

UNITED NATIONS
TRUSTEESHIP
COUNCIL



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Twenty-ninth 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 1960
TO 30 JUNE 1961

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 1960 to 30 June 1961^{1/}.

Fifty copies of the report were received by the Secretary-General on 29 May 1962.

Vingt-neuvième 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 1960 AU 30 JUIN 1961

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 1960 au 30 juin 1961^{1/}.

Cinquante exemplaires de ce rapport sont parvenus au Secrétaire général le 29 mai 1962.

^{1/} Commonwealth of Australia. Report to the General Assembly of the United Nations on the administration of the Territory of New Guinea from 1 July 1960 to 30 June 1961. A.J. Arthur, Commonwealth Government Printer, Canberra. F.2319/62.



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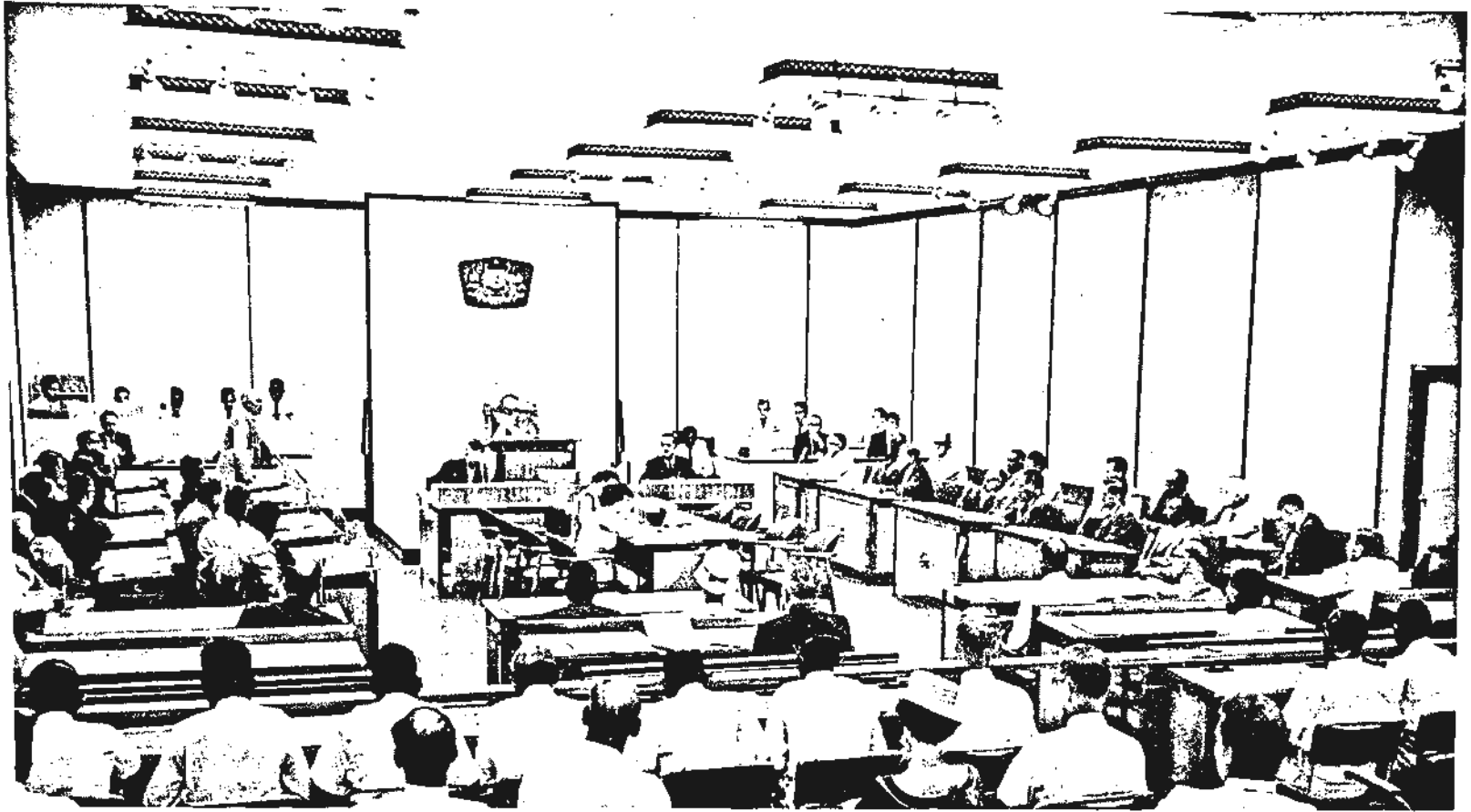
1962

**TERRITORY OF
NEW GUINEA**

**REPORT FOR
1960-1961**







The reconstituted Legislative Council in session in the new Council Chamber, April, 1961.
(Indigenous observers are seated in the front row of the public gallery).

1962

COMMONWEALTH OF AUSTRALIA

REPORT

TO

THE GENERAL ASSEMBLY OF THE UNITED
NATIONS

ON THE

ADMINISTRATION OF THE TERRITORY OF NEW GUINEA

From 1st JULY, 1960, to 30th JUNE, 1961.

(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 1960-61.

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 approximately 1,500 miles. This cordillera is one of the great mountain systems of the world, reaching in several places a height of over 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 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. 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 thousand feet in depth.

The coastal areas of eastern New Guinea show the features indicative of a slowly rising littoral. One of the most significant is that with few exceptions the rivers are not navigable. Another feature is the raised reefs which extend almost continuously from the Sepik Delta south-easterly to Cape Cretin. The Morobe coast between Salamua 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 many 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 Schlcinitz 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 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 two to three miles off-shore, on which is situated a chain of twenty or more small coral islets.

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

DRAINAGE.

The heavy rainfall of *New Guinea*, *New Britain*, *New Ