..	5	
Postal Assistant (Relief) .. .. .	398-858	8	..	..	..	..	..	..	..	..	..	..	..	
Postal Assistant .. .. .	398-858	25	5	..	5	2	7	5	3	..	20	8	28	
Typist-in-Charge (Female), Grade 1 .. .. .	704	1	..	..	1	..	..	..	..	..	..	1	1	
Typist (Female), Secretarial .. .. .	684-734	1	..	..	1	..	..	..	..	..	..	1	1	
Phonogram Operator (Female) .. .. .	358-614	3	..	..	..	1	..	2	..	..	..	3	3	
Typist (Female) .. .. .	354-684	7	..	5	..	1	..	1	..	..	..	7	7	
Teletypewriter Operator (Female) .. .. .	358-614	5	..	..	..	2	..	1	..	..	..	3	3	

## APPENDIX II,—continued.

## I. PUBLIC SERVICE OF PAPUA AND NEW GUINEA: CLASSIFIED POSITIONS AND POSITIONS OCCUPIED AT 30TH JUNE, 1959—continued.

Classified Positions.	Salary Range.	No.	Positions Occupied.										
			Headquarters.		Papua.		New Guinea.		Unattached.		Total.		
			Males.	Fe-males.	Males.	Fe-males.	Males.	Fe-males.	Males.	Fe-males.	Males.	Fe-males.	Total.
£													
<i>Department of Posts and Telegraphs—continued.</i>													
<i>Third Division—continued.</i>													
Accounting Machinist (Female), Grade 1	354-654	1	..	2	..	..	..	..	..	..	..	2	2
Telephonist (Female) (Relief)	358-614	3	..	1	..	1	..	..	..	..	..	2	2
Telephonist (Female)	358-614	11	..	1	..	4	..	2	..	1	..	8	8
Clerical Assistant, Grade 1 (Relief)	398-758	3	..	..	..	..	..	..	..	..	..	..	..
Clerical Assistant, Grade 1	398-758	5	..	..	1	1	1	2	..	..	2	3	5
Postmaster, Grade 1 (Relief)	808-958	1	..	..	..	..	..	..	1	..	1	..	1
<i>Auxiliary Division—</i>													
Clerical Assistant	200-610	10	4	..	..	..	..	..	..	..	4	..	4
Technical Assistant	200-640	30	5	..	4	..	6	..	..	..	15	..	15
		333	69	18	52	15	90	21	19	1	230	55	285
<i>Department of Customs and Marine.</i>													
<i>First Division—</i>													
Chief Collector	2,700	1	1	..	..	..	..	..	..	..	1	..	1
<i>Second Division—</i>													
Assistant Chief Collector	2,108-2,273	1	..	..	..	..	..	..	1	..	1	..	1
Superintendent of Marine	1,998-2,163	1	1	..	..	..	..	..	..	..	1	..	1
Hydrographic Surveyor	1,778-1,943	1	1	..	..	..	..	..	..	..	1	..	1
Senior Engineer and Ship Surveyor	1,533-1,723	1	1	..	..	..	..	..	..	..	1	..	1
Harbour Master	1,533-1,723	1	..	..	..	..	1	..	..	..	1	..	1
Collector	1,533-1,723	1	..	..	..	..	1	..	..	..	1	..	1
Collector	1,443-1,623	2	..	..	1	..	1	..	..	..	2	..	2
Administrative Officer	1,443-1,623	1	1	..	..	..	..	..	..	..	1	..	1
Harbour Master	1,443-1,623	1	..	..	1	..	..	..	..	..	1	..	1
Engineer and Ship Surveyor	1,443-1,623	5	..	..	1	..	1	..	1	..	3	..	3
Assistant Hydrographic Surveyor	1,443-1,623	1	..	..	..	..	..	..	..	..	..	..	..
Draftsman, Grade 1, Hydrographic	903-1,443	1	1	..	..	..	..	..	..	..	1	..	1
Harbour Master	1,353-1,533	3	..	..	..	..	2	..	..	..	2	..	2
Collector	1,263-1,443	1	..	..	..	..	..	..	..	..	..	..	..
Collector	1,173-1,353	1	..	..	..	..	..	..	1	..	1	..	1
Assistant Collector	1,173-1,353	3	..	..	..	..	2	..	..	..	2	..	2
Clerk	1,173-1,353	2	1	..	..	..	..	..	..	..	1	..	1
Clerk	1,083-1,263	1	1	..	..	..	..	..	..	..	1	..	1
Clerk	993-1,173	1	..	..	..	..	..	..	..	..	..	..	..
Collector	993-1,173	1	..	..	..	..	5	..	1	..	6	..	6
Boarding Officer	993-1,173	6	1	..	1	..	4	..	..	..	6	..	6
Wharf Examining Officer	993-1,173	4	1	..	..	..	3	..	..	..	4	..	4
Clerk	903-1,083	2	..	..	..	..	..	..	..	..	..	..	..
Collector	903-1,083	1	..	..	..	..	1	..	..	..	1	..	1
Clerk	813-993	7	1	1	..	..	2	2	..	..	3	3	6
Collector	813-993	1	..	..	..	..	1	..	..	..	1	..	1
Boarding Officer	813-993	1	..	..	..	..	..	..	..	..	..	..	..
Assistant Wharf Examining Officer	813-993	1	..	..	..	..	1	..	..	..	1	..	1
Clerk	455-903	23	9	1	..	..	5	1	..	..	14	2	16
<i>Third Division—</i>													
Shipping Inspector	1,058-1,142	2	2	..	..	..	..	..	..	..	2	..	2
Master	1,058-1,142	19	9	..	..	..	..	..	..	..	9	..	9
Officer-in-Charge (Chart Depot)	1,058-1,142	1	1	..	..	..	..	..	..	..	1	..	1
Engineer	890-974	1	..	..	..	..	..	..	..	..	..	..	..
Assistant (Male), Grade 5	888-918	3	1	1	..	..	..	1	..	..	1	2	3
Assistant (Male), Grade 4	858-888	3	..	..	..	..	..	..	..	..	..	..	..
Storeholder	798-858	1	..	..	..	..	..	..	..	..	..	..	..
Mechanic	818-858	1	..	..	..	..	..	..	..	..	..	..	..
Preventive Officer	798-858	3	..	..	1	..	1	..	..	..	2	..	2
Clerical Assistant, Grade 2	758-798	1	..	..	..	..	..	3	..	..	..	3	3



## APPENDIX II.—continued.

## 1. PUBLIC SERVICE OF PAPUA AND NEW GUINEA: CLASSIFIED POSITIONS AND POSITIONS OCCUPIED AT 30TH JUNE, 1959—continued.

Classified Positions.	Salary Range.	No.	Positions Occupied.											
			Headquarters.		Papua.		New Guinea.		Unattached.		Total.			
			Males.	Fe-males.	Males.	Fe-males.	Males.	Fe-males.	Males.	Fe-males.	Males.	Fe-males.	Total.	
£														
<i>Department of Customs and Marine—continued.</i>														
<i>Third Division—continued.</i>														
Surveying Recorder, Grade 2 .. .. .	758-818	4	1	..	..	..	..	..	..	..	..	1	..	1
Typist (Female), Secretarial .. .. .	684-734	1	..	1	..	..	..	..	..	..	..	..	1	1
Typist (Female) .. .. .	354-684	8	..	5	..	..	..	2	..	..	..	..	7	7
Assistant (Female), Grade 2 .. .. .	604-644	1	..	1	..	..	..	..	..	..	..	..	1	1
Assistant (Female), Grade 3 .. .. .	644-704	1	..	1	..	..	..	..	..	..	..	..	1	1
Accounting Machinist, Grade 1 .. .. .	354-654	2	..	1	..	..	..	1	..	..	..	..	2	2
<i>Auxiliary Division—</i>														
Clerical Assistant .. .. .	200-610	4	2	..	..	..	..	..	..	..	..	2	..	2
Technical Assistant .. .. .	200-640	4	1	..	..	..	2	..	..	..	..	3	..	3
			137	37	12	5	..	33	10	4	..	79	22	101
Total Public Service .. .. .		4,353	603	212	641	182	1,164	311	282	80	2,690	785	3,475	

In addition to the classified staff shown above the Administration employed 135 Asians and persons of mixed race at 30th June, 1959. Depending on individual capabilities these employees are paid salaries of 80 to 100 per cent. of the regulation Second and Third Division salaries (including basic wage adjustments) applying to a comparable class of work.

*a* Indicates Asian officer. *mr* Indicates officer of mixed race. *i* Indicates indigenous officer in Third Division. (All Auxiliary Division Officers are indigenous.)

\* The position of Medical Assistant, Grade 2, is classified as either Second or Third Division according to the qualifications of the officer occupying the position.

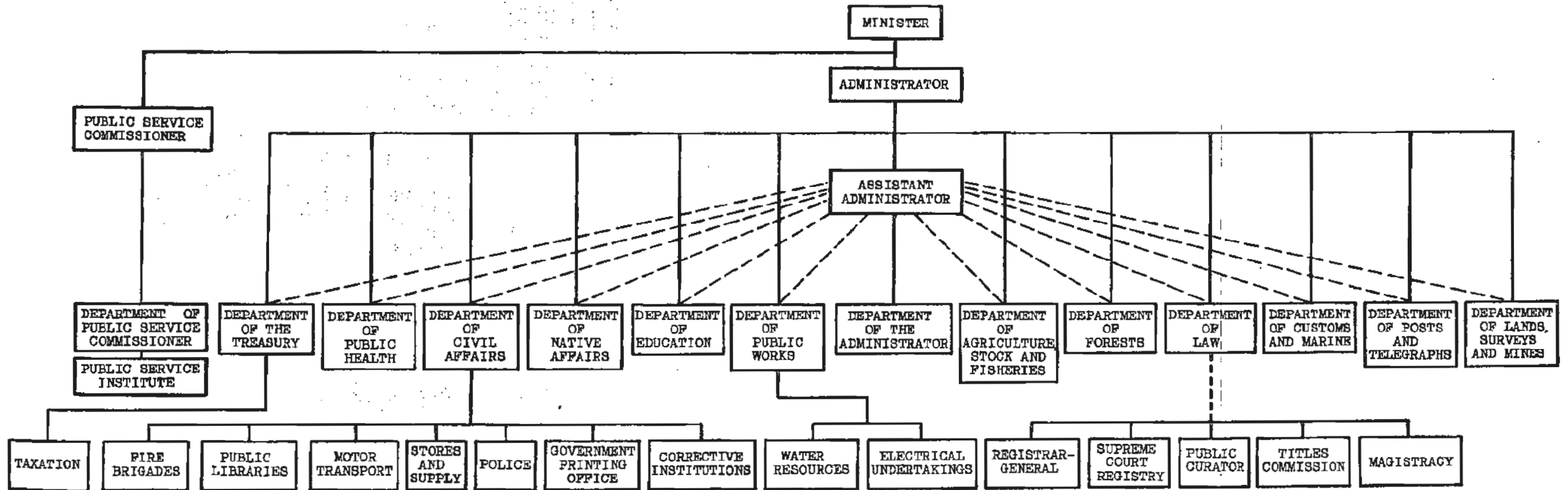
NOTE.—Nine unattached officers appointed to the Service but still in transit to the Territory have not been included in the Table.

## 3. PUBLIC SERVICE OF PAPUA AND NEW GUINEA: STAFF BY DEPARTMENT AND DISTRICT OF EMPLOYMENT AT 30TH JUNE, 1959.

Department or Branch.	Eastern High-lands.	Western High-lands.	Sepik.	Ma-dang.	Mo-robe.	New Britain.	New Ireland.	Bou-gain-ville.	Manus.	Total New Guinea.	Total Papua.	Head-quar-ters.	Un-attached.	Total.
Administrator .. .. .	3	1	2	3	2	3	1	1	1	17	6	35	7	65
Public Service Commissioner .. .. .	..	..	..	..	..	..	..	..	..	..	..	43	..	43
Treasury .. .. .	3	1	3	3	5	6	1	1	1	24	2	60	4	90
Public Health .. .. .	37	14	30	35	80	82	16	12	5	311	178	58	90	637
Native Affairs .. .. .	37	32	48	23	42	52	22	22	10	288	152	61	52	553
<i>Law—</i>														
Headquarters .. .. .	..	..	..	..	..	..	..	..	..	..	..	25	..	25
Registrar-General .. .. .	..	..	..	..	..	..	..	..	..	..	..	7	..	7
Supreme Court and Magistrates .. .. .	1	..	..	..	2	1	..	..	..	4	..	10	..	14
Public Curator .. .. .	..	..	..	..	..	..	..	..	..	..	..	8	..	8
Land Titles .. .. .	..	..	..	..	..	..	..	..	..	..	..	4	..	4
<i>Education</i>														
Headquarters .. .. .	20	9	16	18	45	60	10	5	8	192	134	69	69	464
Agriculture, Stock and Fisheries .. .. .	15	11	8	9	18	34	4	4	..	103	50	77	48	278
Lands, Surveys and Mines .. .. .	4	2	3	3	8	15	4	2	..	41	..	65	11	117
Public Works .. .. .	12	13	14	13	25	26	4	5	4	116	128	32	11	287
Electrical Undertakings .. .. .	..	..	..	..	..	..	..	..	..	..	..	7	..	7
<i>Civil Affairs—</i>														
Headquarters .. .. .	2	..	2	3	11	14	2	..	..	34	20	35	2	91
Police and Corrective Institutions .. .. .	2	..	3	5	8	12	2	..	1	33	34	12	20	99
Transport .. .. .	3	1	5	..	13	9	..	..	..	31	21	3	5	60
Government Stores .. .. .	4	4	4	13	14	15	2	1	2	59	25	10	4	98
Government Printer .. .. .	..	..	..	..	..	..	..	..	..	..	..	31	..	31
Forests .. .. .	1	..	..	..	39	27	..	..	..	67	..	30	14	111
Posts and Telegraphs .. .. .	4	3	5	8	38	44	5	3	1	111	67	87	20	285
Customs and Marine .. .. .	..	..	2	7	11	18	2	1	2	43	5	49	4	101
In Transit .. .. .	..	..	..	..	..	..	..	..	..	..	..	9	..	9
Total .. .. .	148	91	145	143	361	418	75	57	35	1,474	822	827	361	3,484

2. ORGANIZATION CHART  
 TERRITORY OF PAPUA AND NEW GUINEA  
 ADMINISTRATION ORGANIZATION AS AT 30th JUNE 1959

APPENDIX II



(To face page 164.)  
 F.1429/60.

## APPENDIX II—continued.

## 4. ADMINISTRATION SERVANTS EMPLOYED AT 30TH JUNE, 1959—BY CATEGORY OF EMPLOYMENT.(a)

Category of Employment.	Number Recruited from—		Number Employed at—			
	Papua.	New Guinea.	Headquarters.	Papua.	New Guinea.	Total.
Trainee .. .. .	869	1,069	32	837	1,069	1,938
Grade 1.. .. .	1,573	2,730	77	1,496	2,730	4,303
Grade 2.. .. .	432	496	33	399	496	928
Grade 3.. .. .	144	51	16	128	51	195
Total .. .. .	3,018	4,346	158	2,860	4,346	7,364

(a) Excludes casual and day labourers.

## 5. ADMINISTRATION SERVANTS EMPLOYED AT 30TH JUNE, 1959—SUMMARY BY DEPARTMENT.(a)

Department.	Number Recruited from—		Number Employed at—			
	Papua.	New Guinea.	Headquarters.	Papua.	New Guinea.	Total.
Administrator .. .. .	9	..	9	..	..	9
Public Service Commissioner .. .. .	8	..	8	..	..	8
Civil Affairs .. .. .	352	489	4	348	489	841
Treasury .. .. .	15	2	13	2	2	17
Native Affairs .. .. .	196	261	22	174	261	457
Education .. .. .	360	365	23	337	365	725
Posts and Telegraphs .. .. .	101	134	7	94	134	235
Public Health .. .. .	1,080	2,123	19	1,061	2,123	3,203
Agriculture, Stock and Fisheries .. .. .	202	263	..	202	263	465
Public Works .. .. .	465	415	13	452	415	880
Customs and Marine .. .. .	186	160	6	180	160	346
Lands, Surveys and Mines .. .. .	18	17	18	..	17	35
Crown Law .. .. .	17	5	9	8	5	22
Forests .. .. .	9	112	7	2	112	121
Total .. .. .	3,018	4,346	148	2,260	4,346	7,364

(a) Excludes casual and day labourers.

## APPENDIX II—continued.

## 6. PATROLS CONDUCTED BY NATIVE AFFAIRS OFFICERS AND NUMBER OF INSPECTION VISITS BY DISTRICT OFFICERS DURING THE YEAR ENDED 30TH JUNE, 1959.

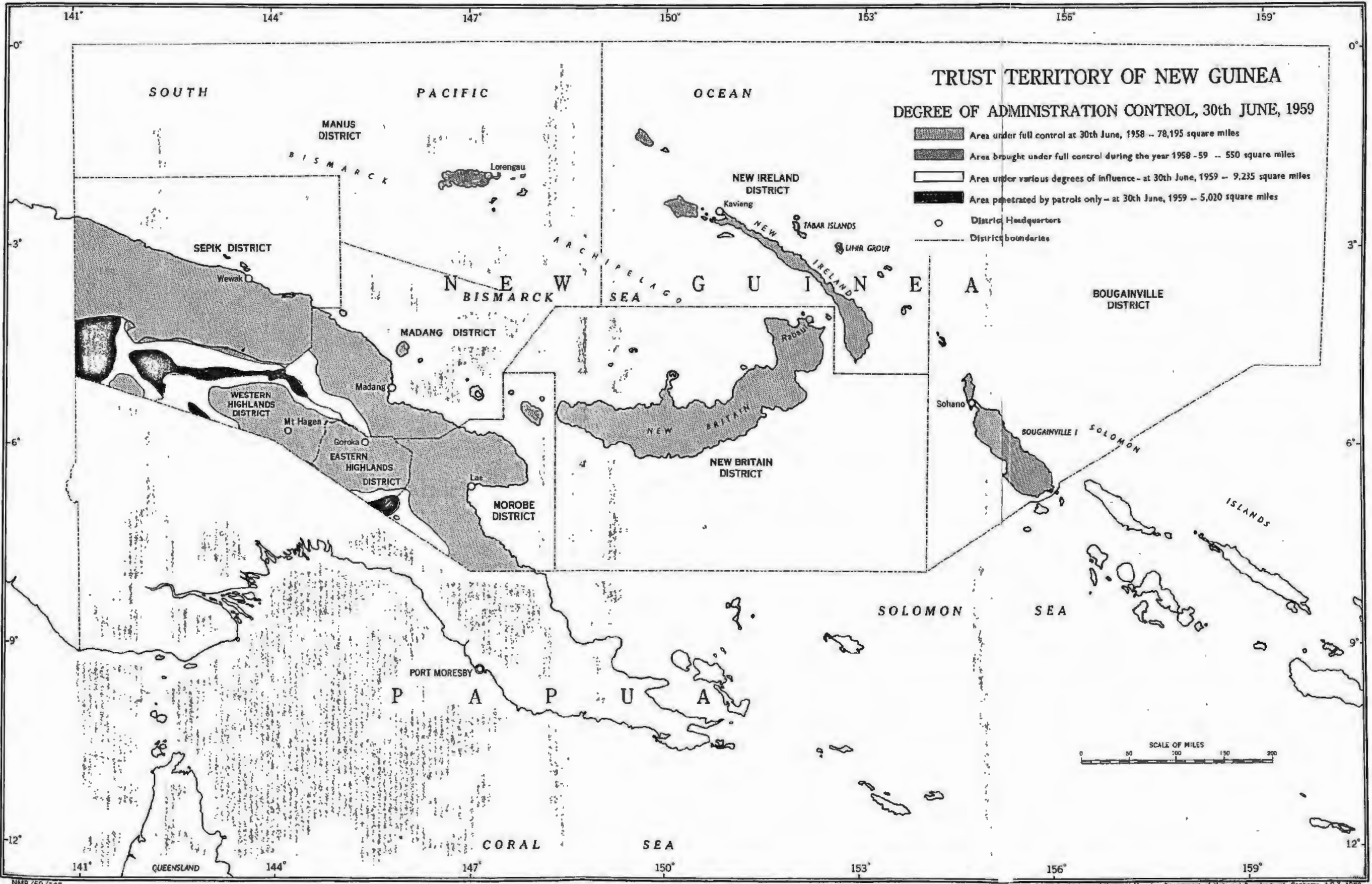
District.				Headquarters.				Number of Patrols.(a)	Number of Days on Patrol.(b)	Inspection by District Officers.
Eastern Highlands	..	..	..	Goroka	..	..	..	45	911	23
Western Highlands	..	..	..	Mt. Hagen	..	..	..	24	754	8
Sepik	..	..	..	Wewak	..	..	..	101	2,030	22
Madang	..	..	..	Madang	..	..	..	31	856	13
Morobe	..	..	..	Lae	..	..	..	35	951	24
New Britain	..	..	..	Rabaul	..	..	..	29	732	12
New Ireland	..	..	..	Kavieng	..	..	..	18	401	2
Bougainville	..	..	..	Sohano	..	..	..	52	824	12
Manus	..	..	..	Lorengau	..	..	..	9	172	3
Total	..	..	..	..	..	..	..	344	7,631	119

(a) Excludes patrols conducted by co-operative officers.

(b) Excludes days in the field not covered by formal patrol reports.

## 7. AREAS UNDER ADMINISTRATION CONTROL OR INFLUENCE AT 30TH JUNE, 1958 AND 1959. (Area in Square Miles.)

District.	Total Area.	Area under Control.		Area under Influence.		Area under Partial Influence		Area Penetrated by Patrols Only.	
		1957-58.	1958-59.	1957-58.	1958-59.	1957-58.	1958-59.	1957-58.	1958-59.
Eastern Highlands	6,900	6,400	6,400	300	300	..	..	200	200
Western Highlands	9,600	6,400	6,400	2,200	2,315	200	415	800	470
Sepik	30,200	21,895	22,445	2,305	1,755	1,800	1,800	4,200	4,200
Madang	10,800	9,000	9,000	1,600	1,600	200	200	..	..
Morobe	12,700	11,700	11,700	650	670	200	180	150	150
New Britain	14,100	14,100	14,100	..	..	..	..	..	..
New Ireland	3,800	3,800	3,800	..	..	..	..	..	..
Bougainville	4,100	4,100	4,100	..	..	..	..	..	..
Manus	800	800	800	..	..	..	..	..	..
Total	93,000	78,195	78,745	7,055	6,640	2,400	2,595	5,350	5,020



## APPENDIX II—continued.

## 9. NUMBER OF VILLAGE OFFICIALS AND COUNCILLORS AT 30TH JUNE, 1959.

District.	Luluais.	Tultuls.	Medical Tultuls.	Total Village Officials.	Councillors (Local Government Councils).	Total Village Officials and Councillors.
Eastern Highlands .. ..	644	976	..	1,620	73	1,693
Western Highlands .. ..	294	657	..	951	..	951
Sepik .. ..	1,136	1,316	817	3,269	50	3,319
Madang .. ..	582	474	250	1,306	99	1,405
Morobe .. ..	787	829	571	2,187	44	2,231
New Britain .. ..	558	557	233	1,348	119	1,467
New Ireland .. ..	466	456	186	1,108	23	1,131
Bougainville .. ..	481	415	122	1,018	25	1,043
Manus .. ..	75	70	3	148	37	185
Total .. ..	5,023	5,750	2,182	12,955	470	13,425

## 10. NATIVE WAR DAMAGE COMPENSATION: CLAIMS AND PAYMENTS DURING 1958-59 AND TOTAL AT 30TH JUNE, 1959.

District.	1958-59.		Total at 30th June, 1959.	
	Number of Claims.	Amount Paid.	Number of Claims.	Amount Paid.
Eastern Highlands .. ..	..	£ ..	190	£ 3,122
Western Highlands .. ..	..	..	208	1,020
Sepik .. ..	..	..	31,685	325,384
Madang .. ..	..	..	13,783	87,354
Morobe .. ..	..	..	12,709	165,069
New Britain .. ..	..	..	30,470	633,618
New Ireland .. ..	..	..	10,767	134,421
Bougainville .. ..	3	242	15,408	327,661
Manus .. ..	..	..	2,510	44,200
Total .. ..	3	242	117,730	1,721,849

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 II.—*continued.*

## 11. COMPOSITION OF DISTRICT ADVISORY COUNCILS AT 30TH JUNE, 1959.

District.	European.	Asian.	Indigenous.
New Britain .. .. .	13	..	4
Madang .. .. .	7	..	1
New Ireland .. .. .	10	2	1
Sepik .. .. .	10	..	2
Manus .. .. .	5	..	2
Eastern Highlands .. .. .	8	..	..
Western Highlands .. .. .	9	..	3
Morobe .. .. .	10	1	2
Bougainville .. .. .	8	..	2
<b>Total .. .. .</b>	<b>80</b>	<b>3</b>	<b>17</b>

## 12. COMPOSITION OF TOWN ADVISORY COUNCILS AT 30TH JUNE, 1959.

Town.	European.	Asian.	Mixed-race.	Indigenous.
Rabaul .. .. .	15	3	1	..
Madang .. .. .	14	1	..	..
Kavieng .. .. .	9	2	..	1
Wewak .. .. .	6	1	..	..
Kokopo .. .. .	7	1	..	..
Wau-Bulolo .. .. .	12	1	..	..
Lae .. .. .	12	1	..	..
<b>Total .. .. .</b>	<b>75</b>	<b>10</b>	<b>1</b>	<b>1</b>

## APPENDIX III.

## JUSTICE.

## I. CASES TRIED BEFORE THE COURTS OF THE TERRITORY DURING THE PERIOD 1ST JULY, 1958 TO 30TH JUNE, 1959.

(1) *Supreme Court.*(a) *In its Criminal Jurisdiction—*

Offence.	Charged.	Convicted.	Discharged.	Nolle Prosequi.	Sentence.
<b>1. Offences against the person—</b>					
Murder, wilful .. .. .	63	(a) 45	8	10	Death sentence recorded (30)
Murder, other .. .. .	3	(b) 2	..	1	3 Years I.H.L.
Unlawfully wound .. .. .	7	6	1	..	6 months I.H.L.
Unlawfully kill .. .. .	40	(c) 34	6	..	Recognizance — 3½ years I.H.L.
Rape .. .. .	15	(d) 11	3	1	1 year 10 months I.H.L.—5 years I.H.L.
Other offences against females ..	16	10	3	3	6 months I.H.L.—6 years I.H.L.
Unnatural offences .. .. .	7	7	..	..	1 month I.H.L.—5 years I.H.L.
Assault, common .. .. .	3	3	..	..	Recognizance — 6 months I.H.L.
Assault, aggravated .. .. .	16	15	1	..	Fined—3 years I.H.L.
Grievous bodily harm .. .. .	14	12	..	2	Recognizance — 2 years I.H.L.
<b>Total .. .. .</b>	<b>184</b>	<b>145</b>	<b>22</b>	<b>17</b>	
<b>2. Offences against property—</b>					
Housebreaking .. .. .	20	17	2	1	6 months I.H.L.—7 years I.H.L.
Larceny .. .. .	47	13	1	33	Recognizance — 4 years I.H.L.
Arson .. .. .	1	1	..	..	12 months I.H.L.
Receiving .. .. .	1	1	..	..	6 months I.H.L.
Other offences against property ..	3	3	..	..	6 months I.H.L.—2 years I.H.L.
<b>Total .. .. .</b>	<b>72</b>	<b>35</b>	<b>3</b>	<b>34</b>	
<b>3. Forgery and offences against the currency—</b>					
Forgery .. .. .	2	2	..	..	2 years I.H.L.
<b>Total .. .. .</b>	<b>2</b>	<b>2</b>	<b>..</b>	<b>..</b>	
<b>4. Offences not included in preceding classes—</b>					
In possession of gold .. .. .	1	..	1	..	
<b>Total .. .. .</b>	<b>1</b>	<b>..</b>	<b>1</b>	<b>..</b>	
<b>Grand Total .. .. .</b>	<b>259</b>	<b>182</b>	<b>26</b>	<b>51</b>	

NOTE.—I.H.L.—Imprisonment with Hard Labour.

(a) Includes 1 guilty of infanticide—Rising of the Court; 10 guilty of manslaughter only—2 years I.H.L. to 7 years I.H.L.; 4 guilty of murder only—21 months I.H.L. to 4 years I.H.L. (b) Includes 1 guilty of manslaughter—1½ years I.H.L. (c) Includes 10 guilty of attempt only—Recognizance to 5 years I.H.L. (d) Includes 1 guilty of indecent assault only—9 months I.H.L. concurrent and 3 guilty of attempt only—3½ years I.H.L. to 15 years I.H.L. Number of death sentences commuted—24.



## APPENDIX III.—continued.

(1) *Supreme Court*—continued.

Offence.	Charged.	Convicted.	Discharged.	<i>Nolle Prosequi</i> .	Sentence.
Comprising—					
Europeans .. .. .	4	4	..	..	
Asians .. .. .	1	..	1	..	
Other Non-Indigenes .. .. .	..	..	..	..	
Indigenes .. .. .	254	178	25	51	

(b) *In its Appellate Jurisdiction*—

Appeals from Inferior Courts .. .. .	..	..	..	..	..	14
Upheld .. .. .	..	..	..	..	..	13
Dismissed .. .. .	..	..	..	..	..	1

(c) *Appeals from the Supreme Court of Papua and New Guinea*—  
Nil.(d) *In its Probate Jurisdiction*—

The following orders were made:—

Grant of Probate .. .. .	..	..	..	..	..	13
Grant of Reseal .. .. .	..	..	..	..	..	3
Grant of Administration .. .. .	..	..	..	..	..	5
Grant of Order to Administer c.t.a. .. .. .	..	..	..	..	..	5

Total number of orders .. .. .	..	..	..	..	..	26
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Elections to Administer filed .. .. .	..	..	..	..	..	8
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(e) *In its Civil Jurisdiction*—

Writs of Summons issued .. .. .	..	..	..	..	..	53
Motions and Petitions heard .. .. .	..	..	..	..	..	9

(f) *Matrimonial Causes*.

Petitions for dissolution of marriage filed .. .. .	..	..	..	..	..	12
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(2) *District Courts*.

## CASES TRIED DURING THE YEAR ENDED 30TH JUNE, 1959.

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.
Offences against the Person .. .. .	27	14	4	4	..	2	144	31	96
Offences against Property .. .. .	8	5	1	4	3	..	457	386	16
Forgery and Offences against the Currency .. .. .	..	..	..	..	..	..	..	..	..
Offences against Good Order .. .. .	56	49	..	9	8	..	62	54	3
Offences not included in preceding classes .. .. .	34	28	..	7	7	..	160	154	1
Grand Total .. .. .	125	96	5	24	18	2	823	625	116

APPENDIX III.—*continued.*(3) *Courts for Native Affairs.*

Offences Charged.	Number of Convictions.	
	1956-57.	1958-59.
Offences against the Person .. .. .	1,179	1,166
Offences against Property .. .. .	429	525
Offences against Good Order .. .. .	4,552	4,890
Offences not included in preceding classes .. .. .	3,230	3,516
<b>Total .. .. .</b>	<b>9,390</b>	<b>10,097</b>

## APPENDIX IV.

## PUBLIC FINANCE.

## 1. REVENUE AND EXPENDITURE DURING THE YEARS 1954-55 TO 1958-59.

Revenue and Expenditure.	1954-55.	1955-56.	1956-57.	1957-58.	1958-59.
	£	£	£	£	£
Revenue—					
Internal Receipts .. .. .	2,008,445	2,411,861	2,652,517	2,926,026	3,555,373
Grant by Commonwealth Government of Australia <sup>(a)</sup> .. .. .	4,396,209	4,901,737	<sup>(b)</sup> 5,498,179	<sup>(c)</sup> 6,188,821	6,706,373
Total Revenue Fund .. .. .	6,404,654	7,313,598	8,150,696	9,114,847	10,261,746
Expenditure .. .. .	6,404,654	7,313,598	8,150,696	<sup>(c)</sup> 9,114,847	10,261,746
Balance .. .. .	..	..	..	..	..

<sup>(a)</sup> The annual grants by the Government of the Commonwealth of Australia are made to the Territory of Papua and New Guinea and these amounts have been allocated to New Guinea. <sup>(b)</sup> Includes advance of £119,100 being the New Guinea share of the advance of £198,500 from the Commonwealth of Australia. <sup>(c)</sup> 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 1954-55 TO 1958-59.

Source.	1954-55.	1955-56.	1956-57.	1957-58.	1958-59.
	£	£	£	£	£
Customs .. .. .	1,428,463	1,601,820	1,702,884	1,894,125	2,415,514
Licences .. .. .	47,276	53,330	56,025	60,261	63,801
Stamp Duty .. .. .	11,077	13,477	21,259	48,742	40,396
Postal .. .. .	77,834	80,351	118,524	137,476	153,920
Land Revenue .. .. .	80,716	59,511	62,257	83,675	95,277
Mining Receipts .. .. .	74,468	63,314	67,023	24,549	13,419
Fees and Fines .. .. .	45,186	12,307	14,219	13,932	14,666
Health Revenue .. .. .	<sup>(a)</sup>	22,136	30,364	36,746	50,374
Sale of Stores .. .. .	6,746	<sup>(b)</sup>	<sup>(b)</sup>	<sup>(b)</sup>	<sup>(b)</sup>
Forestry .. .. .	143,875	203,145	197,018	213,558	202,589
Agriculture .. .. .	8,814	12,128	9,424	25,153	39,458
Public Utilities .. .. .	<sup>(b)</sup>	106,527	138,432	197,562	233,253
Personal Tax .. .. .	..	..	..	<sup>(d)</sup> 69,304	113,106
Miscellaneous .. .. .	83,990	183,815	235,088	120,943	119,600
Total—Internal Receipts .. .. .	2,008,445	2,411,861	2,652,517	2,926,026	3,555,373
Grant by Commonwealth Government of Australia .. .. .	4,396,209	4,901,737	<sup>(c)</sup> 5,498,179	6,188,821	6,706,373
Total Revenue .. .. .	6,404,654	7,313,598	8,150,696	9,114,847	10,261,746

<sup>(a)</sup> Included in " Fees and Fines ". <sup>(b)</sup> Included in " Miscellaneous ". <sup>(c)</sup> Includes Advance of £119,100—repaid 1957-58 (see footnote (c) to Table 1). <sup>(d)</sup> New Item.

## APPENDIX IV.—continued.

## 3. EXPENDITURE DURING THE YEARS 1954-55 TO 1958-59.

Heads of Expenditure.	1954-55.	1955-56.	1956-57.	1957-58.	1958-59.
	£	£	£	£	£
Special Appropriations .. .. .	7,597	10,467	15,346	21,235	24,681
Department of the Administrator (a) .. .. .	25,722	94,648	117,731	136,398	171,269
Legislative and Executive Councils .. .. .	5,263	6,300	5,807	7,919	7,506
Public Service Commissioner .. .. .	64,769	79,432	90,143	110,291	111,665
Treasury .. .. .	79,740	87,870	139,770	172,782	107,866
Public Health .. .. .	1,228,694	1,503,501	1,504,191	1,225,650	1,256,924
District Services and Native Affairs .. .. .	629,409	(b) 714,233	(b) 732,705	(b) 641,078	(b) 713,902
Registry of Co-operative Societies .. .. .	20,733	24,834	26,954	21,854	(c)
Agriculture, Stock and Fisheries .. .. .	..	..	..	..	(d) 449,334
Headquarters .. .. .	52,904	70,718	73,469	77,448	..
Agricultural Extension .. .. .	84,831	120,650	130,445	139,145	..
Animal Industry .. .. .	90,689	81,805	99,725	73,484	..
Plant Industry .. .. .	86,621	110,147	112,455	99,475	..
Education .. .. .	347,869	439,039	540,181	637,238	775,429
Civil Affairs (a)—					
Headquarters .. .. .	40,159	34,281	62,110	432,243	460,999
Police .. .. .	347,772	400,172	407,457	237,893	264,751
Corrective Institutions .. .. .	..	..	..	(e) 7,726	10,515
Motor Transport .. .. .	43,413	146,107	185,273	(f)	(f)
Stores and Supply .. .. .	77,389	102,004	113,504	(g) 830,276	(g) 1,067,106
Government Printer .. .. .	16,196	21,758	29,221	(h)	(h) 3,768
Public Library Service .. .. .	5,076	5,788	9,105	9,466	9,921
Law—					
Headquarters .. .. .	37,667	44,218	55,932	71,976	77,547
Titles Commission .. .. .	5,717	6,290	2,756	6,995	9,815
Native Lands Commission .. .. .	810	477	1,916	1,838	3,163
Lands, Surveys and Mines .. .. .	87,949	105,926	127,953	143,538	163,962
Forests .. .. .	162,893	216,268	235,073	239,908	257,112
Posts and Telegraphs .. .. .	197,165	325,801	331,257	361,444	395,679
Customs and Marine—					
Headquarters .. .. .	40,106	45,362	42,496	56,262	69,356
Marine .. .. .	67,603	78,711	84,905	69,317	72,014
Electrical Undertakings .. .. .	..	..	..	..	(i) 6,652
Public Works .. .. .	19,358	65,117	252,091	362,116	248,561
Maintenance .. .. .	673,833	713,346	776,962	855,944	955,891
Capital Works .. .. .	1,365,634	1,327,105	1,498,636	1,684,176	2,029,654
Capital Assets .. .. .	491,073	331,223	345,127	379,732	536,704
.. Total Expenditure out of Revenue .. .. .	6,404,654	7,313,598	8,150,696	(j) 9,114,847	10,261,746

(a) Expenditure in 1957-58 and 1958-59 is not directly comparable with that of previous years because of changes in the method of accounting for general stores and for internal freight and charter costs common to all departments. Freight and charter charges and general stores were previously charged directly to the individual departments. In 1957-58 and 1958-59, however, with the exception of general stores for works maintenance and capital works projects and general stores for mission hospitals, they were charged "Civil Affairs—Headquarters" and "Civil Affairs—Stores and Supply" respectively. (b) "Native Affairs" only. (c) Now included under "Native Affairs". (d) Now includes all Branches. (e) Previously included under "Police and Prisons". (f) Transport costs have been transferred to consuming Departments. (g) Includes cost of general stores for all Departments (except Public Works). (h) Printing costs have been transferred to consuming Departments. (i) Net expenditure, after allowing for transfers to "Maintenance" and "Capital Works". (j) 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, 1959, 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—	
Treasury Bills (Discount Rates) .. ..	1
Rural Credits Department—	
Government guaranteed loans .. ..	4
Other loans .. ..	4½
Mortgage Bank Department Loans .. ..	5
Industrial Finance Department—Term Loans ..	6*
Commonwealth Savings Bank—	
Loans to Local Government Authorities ..	5¾–5½
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 .. ..	2½
Six months .. ..	2½
Twelve months .. ..	2½
Twenty-four months .. ..	3½
Savings Banks—	
Deposits of Individuals—	
On amounts not exceeding £2,000 .. ..	3
Deposits of Friendly and Other Society Accounts—	
On first £2,000 .. ..	3
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 Papua. Information as to total deposits and advances of cheque-paying banks and deposits of savings banks, however, is given in Chapter 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 purposes for which they were made.

## APPENDIX VII.

## COMMERCE AND TRADE.

NOTE.—Detailed information on the Territory's overseas trade (including countries of origin and destination of imports and exports respectively) is available in a yearly bulletin—"Overseas Trade"—published by the Administration of the Territory of Papua and New Guinea. Copies of this bulletin for the year ended 30th June, 1959, have been supplied to the Trusteeship Council.

## 1. VALUE OF OVERSEA TRADE DURING THE YEARS 1954-55 TO 1958-59.

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.

	1954-55.	1955-56.	1956-57.	1957-58.	1958-59.
	£	£	£	£	£
Imports—					
Private .. .. .	8,125,902	(a)	(a)	(a)	(a)
Government .. .. .	1,451,186	(a)	(a)	(a)	(a)
Total Imports .. .. .	9,577,088	10,280,029	10,918,981	11,452,012	11,818,592
Exports—					
New Guinea Produce .. .. .	8,249,844	8,156,167	8,323,177	7,964,086	11,166,833
Gold .. .. .	1,339,473	1,064,279	1,225,447	851,506	736,354
Items not of New Guinea Origin .. .. .	471,324	665,177	763,868	812,456	788,690
Total Exports .. .. .	10,060,641	9,885,623	10,312,492	9,628,048	12,691,877
Total Trade .. .. .	19,637,729	20,165,652	21,231,473	21,080,060	24,510,469

(a) Not separately recorded.

## 2. IMPORTS DURING THE YEARS 1954-55 TO 1958-59: VALUE BY SECTIONS (S.I.T.C.)

Section.	1954-55.	1955-56.	1956-57.	1957-58.	1958-59.
	£	£	£	£	£
Section 0.—Food .. .. .	2,748,030	2,511,797	2,824,049	2,941,556	3,130,807
Section 1.—Beverages and Tobacco .. .. .	605,629	636,028	683,135	692,963	686,815
Section 2.—Crude Materials—Inedible except fuels .. .. .	199,095	97,352	63,397	46,641	42,252
Section 3.—Mineral Fuels, Lubricants and Related Materials .. .. .	536,475	538,684	576,746	694,741	615,773
Section 4.—Animal and Vegetable Oils and Fats .. .. .	14,888	6,892	7,762	10,958	10,239
Section 5.—Chemicals .. .. .	584,850	836,020	869,241	790,976	850,452
Section 6.—Manufactured Goods, Classified chiefly by material .. .. .	2,034,660	2,385,712	2,389,879	2,552,544	2,620,997
Section 7.—Machinery and Transport Equipment .. .. .	1,825,940	1,963,539	1,999,210	2,169,954	2,247,124
Section 8.—Miscellaneous Manufactured Articles .. .. .	955,372	1,032,201	1,168,098	1,247,226	1,286,160
Section 9.—Miscellaneous Transactions and Commodities N.E.S. .. .. .	72,149	271,804	337,464	304,453	327,973
Total .. .. .	9,577,088	10,280,029	10,918,981	11,452,012	11,818,592

APPENDIX VII.—*continued.*

## 3. IMPORTS DURING THE YEAR ENDED 30TH JUNE, 1959, BY COUNTRIES OF ORIGIN.

Country.	Value.
	£
Australia .. .. .	7,721,687
United Kingdom .. .. .	775,654
Canada .. .. .	106,175
Ceylon .. .. .	40,709
Hong Kong .. .. .	521,455
India, Republic of .. .. .	170,687
New Zealand .. .. .	6,683
Singapore .. .. .	10,475
South Africa, Union of .. .. .	10,273
Other Commonwealth .. .. .	8,453
Austria .. .. .	4,306
Belgium .. .. .	9,273
China .. .. .	10,586
Czechoslovakia .. .. .	1,835
Denmark .. .. .	1,751
France .. .. .	30,787
Germany, Federal Republic of .. .. .	296,007
Indonesia .. .. .	500,814
Italy .. .. .	18,770
Japan .. .. .	703,058
Netherlands .. .. .	49,475
Norway .. .. .	2,691
Spain .. .. .	1,507
Sweden .. .. .	28,068
Switzerland .. .. .	24,010
Union of Soviet Socialist Republics .. .. .	830
United States of America .. .. .	651,024
Other .. .. .	4,443
Unspecified .. .. .	107,106
Total .. .. .	11,818,592

## APPENDIX VII.—continued.

## 4. EXPORTS DURING THE YEAR ENDED 30TH JUNE, 1959: QUANTITY AND VALUE.

Commodity.	Unit of Quantity.	Quantity.	Value.
New Guinea Produce.			
Beche-de-mer .. .. .	lb.	10,464	£ 2,381
Coconuts, whole .. .. .	cwt.	5,576	6,549
Passionfruit juice and pulp .. .. .	lb.	500,265	86,076
Coffee beans .. .. .	lb.	2,127,839	448,869
Cocoa beans .. .. .	lb.	9,367,805	1,468,572
Copra oil cake and meal .. .. .	cwt.	158,937	178,759
Crocodile skins .. .. .	..	..	27,730
Peanuts .. .. .	cwt.	34,066	286,684
Copra .. .. .	cwt.	986,559	4,451,148
Timber, logs, non-conifer .. .. .	sup. ft.	858,317	46,443
Conifer veneer fitches .. .. .	sup. ft.	424,158	33,759
Conifer timber n.e.s. .. .. .	sup. ft.	1,819,782	127,885
Non-conifer lumber, n.e.s. .. .. .	sup. ft.	1,840,751	108,205
Shell, green snail .. .. .	cwt.	487	8,431
Shell, mother of pearl .. .. .	cwt.	102	615
Shell, trochus .. .. .	cwt.	3,544	59,128
Coconut (Copra) oil .. .. .	ton	21,541	2,754,351
Veneer sheets .. .. .	sq. ft. (x $\frac{1}{16}$ inch)	297,724	3,299
Plywood .. .. .	sq. ft. (x $\frac{3}{16}$ inch)	25,497,404	1,027,748
Gold (unrefined) .. .. .	..	..	736,354
Other Produce .. .. .	..	..	40,201
Total New Guinea Produce .. .. .	..	..	11,903,187
Total Re-exports .. .. .	..	..	788,690
Total Exports .. .. .	..	..	12,691,877

## 5. DIRECTION OF EXPORTS DURING THE YEAR ENDED 30TH JUNE, 1959.

Country.	Value.		
	New Guinea Produce.	Re-exports.	Total.
	£	£	£
Australia .. .. .	5,390,297	416,501	5,806,798
United Kingdom .. .. .	4,433,303	1,981	4,435,284
Canada .. .. .	1,111,128	150	1,111,278
Hong Kong .. .. .	8,789	29,599	38,388
New Zealand .. .. .	1,742	370	2,112
Singapore .. .. .	252	..	252
Other Commonwealth .. .. .	28,462	29,404	57,866
France .. .. .	3,676	40	3,716
Germany, Federal Republic of .. .. .	208,177	3,994	212,171
Japan .. .. .	631,790	210,376	842,166
Netherlands .. .. .	7,676	2,762	10,438
Switzerland .. .. .	13	9,099	9,112
United States of America .. .. .	75,529	81,814	157,343
Other .. .. .	2,353	2,189	4,542
Unspecified .. .. .	..	411	411
Total .. .. .	11,903,187	788,690	12,691,877



## APPENDIX VII.—continued.

## 6. PARTICULARS OF REGISTERED COMPANIES OPERATING IN THE TERRITORY AT 30TH JUNE, 1959.

Category.	Incorporated as Local Companies.		Registered as Foreign Companies.	
	Number.	Capital.	Number.	Capital.
		£		£
Commercial .. .. .	143	13,127,000	31	40,449,884
Plantation .. .. .	109	9,642,000	13	6,058,000
Air Line .. .. .	7	910,000	2	15,050,000
Mining and Oil .. .. .	5	755,000	11	36,441,813
Insurance .. .. .	1	50,000	33	(a) \$6,000,000
Banking .. .. .	..	..	4	64,242,795
Association not for gain .. .. .	12	200	13	(b) \$10,000,000
				59,450,000
				100
<b>Total .. .. .</b>	<b>277</b>	<b>24,484,200</b>	<b>107</b>	<b>221,692,592</b>
				(a) \$6,000,000
				(b) \$10,000,000

(a) Canada. (b) Hong Kong.

## 7. PARTICULARS OF COMPANIES REGISTERED IN THE TERRITORY FROM 1ST JULY, 1958, TO 30TH JUNE, 1959.

Category.	Registered.		Increase Capital.		De-registered and Decrease Capital.	
	Number.	Nominal Capital.	Number.	Nominal Capital.	Number.	Nominal Capital.
<b>LOCAL COMPANIES.</b>						
		£		£		£
Commercial .. .. .	17	1,486,000	2	990,000	10	310,000
Plantation .. .. .	16	2,595,000	5	315,000	4	231,000
Air Line .. .. .	..	..	..	..	..	..
Mining and Oil .. .. .	..	..	..	..	1	20,000
Insurance .. .. .	..	..	..	..	..	..
Banking .. .. .	..	..	..	..	..	..
Association not for gain .. .. .	..	..	..	..	..	..
<b>Total .. .. .</b>	<b>33</b>	<b>4,081,000</b>	<b>7</b>	<b>1,305,000</b>	<b>15</b>	<b>561,000</b>
<b>FOREIGN COMPANIES.</b>						
Commercial .. .. .	5	521,000	2	1,750,000	1	50,000
Plantation .. .. .	..	..	5	250,000	2	75,000
Air Line .. .. .	1	50,000	..	..	..	..
Mining and Oil .. .. .	..	..	1	2,000,000	..	..
Insurance .. .. .	4	3,250,000	2	5,500,000	..	..
Banking .. .. .	..	..	1	4,390,000	..	..
Association not for gain .. .. .	2	..	..	..	..	..
<b>Total .. .. .</b>	<b>12</b>	<b>3,821,000</b>	<b>11</b>	<b>13,890,000</b>	<b>3</b>	<b>125,000</b>

APPENDIX VII.—*continued.*

## 8. PARTICULARS OF REGISTERED COMPANIES OPERATING IN THE TERRITORY FROM 1ST JULY, 1954 TO 30TH JUNE, 1959.

	1954-55.	1955-56.	1956-57.	1957-58.	1958-59.
Number of Local Companies ..	165	185	225	259	277
Nominal Capital of Local Companies ..	£12,422,000	13,781,900	£17,312,150	£19,659,200	£24,484,200
Number of Foreign Companies ..	79	85	87	98	107
Nominal Capital of Foreign Companies	£137,488,167	£173,663,167	£189,911,592	£204,106,592	£221,692,592
(a) .. .. .	\$6,000,000	\$6,000,000	\$6,000,000	\$6,000,000	\$6,000,000
(b) .. .. .	\$10,000,000	\$10,000,000	\$10,000,000	\$10,000,000	\$10,000,000

(a) Canada. (b) Hong Kong.

## APPENDIX VIII.

## AGRICULTURE.

## 1. LAND TENURE AT 30TH JUNE, 1959.

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 .. .. .	(a) 320,235	..	..
(b) Native reserves .. .. .	26,936	..	..
(c) Other (including land reserved for public purposes and land available for leasing) .. .. .	539,190	..	..
		886,361	..
			1,404,846
Unalienated Land .. .. .			58,115,154

(a) Includes 2,081 acres leased to indigenous persons.

## 2. LAND HELD UNDER LEASE AT 30TH JUNE, 1959.

Class of Lease.	Number of Leases.	Area in Acres.
Agricultural .. .. .	779	216,568
Dairying .. .. .	6	1,300
Pastoral .. .. .	16	85,637
Residence and business .. .. .	2,231	1,595
Special .. .. .	260	8,207
Mission .. .. .	673	2,413
Long period leases from the German régime .. .. .	104	4,515
Total .. .. .	4,069	320,235

APPENDIX VIII.—continued.

3. LEASES GRANTED DURING 1958-59 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 .. .. .	1	152	1	120	..	..	5	3,226	5	1,418	2	515	..	..	..	..	14	5,431
Pastoral .. .. .	..	..	..	..	..	..	..	..	..	..	..	..	..	..	..	..	..	..
Residence and Business .. .. .	8	4	19	12	32	17	27	18	11	5	3	1	6	3	1	104	66	
Special(a) .. .. .	5	1,390	3	2	3	1	19	1,186	4	3	2	2	2	5	470	43	3,056	
Special Leases to Missions(b) .. .. .	12	235	1	2	1	53	..	..	..	..	..	1	50	..	..	15	340	
Mission(c) .. .. .	10	38	8	33	3	2	5	14	3	8	..	..	..	..	..	29	95	
Administration purposes(d) .. .. .	8	135	4	442	5	76	3	29	5	871	2	8	2	210	2	29	1,800	
<b>Total .. .. .</b>	<b>44</b>	<b>1,954</b>	<b>36</b>	<b>611</b>	<b>44</b>	<b>149</b>	<b>59</b>	<b>4,473</b>	<b>28</b>	<b>2,305</b>	<b>9</b>	<b>528</b>	<b>6</b>	<b>268</b>	<b>10</b>	<b>500</b>	<b>236</b>	<b>(e)10,788</b>

(a) A special lease is designed to enable the Land Board to lay down particular conditions, the nature of which are specified in Section 50 of the Land Ordinance.  
 (b) Special mission leases are granted to missions under Section 50 of the Land Ordinance. (c) Mission leases are granted under Section 46 of the Land Ordinance.  
 (d) Leases for Administration purposes are really reservations for Administration purposes for schools &c. (e) This figure does not correspond with the difference between total area of leases at 30th June, 1958, and 30th June, 1959, because of lease forfeitures which have taken place during 1958-59.

4. LEASES GRANTED DURING 1958-59 TO INDIGENES AND OTHERS.  
(Areas in Acres.)

Class of Lease.	Indigenes.		Non-indigenes.		Nationals of Other Countries.		Required for Administration Purposes.		Missions.		Total.	
	Number.	Area.	Number.	Area.	Number.	Area.	Number.	Area.	Number.	Area.	Number.	Area.
Agriculture .. .. .	..	..	7	3,578	..	..	1	35	5	828	15	5,466
Pastoral .. .. .	..	..	..	..	..	..	..	..	..	..	..	..
Residence and Business .. .. .	18	9	70	45	..	..	12	14	..	..	116	80
Special (a) .. .. .	..	..	29	2,980	..	..	18	1,751	..	..	61	4,807
Special Leases to Missions (b) .. .. .	..	..	..	..	..	..	..	..	15	340	15	340
Mission (c) .. .. .	..	..	..	..	..	..	..	..	29	95	29	95
<b>Total .. .. .</b>	<b>18</b>	<b>9</b>	<b>106</b>	<b>6,603</b>	<b>..</b>	<b>..</b>	<b>31</b>	<b>1,800</b>	<b>49</b>	<b>1,263</b>	<b>236</b>	<b>10,788</b>

(a) A special lease is designed to enable the Land Board to lay down particular conditions, the nature of which are specified in Section 50 of the Land Ordinance.  
 (b) Special mission leases are granted to missions under Section 50 of the Land Ordinance. (c) Mission leases are granted under Section 46 of the Land Ordinance.

## APPENDIX VIII.—continued.

## 5. HOLDINGS OF ALIENATED LAND OF 1 ACRE OR MORE USED FOR AGRICULTURAL OR PASTORAL PURPOSES IN EACH DISTRICT AT 31ST MARCH, 1959.

District.	Area of District.	Number of Holdings.(a)	Land Tenure.			Land Utilization.			
			Owned by Administration.	Alienated in Fee Simple.	Total Area of Holdings.	Land Under Crop Excluding Retired.	Established Pastures.	Other Cleared Land.	Balance of Holdings.
	Acres.		Acres.	Acres.	Acres.	Acres.	Acres.	Acres.	Acres.
Western Highlands ..	6,144,000	65	31,516	542	32,058	2,911	2,266	12,328	14,553
Eastern Highlands ..	4,416,000	49	13,584	223	13,807	2,784	276	1,825	8,922
Sepik .. ..	19,328,000	18	9,014	9,070	18,084	2,243	10	1,152	14,679
Madang .. ..	6,912,000	61	31,563	47,858	79,421	34,486	1,762	4,679	38,494
Morobe .. ..	8,128,000	65	69,970	6,200	76,170	7,604	3,292	2,846	62,428
New Britain ..	9,024,000	146	58,652	140,161	198,813	82,267	108	6,740	109,698
New Ireland ..	2,432,000	124	35,052	66,109	101,161	58,364	159	6,136	36,502
Bougainville ..	2,624,000	63	11,993	41,198	53,191	29,116	38	1,640	22,397
Manus .. ..	512,000	16	3,352	14,888	18,240	10,593	50	357	7,240
Total .. ..	59,520,000	607	264,696	326,249	590,945	230,368	7,961	37,703	314,913

(a) Where two or more holdings are operated conjointly they are enumerated as a single holding.

## 6. PRINCIPAL COMMERCIAL CROPS SHOWING HOLDINGS, AREA UNDER CROP AND PRODUCTION DURING THE YEAR ENDED 31ST MARCH, 1959.

## (i) Non-Indigenous Operators.

Crop.	Number of Holdings.(d)	Area under Crop.	Production (Quantity).
Permanent Plantation Crops—			
Cacao .. ..	277	{ (a) 33,207 (b) 18,799 (c) 52,006	} 48,642 cwt.
Coconuts and Copra .. ..	394	{ (a) 30,729 (b) 174,993 (c) 205,722	
Coffee .. ..	145	{ (a) 3,097 (b) 2,220 (c) 5,317	
Other Principal Crops—			
Peanutts .. ..	46	1,125	12,889 cwt.
Rice .. ..	3	18	28 tons(e)
Vegetables for human consumption (including root and tuber crops)—			
For Sale .. ..	38	678	Not available
Other .. ..	186	2,854	Not available

(a) Immature plantings.  
specified crop. (e) Paddy.

(b) Plantings of bearing age.

(c) Total area of crop.

(d) Numbers relate to holdings growing one acre or more of the

APPENDIX VIII.—*continued.*Table 6—*continued.*(ii) *Indigenous Operators.*

Cacao	.. ..	The number of registered cacao growers increased from 2,913 on 30th June, 1958, to 3,617 on 30th June, 1959, and were estimated to have an area of approximately 16,000 acres under crop mainly in the Gazelle Peninsula region of the New Britain District. Indigenous growers are estimated to have produced approximately 1,200 tons of cacao beans during the year.
Coffee	.. ..	The main concentrations of commercial plantings by indigenous growers are in the Goroka, Kundjawa and Kainantu areas of the Eastern Highlands District, the Finschhafen and Lae highlands region of the Sepik District, plus developing plantings in the Madang, Sepik, Western Highlands and New Ireland Districts. Estimated production during 1958-59 was approximately 330 tons. Total area being developed by indigenous growers at the end of the year was estimated at 5,300 acres.
Copra	.. ..	Copra production by indigenous growers increased from approximately 16,000 tons in 1957-58 to over 20,000 tons in 1958-59.
Peanuts	.. ..	Commercial peanut production by indigenous growers increased to 560 tons for the year. It is estimated that a major portion of the peanut production is consumed locally.
Rice	.. ..	Estimated production for the year, including local consumption, was some 550 tons of paddy, produced from about 900 acres of plantings.
Passionfruit	.. ..	Commercial production for the year was some 830 tons. Production is confined to the Eastern and Western Highlands Districts with the bulk of production coming from the Goroka area.
Truck Crops (mainly indigenous root crops)	.. ..	Approximately 12,000 tons sold commercially during the year.

## APPENDIX IX.

## LIVESTOCK.

PRINCIPAL LIVESTOCK AT 31ST MARCH, 1959.

(a) *Numbers on Holdings of Non-indigenous Operators.*

	Particulars.					Number.
Cattle	..	..	..	..	..	9,839
Sheep	..	..	..	..	..	985
Horses	..	..	..	..	..	876
Donkeys	..	..	..	..	..	78
Pigs	..	..	..	..	..	3,250
Goats	..	..	..	..	..	2,076

(b) *Livestock Owned by Indigenous Inhabitants.*

No data are available of such livestock which mainly comprises pigs and fowls.

## 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 is exported, the quantities and values of exports for the last five years being—

	1954-55.	1955-56.	1956-57.	1957-58.	1958-59.
Shell, Green Snail—					
Tons .. ..	177.0	178.0	104.2	24.1	24.3
Value .. ..	£46,048	£72,819	£45,807	£8,481	£8,431
Shell, Trochus—					
Tons .. ..	521.0	481.0	345.1	304.7	177.2
Value .. ..	£172,908	£230,200	£174,519	£59,044	£59,128
Shell, Other—					
Value .. ..	£9	(a) £563	£591	£1,033	£634

(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—		1. Dedication of forest areas is proceeding as detailed surveys are completed.
(a) Territorial Forests .. ..	25,000	
(b) Timber Reserves .. ..	..	
2. Other Administration land—		2. (c) This area will vary from year to year as areas are dedicated and others acquired.
(c) Purchased for forestry purposes	95,719	(d) Area will vary as rights expire and new rights are acquired
(d) Timber Rights Purchased ..	353,767	(e) Includes permits and licences granted over land being cleared for agricultural development.
(e) Land under Permits and Licences not elsewhere included	39,234	
	513,720	
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, 1957, 1958 AND 1959.

Particulars.	30th June, 1957.(a)	30th June, 1958.(a)	30th June, 1959.(a)
	Acres.	Acres.	Acres.
Area improved or regenerated .. ..	200	520	877
Area of plantation established—			
<i>Araucaria</i> sp. (hoop and klinki pines)	1,891	2,731	3,779
Teak(b) .. ..	511	619	767
Kamarere .. ..	361	376	441
Miscellaneous .. ..	134	147	156
Total .. ..	2,897	3,873	5,143

(a) Revised figures—resulting from a re-survey of plantations, excluding 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 .. ..	7	73,114	5	24,826	1	12,300	..	Nil	110,240
Eastern Highlands .. ..	3	3,373	1	13	..	Nil	..	Nil	3,386
Western Highlands .. ..	2	1,225	1	100	..	Nil	1	85	1,410
Sepik .. ..	3	59,489	..	Nil	..	Nil	..	Nil	59,489
New Britain .. ..	6	31,970	1	750	1	55,810	..	Nil	88,530
Total .. ..	21	169,171	8	25,689	2	68,110	1	85	263,055

## APPENDIX XI.—continued.

## 4. ANNUAL TIMBER YIELD FOR YEARS 1954-55 TO 1958-59.

Estimated logs harvested for conversion locally or for export under authorization of the Forestry Ordinance.(a)

Species.	1954-55.	1955-56.	1956-57.	1957-58.	1958-59.
	Super. feet.	Super. feet.	Super. feet.	Super. feet.	Super. feet.
Hardwood .. .. .	17,548,839	21,954,555	21,312,827	23,876,573	24,579,303
Softwood .. .. .	25,333,157	24,854,423	21,847,292	19,985,064	(b) 19,555,181
Total .. .. .	42,881,996	46,808,978	43,160,119	43,861,637	44,134,484

(a) Commercial harvest only—excludes logs harvested from private freehold land. (b) Large proportion of softwood timber has been utilized in production of plywood hence lower production of softwood sawn timber compared with hardwoods.

## 5. NUMBER OF PERSONS EMPLOYED IN SAWMILLS AND RELATED FORESTRY ACTIVITIES AT 30TH JUNE, 1958 AND 1959.

District.	30th June, 1958.				30th June, 1959.			
	European.	Other Non-indigenous.	Indigenous.	Total.	European.	Other Non-indigenous.	Indigenous.	Total.
Western Highlands ..	2	..	62	64	3	..	40	43
Eastern Highlands ..	6	..	128	134	8	..	93	101
Sepik .. .. .	9	1	182	192	12	1	210	223
Madang .. .. .	7	..	73	80	3	..	28	31
Morobe .. .. .	219	2	967	1,188	205	3	951	1,159
New Britain .. .. .	43	21	410	474	43	15	364	422
New Ireland .. .. .	..	..	..	..	..	1	4	5
Bougainville .. .. .	..	..	..	..	1	..	31	32
Total—Sawmilling(a)	286	24	1,822	2,132	275	20	1,721	2,016
Department of Forests	35	..	674	709	38	..	696	734
Grand Total .. .. .	321	24	2,496	2,841	313	20	2,417	2,750

(a) Includes logging and other related forestry operations.

## 6. SAWN TIMBER (OR ITS EQUIVALENT) PRODUCTION FOR YEARS 1954-55 TO 1958-59.

Estimated production from logs harvested under authorization of the Forestry Ordinance.(a)

Species.	1954-55.	1955-56.	1956-57.	1957-58.	1958-59.
	Super. ft.	Super. ft.	Super. ft.	Super. ft.	Super. ft.
Hardwood .. .. .	6,312,600	8,191,260	7,883,000	9,601,620	9,820,469
Softwood .. .. .	6,799,800	7,712,400	5,908,200	4,791,000	(b) 5,519,158
Total .. .. .	13,112,400	15,903,660	13,791,200	14,392,620	15,339,627

(a) Commercial production only—excludes logs harvested from private freehold land. (b) Large proportion of softwood timber has been utilized in production of plywood hence lower production of softwood sawn timber compared with hardwoods.

## APPENDIX XII.

## MINERAL RESERVES.

## I. MINERAL AREAS HELD AT 30TH JUNE, 1959.

Section of Population.								Claims—Acres.	Mining Leases—Acres.	Total—Acres.
Indigenous	..	..	..	..	..	..	(a) 1,000	..	1,000	
Non-Indigenous	..	..	..	..	..	..	10,067	4,717	14,784	
Total	..	..	..	..	..	..	11,067	4,717	15,784	

(a) Estimate only—mostly alluvial creek claims and hydraulic claims not recorded in terms of area. Includes unregistered claims.

## 2. NUMBER OF MINES ACCORDING TO PRINCIPAL MINERAL EXTRACTED AND OWNERSHIP, AT 30TH JUNE, 1959.

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	20	
Indigenous Mining(a)	..	..	..	..	..	..	Gold	222	
Total	..	..	..	..	..	..	..	249	

(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 1954-55 TO 1958-59.

Year.	Gold.		Platinum.		Silver.	
	Fine oz.	Value.	Fine oz.	Value.	Fine oz.	Value.
1954-55 (a)	85,726	£ 1,339,473	8.66	£ 293	46,922	£ 17,590
1955-56 (b)	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
1958-59	45,293	707,703	16.36	256	28,674	11,039

(a) 0.04 oz. Iridium (Value £2) was produced.

(b) 7 tons of copper ore (Value £255) were produced.

## 4. EXCLUSIVE PROSPECTING LICENCES AND OIL PROSPECTING PERMITS HELD AT 30TH JUNE, 1959.

Mineral.								No. of Licences, &c.	Area.
Gold	..	..	..	..	..	..	4	9 square miles	
Oil	..	..	..	..	..	..	Nil	..	



## APPENDIX XII.—continued.

## 5. NUMBER OF WORKERS EMPLOYED IN THE MINING INDUSTRY—DAILY WORKING AVERAGE—1957-58 AND 1958-59.

Type of Mining.	1957-58.			1958-59.		
	European.	Indigenous.	Total.	European.	Indigenous.	Total.
Underground .. .. .	7	50	57	9	70	79
Surface .. .. .	70	(a) 4,139	4,209	54	(a) 3,795	3,849
Total .. .. .	77	4,189	4,266	63	3,865	3,928

(a) Includes estimated 3,000 indigenes working on own account.

## APPENDIX XIII.

## INDUSTRIAL PRODUCTION.

## 1. SUMMARY OF MANUFACTURING INDUSTRY: YEAR ENDED 30TH JUNE, 1959.

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. They exclude particulars of electricity generating stations and elementary processing of primary products carried out at the farm or mine.

Particulars.	Industrial Metals Machines, &c.(a)	Food and Drink.	Sawmills and Joinery.(b)	Other Manufacturing.(a)	Total.(a)
Number of Factories .. .. .	23	21	30	7	81
Employment at end of year—					
Europeans—					
Males .. .. .	132	24	219	34	409
Females .. .. .	15	8	19	3	45
Persons .. .. .	147	32	238	37	454
Other Non-Indigenous—					
Males .. .. .	45	14	26	19	104
Females .. .. .	2	6	1	2	11
Persons .. .. .	47	20	27	21	115
Indigenous—					
Males .. .. .	299	304	1,335	185	2,123
Females .. .. .	..	6	..	..	6
Persons .. .. .	299	310	1,335	185	2,129
Grand Total .. .. .	493	362	1,600	243	2,698
Salaries and Wages paid .. .. .	£'000. 247	(c)	445	(c)	842
Value of—					
Materials and Fuel used .. .. .	£'000. 296	(c)	868	(c)	4,053
Output .. .. .	£'000. 697	(c)	2,043	(c)	6,265
Production (Value added) .. .. .	£'000. 401	(c)	1,175	(c)	2,212
Land and Buildings (Book Value) .. .. .	£'000. 183	(c)	765	(c)	1,386
Plant and Machinery (Book Value) .. .. .	£'000. 115	(c)	1,041	(c)	1,890

(a) See head note.

(b) Includes plywood and veneer milling but excludes furniture.

(c) Not available for publication.

APPENDIX XIII.—*continued.*

## 2. GENERATION OF ELECTRIC ENERGY: INSTALLED CAPACITY AND PRODUCTION.

Capacity and Production.							1956-57.	1957-58.	1958-59.
Installed Capacity—							1,000 kW.	1,000 kW.	1,000 kW.
Hydro-electric .. .. .							5.60	5.60	5.70
Thermo-electric .. .. .							2.86	3.15	3.50
Total .. .. .							8.46	8.75	9.20
Production—							Million kWh.	Million kWh.	Million kWh.
Hydro-electric .. .. .							28.72	25.67	23.47
Thermo-electric .. .. .							6.46	8.99(a)	11.61
Total .. .. .							35.18	34.66	35.08

(a) Revised.

## APPENDIX XIV.

## CO-OPERATIVES.

## I. DETAILS OF CO-OPERATIVE SOCIETIES FOR EACH OF THE YEARS ENDED 31ST MARCH, 1955 TO 1959.

(a) *Primary Organizations.*

Year.	Societies.	Members.	Capital.	Turnover.			
				Store.	Copra.	Other.	Total.
			£	£	£	£	£
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
1958-59 .. .. .	101	51,035	243,113	144,829	213,299	50,461	408,589

(b) *Secondary Organizations.\**

Year.	Associations.	Member Societies.	Total Capital.	Total Turnover.
			£	£
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
1958-59 .. .. .	6	79	121,750	181,355

\* Associations operating as procurement and marketing agencies for member societies.

## APPENDIX XIV.—continued.

## 2. CO-OPERATIVE SOCIETIES SHOWING MEMBERS, CAPITAL AND TURNOVER FOR THE YEAR ENDED 31ST MARCH, 1959.

Type.	No. of Societies.	Total Membership.	Total Capital.	Total Turnover.				Rebates to Members.	Total Fixed Assets.
				Store.	Copra.	Other.	Total.		
			£	£	£	£	£	£	£
Primary Organization, viz.:—									
Consumer .. .. .	2	1,300	6,500	3,274	..	..	3,274	54	1,761
Producer .. .. .	27	22,420	49,230	..	23,399	28,779	52,178	762	8,479
Dual-purpose.. ..	72	27,315	187,383	141,555	189,900	21,682	353,137	11,440	22,560
	101	51,035	243,113	144,829	213,299	50,461	408,589	12,256	32,800
Secondary Organization, viz.:—									
Associations of Societies(a) ..	6 (b)	79	121,750	..	..	..	181,355	..	70,758

(a) Associations operating as procurement and marketing agencies for members societies.

(b) Societies.

## 3. PRIMARY ORGANIZATIONS: ACTIVITY IN EACH DISTRICT DURING THE YEAR ENDED 31ST MARCH, 1959.

District.	Societies.	Members.	Capital.	Turnover.				Fixed Assets.
				Store.	Copra.	Other.	Total.	
			£	£	£	£	£	£
Sepik .. .. .	10	15,379	24,173	..	13,849	23,173	37,022	6,324
Madang .. .. .	21	7,591	48,195	33,896	28,985	6,231	69,112	8,279
Morobe .. .. .	1	3,577	9,797	..	..	..	..	..
New Britain .. .. .	19	8,230	41,330	43,398	51,155	2,765	97,318	7,421
New Ireland .. .. .	24	8,694	65,119	30,130	95,055	1,960	127,145	6,594
Bougainville .. .. .	14	3,637	17,608	12,884	11,963	4,401	29,248	3,209
Manus .. .. .	12	3,927	36,891	24,521	12,521	11,931	48,744	973
Total .. .. .	101	51,035	243,113	144,829	213,299	50,461	408,589	32,800

## 4. SECONDARY ORGANIZATIONS: ACTIVITY IN EACH DISTRICT DURING THE YEAR ENDED 31ST MARCH, 1959.

District.	Associations.	Member Societies.	Capital.	Turnover.	Fixed Assets.
	No.	No.	£	£	£
Sepik .. .. .	1	10	4,509	505	..
Madang .. .. .	1	15	25,355	38,537	20,526
New Britain .. .. .	1	10	19,016	37,273	9,977
New Ireland .. .. .	1	21	44,166	60,541	27,444
Bougainville .. .. .	1	11	6,546	21,274	2,149
Manus .. .. .	1	12	22,158	23,225	10,662
Total .. .. .	6	79	121,750	181,355	70,758

## APPENDIX XV.

## TRANSPORT AND COMMUNICATIONS.

## 1. POSTAL ARTICLES HANDLED DURING THE YEARS ENDED 30TH JUNE 1957, 1958 AND 1959.

Type of Article.	Number Handled.		
	1956-57.	1957-58.	1958-59.
Letters .. .. .	4,299,128	5,231,881	5,875,211
Periodicals, &c. .. .. .	1,148,516	1,233,977	1,526,206
Parcels .. .. .	87,655	102,580	115,425
Registered Articles .. .. .	79,040	87,853	99,554
Total .. .. .	5,614,339	6,656,291	7,616,396

## 2. MONEY ORDER TRANSACTIONS DURING THE YEARS ENDED 30TH JUNE, 1957, 1958 AND 1959.

Particulars.	1956-57.		1957-58.		1958-59.	
	No.	Value.	No.	Value.	No.	Value.
Issued .. .. .	5,893	£ 177,939	6,948	£ 166,333	5,431	£ 115,771
Paid .. .. .	2,264	118,980	2,417	122,738	2,200	76,200

## 3. TELEPHONE SERVICES AT 30TH JUNE, 1957, 1958 AND 1959.

Particulars.	1956-57.	1957-58.	1958-59.
Exchanges .. .. .	10	11	12
Mileage of conductors (single wire)—			
Underground .. .. .	4,337	5,002	6,161.3
Aerial .. .. .	1,402	777	808.99
Total .. .. .	5,739	5,779	6,970.29
Lines connected .. .. .	1,367	1,593	1,766
Instruments connected .. .. .	1,833	2,166	2,436
Number of subscribers .. .. .	1,372	1,589	1,758

## APPENDIX XV.—continued.

## 4. TELEPHONE SERVICES: DETAILS OF TYPE OF SERVICE AT 30TH JUNE, 1959.

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) .. ..	111	..	2	3 line Mag.	3	4
Finschhafen .. ..	..	8.86	10	30 line Mag.	8	25
Goroka .. ..	110.8	50.67	112	200 line Mag.	111	126
Kavieng .. ..	16.00	35.14	69	70/100 line Mag.	69	84
Kokopo .. ..	17.9	43.30	33	50/100 line Mag.	34	41
Lae .. ..	2,329.9	219.22	489	600/2000 Auto	497	694
Lorengau .. ..	62.3	6.59	19	100 line Mag.	19	21
Madang .. ..	518.5	200.32	217	240 line Mag.	212	305
Rabaul .. ..	2,287.4	121.96	575	600/2000 Auto	582	859
Toleap .. ..	277.9	41	17	20 line Mag.	16	18
Wau .. ..	184.80	52.06	126	150/200 line Mag.	126	141
Wewak .. ..	244.8	29.87	89	100 line Mag.	89	118
<b>Total</b> .. ..	<b>6,161.3</b>	<b>808.99</b>	<b>1,758</b>	<b>..</b>	<b>1,766</b>	<b>2,436</b>

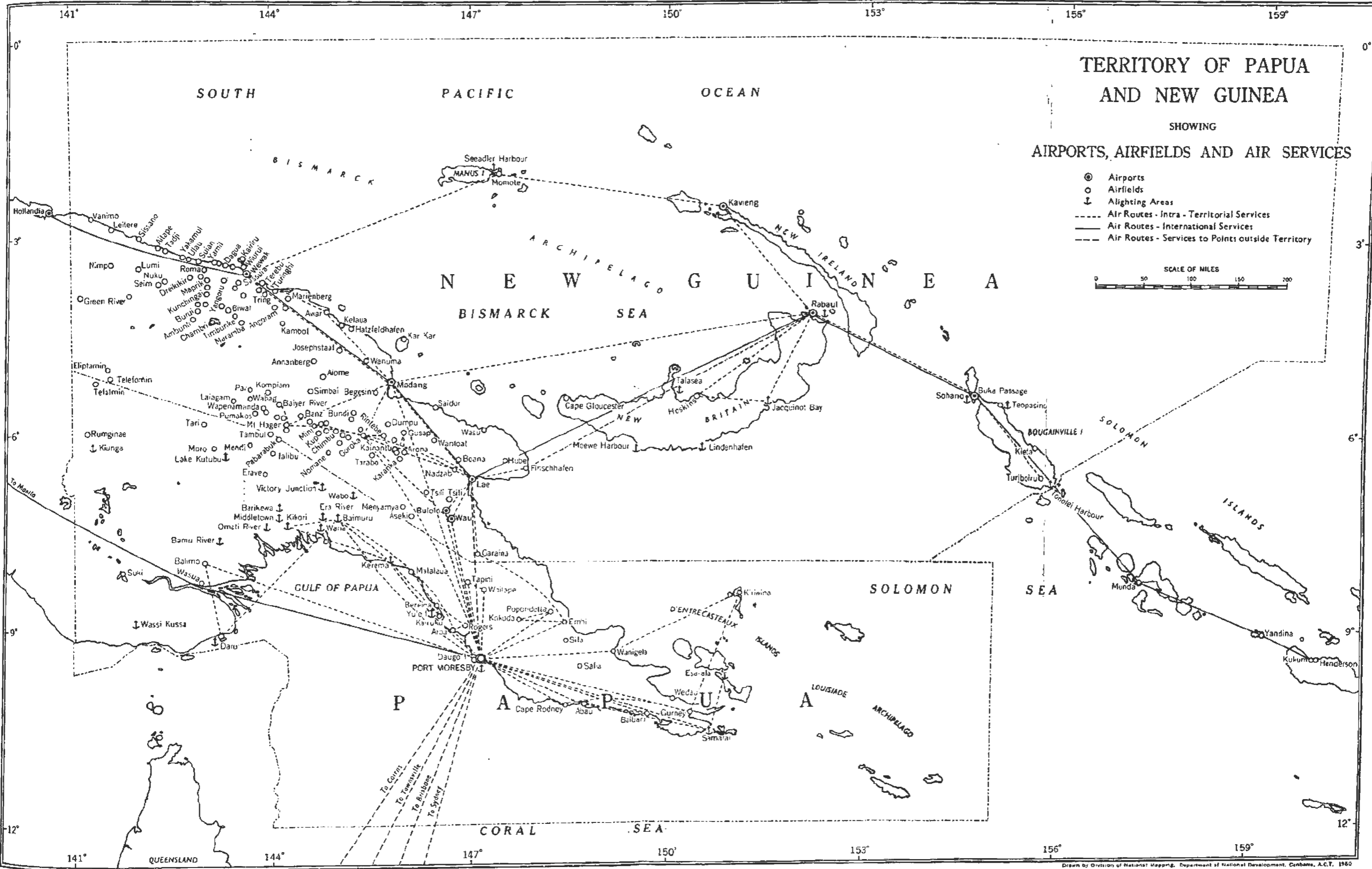
(a) In addition, Bulolo has a private exchange for 120 telephones.

## 5. TELEGRAPH SERVICES: NUMBER OF TELEGRAPH STATIONS AND MESSAGES HANDLED DURING THE YEARS ENDED 30TH JUNE, 1957, 1958 AND 1959.

Particulars.	1956-57.	1957-58.	1958-59.
Stations—Number .. ..	172	174	192
Messages handled—Number .. ..	404,203	416,735	500,600

## 7. EXTERNAL AND INTERNAL AIR AND AIR MAIL SERVICES AT 30TH JUNE, 1959.

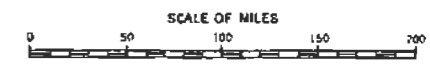
Operator.	Route.	Frequency of Service.	Aircraft Type.
<i>International Services—</i> Qantas Empire Airways Ltd.	Lae-Rabaul-Buka-Munda-Yandina-Honiara	One return trip weekly ..	DC 3
	Lae-Madang-Wewak-Hollandia	One return trip fortnightly ..	DC 3
<i>Intra-Territorial Services—</i> Qantas Empire Airways Ltd.	Rabaul-Finschhafen-Lae ..	Four return trips weekly ..	DC 3
	Lae - Madang - Wewak - Momote-Kavieng-Rabaul	Once weekly .. ..	DC 3
	Lae - Madang - Awar - Wewak-Momote-Kavieng-Rabaul	Once weekly .. ..	DC 3
	Rabaul - Kavieng - Momote-Wewak-Madang-Lae	Twice weekly .. ..	DC 3
	Lae-Wau-Bulolo-Lae .. ..	Thrice weekly .. ..	Otter
	Madang - Mount Hagen - Minj-Goroka-Madang	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



## APPENDIX XV.—continued.

## 7. EXTERNAL AND INTERNAL AIR AND AIR MAIL SERVICES AT 30TH JUNE, 1959—continued.

Operator.	Route.	Frequency of Service.	Aircraft Type.
<i>Intra-Territorial Services—</i>			
	Rabaul-Buka-Buin .. .. .	One return trip fortnightly ..	DC 3
	Rabaul-Jacquinet Bay-Hoskins-Rabaul	Once fortnightly .. .. .	DC 3
	Madang-Lae .. .. .	Once weekly .. .. .	DC 3
	Lae - Kainantu - Goroka - Nondugl - Minj - Mount Hagen-Baiyer River as required	One return trip weekly .. .. .	DC 3
	Lae - Nadzab - Arona - Gusap-Aiyura - Rintebe - Goroka-Kainantu as required	One return trip weekly .. .. .	Otter
Mandated Airlines Ltd. ..	Lae - Goroka - Madang - Wewak-Madang-Rabaul	One return trip weekly .. .. .	DC 3
	Lae - Goroka - Madang - Wewak-Momote-Kavieng-Rabaul	Two return trips weekly .. .. .	DC 3
Gibbes Sepik Airways Ltd. ..	Sepik and Highland Ports .. .. .	As required .. .. .	JU52 Norseman
Madang Air Services Ltd. ..	As chartered .. .. .	As required .. .. .	Cessna
Territory Airlines Ltd. ..	As chartered .. .. .	As required .. .. .	Cessna
Crowley Airways .. .. .	As chartered .. .. .	As required .. .. .	Cessna
<i>Services to Ports outside Territory—</i>			
Qantas Empire Airways Ltd.	Port Moresby-Lae .. .. .	Four return trips weekly .. .. .	DC 4
	Port Moresby-Bulolo-Wau-Port Moresby	Twice weekly .. .. .	DC 3
	Port Moresby - Goroka - Minj-Mount Hagen-Madang	Twice weekly .. .. .	DC 3
	Madang - Goroka - Port Moresby	Twice weekly .. .. .	DC 3
Mandated Airlines Ltd. ..	Lae-Goroka-Wau-Port Moresby	Three return trips weekly .. .. .	DC 3
Papuan Air Transport Ltd.	Port Moresby-Madang .. .. .	One return trip weekly .. .. .	Anson
	Port Moresby - Popondetta - Kokoda - Embi - Garaina-Lae-Port Moresby	Once fortnightly .. .. .	Anson

## 8. REGULAR AIR TRANSPORT SERVICES FOR THE YEAR ENDED 30TH JUNE, 1959.

Details.	International Services.			Sydney-New Guinea. (a)	Domestic Services.
	Lae-Solomon Islands.	Lae-Hollandia.	Total.		
Route miles .. .. .	1,475	556	2,031	4,821	6,942
Miles flown .. .. .	116,600	28,400	145,000	1,099,800	1,037,400
Hours flown .. .. .	811	213	1,024	5,596	7,710
Passengers carried .. .. .	2,902	1,050	3,952	27,483	49,945
Passenger miles performed .. .. .	1,495,900	334,600	1,830,500	34,989,300	16,413,800
Freight (short tons) .. .. .	51.7	12.6	64.3	628.0	3,012.8
Freight ton miles (short tons) .. .. .	24,110	3,889	27,999	775,267	543,262
Mail (short tons) .. .. .	10.0	2.3	12.3	122.2	154.1
Mail ton miles (short tons) .. .. .	7,870	721	8,591	223,886	39,428

(a) Excluding tourist flights for which complete statistics are not available.

## APPENDIX XV.—continued.

## 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
Anguganak .. .. .	Private .. .. .	Light
Annanberg .. .. .	Private .. .. .	Light
Arona .. .. .	Administration .. .. .	Light
Aseki .. .. .	Private .. .. .	Light
Asoloka .. .. .	Private .. .. .	Light
Awar .. .. .	Department of Civil Aviation .. .. .	Medium
Baiune .. .. .	Administration .. .. .	Light
Balif .. .. .	Private .. .. .	Light
Baiyer River .. .. .	Administration .. .. .	Medium
Banz .. .. .	Administration .. .. .	Medium
Begesin .. .. .	Private .. .. .	Light
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
Cape Gloucester .. .. .	Administration .. .. .	Medium
Chambri .. .. .	Private .. .. .	Light
Chimbian .. .. .	Private .. .. .	Light
Chimbu .. .. .	Administration .. .. .	Light
Dagua .. .. .	Administration .. .. .	Light
Dirima .. .. .	Private .. .. .	Light
Dreikikir .. .. .	Private .. .. .	Light
Dumput .. .. .	Administration .. .. .	Light
Eliptamin .. .. .	Private .. .. .	Light
Finschhafen .. .. .	Department of Civil Aviation .. .. .	Medium
Garaina .. .. .	Administration .. .. .	Medium
Goroka .. .. .	Department of Civil Aviation .. .. .	Medium
Green River .. .. .	Administration .. .. .	Light
Gusap .. .. .	Administration .. .. .	Medium
Hatzfeldhafen .. .. .	Administration .. .. .	Light
Hayfield .. .. .	Administration .. .. .	Light
Hoskins .. .. .	Administration .. .. .	Medium
Hube .. .. .	Private .. .. .	Light
Josephstaal .. .. .	Administration .. .. .	Light
Kaipit .. .. .	Administration .. .. .	Light
Kainantu .. .. .	Administration .. .. .	Medium
Kairiru .. .. .	Private .. .. .	Light
Kambot .. .. .	Private .. .. .	Light
Kanduanam .. .. .	Private .. .. .	Light



## APPENDIX XV.—continued.

## 9. SCHEDULE OF AERODROMES AND ALIGHTING AREAS INDICATING CONTROLLING AUTHORITY AND CAPACITY—continued.

Aerodrome.	Controlled by.	Aircraft Capacity.
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
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
Leitre .. .. .	Private .. .. .	Light
Lumi .. .. .	Administration .. .. .	Light
Madang .. .. .	Department of Civil Aviation .. .. .	Heavy
Mambe .. .. .	Private .. .. .	Light
Maprik .. .. .	Administration .. .. .	Light
Maramba .. .. .	Private .. .. .	Light
Marienberg .. .. .	Private .. .. .	Light
Menyamyia .. .. .	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
Pangoa .. .. .	Private .. .. .	Light
Par .. .. .	Private .. .. .	Light
Pawari .. .. .	Private .. .. .	Light
Pumakos .. .. .	Private .. .. .	Light
Rabaul .. .. .	Department of Civil Aviation .. .. .	Medium
Rintebe .. .. .	Private .. .. .	Light
Roma .. .. .	Private .. .. .	Light
Saidor .. .. .	Administration .. .. .	Medium
Sassoya .. .. .	Private .. .. .	Light
Seim .. .. .	Private .. .. .	Light
Simbai .. .. .	Administration .. .. .	Light
Sissano .. .. .	Private .. .. .	Light
Sulan .. .. .	Private .. .. .	Light
Tadji .. .. .	Department of Civil Aviation .. .. .	Medium
Tambul .. .. .	Private .. .. .	Light

APPENDIX XV.—*continued.*9. SCHEDULE OF AERODROMES AND ALIGHTING AREAS INDICATING CONTROLLING AUTHORITY AND CAPACITY—*continued.*

Aerodrome.	Controlled by.	Aircraft Capacity.
Tarabo	Private	Light
Taway	Private	Light
Telefomin	Administration	Light
Timbunke	Private	Light
Togoba	Administration	Medium
Torembo	Private	Light
Tring	Private	Light
Tsili Tsili	Administration	Light
Turiboiru	Administration	Medium
Turinghi	Private	Light
Terebu	Private	Light
Ulau	Private	Light
Urino	Private	Light
Vanimo	Administration	Light
Wabag	Administration	Medium
Wantoat	Administration	Light
Wanuma	Private	Light
Wapenamanda	Administration	Light
Warrabung	Private	Light
Wasu	Administration	Light
Wau	Department of Civil Aviation	Medium
Wewak	Department of Civil Aviation	Heavy
Wiurui	Private	Light
Yakumul	Private	Light
Yamil	Private	Light
Yangoru	Administration	Light
Yaramanda	Private	Light
Yellow River	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
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, 1959.

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.
<b>A. VESSELS ENTERED.</b>								
Rabaul .. ..	146	251,527	43	97,348	189	348,875	1,879	2,068
Lae .. ..	90	107,991	56	104,987	146	212,978	238	384
Madang .. ..	14	28,957	69	149,593	83	178,550	860	943
Kavieng .. ..	1	3,084	30	63,987	31	67,071	484	515
Lorengau .. ..	2	1,042	26	59,287	28	60,329	74	102
Wewak .. ..	3	360	10	15,911	13	16,271	170	183
<b>Total .. ..</b>	<b>256</b>	<b>392,961</b>	<b>234</b>	<b>491,113</b>	<b>490</b>	<b>884,074</b>	<b>3,705</b>	<b>4,195</b>
<b>B. VESSELS CLEARED.</b>								
Rabaul .. ..	117	197,095	71	148,696	188	345,791	1,886	2,074
Lae .. ..	111	148,578	34	62,986	145	211,564	238	383
Madang .. ..	13	36,161	70	142,369	83	178,530	849	932
Kavieng .. ..	..	..	31	67,053	31	67,053	481	512
Lorengau .. ..	2	736	26	59,287	28	60,023	73	101
Wewak .. ..	4	1,552	9	14,719	13	16,271	170	183
<b>Total .. ..</b>	<b>247</b>	<b>384,122</b>	<b>241</b>	<b>495,110</b>	<b>488</b>	<b>879,232</b>	<b>3,697</b>	<b>4,185</b>

## 11. NATIONALITY OF OVERSEA VESSELS ENTERED AND CLEARED NEW GUINEA PORTS DURING THE YEAR ENDED 30TH JUNE, 1959.

Nationality.	Vessels Entered.		Vessels Cleared.	
	Number.	Net Tonnage.	Number.	Net Tonnage.
British .. ..	180	273,498	175	267,835
Filipino .. ..	1	153	1	153
Japanese .. ..	32	27,244	30	24,328
Liberian .. ..	1	6,139	1	6,139
Netherlands .. ..	8	9,808	8	9,808
Norwegian .. ..	12	32,149	10	31,889
Panamanian .. ..	1	774	1	774
Swedish .. ..	20	43,149	20	43,149
U.S.A. .. ..	1	47	1	47
<b>Total .. ..</b>	<b>256</b>	<b>392,961</b>	<b>247</b>	<b>384,122</b>

## APPENDIX XV.—continued.

## 12. TONNAGE OF OVERSEA CARGO HANDLED AT NEW GUINEA PORTS DURING THE YEAR ENDED 30TH JUNE, 1959.

Port.	Tons Discharged.			Tons Laden.			Tons Handled.		
	From Oversea.	Coastal.	Total.	For Oversea.	Coastal.	Total.	Oversea.	Coastal.	Total.
Rabaul ..	68,830	47,703	116,533	76,211	21,062	97,273	145,041	68,765	213,806
Lae ..	35,251	8,729	43,980	32,067	12,876	44,943	67,318	21,605	88,923
Madang ..	24,484	16,693	41,177	14,539	6,736	21,275	39,023	23,429	62,452
Kavieng ..	4,030	10,321	14,351	11,944	1,545	13,489	15,974	11,866	27,840
Lorengau ..	3,330	2,292	5,622	3,601	1,293	4,894	6,931	3,585	10,516
Wewak ..	5,255	2,972	8,227	1,058	1,721	2,779	6,313	4,693	11,006
Total ..	141,180	88,710	229,890	139,420	45,233	184,653	280,600	133,943	414,543

## 13. NUMBER OF VESSELS LICENSED UNDER THE SHIPPING ORDINANCE 1951-1952 AT 30TH JUNE, 1959, CLASSIFIED ACCORDING TO TYPE AND GROSS REGISTERED TONNAGE.

Tonnage—Gross Register.	Vessels.		
	Steam.	Motor.(a)	Total.
Under 100 tons ..	..	131	131
Over 100 tons ..	3	30	33
Total ..	3	161	164

(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, 1959.	30th June, 1958.	30th June, 1959.		
Eastern Highlands ..	1,000	657	700	180	520
Western Highlands ..	700	454	454	78	376
Sepik ..	6,500	769	776	168	608
Madang ..	5,500	430	432	200	232
Morobe ..	2,700	534	535	349	186
New Britain ..	1,700	660	680	191	489
New Ireland ..	1,000	390	390	170	220
Bougainville ..	900	435	435	35	400
Manus ..	350	60	60	32	28
Total ..	20,350	4,389	4,462	1,403	3,059

(a) Mileage figures are necessarily subject to fluctuations under a continuing road construction and reconstruction programme involving new roads, 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, 1958.

Particulars.	No.	No.
Motor Cars .. .. .		1,496
Commercial Vehicles—		
Utilities <sup>(a)</sup> .. .. .	1,692	
Lorries .. .. .	923	
Panel Vans .. .. .	47	
Omnibuses .. .. .	28	
Station Wagons .. .. .	82	
Other Motor Vehicles .. .. .	30	
Total Commercial .. .. .		2,802
Motor Cycles .. .. .		445
Total .. .. .		4,743

(a) Includes jeep-type vehicles.

## 16. MOTOR VEHICLE DRIVERS' AND MOTOR CYCLE RIDERS' LICENCES: NUMBER EFFECTIVE AT 31ST DECEMBER, 1958.

Particulars.	Licences to Drive.			Licences to Ride.		
	Males.	Females.	Total.	Males.	Females.	Total.
Indigenous .. .. .	2,021	..	2,021	17	..	17
Non-indigenous .. .. .	4,232	1,214	5,446	775	20	795
Total .. .. .	6,253	1,214	7,467	792	20	812

## APPENDIX XVI.

## COST OF LIVING.

Item.	Unit.	Average Retail Price.
		<i>s. d.</i>
<b>Staple Foodstuffs—</b>		
Rice .. .. .	lb.	1 1
Wheatmeal .. .. .	lb.	1 2
Peas (dried) .. .. .	lb.	2 9
Meat .. .. .	12-oz. tin	2 9
Dripping .. .. .	lb.	3 1½
Sugar .. .. .	lb.	1 2
Tea .. .. .	lb.	9 7
Salt .. .. .	lb.	0 8½
Fresh Vegetables .. .. .	lb.	0 3
Tobacco .. .. .	stick	0 9
<b>Clothes and Domestic Items—</b>		
Lavalava .. .. .	each	7 9
Shorts, khaki .. .. .	each	10 5
Shirts, khaki .. .. .	each	11 7
Blankets .. .. .	each	14 6
Mosquito Nets .. .. .	each	12 6
Plates .. .. .	each	2 1
Panirkins .. .. .	each	1 8
Spoons .. .. .	each	1 3
Kitbags .. .. .	each	12 8
Matches .. .. .	box	0 2
Soap .. .. .	2-lb. bar	3 7
Towels .. .. .	each	4 0

The above table shows the average of retail prices in the Territory of various staple foodstuffs and other items which are prescribed by Regulations made under the *Native Labour Ordinance 1950-1956* for issue to workers, and which are also commonly used by the indigenous population.

## APPENDIX XVII.

## LABOUR.

## I. NUMBER OF INDIGENOUS WORKERS CLASSIFIED BY INDUSTRY AND BASIS OF ENGAGEMENT AT 31ST MARCH, 1959.

Industry.	Workers for Wages and Other Benefits.(a)			Total Number Employed. (b)
	Employed by Government. (b)	Employed by Private Industry.		
		Under Agreement.	As Casual Workers.	
<b>Primary Production—</b>				
Copra and cocoa .. .. .		16,729	4,924	21,653
Coffee .. .. .		296	2,658	2,954
Pastoral .. .. .		..	124	124
Other agriculture .. .. .	1,201	361	867	2,429
Forestry .. .. .	885	172	32	1,089
<b>Mining and Quarrying—</b>				
Gold .. .. .		783	210	993
Quarrying .. .. .		..	33	33
<b>General—</b>				
Manufacturing .. .. .		977	813	1,790
Building and construction .. .. .	1,543	86	472	2,101
<b>Transport and storage—</b>				
Land .. .. .		11	182	193
Sea .. .. .	148	73	338	559
Air .. .. .	322	36	406	764
Communications .. .. .	181	..	..	181
Commerce .. .. .		401	1,278	1,679
Personal service .. .. .		263	2,654	2,917
Hotels, cafés and amusements .. .. .		60	87	147
<b>Professional activities—</b>				
Religion and social welfare .. .. .		140	555	695
Health and hospitals .. .. .	2,716	5	53	2,774
Education .. .. .	368	..	85	453
<b>Governmental—</b>				
Not elsewhere classified .. .. .	1,460	..	134	1,594
<b>Total .. .. .</b>	<b>8,824</b>	<b>20,393</b>	<b>15,905</b>	<b>45,122</b>

(a) Includes 937 workers from Papua.

(b) Excludes Defence Service personnel and 1,728 indigenes employed in the Police Force.

## APPENDIX XVII.—continued.

2. NUMBER OF INDIGENOUS WORKERS EMPLOYED AT 31ST MARCH, 1959, 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 .. .. .	21,606	47	6,420	15,233	6,158	8,909	4,693	1,148	465	280
Coffee .. .. .	2,952	2	788	2,166	842	1,249	576	169	87	31
Pastoral .. .. .	124	..	78	46	11	54	42	11	3	3
Other agriculture .. .. .	2,427	2	749	1,680	783	822	528	179	73	44
Forestry .. .. .	1,089	..	282	807	258	634	184	6	6	1
Mining and quarrying—										
Gold .. .. .	993	..	348	645	316	408	207	36	16	10
Quarrying .. .. .	33	..	3	30	..	2	8	9	12	2
General—										
Manufacturing .. .. .	1,790	..	593	1,197	515	700	390	137	42	6
Building and construction .. .. .	2,101	..	587	1,514	527	813	547	150	48	16
Transport and storage—										
Land .. .. .	193	..	102	91	28	56	60	23	24	2
Sea .. .. .	559	..	144	415	127	219	130	46	19	18
Air .. .. .	764	..	166	598	169	324	185	53	21	12
Communications .. .. .	181	..	71	110	29	81	43	10	9	9
Commerce .. .. .	1,674	5	548	1,131	278	704	450	161	52	34
Personal service .. .. .	2,759	158	1,052	1,865	858	946	601	249	150	113
Hotels, cafés and amusements	143	4	25	122	56	56	20	5	5	5
Professional activities—										
Religion and Social Welfare .. .. .	695	..	217	478	181	273	131	64	30	16
Health and hospitals .. .. .	2,563	211	1,391	1,383	758	810	632	299	190	85
Education .. .. .	434	19	161	292	113	167	127	34	6	6
Governmental—										
Not elsewhere classified .. .. .	1,594	..	593	1,001	276	559	448	178	109	24
Total .. .. .	44,674	448	14,318	30,804	12,283	17,786	10,002	2,967	1,367	717



APPENDIX XVII.—*continued.*

## 3. NUMBER OF PRIVATELY EMPLOYED AGREEMENT WORKERS AT 31ST MARCH, 1959, SHOWING PLACE OF RECRUITMENT, CLASSIFIED ACCORDING TO EACH MAJOR GROUP OF INDUSTRY.

Industry.	Place of Recruitment.(a)		
	Engaged at Place of Employment.	Recruited in Home District.	Recruited in other Districts.
Privately employed agreement workers(b)—			
Primary production—			
Copra and cocoa .. .. .	1,776	13,514	1,439
Coffee .. .. .	188	108	..
Other agriculture .. .. .	166	185	10
Forestry .. .. .	87	85	..
Mining and quarrying—			
Gold .. .. .	218	564	1
General—			
Manufacturing .. .. .	509	415	53
Building and construction .. .. .	60	26	..
Transport and storage—			
Land .. .. .	9	1	1
Sea .. .. .	14	49	10
Air .. .. .	..	34	2
Commerce .. .. .	80	271	50
Personal service .. .. .	203	49	11
Hotels, cafes and amusements .. .. .	11	47	2
Professional activities—			
Religion and social welfare .. .. .	93	42	5
Health and hospitals .. .. .	5	..	..
Total .. .. .	3,419	15,390	1,584

(a) In addition there were 15,905 privately employed casual workers (including 228 females) and 8,824 governmental workers (including 220 females). Particulars are not available of the place of recruitment of such workers. (b) Information drawn from native employees' agreements current at 31st March, 1959.

APPENDIX XVII.—*continued.*

## 4. MONTHLY CASH WAGES OF INDIGENOUS EMPLOYEES, BY OCCUPATION, AT 31ST MARCH, 1959.

In addition to a cash wage 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. The following table shows the main occupations of indigenous employees and the average cash wages paid.

Occupation.	Number of Workers.	Average Monthly Cash Wage.		
		£	s.	d.
<b>Males—</b>				
Agricultural field worker .. .. .	238	2	10	0
Aid post orderly .. .. .	963	5	3	3
Carpenter .. .. .	577	8	0	8
Clerical assistant .. .. .	250	6	19	9
Cook .. .. .	255	3	2	11
Domestic .. .. .	1,243	2	13	0
Driver, motor transport .. .. .	846	7	0	7
Hospital orderly .. .. .	775	3	5	1
<b>Labourer—</b>				
Foreman .. .. .	439	4	3	2
General .. .. .	9,161	1	14	4
Plantation .. .. .	21,738	1	8	8
Sanitary .. .. .	183	2	14	11
Mechanic .. .. .	102	6	17	7
Painter .. .. .	145	7	15	5
Sawyer .. .. .	161	3	3	5
Seaman, ordinary .. .. .	446	2	14	5
Steward and waiter .. .. .	123	2	15	10
Storeman .. .. .	369	5	3	11
Teacher .. .. .	330	8	18	2
<b>Females—</b>				
Domestic .. .. .	154	1	16	0
Hospital orderly .. .. .	124	2	0	2

Workers employed as copra inspectors, electricians, fitters and turners, geological assistants, local ship's masters, local government assistants, malaria control assistants, sailmakers, saw sharpeners, shipwright's assistants, sheetmetal workers, telegraphist's assistants and vulcanological assistants receive average cash wages ranging from £6 10s. 6d. to £15 3s. 9d. a month.

APPENDIX XVII.—*continued.*

## 5. NUMBER OF LABOUR INSPECTIONS PERFORMED DURING THE YEAR ENDED 30TH JUNE, 1959, 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 .. .. .	305	11,556	3,151	14,707
Coffee .. .. .	65	409	2,111	2,520
Other agriculture .. .. .	17	131	338	469
General—				
Commerce .. .. .	71	185	622	807
Building and construction .. .. .	7	..	125	125
Manufacturing—				
Sawmilling .. .. .	11	129	577	706
Other .. .. .	11	11	204	215
Mining and quarrying .. .. .	20	1,825	244	2,069
Professional activities—				
Health, hospitals, &c. .. .. .	13	..	370	370
Religion and social welfare .. .. .	8	78	182	260
Education .. .. .	4	..	39	39
Personal service .. .. .	6	..	117	117
Transport by air .. .. .	11	..	309	309
Other .. .. .	4	27	26	53
Governmental—not elsewhere classified .. .. .	16	..	1,651	1,651
<b>Total .. .. .</b>	<b>569</b>	<b>14,351</b>	<b>10,066</b>	<b>24,417</b>

In addition to the above there were 189 informal inspections made of places of employment in the course of which 12,794 workers were seen.

## APPENDIX XVII.—continued.

## 6. NUMBER OF INDUSTRIAL ACCIDENTS WHICH OCCURRED DURING THE YEAR ENDED 30TH JUNE, 1959, SHOWING CAUSE AND RESULT.

Industry.	Cause of Accident.	Result.			
		Fatal.	Non-Fatal.	Total.	
Copra and cocoa .. .. .	Fall from vehicle .. .. .	..	4	4	
	Injured by handtools .. .. .	..	3	3	
	Fall from tree .. .. .	4	1	5	
	Falling tree.. .. .	3	1	4	
	Foreign body in eye .. .. .	..	1	1	
	Vehicle accident .. .. .	5	..	5	
	Injured by machinery .. .. .	..	1	1	
	Minor crushing .. .. .	..	1	1	
	Fall from horse .. .. .	..	1	1	
	Gored by cow .. .. .	..	1	1	
Other agriculture .. .. .	Fall from vehicle .. .. .	1	..	1	
Forestry .. .. .	Drowning .. .. .	1	..	1	
	Fall from vehicle .. .. .	1	..	1	
	Falling log .. .. .	..	2	2	
	Minor crushing .. .. .	..	1	1	
	Injured by handtools .. .. .	..	1	1	
Mining and quarrying .. .. .	Fall of earth .. .. .	2	5	7	
	Minor crushing .. .. .	..	1	1	
	Injured by machinery .. .. .	..	1	1	
	Minor lacerations .. .. .	..	6	6	
Manufacturing .. .. .	Minor crushing .. .. .	..	2	2	
	Minor lacerations .. .. .	..	2	2	
	Injured by machinery .. .. .	..	13	13	
	Falling timber .. .. .	..	1	1	
Transport and storage—					
	Land .. .. .	Vehicle accident .. .. .	3	1	4
	Minor crushing .. .. .	..	1	1	
Sea .. .. .	Burns .. .. .	1	..	1	
	Explosion .. .. .	15	14	29	
	Crushed by ship .. .. .	1	..	1	
Air .. .. .	Fall from truck .. .. .	..	1	1	
Commerce .. .. .	Minor crushing .. .. .	..	1	1	
	Vehicle accident .. .. .	1	..	1	
Professional activities—					
	Health and hospitals .. .. .	Drowning .. .. .	1	..	1
	Fall from tree .. .. .	1	..	1	
Governmental—					
	Not elsewhere classified .. .. .	Bitumen burns .. .. .	..	1	1
		Falling timber .. .. .	..	1	1
		Vehicle accident .. .. .	..	2	2
	Fall from vehicle .. .. .	..	1	1	
Total .. .. .	.. .. .	40.	72	112	

## APPENDIX XVII.—continued.

## 7. NUMBER OF CASES WHERE COMPENSATION DUE TO INDUSTRIAL ACCIDENTS WAS PAID DURING THE YEAR ENDED 30TH JUNE, 1959.

Industry.	Nature and Cause of Injury.	Category of Employment.			Total.	Degree of Disability.	Amount of Compensation Paid.
		Private.		Governmental.			
		Agreement.	Casual.				
Primary production— Cocoa and copra ..	Fractured skull—fall from tree	1	..	..	1	Fatal ..	£100
	Internal injuries—fall from tree	1	..	..	1	Fatal ..	£100
	Internal injuries—falling tree	1	..	..	1	Fatal ..	£100
	Internal injuries—vehicle accident	4	..	..	4	Fatal ...	£300
	Loss of eye—injured by handtools	..	1	..	1	Partial permanent	£50
	Fractured arm—fall from horse	1	..	..	1	Partial temporary	£5
Forestry .. ..	Drowning .. ..	..	1	..	1	Fatal ..	£100
	Internal injuries—fall from vehicle	..	..	1	1	Fatal ..	£100
	Severed toe—axe cut ..	..	..	1	1	Partial permanent	£10
Mining— Gold .. ..	Internal injuries—earth fall	2	..	..	2	Fatal ..	£200
	Multiple fractures—earth fall	1	..	..	1	Partial permanent	£25
General— Manufacturing ..	Fractured fingers—injured by machinery	1	..	..	1	Partial permanent	£15
	Fractured fingers—injured by machinery	..	1	..	1	Partial permanent	£22
	Laceration—injured by machinery	..	1	..	1	Partial permanent	£5
	Laceration—injured by machinery	1	..	..	1	Partial permanent	£5
	Laceration—injured by machinery	1	..	..	1	Partial permanent	£5
	Severed fingers—injured by machinery	..	1	..	1	Partial permanent	£10
	Severed fingers—injured by machinery	..	1	..	1	Partial permanent	£20
	Severed fingers—saw cut ..	..	..	1	1	Partial permanent	£50
Building and construction .. ..	Burns—hot bitumen ..	..	..	1	1	Partial permanent	£13
Transport and storage— Land .. ..	Internal injuries—vehicle accident	..	1	..	1	Fatal ..	£50
	Total .. ..	14	7	4	25	..	£1,285

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 THE YEAR ENDED 30TH JUNE, 1959.

Cause of Death.	Primary Production.			Mining and Quarrying. Gold.	Manu- factur- ing.	Building and Con- struc- tion.	Transport and Storage.		Com- merce.	Personal Service.	Professional Activities.		Govern- mental —not else- where classi- fied.	Forests.	Total.
	Copra and Cocoa.	Coffee.	Other.				Land.	Sea.			Health and Hos- pitals.	Religion and Social Welfare.			
Dysentery .. .. .	3	..	..	1	..	1	..	..	..	1	..	..	..	6	
Suicide .. .. .	1	..	..	..	..	..	..	..	..	2	..	..	..	3	
Blackwater fever .. .. .	1	..	..	..	..	..	..	..	..	..	..	..	..	1	
Senile decay .. .. .	1	..	..	..	..	..	..	..	..	..	..	..	..	1	
Meningitis .. .. .	4	..	..	..	..	..	..	..	1	..	..	..	..	5	
Pneumonia .. .. .	6	1	1	..	..	1	1	..	..	..	..	..	..	10	
Cirrhosis of liver .. .. .	1	..	..	..	..	..	..	..	..	..	1	..	1	3	
Tetanus .. .. .	2	..	..	..	..	..	..	..	1	..	2	..	..	5	
Cerebral malaria .. .. .	5	..	..	..	..	..	..	..	..	..	..	..	2	7	
Infectious hepatitis .. .. .	1	..	..	..	..	..	..	..	1	..	..	..	..	2	
Anaemia .. .. .	..	..	..	1	..	..	..	..	..	..	..	..	..	1	
Influenza virus .. .. .	1	..	..	1	..	..	..	..	..	..	..	..	..	2	
Cardiac failure .. .. .	1	1	..	..	..	..	..	1	..	..	..	1	1	5	
Drowning .. .. .	1	..	..	..	..	..	..	..	..	..	2	..	..	4	
Carcinoma .. .. .	2	..	..	..	..	..	..	..	..	..	1	..	1	3	
Peritonitis .. .. .	2	..	..	..	..	1	..	..	..	..	..	..	..	3	
Cerebral abscess .. .. .	1	..	..	..	..	..	..	..	..	..	..	..	..	1	
Unknown .. .. .	1	..	..	..	..	..	..	..	..	..	..	..	..	1	
Pericarditis subacuta .. .. .	1	..	..	..	..	..	..	..	..	..	..	..	..	1	
Chronic nephritis .. .. .	1	..	..	..	..	..	..	..	1	..	..	..	..	2	
Malaria .. .. .	3	..	..	..	..	..	..	..	..	..	..	..	..	3	
Tuberculosis .. .. .	3	..	..	..	..	..	..	..	..	..	..	..	..	3	
Ruptured spleen .. .. .	..	..	1	..	..	..	..	..	..	..	..	..	..	1	
Fractured skull .. .. .	2	..	..	..	..	..	..	1	1	..	..	1	..	5	
Internal injuries .. .. .	3	..	1	2	..	..	1	..	..	..	1	..	1	9	
Burns .. .. .	..	..	..	..	..	..	..	1	..	..	..	1	..	2	
Fractured spine .. .. .	1	..	..	..	..	..	..	..	..	..	..	..	..	1	
Suspected poison .. .. .	1	..	..	..	..	..	..	..	..	..	..	..	..	1	
Snake bite .. .. .	..	1	..	..	..	..	..	..	..	..	..	..	..	1	
Vehicle accident .. .. .	4	..	..	..	..	..	1	..	..	..	..	..	..	5	
Extreme debility .. .. .	..	..	1	..	..	..	..	..	..	..	..	..	..	1	
Gastro-enteritis .. .. .	..	..	..	..	..	..	..	..	1	..	..	..	..	1	
Acute encephalitis .. .. .	..	..	..	..	..	..	..	..	..	..	..	1	..	1	
Abscess in ear .. .. .	1	..	..	..	..	..	..	..	..	..	..	..	..	1	
Explosion .. .. .	..	..	..	..	..	..	..	15	..	..	..	..	..	15	
Total .. .. .	54	3	4	5	..	3	3	18	6	3	7	2	4	116	

9. PROSECUTIONS FOR BREACHES OF THE *Native Labour Ordinance* 1950-1956 BY EMPLOYERS DURING THE YEAR ENDED 30TH JUNE, 1959.

Section of Ordinance or Regulation.	Offence.	Number of Employers.			Penalties Imposed.
		Prosecuted.	Convicted.	Acquitted.	
Section 63 (a) ..	Employing a native under 16 years of age ..	1	1	..	Fined £10 Fined £2 each Fined £5
Section 99 ..	Failing to register as an employer ..	2	2	..	
Regulation 26 ..	Failing to provide latrine ..	1	1	..	
		4	4	..	

## APPENDIX XVII.—continued.

10. PROSECUTIONS FOR BREACHES OF THE *Native Labour Ordinance* 1950-1956 BY WORKERS DURING THE YEAR ENDED 30TH JUNE, 1959.

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, 1959, 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)	35	..	35
Absence from work for a period exceeding 7 days .. .. .	47 (3) (c)	217	..	217
Imprisonment for a period exceeding 7 days .. .. .	47 (3) (d)	41	..	41
Employee has not at all times and to the best of his ability performed the duties allotted under the agreement .. .. .	47 (3) (e)	34	..	34
Assault of employee by the employer or his overseer or foreman .. .. .	48 (3) (c)	1	..	1
Absence from work without permission .. .. .	51 (2) (a)	..	125	125
Refusal to perform work lawfully allotted .. .. .	51 (2) (b)	..	68	68
Failure of worker to show ordinary diligence .. .. .	51 (2) (c)	..	51	51
Other breaches by employee not specified in Ordinance .. .. .	51 (2) (d)	..	3	3
Negligence by the employee resulting in loss of employer's property .. .. .	51 (2) (e)	..	3	3
Total .. .. .	..	328	250	578

NOTE.—In addition there were 768 terminations effected under the provisions of Section 49, that is, by mutual consent of both employer and employee.

## 12. NUMBER OF COMPLAINTS BY WORKERS, BY CATEGORIES OF EMPLOYMENT, DURING THE YEAR ENDED 30TH JUNE, 1959.

Nature of Complaint.	Number of Complaints.	Total Number of Workers Involved.	Category of Employment.		
			Governmental.	Private.	
				Agreement.	Casual.
Request for overtime pay .. .. .	12	56	1	50	5
Non-payment of wages .. .. .	11	35	4	2	29
Shortage of rations .. .. .	17	156	..	126	30
Accommodation insufficient .. .. .	13	15	5	8	2
Request for leave .. .. .	2	2	2	..	..
Medical attention not administered .. .. .	1	2	..	2	..
Inadequate water supply .. .. .	4	212	32	180	..
Lack of latrines .. .. .	1	4	..	..	4
Request for increase in wages .. .. .	32	38	10	23	5
Required to work in rain .. .. .	2	8	..	8	..
Required to work on Sundays .. .. .	2	4	..	3	1
Request for increased ration issue .. .. .	5	9	..	6	3
Total .. .. .	102	541	54	408	79

NOTE.—All complaints were fully investigated by Departmental officers who acted as conciliators in respect of complaints listed.

APPENDIX XVII.—*continued.*13. NUMBER AND DURATION OF INDUSTRIAL DISPUTES WHICH OCCURRED DURING THE YEAR ENDED 30TH JUNE, 1959,  
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.		
Copra .. ..	Workers refused to work on account of one death and one disappearance of countrymen	..	13	..	65	Employees were transferred with their consent to another place of employment
Copra .. ..	Workers, all countrymen, alleged that another worker was practising sorcery towards them	..	30	..	60	Matter investigated by Native Affairs Officer and eventually all the complainants returned to work
Copra .. ..	Workers claimed that their agreements had expired and required to be returned to their homes	..	25	..	25	True date of expiration of Agreements was pointed out to workers who returned to work
Copra .. ..	Workers claimed that their agreements had expired and required to be returned to their homes	..	13	..	13	True date of expiration of Agreements was pointed out to workers who returned to work
Copra .. ..	Workers ceased work by way of complaint against the issue of pearled wheat instead of rice	..	30	..	15	Pearled wheat is an allowable issue under the Native Labour Ordinance instead of rice. Manager agreed that until present stocks of pearled wheat exhausted half rice and pearled wheat would be issued and thereafter rice. All were satisfied with this arrangement
Copra ... ..	Plantation workers refused to commence work on 12th December, 1958. Plantation custom was to allow £5 at Christmas time towards the purchase of a pig for a feast. The workers demanded a sum in excess of £5	...	77	1	10	Investigation by an Inspector elicited that seven workers had incited the others to make the demand. Dispute was satisfactorily settled by the workers agreeing to accept the £5
Copra .. ..	Nine workers left a plantation and complained to an Inspector that the native foreman was too harsh	..	9	..	9	It was ascertained that the foreman was in the habit of being severe on the workers. The foreman was instructed to be more congenial in future and all the workers were satisfied



APPENDIX XVII.—*continued.*13. NUMBER AND DURATION OF INDUSTRIAL DISPUTES WHICH OCCURRED DURING THE YEAR ENDED 30TH JUNE, 1959,  
SHOWING THE NUMBER OF WORKERS INVOLVED AND MAN-DAYS LOST—*continued.*

Industry.	Cause.	Number of Workers Involved.			Number of Man-Days Lost.	Settlement.
		Governmental.	Private.			
			Agreement.	Casual.		
Copra .. ..	Workers left a plantation and complained that a native foreman, not one of their countrymen, was too harsh in his treatment of them	..	8	..	8	The complaint was proved to be without foundation. The workers' agreements were due to expire in a few days and they agreed to return to work
Copra .. ..	Workers complained that their daily task was too severe and that a sudden increase in the task had occurred	..	4	..	2	Investigation showed that a misunderstanding existed in the minds of the workers and after explanation by an Inspector they expressed satisfaction
Cocoa .. ..	Workers walked from a plantation and complained that one of their countrymen was forced to work in a rain shower while he was sick	..	25	..	25	The worker alleged to have been sick had complained of sickness the previous day but his temperature was normal then. On the day of the "walk out" he complained of fever and was sent to a nearby Administration Hospital and was pronounced quite normal. The complaint was unfounded and the workers returned to their work after being addressed by an Inspector
Copra .. ..	Workers objected to the Manager of a plantation issuing taro instead of sweet potato	..	8	..	3	Complaint was found to be trivial and eventually the Manager agreed to issue sweet potato instead of taro. Workers returned to work.

## 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.

## I. MEDICAL PERSONNEL: ADMINISTRATION AND OTHER AT 30TH JUNE, 1959.

Designation.	Administration.(a)				Other.				Total.		
	Indigenous.		Non-Indigenous.		Indigenous.		Non-Indigenous.		Male.	Female.	Total.
	Male.	Female.	Male.	Female.	Male.	Female.	Male.	Female.			
Specialists .. ..	..	..	5 (4)	..	..	..	..	..	5	..	5
Physicians and Surgeons ..	2	..	46 (4)	1 (1)	..	..	11	11	59	12	71
Assistant Medical Practitioners .. ..	2	..	..	..	..	..	..	..	2	..	2
Cadet Medical Officers .. ..	..	..	.. (30)	..	..	..	..	..	..	..	..
Dental Officers .. ..	..	..	4 (1)	1	..	..	4	1	8	2	10
Dental Mechanics .. ..	..	..	4	..	..	..	..	1	4	1	5
Dental Assistants .. ..	3	..	1	..	..	..	1	..	5	..	5
Dental Orderlies .. ..	4	..	..	..	..	..	..	..	4	..	4
Pharmacists .. ..	..	..	3 (2)	..	..	..	4	2	7	2	9
Nurses .. ..	..	..	..	95 (3)	..	..	3	115	3	210	213
Hospital and Nursing Assistants .. ..	41	..	..	7	14	96	..	..	55	103	158
Infant Welfare Assistants .. ..	..	11	..	..	..	51	..	2	..	64	64
Infant Welfare Orderlies .. ..	..	62	..	..	..	12	..	..	..	74	74
Instructors (Aid Post Training Schools) .. ..	..	..	5	..	..	4	..	1	5	5	10
Medical Assistants .. ..	..	..	94 (3)	..	..	..	38	9	132	9	141
Cadet Medical Assistants .. ..	..	..	1 (1)	..	..	..	..	..	1	..	1
Aid Post Orderlies .. ..	960	3	..	..	96	34	..	..	1,056	37	1,093
Hospital Orderlies .. ..	822	97	..	..	123	48	..	..	945	145	1,090
Pathology Technicians .. ..	..	..	3	2	..	..	1	..	4	2	6
Laboratory Assistants .. ..	2	..	1	2	2	3	..	1	5	6	11
Laboratory Orderlies .. ..	10	..	..	..	2	..	..	..	12	..	12
Physiotherapists .. ..	..	..	..	3	..	..	..	..	..	3	3
Radiographers .. ..	..	..	6 (1)	..	..	..	..	1	6	1	7
X-Ray Assistants .. ..	1	..	..	..	..	1	..	..	1	1	2
X-Ray Orderlies .. ..	11	..	..	..	2	1	..	..	13	1	14
Entomologists .. ..	..	..	..	..	..	..	..	..	..	..	..
Malaria Control Assistants .. ..	10	..	7	..	..	..	..	..	17	..	17
Malaria Control Orderlies .. ..	14	..	..	..	..	..	..	..	14	..	14
Health Inspectors .. ..	..	..	8 (1)	..	..	..	..	..	8	..	8
Health Inspectors' Assistants .. ..	4	..	4	..	..	..	..	..	8	..	8
Dietitians .. ..	..	..	..	..	..	..	..	..	..	..	..
Pre-School Teachers .. ..	..	..	..	5 (2)	..	..	..	..	..	5	5
Pre-School Assistants .. ..	..	6	..	..	..	2	..	..	..	8	8
Clerks .. ..	16 (16)	..	9 (12)	1 (4)	..	..	..	..	25	1	26
Typists .. ..	.. (1)	..	..	9 (7)	2	..	..	1	2	10	12
Storemen .. ..	13 (1)	..	10 (1)	..	1	..	..	..	24	..	24
Ambulance Drivers .. ..	1	..	1	..	5	..	..	..	7	..	7
Cooks' Assistants .. ..	113	..	..	..	3	27	..	..	116	27	143
Seamstresses .. ..	..	2	..	..	..	..	..	..	..	2	2
Hospital Handymen .. ..	5	..	..	..	3	..	2	..	10	..	10
Wardsmen .. ..	19	..	..	..	2	..	..	..	21	..	21
Limb Makers .. ..	..	..	1	..	..	..	..	..	1	..	1
Limb Makers' Assistants .. ..	3	..	..	..	..	..	..	..	3	..	3
Messenger/Cleaners .. ..	26 (1)	..	..	..	4	..	..	..	30	..	30
Foreman Labourers .. ..	41	..	..	..	..	..	1	..	42	..	42
Labourers .. ..	427	..	..	..	74	..	..	..	501	..	501
Stewards .. ..	7	..	..	..	..	..	..	..	7	..	7
Laundrymen .. ..	34	..	..	..	..	..	..	..	34	..	34
Other Non-Medical .. ..	..	..	.. (1)	38 (11)	6	55	1	3	7	96	103
<b>Total .. ..</b>	<b>2,589 (19)</b>	<b>181</b>	<b>213 (61)</b>	<b>164 (28)</b>	<b>339</b>	<b>334</b>	<b>66</b>	<b>148</b>	<b>3,207</b>	<b>827</b>	<b>4,034</b>

(a) Headquarters personnel of the Public Health Department of the Territory of Papua and New Guinea located at Port Moresby are shown in parentheses and are not included in the Territory total.

## APPENDIX XIX.—continued.

## 2. HOSPITALS AND MEDICAL CENTRES AT 30TH JUNE, 1959.

Medical Establishments.	Administration.	Mission.	Total.
Hospitals—			
Public (including Maternity Wards) .. .. .	67	67	134
Hansenide .. .. .	5	2	7
Tuberculosis .. .. .	2	..	2
Total .. .. .	74	69	143
Maternity and Child Welfare Centres—			
Central Clinics .. .. .	10	..	10
Mobile Clinic Centres .. .. .	280	63	343
Clinics at Public Hospitals .. .. .	10	..	10
Total .. .. .	300	63	363
Aid Posts or Medical Centres .. .. .	898	304	1,202
Grand Total .. .. .	1,272	436	1,708

## 3. ADMINISTRATION HOSPITALS AT 30TH JUNE, 1959.

District.	Location of Hospital.	Type. (A—Paying; B—Non-Paying).
Western Highlands .. .. .	Kompam .. .. .	B
	Laiagam .. .. .	B
	Minj .. .. .	B
	Mount Hagen .. .. .	B
	Togoba Hansenide Colony .. .. .	B
	Wabag .. .. .	B
	Yampu Hansenide Colony .. .. .	B
Eastern Highlands .. .. .	Chuave .. .. .	B
	Goroka .. .. .	A and B
	Gumine .. .. .	B
	Henganofi .. .. .	B
	Kainantu .. .. .	B
	Kerowagi .. .. .	B
	Kundiawa .. .. .	B
	Lufa .. .. .	B
	Okapa .. .. .	B

APPENDIX XIX.—*continued.*3. ADMINISTRATION HOSPITALS AT 30TH JUNE, 1959—*continued.*

District.	Location of Hospital.	Type. (A—Paying; B—Non-Paying)	
Sepik	Aitape	B	
	Aitape Hansenide Colony	B	
	Ambunti	B	
	Angoram	B	
	Dreikikir	B	
	Green River	B	
	Lumi	B	
	Maprik	B	
	Nuku	B	
	Telefomin	B	
	Timbunke	B	
	Vanimo	B	
	Wewak	A and B	
	Yangaru	B	
Madang	Aiome	B	
	Bogia	B	
	Bundi	B	
	Hatzfeldhafen Hansenide Colony	B	
	Josephstaal	B	
	Kar Kar	B	
	Madang	A and B	
	Saidor	B	
	Morobe	Bulolo	A and B
		Butaweng T.B. Hospital	B
Finschhafen		B	
Kaiapit		B	
Lae		A	
Malahang (Lae)		B	
Menyamy		B	
Morobe		B	
Mumeng		B	
Wasu		B	
Wau		A and B	
New Britain	Bitu Paka T.B. Hospital	B	
	Butuwin (Kokopo)	B	
	Cape Gloucester	B	
	Kandrian	B	
	Pomio	B	
	Rabaul	A and B	
	Talasea	B	
New Ireland	Anelaua Hansenide Colony	B	
	Kavieng	A and B	
	Namatanai	B	
Bougainville	Taskul	B	
	Buin	B	
	Kieta	B	
	Sohano	A and B	
Manus	Wakunai	B	
	Lorengau	A and B	

## APPENDIX XIX.—continued.

## 4. ADMINISTRATION HOSPITALS BY DISTRICT, SHOWING AVERAGE NUMBER OF BEDS OCCUPIED DAILY, ADMISSIONS AND OUT-PATIENTS TREATED DURING THE YEAR ENDED 31ST MARCH, 1959.

Particulars.	Eastern Highlands.	Western Highlands.	Sepik.	Madang.	Morobe.	New Britain.	New Ireland.	Bougainville.	Manus.	Total.
Public Hospitals (including Maternity Wards)—										
Number .. ..	10	5	14	8	12	7	4	5	2	67
Average daily number of beds occupied ..	895.3	520.2	774.6	465.6	580.1	336.5	153.3	168.1	32.4	3,926.1
Number of Admissions—										
Indigenous ..	24,109	13,455	10,944	8,142	13,179	8,253	3,906	2,780	479	85,247
Non-indigenous ..	183	..	113	281	1,090	501	59	31	14	2,272
Number of Out-patients—										
Indigenous ..	33,140	37,108	19,159	26,827	27,441	9,069	4,777	5,301	1,856	164,678
Non-indigenous ..	2,074	159	1,663	3,895	5,306	1,713	2,989	703	226	18,728
Hansenite Colonies—										
Number .. ..	..	1	1	1	..	..	1	1	..	5
Average daily number of beds occupied ..	..	462.9	312.8	193.0	..	..	138.2	43.0	..	1,149.9
Number of Admissions—										
Indigenous ..	..	258	112	332	..	..	72	3	..	777
Tuberculosis Hospitals(a)—										
Number .. ..	..	..	..	..	1	1	..	..	..	2
Average daily number of beds occupied ..	..	..	..	..	150.1	196.3	..	..	..	346.4
Number of Admissions—										
Indigenous ..	..	..	..	..	181	338	..	..	..	519

(a) Excluding cases of minor infection of tuberculosis under treatment at Public Hospitals.

## APPENDIX XIX.—continued.

## 5. NUMBER OF IN-PATIENTS TREATED AND DEATHS RECORDED IN ADMINISTRATION HOSPITALS, CLASSIFIED BY RACIAL AND DISEASE GROUPS, DURING THE YEAR ENDED 31ST MARCH, 1959.

Disease, Injury, &c.	Non-indigenous.		Indigenous.		Total.	
	In-patients.	Deaths.	In-patients.	Deaths.	In-patients.	Deaths.
External injuries .. .. .	77	..	5,421	32	5,498	32
Diseases of the skin and areolar tissues .. ..	168	..	11,691	1	11,859	1
Diseases caused by infection other than those specially listed elsewhere—						
Hansen's Disease .. .. .	..	..	1,424	7	1,424	7
Malaria .. .. .	127	..	14,504	169	14,631	169
Yaws .. .. .	..	..	473	..	473	..
Other .. .. .	145	1	8,327	153	8,472	154
Diseases caused by the metazoan parasites	2	..	1,177	..	1,179	..
Diseases and injuries of bones, joints, muscles, fasciae and bursae .. .. .	181	2	5,786	31	5,967	33
Diseases of the eye .. .. .	24	..	1,893	..	1,917	..
Diseases of the ear .. .. .	17	..	1,150	..	1,167	..
Diseases of the breast .. .. .	11	..	464	1	475	1
Diseases of the glands of internal secretion and metabolism .. .. .	21	..	1,868	104	1,889	104
Diseases of the blood and blood-forming organs ..	13	2	943	48	956	50
Diseases of the circulatory system .. .. .	52	5	137	63	189	68
Diseases of the nervous system .. .. .	91	5	819	165	910	170
Diseases of the respiratory system .. .. .	153	2	15,199	762	15,352	764
Diseases of the teeth, mouth, gums, pharynx and accessory sinuses .. .. .	49	1	802	4	851	5
Diseases of stomach and intestines .. .. .	283	..	6,593	194	6,876	194
Diseases of the liver, gall bladder, spleen and pancreas .. .. .	55	..	606	79	661	79
Diseases of the urinary organs .. .. .	114	..	482	43	596	43
Diseases of the male organs of generation	33	..	604	1	637	1
Diseases or disorders of the female organs of generation .. .. .	113	..	332	9	445	9
Effects of conception .. .. .	420	1	3,922	118	4,342	119
Poisoning .. .. .	29	..	141	5	170	5
Parasites infesting man .. .. .	..	..	..	..	..	..
Tumours or new growths .. .. .	18	2	364	38	382	40
Deformities or congenital malformations	1	..	127	10	128	10
Unspecified .. .. .	75	1	1,294	6	1,369	7
<b>Total .. .. .</b>	<b>2,272</b>	<b>22</b>	<b>86,543</b>	<b>2,043</b>	<b>88,815</b>	<b>2,065</b>

## 6. NUMBER OF PATIENTS TREATED BY MISSION HEALTH INSTITUTIONS DURING THE YEAR ENDED 31ST MARCH, 1959.

District.	Number of Known In-Patients.	Number of Known Out-Patient Treatments.	Number of Known Aid Post Treatments.
Western Highlands .. .. .	10,115	63,653	95,470
Eastern Highlands .. .. .	3,643	43,977	82,640
Sepik .. .. .	497	35,194	80,978
Madang .. .. .	5,431	53,929	142,926
Morobe .. .. .	5,495	65,583	190,710
New Britain .. .. .	23,829	682,868	90,893
New Ireland .. .. .	2,820	45,008	22,800
Bougainville .. .. .	5,581	83,851	35,555
Manus .. .. .	12	900	20,975
<b>Total .. .. .</b>	<b>62,423</b>	<b>1,074,963</b>	<b>762,947</b>

## APPENDIX XIX.—continued.

7. NUMBER OF DEATHS OF INDIGENOUS CHILDREN RECORDED IN ADMINISTRATION HOSPITALS DURING THE YEAR ENDED 31ST MARCH, 1959, CLASSIFIED BY AGE DISTRIBUTION AND CAUSE OF DEATH.

Cause of Death.	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 .. ..	15	137	97	14	28	124	93	18	526
Malaria .. ..	1	15	37	18	2	22	25	10	130
Malnutrition .. ..	4	20	12	7	..	15	17	..	75
Prematurity .. ..	29	2	..	..	30	7	..	..	68
Meningitis .. ..	1	9	13	5	2	6	13	11	60
Pyrexia of unknown origin	1	2	8	8	..	3	14	8	44
Dysentery .. ..	..	6	9	7	..	5	9	5	41
Gastro-enteritis .. ..	3	9	11	..	..	9	7	1	40
Diarrhoea .. ..	1	11	5	..	..	..	7	..	24
Tuberculosis .. ..	..	2	..	4	..	3	8	5	22
Bronchitis .. ..	..	2	4	2	..	1	7	1	17
Diphtheria .. ..	..	5	3	1	..	2	1	..	12
Nephritis .. ..	..	2	2	2	..	..	2	2	10
Influenza .. ..	..	1	1	1	..	4	2	1	10
Asphyxia .. ..	2	3	1	..	1	2	..	..	9
Pertussis .. ..	..	1	2	..	..	1	4	1	9
Infective hepatitis .. ..	1	2	1	2	..	1	..	1	8
Tetanus .. ..	1	..	..	2	3	..	..	1	7
Debility .. ..	2	1	..	..	1	2	..	..	6
Cerebral abscess .. ..	..	1	2	1	..	..	..	2	6
Kwashiorkor .. ..	..	..	3	..	..	..	2	1	6
Failure to thrive .. ..	..	1	..	..	4	..	..	..	5
Burns .. ..	..	..	1	1	..	..	3	..	5
Birth injury .. ..	3	..	..	..	1	1	..	..	5
Paralytic ilus .. ..	1	1	..	1	..	..	..	1	4
Peritonitis .. ..	2	2	..	..	..	..	..	1	5
Con. mal. of colon .. ..	1	1	..	..	1	1	..	..	4
Intestinal obstruction .. ..	..	2	..	2	..	..	..	..	4
Nephrosis .. ..	..	..	2	1	..	..	..	1	4
Congenital heart .. ..	2	2	..	..	..	..	..	..	4
Asphyxia neonatorum .. ..	2	..	..	..	1	..	..	..	3
Toxaemia .. ..	..	1	1	..	..	1	..	..	3
U.R.T.I. .. ..	..	1	1	..	..	..	1	..	3
Umbilical sepsis .. ..	3	..	..	..	..	..	..	..	3
Fractured skull .. ..	..	1	..	2	..	..	..	..	3
Leukaemia .. ..	1	..	..	..	..	..	2	..	3
Tetanus neonatorum .. ..	1	..	..	..	2	..	..	..	3
Myocarditis .. ..	..	1	1	1	..	..	..	..	3
Protein deficiency .. ..	..	..	..	1	..	..	1	1	3
Anaemia .. ..	..	..	..	1	..	..	1	1	3
Uraemia .. ..	..	1	..	1	..	..	..	..	2
Cellulitis .. ..	..	1	..	..	..	..	..	1	2
Acute laryngo tracheitis .. ..	..	1	..	..	..	..	1	..	2
Cerebral haemorrhage .. ..	..	..	..	..	1	..	..	1	2
Acute abdomen .. ..	..	..	..	1	..	..	1	..	2
Atalectasis .. ..	1	..	..	..	1	..	..	..	2
Imperforate anus .. ..	1	..	..	..	..	1	..	..	2

APPENDIX XIX.—*continued.*7. NUMBER OF DEATHS OF INDIGENOUS CHILDREN RECORDED IN ADMINISTRATION HOSPITALS DURING THE YEAR ENDED 31ST MARCH, 1959, CLASSIFIED BY AGE DISTRIBUTION AND CAUSE OF DEATH—*continued.*

Cause of Death.	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.	
Sub-arachnoid haemorrhage .. ..	..	..	..	2	..	..	..	..	2
Cirrhosis of liver .. ..	..	..	..	2	..	..	..	..	2
Pyrexia .. ..	..	2	..	..	..	..	..	..	2
Perforated duodenal ulcer .. ..	..	..	1	1	..	..	..	..	2
Osteo sarcoma .. ..	..	..	2	..	..	..	..	..	2
Cardiac failure .. ..	..	..	..	..	..	1	..	1	2
Stomatitis .. ..	..	..	..	..	..	2	..	..	2
Encephalitis .. ..	..	..	..	..	..	..	2	..	2
Septicaemia .. ..	..	..	1	..	..	..	..	1	2
Lympho sarcoma .. ..	..	..	1	..	..	..	..	..	1
Food poisoning .. ..	..	..	1	..	..	..	..	..	1
Wilms tumour .. ..	..	..	1	..	..	..	..	..	1
Amoebic abscess .. ..	..	..	1	..	..	..	..	..	1
Jaundice .. ..	..	..	..	..	..	1	..	..	1
Suppurative pericarditis .. ..	..	..	..	..	..	1	..	..	1
Acute hepatic abscess .. ..	..	..	..	..	..	1	..	..	1
Cerebral tumour .. ..	..	..	..	..	..	1	..	..	1
Coma .. ..	..	..	..	..	..	1	..	..	1
Ankylostomiasis .. ..	..	..	..	1	..	..	..	..	1
Phlonephritis .. ..	..	1	..	..	..	..	..	..	1
Accidental death .. ..	..	..	..	1	..	..	..	..	1
Typhoid fever .. ..	..	..	..	1	..	..	..	..	1
Enteritis .. ..	..	..	..	1	..	..	..	..	1
Carcinomatosis .. ..	..	..	1	..	..	..	..	..	1
Splenic abscess .. ..	..	..	1	..	..	..	..	..	1
Malignant ulcer .. ..	..	..	..	..	..	..	1	..	1
Abscess of liver .. ..	..	..	..	..	1	..	..	..	1
Umbilical haemorrhage .. ..	..	..	..	..	1	..	..	..	1
Bronchietasis .. ..	..	..	..	1	..	..	..	..	1
Malignant maxillary tumour .. ..	..	..	..	1	..	..	..	..	1
Hepatomgely .. ..	..	..	1	..	..	..	..	..	1
Cerebral spinal injury .. ..	..	..	..	1	..	..	..	..	1
Neonatal disorder .. ..	1	..	..	..	..	..	..	..	1
Hydrocephalis .. ..	..	1	..	..	..	..	..	..	1
Poliomyelitis .. ..	..	1	..	..	..	..	..	..	1
Perforating wound of abdomen .. ..	..	..	..	..	..	..	1	..	1
Beri beri .. ..	..	..	..	..	..	..	..	1	1
Primary carcinoma of ovary .. ..	..	..	..	..	..	..	..	1	1
Pericarditis .. ..	..	..	..	..	..	..	..	1	1
Unknown .. ..	1	1	2	..	..	1	1	1	7
Total .. ..	81	253	230	98	80	220	226	81	1,269



## APPENDIX XIX.—continued.

## 8. DISTRIBUTION OF DEATHS OF INDIGENOUS CHILDREN UNDER TEN YEARS OF AGE OCCURRING IN ADMINISTRATION HOSPITALS DURING THE YEAR ENDED 31ST MARCH, 1959.

(AS ASCERTAINED FROM DETAILS SHOWN ON DEATH CERTIFICATES.)

Location of Hospital.	Males.				Females.				Total.
	Under one month.	One to twelve months.	One to four years.	Five to ten years.	Under one month.	One to twelve months.	One to four years.	Five to ten years.	
<b>Western Highlands District—</b>									
Kompam .. .. .	..	1	..	..	..	..	1	..	2
Laiagam .. .. .	..	6	5	3	..	6	9	2	31
Mt. Hagen .. .. .	13	29	14	3	7	17	7	3	93
Minj .. .. .	1	13	9	3	5	11	13	4	59
Togoba .. .. .	4	2	1	1	..	6	5	..	19
Wabal .. .. .	..	23	5	3	..	16	6	2	55
	18	74	34	13	12	56	41	11	259
<b>Eastern Highlands District—</b>									
Chuave .. .. .	2	10	3	1	..	12	4	1	33
Goroka .. .. .	7	19	7	2	2	14	3	2	56
Gumine .. .. .	..	9	19	5	..	8	28	5	74
Kerowagi .. .. .	2	12	29	15	7	21	44	15	145
Kundiawa .. .. .	9	46	42	13	9	38	47	17	221
Lufa .. .. .	..	5	..	2	..	..	..	1	8
Okapa .. .. .	1	1	3	1	1	2	3	..	12
	21	102	103	39	19	95	129	41	549
<b>Sepik District—</b>									
Aitape .. .. .	..	2	2	2	2	2	..	..	10
Ambunti .. .. .	1	1	1	2	..	1	1	..	7
Angoram .. .. .	..	4	1	1	..	1	1	..	8
Dreikikir .. .. .	..	2	3	1	..	1	..	..	7
Lumi .. .. .	1	2	6	2	1	2	..	..	14
Maprik .. .. .	1	5	10	2	7	6	5	1	37
Nuku .. .. .	..	1	..	..	..	1	..	1	3
Timbunke .. .. .	..	1	1	..	..	4	1	..	7
Vanimo .. .. .	..	3	3	..	1	..	2	..	9
Wewak .. .. .	8	3	8	5	7	..	1	2	34
Yangoru .. .. .	..	1	1	1	3	3	1	1	11
	11	25	36	16	21	21	12	5	147
<b>Madang District—</b>									
Bogia .. .. .	2	3	2	2	5	4	1	..	19
Bundi .. .. .	1	..	1	..	..	1	1	..	4
Karkar .. .. .	3	2	4	..	1	1	6	..	17
Madang .. .. .	6	2	1	3	4	6	4	3	29
Saidor .. .. .	1	..	1	..	..	..	..	1	3
	13	7	9	5	10	12	12	4	72

APPENDIX XIX.—*continued.*

8. DISTRIBUTION OF DEATHS OF INDIGENOUS CHILDREN UNDER TEN YEARS OF AGE OCCURRING IN ADMINISTRATION HOSPITALS DURING THE YEAR ENDED 31ST MARCH, 1959—*continued.*  
 (AS ASCERTAINED FROM DETAILS SHOWN ON DEATH CERTIFICATES.)

Location of Hospital.	Males.				Females.				Total.
	Under one month.	One to twelve months.	One to four years.	Five to ten years.	Under one month.	One to twelve months.	One to four years.	Five to ten years.	
<b>Morobe District—</b>									
Bulolo .. .. .	2	3	1	..	3	..	1	1	11
Finschhafen .. .. .	..	..	2	..	1	..	..	1	4
Kaipit .. .. .	1	4	4	..	..	7	5	1	22
Malahang (Lae) .. .. .	6	14	13	2	6	4	7	5	57
Mumeng .. .. .	..	1	3	1	2	..	2	..	9
Wasu .. .. .	..	..	1	..	..	..	1	..	2
Wau .. .. .	..	1	..	1	..	..	..	..	2
	9	23	24	4	12	11	16	8	107
<b>New Britain District—</b>									
Bitu Paka .. .. .	..	1	..	2	..	2	1	..	6
Cape Gloucester .. .. .	1	..	1	..	..	..	..	1	3
Kandrian .. .. .	..	..	1	..	..	2	..	..	3
Kokopo .. .. .	..	1	3	..	..	2	..	..	6
Pomio .. .. .	..	3	1	..	..	1	2	1	8
Rabaul .. .. .	5	6	7	2	3	6	3	3	35
Talasea .. .. .	..	..	..	..	..	1	..	1	2
	6	11	13	4	3	14	6	6	63
<b>New Ireland District—</b>									
Kavieng .. .. .	..	..	1	..	1	2	3	1	8
Namatanai .. .. .	..	..	4	4	1	2	3	1	15
Taskul .. .. .	1	2	2	..	..	..	1	..	6
	1	2	7	4	2	4	7	2	29
<b>Bougainville District—</b>									
Buin .. .. .	1	2	..	..	1	3	1	1	9
Kieta .. .. .	..	3	..	6	..	1	..	1	11
Sohano .. .. .	1	2	..	2	..	2	1	2	10
Wakunai .. .. .	..	..	3	2	..	..	..	..	5
	2	7	3	10	1	6	2	4	35
<b>Manus District—</b>									
Lorengau .. .. .	..	2	1	3	..	1	1	..	8
<b>Total</b> .. .. .	81	253	230	98	80	220*	226	81	1,269

## APPENDIX XIX—continued.

## 9. ADMINISTRATION INFANT WELFARE CENTRES AND CLINICS FOR EUROPEANS AND ASIANS FOR THE YEAR ENDED 31ST MARCH, 1959.

Centre.	Enrolments.		Number of Attendances by Children.		Frequency of Clinics.
	Number Aged Twelve Months or Less Enrolled at 31st March, 1959.	Number Aged One to Five Years Enrolled at 31st March, 1959.	Under One Year.	One to Five Years.	
EUROPEANS.					
Bulolo .. .. .	17	19	123	28	Weekly (Wau fortnightly)
Goroka .. .. .	18	48	245	95	Weekly
Kavieng .. .. .	4	6	83	13	Weekly
Lae .. .. .	42	9	1,109	96	Twice weekly
Madang .. .. .	17	11	267	28	Weekly
Mt. Hagen .. .. .	5	..	20	..	..
Rabaul .. .. .	78	34	952	102	Weekly
Wewak .. .. .	24	30	268	102	Weekly
Total .. .. .	205	157	3,067	464	1 twice weekly; 6 once weekly; 1 fortnightly
ASIANS.					
Bulolo .. .. .	..	..	..	..	..
Goroka .. .. .	..	..	..	..	..
Kavieng .. .. .	3	5	39	13	Weekly
Lae .. .. .	16	7	600	152	Weekly
Madang .. .. .	4	3	64	8	Weekly
Mt. Hagen .. .. .	..	..	..	..	..
Rabaul .. .. .	33	10	272	36	Weekly
Wewak .. .. .	3	2	17	6	Weekly
Total .. .. .	59	27	992	215	5 weekly

## APPENDIX XIX.—continued.

## 10. ADMINISTRATION INFANT WELFARE CENTRES AND CLINICS FOR INDIGENES FOR THE YEAR ENDED 31ST MARCH, 1959.

## A.—Number of Children Enrolled and Number of Attendances.

Infant Welfare Centre.	Enrolments.		Number of Attendances by Children.			
	Number Aged less than one Year Enrolled at 31st March, 1959.	Number Aged 1 to 5 Years Enrolled at 31st March, 1959.	Under 1 Year.	1 to 5 Years.	Over 5 Years.	Total Attendances.
Bulolo (Slate Creek) .. .. .	185	481	343	810	..	1,153
Chimbu .. .. .	467	2,291	2,411	8,952	1,340	12,703
Goroka .. .. .	498	2,808	5,617	17,472	..	23,089
Kavieng .. .. .	549	2,203	1,800	6,354	221	8,375
Lae .. .. .	443	1,032	8,767	17,269	..	26,036
Madang .. .. .	562	2,113	5,847	14,934	435	21,216
Mount Hagen .. .. .	678	1,306	5,501	6,186	545	12,232
Rabaul .. .. .	1,093	1,982	5,626	3,934	2,084	11,644
Sohano .. .. .	301	1,277	1,353	4,460	789	6,602
Wewak .. .. .	759	1,892	4,925	10,005	9,746	24,676
Total .. .. .	5,535	17,385	42,190	90,376	15,160	147,726

## B.—Pre-Natal Care. Births and Deaths.

Infant Welfare Centre.	Pre-Natal Care.		Number of Confinements.	Number of Twin Births.	Number of Deaths.				
	Number Enrolled at 31st March, 1959.	Total Attendances.			Maternal.	Infant.			
						Under 1 Month.	1 to 12 Months.	1 to 5 Years.	Over 5 Years.
Bulolo (Slate Creek) .. .. .	18	18	48	2	..	3	2	..	..
Chimbu .. .. .	..	57	20	..	..	11	44	109	..
Goroka .. .. .	..	..	..	..	..	1	16	6	..
Kavieng .. .. .	221	433	293	..	..	1	15	3	..
Lae .. .. .	116	1,316	328	..	2	2	6	3	1
Madang .. .. .	83	621	374	2	..	4	13	11	1
Mt. Hagen .. .. .	105	258	151	3	..	4	20	7	1
Rabaul .. .. .	215	10,230	256	3	..	..	1	..	..
Sohano .. .. .	121	409	89	1	1	2	13	21	1
Wewak .. .. .	93	769	284	6	1	15	9	13	5
Total .. .. .	972	4,904	1,843	17	4	43	139	173	9

NOTE.—Statistics contained in the above tables are confined to children up to 10 years of age.

APPENDIX XIX.—*continued.*

## 11. MISSION ACTIVITY IN INFANT WELFARE CENTRES AND CLINICS FOR INDIGENES DURING THE YEAR ENDED 31ST MARCH, 1959: RECORDED BIRTHS AND DEATHS.

Mission.	Recorded Births.			Still Births.	Pre-natal Births.	Twin Births.	Recorded Deaths.				
	Occurring in Hospitals.	Occurring in Villages.	Total.				Maternal.	Infant Deaths Under One Year.		Infant Death Over One Year	
								In Hospitals.	In Villages.	In Hospitals.	In Villages.
Apostolic Church Mission ..	7	..	7	..	..	1	..	6	1	1	..
Australian Baptist Foreign Mission Incorporated ..	62	351	413	18	23	9	8	25	16	10	9
Australian Lutheran Mission ..	57	95	152	2	6	1	2	5	4	1	2
Bismarck-Solomons Union of Seventh Day Adventists ..	16	6	22	1	3	..	..	1	3	1	..
Catholic Mission of the Divine Word ..	143	(c)	143	1	5	..	2	5	..	..	..
Catholic Mission of the Holy Ghost ..	53	134	187	1	21	3	4	12	22	4	9
Catholic Mission of the Most Sacred Heart of Jesus, Kavieng ..	248	43	291	5	11	1	..	15	6	4	3
Catholic Mission of the Most Sacred Heart of Jesus, Vunapope ..	1,578	168	1,746	16	45	41	3	42	4	8	5
Christian Missions in Many Lands ..	5	25	30	..	9	1	1	1	3	1	..
Coral Sea Union of Seventh Day Adventists ..	6	..	6	..	..	..	..	3	4	..	..
Franciscan Mission ..	66	107	173	3	13	7	1	18	8	2	..
Lutheran Mission, New Guinea (a) ..	444	680	1,124	17	26	(b) 17	8	35	35	19	11
Marist Mission Society (a) ..	268	61	329	8	11	2	3	24	3	2	2
Methodist Missionary Society of New Zealand ..	146	48	194	3	8	2	2	14	4	6	2
Methodist Overseas Mission (New Guinea District) ..	306	33	339	10	15	5	1	14	3	1	..
New Guinea Anglican Mission ..	10	..	10	2	..	..	1	15	1	10	..
Salvation Army ..	..	..	(c)	..	..	..	..	..	14	..	..
South Seas Evangelical Mission Ltd. ..	1	41	42	..	..	..	1	3	10	3	1
Total (a) ..	3,416	1,792	5,208	87	196	(b) 90	37	238	141	73	44

(a) Incomplete.

(b) Includes one case of triplets.

(c) Not available.

## APPENDIX XIX.—continued.

## 12. MISSION ACTIVITY IN INFANT WELFARE CENTRES AND CLINICS FOR INDIGENES DURING THE YEAR ENDED 31ST MARCH, 1959: PRE-NATAL CARE AND INFANT WELFARE.

Mission.	Number of Stations.	Pre-Natal Care.			Infant Welfare.			
		Number Enrolled 31st March, 1959.	Number New Cases during Year.	Number of Attendances.	Number Enrolled Aged Less than 1 Year at 31st March, 1959.	Average Monthly Enrolment.	Total Attendances.	Average Monthly Special Feedings.
Apostolic Church Mission ..	1	4	15	50	147	279.0	2,423	5.8
Australian Baptist Foreign Mission Incorporated .. ..	2	134	346	1,911	457	2,176.5	27,840	34.0
Australian Lutheran Mission ..	1	66	115	492	109	558.4	4,825	8.2
Bismarck—Solomons Union of Seventh Day Adventists ..	3	53	39	337	9	118.9	1,274	3.5
Catholic Mission of the Divine Word ..	1	(b)	(b)	(b)	(b)	(b)	2,854	(b)
Catholic Mission of the Holy Ghost ..	4	129	179	1,077	448	1,223.3	10,467	48.75
Catholic Mission of the Most Sacred Heart of Jesus, Kavieng ..	3	99	269	3,884	220	678.4	13,513	7.05
Catholic Mission of the Most Sacred Heart of Jesus, Vunapope ..	8	701	2,229	10,453	651	1,672.2	31,391	30.2
Christian Missions in Many Lands ..	2	9	17	125	22	103.2	2,008	9.2
Coral Sea Union of Seventh Day Adventists .. ..	1	(b)	(b)	(b)	(b)	121.75	606	(b)
Franciscan Mission .. ..	2	54	126	1,944	147	371.9	13,884	30.5
Lutheran Mission, New Guinea(a) ..	15	384	1,281	3,839	1,156	5,471.75	42,055	66.8
Marist Mission Society(a) ..	9	113	278	894	374	854.6	14,379	16.95
Methodist Missionary Society of New Zealand .. ..	3	46	188	642	188	1,614.6	3,843	18.6
Methodist Overseas Mission (New Guinea District) .. ..	5	97	374	1,784	268	602.1	7,014	14.90
New Guinea Anglican Mission ..	1	..	7	5	106	227.8	1,356	3.0
Salvation Army .. ..	1	50	119	267	410	609	3,222	5.4
South Seas Evangelical Mission Ltd.	1	3	21	54	76	349	4,000	14.5
Total(a) .. ..	63	1,942	5,603	27,758	4,788	..	186,954	..

(a) Incomplete. (b) Not available.

## 13. TOTAL EXPENDITURE ON PUBLIC HEALTH DURING THE YEAR ENDED 30TH JUNE, 1959.

	£	£
Administration—		
Public Health—General .. ..	1,192,315	
Medical Aid to Missions .. ..	64,605	
Construction and Maintenance of Hospitals, Sewerage and Water Supply .. ..	553,828	
		1,810,752
Mission (ascertainable expenditure from their own funds) .. ..		105,486
Native Local Government Councils (from their own funds) .. ..		12,165
Total expenditure .. ..		£1,928,403

## 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.

A further census of these dwellings will be taken at 30th June, 1961.

## APPENDIX XXI.

## PENAL ORGANIZATION.

## 1. PERSONS RECEIVED INTO GAOL FROM THE COURTS DURING THE YEAR ENDED 30TH JUNE, 1959—TERM OF SENTENCE.

Term of Sentence.	Indigenes.			Europeans.			Other Non-indigenes.		
	Males.	Females.	Total.	Males.	Females.	Total.	Males.	Females.	Total.
Under 1 Month .. .. .	993	60	1,053	1	..	1	..	..	..
1 Month and under 3 Months .. .. .	4,208	261	4,469	1	..	1	2	1	3
3 Months and under 6 Months .. .. .	2,024	61	2,085	..	..	..	1	..	1
6 Months and under 12 Months .. .. .	443	14	457	..	..	..	6	..	6
1 Year and under 2 Years .. .. .	26	1	27	..	..	..	..	..	..
2 Years and under 3 Years .. .. .	24	2	26	..	..	..	..	..	..
3 Years and under 5 Years .. .. .	35	..	35	..	..	..	..	..	..
5 Years and under 10 Years .. .. .	15	..	15	..	..	..	..	..	..
10 Years and under 15 Years .. .. .	4	..	4	..	..	..	..	..	..
15 Years and over .. .. .	2	..	2	..	..	..	..	..	..
Life Imprisonment .. .. .	11	..	11	..	..	..	..	..	..
Death Recorded .. .. .	..	..	..	..	..	..	..	..	..
Total { First Term .. .. .	7,526	388	7,914	1	..	1	6	1	7
{ Recidivist .. .. .	259	11	270	1	..	1	3	..	3
Grand Total .. .. .	7,785	399	8,184	2	..	2	9	1	10

## 2. PRISONERS UNDER SENTENCE IN GAOL AT 30TH JUNE, 1959—AGE DISTRIBUTION

Age in Years.	Indigenes.			Europeans.(a)			Other Non-indigenes.		
	Males.	Females.	Total.	Males.	Females.	Total.	Males.	Females.	Total.
Under 14 .. .. .	(b) 1	..	1	..	..	..	..	..	..
14 and 15 .. .. .	(b) 3	..	3	..	..	..	..	..	..
16 and 17 .. .. .	(c) 18	..	18	..	..	..	..	..	..
18, 19 and 20 .. .. .	83	5	88	..	..	..	..	..	..
21 to 24 .. .. .	269	19	288	..	..	..	..	..	..
25 to 29 .. .. .	433	23	456	..	..	..	3	..	3
30 to 39 .. .. .	454	19	473	1	..	1	..	..	..
40 to 49 .. .. .	132	3	135	..	..	..	..	..	..
50 to 59 .. .. .	27	..	27	..	..	..	..	..	..
60 and over .. .. .	3	..	3	..	..	..	..	..	..
Total { First Term .. .. .	1,350	64	1,414	1	..	1	2	..	2
{ Recidivist .. .. .	73	5	78	..	..	..	1	..	1
Grand Total .. .. .	1,423	69	1,492	1	..	1	3	..	3

(a) Europeans sentenced to imprisonment over 6 months are usually transferred to a prison in Australia to serve their sentence. (b) These youths were accommodated outside the prison proper, under the direct control of the Superintendent, and attended school. (c) Includes 4 juvenile detainees serving long sentences and mandated to a mission where they are permanently domiciled for schooling and training.

## APPENDIX XXI.—continued.

## 3. PRISONERS UNDER SENTENCE IN GAOL AT 30TH JUNE, 1959—TERM OF SENTENCES BEING SERVED.

Term of Sentence.	Indigenes.			Europeans.			Other Non-Indigenes.		
	Males.	Females.	Total.	Males.	Females.	Total.	Males.	Females.	Total.
Under 1 Month. . . . .	41	..	41	1	..	1	..	..	..
1 Month and under 3 Months ..	371	37	408	..	..	..	..	..	..
3 Months and under 6 Months ..	360	18	378	..	..	..	..	..	..
6 Months and under 12 Months ..	203	6	209	..	..	..	3	..	..
1 Year and under 2 Years ..	38	3	41	..	..	..	..	..	..
2 Years and under 3 Years ..	42	1	43	..	..	..	..	..	..
3 Years and under 5 Years ..	170	1	171	..	..	..	..	..	..
5 Years and under 10 Years ..	109	3	112	..	..	..	..	..	..
10 Years and under 15 Years ..	57	..	57	..	..	..	..	..	..
15 Years and over ..	9	..	9	..	..	..	..	..	..
Life Imprisonment ..	23	..	23	..	..	..	..	..	..
Death Recorded ..	..	..	..	..	..	..	..	..	..
Total { First Term ..	1,350	64	1,414	1	..	1	2	..	2
{ Recidivist ..	73	5	78	..	..	..	1	..	1
Grand Total ..	1,423	69	1,492	1	..	1	3	..	3

## NOTE.—

- (i) At 30th June, 1959, there were 60 prisons.  
(ii) Average number of inmates daily was—(a) indigenous 1,785.32; (b) non-indigenous 3.62.  
(iii) European male officers—58.  
(iv) Daily average of warders—420.  
(v) Daily average of female warders—22.  
(vi) Average of 374 cubic feet of cell space per detainee.  
(vii) Cells for indigenous males—22; cells for indigenous females—0; cells for non-indigenous males—9; cells for non-indigenous females—0.  
(viii) Wards for indigenous males—83; wards for indigenous females—30; wards for non-indigenous males—0; wards for non-indigenous females—2.  
(ix) Factories—3 Lae and Rabaul (with provision for wood working and joinery) and Kavieng (brickmaking).

## APPENDIX XXII.

## EDUCATION.

## 1. ADMINISTRATION AND MISSION SCHOOLS 1954-55 TO 1958-59.

Year.	Administration.					Mission.					Totals.				
	Schools.	Teachers.	Pupils.			Schools.	Teachers.	Pupils.			Schools.	Teachers.	Pupils.		
			Male.	Female.	Total.			Male.	Female.	Total.			Male.	Female.	Total.
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	(a)4,103	73,196	46,183	119,379
1958-59 ..	189	543	9,107	(b)3,410	(b)12,517	2,777	3,453	66,114	46,028	112,142	(a)2,966	(a)3,996	75,221	(b)49,438	(b)124,659

(a) The decline in number of mission schools and teachers is due to the fact that since 1956, the missions have closed or consolidated numbers of schools in compliance with educational policy. (b) In addition, 9 girls from New Guinea are receiving teacher training in Papua.



## APPENDIX XXII.—continued.

## 2. ADMINISTRATION AND MISSION PRIMARY SCHOOLS 1954-55 TO 1958-59.

Year.	Administration.							Mission.(b)				Total.			
	Schools.	Teachers.(a)			Pupils.(a)			Schools.	Pupils.			Schools.	Pupils.		
		Non-Indigenous.	Indigenous.	Total.	Male.	Female.	Total.		Male.	Female.	Total.		Male.	Female.	Total.
<i>Primary (T) Schools.</i>															
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	..	..	..	..	..	..	..	
1958-59	153	37	369	406	7,632	2,777	10,409	329	17,260	11,979	29,239	482	24,892	14,756	39,648
<i>Primary (A) Schools.</i>															
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	..	..	..	..	..	..	..	
1958-59	21	49	..	49	(c) 673	(c) 588	(c) 1,261	10	294	274	568	31	967	862	1,829
<i>Exempt Schools.</i>															
1958-59	..	..	..	..	..	..	..	2,413	47,917	133,695	81,612	2,413	47,917	133,695	81,612
<i>Total.</i>															
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	..	..	..	..	..	..	..	
1958-59	174	86	369	455	8,305	3,365	11,670	2,752	65,471	45,948	111,419	2,926	73,776	49,313	123,089

(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. (b) Comparative figures for mission teachers are not available. (c) Includes 6 indigenous boys and 1 indigenous girl attending Primary (A) schools.

## 3. ADMINISTRATION AND MISSION SCHOOLS BEYOND PRIMARY LEVEL (INTERMEDIATE, SECONDARY, TECHNICAL AND TEACHER TRAINING) 1954-55 TO 1958-59.

Year.	Administration.							Mission.(b)				Total.			
	Schools. (c)	Teachers.(a)			Pupils.(a)			Schools.	Pupils.			Schools.	Pupils.		
		Non-Indigenous.	Indigenous.	Total.	Male.	Female.	Total.		Male.	Female.	Total.		Male.	Female.	Total.
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	..	..	..	..	..	..	..	
1958-59	15	53	35	88	(d) 802	(d) 45	(d) 847	25	(d) 643	(d) 80	(d) 723	40	(d) 1,445	(d) 125	(d) 1,570

(a) Teachers and pupils at primary level in these schools have been excluded and appear in Table 2. (b) Comparative figures for Mission teachers are not at present available. (c) Figures include one Administration secondary school at Rabaul attended by non-indigenous pupils. (d) Except for 32 non-indigenous pupils at the Administration secondary school at Rabaul 20 non-indigenous pupils receiving correspondence tuition under supervision at primary schools and 20 non-indigenous pupils (9 boys and 11 girls) receiving instruction at intermediate level at Mission primary schools, all pupils shown in this table for 1958-59 are indigenous. Numbers of non-indigenous pupils in Administration schools in previous years are shown in previous annual reports. (e) In addition, 9 girls from New Guinea are receiving teacher training in Papua.

## APPENDIX XXII.—continued.

## 4. ADMINISTRATION SCHOOLS AT 30TH JUNE, 1959.

Type of School.	Schools.	Pupils.					Teachers.			
		European.	Asian.	Mixed Race.	Indigenous.	Total.	European.	Asian.	Indigenous.	Total.
Primary (A) (Preparatory to Grade 6) .. .. .	21	843	311	100	7	1,261	46	3	..	49
Primary (T) (Preparatory to Standard 6) .. .. .	(a) 153	..	..	..	10,409	10,409	37	..	369	406
Intermediate (Standards 7, 8 and 9) .. .. .	(b) 10	..	..	..	468	468	23	..	31	54
Secondary (Forms I-IV) .. .. .	1	20	30	2	..	(c) 52	4	..	..	4
Secondary (Sub-Junior and Junior) .. .. .	1	..	..	..	30	30	5	..	..	5
Technical Training (First to Fifth Year) .. .. .	2	..	..	..	(d) 269	269	20	..	4	24
Teacher Training .. .. .	1	..	..	..	(e) 28	28	1	..	..	1
Total .. .. .	189	863	341	102	11,211	12,517	136	3	404	543

(a) Includes 1 girls' school at primary level with 41 pupils. (b) Includes 2 girls' schools with 16 girls at intermediate level and 120 at primary level. (c) Includes 7 European and 13 Asian children receiving correspondence tuition under supervision at primary schools. (d) Includes 22 pupils at the technical training annexe, attached to Madang Intermediate School. (e) In addition, 9 girls from New Guinea are receiving teacher training in Papua.

## 5. MISSION SCHOOLS AT 30TH JUNE, 1959.

Type of School.	Schools.	Pupils.				
		European.	Asian.	Mixed Race.	Indigenous.	Total.
Primary (A) (Preparatory to Grade 6) .. .. .	10	178	163	227	..	568
Primary (T) (Preparatory to Standard 6) .. .. .	329	..	..	..	29,239	29,239
Exempt Schools .. .. .	2,413	..	..	..	81,612	81,612
Intermediate .. .. .	..	12	1	7	..	(a) 20
Intermediate (Standards 7, 8 and 9) .. .. .	10	..	..	..	276	276
Secondary (Sub-Junior and Junior) .. .. .	1	..	..	..	80	80
Technical Training (First to Fifth Year) .. .. .	1	..	..	..	36	36
Teacher Training .. .. .	13	..	..	..	311	311
Total .. .. .	2,777	190	164	234	111,554	112,142

(a) These students (9 boys and 11 girls) are receiving instruction at intermediate level, at various primary schools.

## APPENDIX XXII.—continued.

## 6. ADMINISTRATION AND MISSION SCHOOLS BY DISTRICT AT 30TH JUNE, 1959.

District.	Schools.(a)	Pupils.									Teachers.			
		Non-indigenous.			Indigenous.			Total.			Euro- pean.	Asian.	Indigenous.(b)	Total.
		Male.	Female.	Total.	Male.	Female.	Total.	Male.	Female.	Total.				
<i>Administration Schools.</i>														
Western High-lands ..	9	21	17	38	400	25	425	421	42	463	7	..	13	20
Eastern High-lands ..	22	42	30	72	1,166	163	1,329	1,208	193	1,401	11	..	38	49
Sepik ..	21	26	28	54	958	166	1,124	984	194	1,178	9	..	37	46
Madang ..	20	62	47	109	898	260	1,158	960	307	1,267	12	..	39	51
Morobe ..	33	235	231	466	1,521	427	1,948	1,756	658	2,414	38	1	59	98
New Britain ..	34	238	207	445	1,844	769	2,613	2,082	976	3,058	42	2	97	141
New Ireland ..	24	39	23	62	675	296	971	714	319	1,033	7	..	53	60
Bougainville ..	8	9	4	13	219	70	289	228	74	302	4	..	15	19
Manus ..	19	30	24	54	724	623	1,347	754	647	1,401	6	..	53	59
	190	702 (c)	611 (d)	1,313 (c)(d)	8,405	2,799	11,204	9,107	3,410	12,517	136	3	404	543
<i>Mission Schools.</i>														
Western High-lands ..	407 (389)	..	..	..	10,247	5,637	15,884	10,247	5,637	15,884	17	..	446 (444)	463
Eastern High-lands ..	357 (347)	33	28	61	8,758	5,370	14,128	8,791	5,398	14,189	14	..	404 (399)	418
Sepik ..	428 (391)	..	..	..	11,739	7,383	19,122	11,739	7,383	19,122	44	..	497 (483)	541
Madang ..	474 (431)	38	42	80	8,914	6,546	15,460	8,952	6,588	15,540	19	..	564 (541)	583
Morobe ..	452 (423)	69	59	128	9,603	7,346	16,949	9,672	7,405	17,077	20	..	442 (435)	462
New Britain ..	290 (194)	134	129	263	8,099	7,280	15,379	8,233	7,409	15,642	48	2	406 (241)	456
New Ireland ..	150 (129)	29	27	56	2,511	1,903	4,414	2,540	1,930	4,470	4	..	198 (170)	202
Bougainville ..	159 (76)	..	..	..	4,777	3,345	8,122	4,777	3,345	8,122	37	..	213 (86)	250
Manus ..	60 (33)	..	..	..	1,163	933	2,096	1,163	933	2,096	4	..	74 (38)	78
	2,777 (2,413)	303	285	588	65,811	45,743	111,554	66,114	46,028	112,142	207	2	3,244 (2,837)	3,453
<i>Total.(a)</i>														
Western High-lands ..	416 (389)	21	17	38	10,647	5,662	16,309	10,668	5,679	16,347	24	..	459 (444)	483
Eastern High-lands ..	379 (347)	75	58	133	9,924	5,533	15,457	9,999	5,591	15,590	25	..	442 (399)	467
Sepik ..	449 (391)	26	28	54	12,697	7,549	20,246	12,723	7,577	20,300	53	..	534 (483)	587
Madang ..	494 (431)	100	89	189	9,812	6,806	16,618	9,912	6,895	16,807	31	..	603 (541)	634
Morobe ..	485 (423)	304	290	594	11,124	7,773	18,897	11,428	8,063	19,491	58	1	501 (435)	560
New Britain ..	324 (194)	372	336	708	9,943	8,049	17,992	10,315	8,385	18,700	90	4	503 (241)	597
New Ireland ..	174 (129)	68	50	118	3,186	2,199	5,385	3,254	2,249	5,503	11	..	251 (170)	262
Bougainville ..	167 (76)	9	4	13	4,996	3,415	8,411	5,005	3,419	8,424	41	..	228 (86)	269
Manus ..	79 (33)	30	24	54	1,887	1,556	3,443	1,917	1,580	3,497	10	..	127 (38)	137
	2,967 (2,413)	1,005 (c)	896 (d)	1,901 (c)(d)	74,216	48,542	122,758	75,221	49,438	124,659	343	5	3,648 (2,837)	3,996

(a) Includes exempt schools, which are shown in brackets.  
(d) Includes one indigenous girl.

(b) Figures in brackets are teachers employed in exempt schools.

(c) Includes six indigenous

## APPENDIX XXII.—continued.

## 7. ADMINISTRATION AND MISSION SCHOOLS: NON-INDIGENOUS PUPILS, BY ACADEMIC LEVEL AT 30TH JUNE, 1959.

	European.			Asian.			Mixed Race.			Total.		
	Male.	Female.	Total.	Male.	Female.	Total.	Male.	Female.	Total.	Male.	Female.	Total.
<i>Administration Schools.</i>												
Primary (A)—												
Preparatory ..	68	74	142	37	38	75	11	13	24	116	125	241
Grade 1 ..	94	76	170	21	22	43	14	5	19	129	103	232
2 ..	62	59	121	25	21	46	10	8	18	97	88	(a) 185
3 ..	62	59	121	17	18	35	5	4	9	84	81	165
4 ..	60	48	108	19	15	34	10	5	15	89	68	(b) 157
5 ..	46	36	82	16	21	37	2	2	4	64	59	(c) 123
6 ..	57	42	99	25	16	41	6	5	11	88	63	151
Total Primary (A)	449	394	843	160	151	311	58	42	100	667	587	1,254
Secondary—												
Form I. ..	8	5	13	11	6	17	2	..	2	21	11	32
II. ..	1	2	3	3	3	6	..	..	..	4	5	9
III. ..	1	3	4	2	3	5	..	..	..	3	6	9
IV. ..	..	..	..	1	1	2	..	..	..	1	1	2
Total Secondary	10	10	20	17	13	30	2	..	2	29	23	(d) 52
Total Administration Schools	459	404	863	177	164	341	60	42	102	696	610	1,306
<i>Mission Schools.</i>												
Primary (A)—												
Preparatory ..	2	3	5	1	5	6	4	15	19	7	23	30
Grade 1 ..	4	2	6	3	3	6	16	10	26	23	15	38
2 ..	5	2	7	3	1	4	11	13	24	19	16	35
3 ..	4	4	8	..	2	2	11	11	22	15	17	32
4 ..	6	3	9	3	..	3	7	14	21	16	17	33
5 ..	3	12	15	1	1	2	11	6	17	15	19	34
6 ..	5	4	9	2	2	4	9	4	13	16	10	26
Total Primary (A)	29	30	59	13	14	27	69	73	142	111	117	(e) 228
Intermediate—												
Grade 7 ..	4	8	12	..	1	1	3	2	5	7	11	18
8 ..	..	..	..	..	..	..	2	..	2	2	..	2
Total Intermediate	4	8	12	..	1	1	5	2	7	9	11	20
Total Mission Schools	33	38	71	13	15	28	74	75	149	(e) 120	(e) 128	(e) 248
Grand Total ..	492	442	934	190	179	369	134	117	251	(e) 816	(e) 738	(e) 1,554

(a) In addition two indigenous boys.

(b) In addition one indigenous boy.

(c) In addition three indigenous boys and one indigenous girl.

(d) Included 7 European and 13 Asian children receiving correspondence tuition under supervision at primary schools.

(e) In addition 69 European boys and 58 girls, 74 Asian boys and 61 girls and 39 mixed race boys and 39 girls whose academic level is not available.

APPENDIX XXII.—*continued.*

## 8. ADMINISTRATION AND MISSION SCHOOLS: INDIGENOUS PUPILS BY ACADEMIC LEVEL AT 30TH JUNE, 1959.

Standard.					Pupils.		
					Administration.	Mission.	Total.
<b>(i) Primary (T)—</b>							
Preparatory	..	..	..	..	1,902	11,913	13,815
Standard 1	..	..	..	..	2,419	6,436	8,855
2	..	..	..	..	2,268	4,015	6,283
3	..	..	..	..	1,719	3,436	5,155
4	..	..	..	..	1,012	1,726	2,738
5	..	..	..	..	715	1,109	1,824
6	..	..	..	..	374	604	978
Total Primary (T) .. .. .					(a) 10,409	(b) 29,239	(b) 39,648
<b>(ii) Intermediate—</b>							
Standard 7	..	..	..	..	270	190	460
8	..	..	..	..	118	36	154
9	..	..	..	..	80	50	130
Total Intermediate .. .. .					468	276	744
<b>(iii) Secondary—</b>							
Sub-Junior	..	..	..	..	17	..	..
Junior	..	..	..	..	13	..	..
Total Secondary .. .. .					30	80	110
<b>(iv) Technical—</b>							
First Year	..	..	..	..	119	..	..
Second Year	..	..	..	..	73	..	..
Third Year	..	..	..	..	51	..	..
Fourth Year	..	..	..	..	22	..	..
Fifth Year	..	..	..	..	4	..	..
Total Technical .. .. .					269	36	305
<b>(v) Teacher Training</b> .. .. .					(c) 28	311	339
Total .. .. .					(a) 11,204	(b) 29,942	(b) 41,146

(a) Does not include 7 indigenous pupils in Primary (A) schools referred to in Table 6.  
(c) In addition, nine girls are receiving teacher training in Papua.

(b) In addition, there are 81,612 pupils attending exemp. schools.

## APPENDIX XXII.—continued.

## 9. ADMINISTRATION SCHOOLS ATTENDED BY INDIGENES, BY DISTRICTS, AT 30TH JUNE, 1959.

All intermediate schools contain a primary component and the only secondary school contains an intermediate component. In this Table, all teachers and pupils have been included without relation to the academic level to which they belong.(a)

District.	Type of School.	Number.	Pupils.			Teachers.						Total Staff.
			Male.	Female.	Total.	European.			Indigenous.			
						Male.	Female.	Total.	Male.	Female.	Total.	
Western Highlands	Primary (T)	6	400	25	425	4	..	4	13	..	13	17
		6	400	25	425	4	..	4	13	..	13	17
Eastern Highlands	Primary (T)	18	1,063	163	1,226	4	..	4	34	2	36	40
	Intermediate	1	103	..	103	2	1	3	2	..	2	5
		19	1,166	163	1,329	6	1	7	36	2	38	45
Sepik	Primary (T)	19	839	166	1,005	4	..	4	33	..	33	37
	Intermediate	1	119	..	119	3	..	3	4	..	4	7
		20	958	166	1,124	7	..	7	37	..	37	44
Madang	Primary (T)	16	814	219	1,033	6	..	6	33	2	35	41
	Girls Primary (T)	1	..	41	41	..	1	1	..	1	1	2
	Intermediate	1	62	..	62	1	..	1	2	..	2	3
	Technical (c)			..	(c) 22	1	..	1	1	..	1	2
		18	898	260	1,158	8	1	9	36	3	39	48
				(c)								
Morobe	Primary (T)	24	1,250	337	1,587	4	7	11	42	7	49	60
	Girls Intermediate	1	..	90	90	..	1	1	..	3	3	4
	Intermediate	1	169	..	169	4	..	4	5	..	5	9
	Technical	1	74	..	74	6	..	6	2	..	2	8
	Teacher Training	1	28	..	28	1	..	1	..	..	..	1
		28	1,521	427	1,948	15	8	23	49	10	59	82
New Britain	Primary (T)	26	1,377	717	2,094	3	..	3	75	13	88	91
	Girls Intermediate	1	..	46	46	..	2	2	..	1	1	3
	Intermediate	1	191	6	197	3	..	3	6	1	7	10
	Secondary	1	103	..	103	5	..	5	..	..	..	5
	Technical	1	173	..	173	13	..	13	1	..	1	14
	30	1,844	769	2,613	24	2	26	82	15	97	123	

APPENDIX XXII.—*continued.*9. ADMINISTRATION SCHOOLS ATTENDED BY INDIGENES, BY DISTRICTS AT 30TH JUNE, 1959—*continued.*

District.	Type of School.	Number.	Pupils.			Teachers.						Total Staff.
			Male.	Female.	Total.	European.			Indigenous.			
						Male.	Female.	Total.	Male.	Female.	Total.	
New Ireland ..	Primary (T) ..	21	632	296	928	..	..	..	49	1	50	50
	Intermediate ..	1	43	..	43	4	..	4	3	..	3	7
		22	675	296	971	4	..	4	52	1	53	57
Bougainville ..	Primary (T) ..	6	144	70	214	1	..	1	11	..	11	12
	Intermediate ..	1	75	..	75	1	1	2	4	..	4	6
		7	219	70	289	2	1	3	15	..	15	18
Manus ..	Primary (T) ..	16	678	599	1,277	2	..	2	42	8	50	52
	Intermediate ..	1	46	24	70	1	..	1	3	..	3	4
		17	724	623	1,347	3	..	3	45	8	53	56
Grand Total	..	167	8,405	2,799	11,204 (b)	73	13	86	365	39	404	490

(a) The primary components of intermediate schools have not been counted separately but in the corresponding table of the report for 1957-58, they were counted as additional schools. (b) Does not include six indigenous boys and one indigenous girl attending non-indigenous schools. (c) Technical training annexe attached to the Madang Intermediate School.

## APPENDIX XXII.—continued.

## 10. MISSIONS CONDUCTING SCHOOLS AT 30TH JUNE, 1959.

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—New Guinea Mission .. .. .	..	3	3	..	..	..	..	..	8	11
Australian Baptist Foreign Mission Incorporated .. .. .	..	5	5	..	..	..	..	..	21	26
Australian Lutheran Mission .. .. .	..	5	5	..	..	..	1	1	28	34
Bismarck Solomons Union of Seventh Day Adventists .. .. .	..	1	1	..	..	..	..	..	84	85
Catholic Mission of the Divine Word .. .. .	..	16	16	1	..	..	1	2	299	317
Catholic Mission of the Holy Ghost .. .. .	3	33	36	..	..	..	2	2	563	601
Catholic Mission of the Most Sacred Heart of Jesus, Yunapope (b) .. .. .	3	83	86	3	1	..	1	5	11	102
Catholic Mission of the Most Sacred Heart of Jesus, Kavieng (b) .. .. .	1	42	43	1	..	..	..	1	3	47
Christian Missions in Many Lands .. .. .	..	1	1	..	..	..	1	1	4	6
Church of Christ Mission (c) .. .. .	..	1	1	..	..	..	..	..	..	1
Church of the Nazarene .. .. .	..	1	1	..	..	..	..	..	..	1
Coral Sea Union of Seventh Day Adventists .. .. .	..	2	2	1	..	..	..	1	66	69
East and West Indies Bible Mission .. .. .	..	1	1	..	..	..	..	..	2	3
Evangelical Lutheran Mission .. .. .	..	2	2	..	..	..	..	..	15	17
Franciscan Mission .. .. .	..	12	12	..	..	..	..	..	135	147
Lutheran Mission Missouri Synod .. .. .	1	3	4	..	..	..	..	..	37	41
Lutheran Mission, New Guinea .. .. .	2	31	33	1	..	1	2	4	813	850
Marist Mission Society .. .. .	..	50	50	2	..	..	3	5	2	57
Methodist Missionary Society of New Zealand .. .. .	..	25	25	1	..	..	1	2	53	80
Methodist Overseas Mission (New Guinea District) .. .. .	..	1	1	..	..	..	1	1	256	258
New Guinea Anglican Mission .. .. .	..	6	6	..	..	..	..	..	9	15
New Tribes Mission (New Guinea) Incorporated .. .. .	..	..	..	..	..	..	..	..	1	1
South Seas Evangelical Mission Limited .. .. .	..	2	2	..	..	..	..	..	2	4
Swiss Evangelical Brotherhood Mission .. .. .	..	3	3	..	..	..	..	..	..	3
Total .. .. .	10	329	339	10	1	1	13	25	2,413	2,777

(a) Inspections of mission schools for registration and recognition are incomplete, and schools still to be inspected have been included with exempt schools.  
 (b) Has operated through two autonomous headquarters since 1st July, 1958. (c) Began operating in July, 1958.

NOTE.—The Faith Mission and World Missions (Incorporated) ceased to conduct schools after 30th June, 1958.



APPENDIX XXII.—continued.

11. PUPILS ATTENDING MISSION SCHOOLS AT 30TH JUNE, 1959.

Mission.	Primary Schools.									Registered and Recognized Schools Beyond Primary Level.								Grand Total.		
	Registered and Recognized Schools.					Exempt Schools (Indigenous).			Total.	Intermediate.		Technical.		Teacher Training.		Total.				
	Non-indigenous.		Indigenous.		Total.	Male.	Female.	Total.		Male.	Female.	Male.	Female.	Male.	Female.		Male.	Female.		
	Male.	Female.	Male.	Female.					Male.							Female.			Male.	Female.
Apostolic Church Mission ..	..	..	..	..	..	25	14	39	39	..	..	..	..	..	..	..	25	14	39	
Assemblies of God in Australia— New Guinea Mission ..	..	..	222	49	271	472	232	704	975	..	..	..	..	..	..	..	694	281	975	
Australian Baptist Foreign Mission Incorporated ..	..	..	246	98	344	540	360	900	1,244	..	..	..	..	..	..	..	786	458	1,244	
Australian Lutheran Mission ..	..	..	271	90	361	380	368	748	1,109	..	..	..	..	5	..	5	656	458	1,114	
Bismarck Solomons Union of Seventh Day Adventists ..	..	..	66	23	89	868	657	1,525	1,614	10	..	..	..	..	..	10	944	680	1,624	
Catholic Mission of the Divine Word ..	..	..	1,310	823	2,133	6,554	4,726	11,280	13,413	22	11	..	..	14	..	47	7,900	5,560	13,460	
Catholic Mission of the Holy Ghost	104	91	1,757	1,178	3,130	12,338	10,108	22,446	25,576	(a) 12	(a) 6	..	..	35	..	(a) 53	14,246	11,383	25,629	
Catholic Mission of the Most Sacred Heart of Jesus, Yunapope (f) ..	131	128	4,479	4,095	8,833	531	519	1,050	9,883	(b) 164	(c) 31	..	..	70	..	(b) 265	(c) 5,375	(b) 4,773	(c) 10,148	
Catholic Mission of the Most Sacred Heart of Jesus, Kavieng(f)	27	27	1,201	1,068	2,323	36	47	83	2,406	(d) 27	..	..	..	..	..	(d) 27	(d) 1,291	(d) 1,142	(d) 2,433	
Christian Missions in Many Lands	..	..	76	42	118	84	48	132	250	..	..	..	..	7	..	7	167	90	257	
Church of Christ Mission (g) ..	..	..	15	12	27	..	..	..	..	..	..	..	..	..	..	..	15	12	27	
Church of the Nazarene ..	..	..	35	..	35	..	..	..	35	..	..	..	..	..	..	..	35	..	35	
Coral Sea Union of Seventh Day Adventists ..	..	..	221	89	310	1,222	515	1,737	2,047	17	4	6	..	12	1	40	1,478	609	2,087	
East and West Indies Bible Mission	..	..	40	19	59	133	9	142	201	..	..	..	..	..	..	..	173	28	201	
Evangelical Lutheran Mission ..	..	..	123	61	184	129	311	495	505	..	..	..	..	..	..	..	305	190	495	
Franciscan Mission ..	..	..	792	564	1,356	2,915	1,231	4,146	5,502	..	..	..	..	..	..	..	3,707	1,795	5,502	
Lutheran Mission, Missouri Synod	(h)	(h)	152	48	200	1,093	423	1,516	1,716	..	..	..	..	..	..	..	1,245	471	1,716	
Lutheran Mission, New Guinea ..	32	28	1,626	629	2,315	15,990	10,409	26,399	28,714	36	(e) 4	30	..	58	..	(e) 128	17,772	11,070	28,842	
Marist Mission Society ..	..	..	3,277	2,338	5,615	19	15	34	5,649	16	..	..	..	33	18	67	3,345	2,371	5,716	
Methodist Missionary Society of New Zealand ..	..	..	840	545	1,385	295	258	553	1,938	16	..	..	..	21	2	39	1,172	805	1,977	
Methodist Overseas Mission (New Guinea District) ..	..	..	90	24	114	3,909	3,426	7,335	7,449	..	..	..	..	32	3	35	4,031	3,453	7,484	
New Guinea Anglican Mission ..	..	..	153	138	291	179	126	305	596	..	..	..	..	..	..	..	332	264	596	
New Tribes Mission (New Guinea Incorporated) ..	..	..	..	..	..	75	35	110	110	..	..	..	..	..	..	..	75	35	110	
South Seas Evangelical Mission Ltd.	..	..	95	27	122	77	40	117	239	..	..	..	..	..	..	..	172	67	239	
Swiss Evangelical Brotherhood Mis- sion ..	..	..	173	19	192	..	..	..	192	..	..	..	..	..	..	..	173	19	192	
<b>Total ..</b>	<b>294</b>	<b>274</b>	<b>17,260</b>	<b>11,979</b>	<b>29,807</b>	<b>47,917</b>	<b>33,695</b>	<b>81,612</b>	<b>111,419</b>	<b>320</b>	<b>56</b>	<b>36</b>	<b>..</b>	<b>287</b>	<b>24</b>	<b>723</b>	<b>66,114</b>	<b>46,028</b>	<b>112,142</b>	

(a) Includes ten European pupils (four boys and six girls) receiving instruction at intermediate level at a primary school. (b) Includes four mixed race pupils (three boys and one girl) receiving instruction at intermediate level at a primary school. (c) Includes eighty indigenous boys at secondary level at the one secondary mission school. (d) Includes two mixed race boys receiving instruction at intermediate level at a primary school. (e) Four girls (two European, one Asian and one mixed race) receiving instruction at intermediate level at a primary school. (f) Has operated through two autonomous headquarters since 1st July, 1958. (g) Began operations in July, 1958. (h) Enrolments of non-indigenous pupils are not available.

NOTE.—The Faith Mission and World Missions (Incorporated) ceased to conduct schools after 30th June, 1958.

## APPENDIX XXII.—continued.

## 12. TEACHERS IN MISSION SCHOOLS AT 30TH JUNE, 1959.

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— New Guinea Mission ..	1	2	3	..	..	..	8	7	15	9	9	18
Australian Baptist Foreign Mission Incorporated ..	1	2	3	..	..	..	40	..	40	41	2	43
Australian Lutheran Mission ..	3	1	4	..	..	..	28	..	28	31	1	32
Bismarck Solomons Union of Seventh Day Adventists ..	..	..	..	..	..	..	87	..	87	87	..	87
Catholic Mission of the Divine Word ..	12	18	30	12	2	14	319	10	329	343	30	373
Catholic Mission of the Holy Ghost Catholic Mission of the Most Sacred Heart of Jesus, Vunapope(b) ..	13	18	31	26	..	26	709	3	712	748	21	769
Catholic Mission of the Most Sacred Heart of Jesus, Kavieng(b) ..	6	11	17	54	5	59	4	1	5	64	17	81
Christian Missions in Many Lands Church of Christ Mission(c) ..	11	26	37	135	25	160	33	7	40	179	58	237
Church of the Nazarene ..	2	1	3	..	..	..	6	4	10	8	5	13
Coral Sea Union of Seventh Day Adventists ..	1	..	1	..	..	..	..	..	..	1	..	1
East and West Indies Bible Mission Evangelical Lutheran Mission ..	4	..	4	..	..	..	64	..	64	68	..	68
Franciscan Mission ..	..	1	1	..	..	..	1	1	2	1	2	3
Lutheran Mission, Missouri Synod ..	..	..	..	3	..	3	18	..	18	21	..	21
Lutheran Mission, New Guinea ..	3	5	8	1	..	1	186	1	187	190	6	196
Marist Mission Society ..	3	1	4	..	..	..	40	2	42	43	3	46
Methodist Missionary Society of New Zealand ..	15	3	18	9	..	9	814	44	858	838	47	885
Methodist Overseas Mission (New Guinea District) ..	11	20	31	82	17	99	12	..	12	105	37	142
New Guinea Anglican Mission ..	..	6	6	26	2	28	53	..	53	79	8	87
New Tribes Mission (New Guinea Incorporated) ..	1	2	3	3	..	3	304	2	306	308	4	312
South Seas Evangelical Mission Ltd. Swiss Evangelical Brotherhood Mis- sion ..	..	1	1	5	..	5	19	..	19	24	1	25
Total ..	88	121	209	356	51	407	2,747	90	2,837	3,191	262	3,453

(a) Inspections of Mission Schools for registration and recognition are incomplete and schools still to be inspected have been included with exempt schools. Separate figures for indigenous and non-indigenous are not available. (b) Has operated through two autonomous headquarters since 1st July, 1958. (c) Began operating in July, 1958. (d) Number of teachers attached to non-indigenous school conducted by this Mission not known.

Note. The Faith Mission and World Missions (Incorporated) ceased to conduct schools after 30th June, 1958.

## APPENDIX XXII.—continued.

## 13. EXPENDITURE ON EDUCATION DURING THE YEAR ENDED 30TH JUNE, 1959.

Administration—												
Department of Education—										£	£	
Salaries	..	..	..	..	..	..	..	..	..	390,064		
Contingencies	..	..	..	..	..	..	..	..	..	76,926		
Education services	..	..	..	..	..	..	..	..	..	171,929		
Special services	..	..	..	..	..	..	..	..	..	2,620		
Grants-in-aid to Missions	..	..	..	..	..	..	..	..	..	133,890		
											775,429	
Other departmental educational training(a)	..	..	..	..	..	..	..	..	..	..	61,594	
Public libraries	..	..	..	..	..	..	..	..	..	..	9,921	
Building construction—Schools, &c.(b)	..	..	..	..	..	..	..	..	..	..	170,511	
Missions—Expenditure from own funds	..	..	..	..	..	..	..	..	..	..	432,544	
												1,449,999
Total	..	..	..	..	..	..	..	..	..	..	..	1,449,999

(a) Training carried out by the Public Service Institute and the Departments of Public Health, Native Affairs (Local Government and Co-operatives), Forests, Posts and Telegraphs, Civil Affairs (Police) and Agriculture, Stock and Fisheries. (b) Includes expenditure on furniture and fittings but not expenditure on maintenance of buildings.

## APPENDIX XXIII.

## INTERNATIONAL TREATIES, CONVENTIONS AND AGREEMENTS.

The Treaties, Conventions and Agreements applying to the Territory at 30th June, 1958, are shown at page 221 of the report for 1957-1958.

The references to the General Agreements on Tariffs and Trade and to the Protocols and Declarations relating thereto, appearing in Appendix XXIII of the 1957-58 report, should be deleted.

During the year 1958-59, the following Treaties, Conventions and Agreements have been applied to the Territory:—

## General and Multilateral International Agreements—

- Convention relative to the Treatment of Prisoners of War (12th August, 1949)—applying as from 14th April, 1959.
- Convention for the Amelioration of the Condition of the Wounded and Sick in Armed Forces in the Field (12th August, 1949)—applying as from 14th April, 1959.
- Convention for the Amelioration of the Condition of Wounded, Sick and Shipwrecked Members of the Armed Forces at Sea (12th August, 1949)—applying as from 14th April, 1959.
- Convention relative to the Protection of Civilian Persons in time of War (12th August, 1949)—applying as from 14th April, 1959.
- Convention on Damage Caused by Foreign Aircraft to Third Parties on the Surface (7th October, 1952)—applying as from 8th February, 1959.
- Universal Postal Convention, Final Protocol thereto, Detailed Regulations for implementing the Convention, Provisions concerning Airmail and Final protocol to the Provisions concerning Airmail (3rd October, 1957)—applying as from 29th April, 1959.

## Bilateral Treaties, excluding Extradition Treaties—

- Federal Republic of Germany:—Agreement relating to Air Transport (22nd May, 1957)—applying as from 10th January, 1959.
- United States of America:—Agreement concerning the Exchange of Postal Parcels between the United States of America and the Territory of Papua and Trust Territory of New Guinea (22nd May-20th June, 1958)—applying as from 1st October, 1958.

## APPENDIX XXIV

## CLIMATIC CONDITIONS.

Place.	Month.	Year.	Maximum Temperature. (° F.)	Minimum Temperature. (° F.)	9 a.m. Humidity. (%)	Rainfall (Inches).	Rain Days.
Lae .. ..	July .. ..	1958	81.6	71.5	90	29.96	27
	August .. ..	1958	82.1	71.3	86	30.74	22
	September .. ..	1958	84.5	72.4	82	10.78	18
	October .. ..	1958	85.7	72.7	84	11.25	19
	November .. ..	1958	85.5	72.6	78	16.72	23
	December .. ..	1958	87.3	73.8	75	23.79	13
	January .. ..	1959	90.7	75.7	77	11.09	13
	February .. ..	1959	88.3	74.1	76	10.86	17
	March .. ..	1959	87.4	74.0	78	13.03	20
	April .. ..	1959	84.7	73.4	86	11.86	18
	May .. ..	1959	84.9	72.5	86	15.62	25
	June .. ..	1959	82.2	71.4	90	20.85	24
Madang .. ..	July .. ..	1958	85.2	72.8	85	6.61	18
	August .. ..	1958	86.0	74.3	79	1.31	8
	September .. ..	1958	87.1	73.4	79	3.29	19
	October .. ..	1958	87.1	73.4	83	11.27	17
	November .. ..	1958	87.2	74.1	79	12.95	17
	December .. ..	1958	85.7	73.9	83	18.54	26
	January .. ..	1959	86.0	74.2	95	42.53	21
	February .. ..	1959	86.1	73.4	82	15.29	28
	March .. ..	1959	86.2	74.1	87	11.00	22
	April .. ..	1959	85.4	74.1	87	18.53	26
	May .. ..	1959	86.6	74.4	83	11.36	25
	June .. ..	1959	85.9	73.3	89	6.22	14
Rabaul .. ..	July .. ..	1958	84.5	74.2	84	6.03	20
	August .. ..	1958	85.8	74.6	83	5.13	20
	September .. ..	1958	88.3	73.1	79	2.64	17
	October .. ..	1958	88.7	74.7	81	4.53	18
	November .. ..	1958	89.6	75.7	74	9.23	15
	December .. ..	1958	88.2	74.5	77	7.72	20
	January .. ..	1959	87.9	74.9	79	13.48	17
	February .. ..	1959	87.8	73.7	79	10.52	18
	March .. ..	1959	89.2	74.1	75	7.56	20
	April .. ..	1959	87.5	74.3	83	9.22	20
	May .. ..	1959	89.8	74.2	81	1.10	10
	June .. ..	1959	89.4	75.0	83	1.44	10
Momote .. ..	July .. ..	1958	(a)	(a)	(a)	(a)	(a)
	August .. ..	1958	(a)	(a)	(a)	(a)	(a)
	September .. ..	1958	(a)	(a)	(a)	(a)	(a)
	October .. ..	1958	(a)	(a)	(a)	(a)	(a)
	November .. ..	1958	(a)	(a)	(a)	(a)	(a)
	December .. ..	1958	(a)	(a)	(a)	(a)	(a)
	January .. ..	1959	(a)	(a)	(a)	(a)	(a)
	February .. ..	1959	(a)	(a)	(a)	(a)	(a)
	March .. ..	1959	(a)	(a)	(a)	(a)	(a)
	April .. ..	1959	(a)	(a)	(a)	(a)	(a)
	May .. ..	1959	86.5	77.3	78	10.73	19
	June .. ..	1959	85.4	77.1	79	11.35	24

(a) Data not received from Momote.

## APPENDIX XXV.

## RELIGIOUS MISSIONS.

## 1. RELIGIOUS MISSIONS OPERATING IN THE TERRITORY AT 30TH JUNE, 1959.

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 .. ..	6	2,000
Assemblies of God in Australia—New Guinea Mission	Maprik ..	Sepik .. .. ..	22	8,000
Australian Baptist Foreign Mission Incorporated	Baiyer River ..	Western Highlands and Sepik ..	32	15,000
Australian Lutheran Mission ..	Menyamya ..	Morobe .. .. ..	19	6,000
Bismarck Solomons Union of Seventh Day Adventists	Rabaul ..	Manus, New Britain, New Ireland and Bougainville	56	7,700
Catholic Mission of the Divine Word	Wewak ..	Sepik .. .. ..	118	69,000
Catholic Mission of the Holy Ghost	Alexishafen ..	Morobe, Madang, Eastern and Western Highlands	172	147,000
Catholic Mission of the Most Sacred Heart of Jesus (b) .. ..	Vunapope ..	New Britain .. ..	195	71,600
Catholic Mission of the Most Sacred Heart of Jesus (b)	Kavieng ..	New Ireland and Manus ..	43	22,600
Christian Missions in Many Lands ..	Lumi ..	Sepik .. .. ..	24	2,400
Church of Christ Mission (c) ..	Bogia ..	Madang .. .. ..	4	500
Church of the Nazarene .. ..	Minj ..	Western Highlands .. ..	3	1,500
Coral Sea Union of Seventh Day Adventists	Lae ..	Morobe, Madang, Eastern and Western Highlands	55	13,700
East and West Indies Bible Mission ..	Mount Hagen	Western Highlands .. ..	4	500
Evangelical Lutheran Mission .. ..	Lorengau ..	Manus .. .. ..	8	2,000
Faith Mission .. .. ..	Gono ..	Eastern Highlands .. ..	2	(a)
Franciscan Mission .. .. ..	Aitape ..	Sepik .. .. ..	43	21,800
Lutheran Mission, Missouri Synod ..	Wabag ..	Western Highlands .. ..	32	16,500
Lutheran Mission, New Guinea ..	Lae ..	Morobe, Madang, Eastern and Western Highlands	277	194,500
Marist Mission Society .. ..	Tsiroge ..	Bougainville .. ..	100	34,000
Methodist Missionary Society of New Zealand	Sohano ..	Bougainville .. ..	21	8,500
Methodist Overseas Mission (New Guinea District)	Rabaul ..	New Britain and New Ireland ..	29	52,000
New Guinea Anglican Mission ..	Dogura (Papua)	Eastern Highlands .. ..	18	5,300
New Tribes Mission (New Guinea) Incorporated	Slate Creek, Bulolo	Morobe and Eastern Highlands ..	19	800
South Seas Evangelical Mission Ltd.	Maprik ..	Sepik .. .. ..	22	5,000
Swiss Evangelical Brotherhood Mission	Kainantu ..	Eastern and Western Highlands ..	17	1,600
Spla Fide Mission .. .. ..	Lumi ..	Sepik .. .. ..	6	3,000
Salvation Army .. .. ..	Port Moresby (Papua)	Eastern Highlands .. ..	2	150
World Missions (Incorporated) ..	Purosa ..	Eastern Highlands .. ..	1	(a)
<b>Total .. .. ..</b>	<b>.. ..</b>	<b>.. .. ..</b>	<b>1,350</b>	<b>712,650</b>

(a) Information not available. operation in July, 1958.

(b) From 1st July, 1958, this mission operates through two autonomous headquarters.

(c) This mission commenced

APPENDIX XXV.—*continued.*

## 2. NATIONALITIES OF NON-INDIGENOUS MISSIONARIES AT 30TH JUNE, 1959.

Nationality.	Males.	Females.	Persons.
Austrian ... ..	12	4	16
British ... ..	330	292	622
Czechoslovakian ... ..	4	1	5
Dutch ... ..	25	10	35
French ... ..	5	34	39
German ... ..	171	93	264
Irish ... ..	11	5	16
Italian ... ..	7	2	9
Polish ... ..	2	..	2
Swiss ... ..	7	11	18
United States of America ... ..	180	131	311
Other ... ..	8	5	13
<b>Total</b> ... ..	<b>762</b>	<b>588</b>	<b>1,350</b>

## 3. MEDICAL AND EDUCATIONAL ACTIVITIES OF MISSIONS: SUMMARY OF EXPENDITURE DURING THE YEAR ENDED 30TH JUNE, 1959.

Particulars.	Medical Expenditure.	Educational Expenditure.
	£	£
Grant-in-aid by Administration .. ..	64,605	133,889
Ascertainable Expenditure from own funds .. ..	105,485	432,534
<b>Total</b> .. ..	<b>170,091</b>	<b>566,423</b>

NOTE.—For further details of medical and educational activities of missions see Appendix XIX—Health and Appendix XXII—Education.

## APPENDIX XXVI.

## INDEX:—TRUSTEESHIP COUNCIL QUESTIONNAIRE.

REFERENCES ARE TO QUESTIONS IN THE QUESTIONNAIRE OF THE TRUSTEESHIP COUNCIL (DOCUMENT T/1010) AND TO QUESTIONS ADDED AT THE TWENTY-SECOND SESSION OF THE COUNCIL (DOCUMENT T/1010/ADD.1). THE LATTER HAVE BEEN INDICATED BY THE LETTERS "a" AND "b".

Question.	Page.	Question.	Page.	Question.	Page.	Question.	Page.
1	11-14	44	47	92	96	141	111-112
2	14-19	45	47-50	93	96	142	112-113
3	14	46	30	94	96	143	113
4	19-20	47	50	95	96	144	113
5	20-21	48	50	96	95-96	145	113
6	21	49	50	97	96-97	146	113
7	21	50	51-56	98	97	147	113-114
8	21	51	56-58	98a	99	148	114
9	21	52	56	99	100	149	114
10	21-22	53	56	100	98-102	150	114-116
11	22	54	56-57	101	101	151	116
11a	22, 29, 43	55	58-62	102	102	152	116-117
12	22-23	56	58, 61-62	103	101-102	153	118-119
13	23-24	57	61	103a	101	154	119
14	24-26, 42	57a	60-62	104	102	155	119
15	24	58	62-74	105	207	156	119-120
16	26	58a	65-66	106	102	157	120
17	26	59	73	107	102	158	120
18	27	60	73-74	108	102	159	120-121
19	24-26 27-29	61	74	108a	102	160	121
20	27-28	62	74-76	109	102	161	121
20a	27-28	63	76-77	110	102	162	121
21	30-35	64	77-81	111	103	163	121-122
22	35-38	65	80-81	112	103	164	122
22a	36-37	66	80	113	103	165	122-123
22b	37	66a	80	114	103-104	166	122-123
23	38-39	67	81-84	115	110	167	123
24	39	68	81-84	116	104	168	123
25	39-42	69	84	117	104-107	169	123
26	41	70	84-85	118	104-107	170	123
27	41	71	85	119	104-105	171	123
28	42	72	85	120	..	172	124
28a	43	73	85	121	..	173	124-125
29	43-44	73a	85	122	103	174	125
30	43	74	85	123	107	175	125
31	44	75	86-91	124	107	176	125
32	44	76	91	125	107	177	125-126
33	43	77	89, 90-91	126	107	178	126
34	43	78	91-92	127	107-108	179	126
35	44-45	79	92-93	128	108	180	126
35a	44	80	93	129	108	181	126
36	44	81	93	130	108-109	182	127
37	32	82	93-94	131	109-110	183	127
37a	45	83	93	132	110	184	..
38	45-46	84	93	133	110-111	185	127
38a	45	85	93	134	110	186	..
39	45	86	93-94	135	110	187	127
40	45	87	94	136	111	188	127
41	45	88	94	137	111	189	127-132
42	46-47	89	94	138	111	190	132-133
43	47	90	94-95	139	111		
		91	95	140	111		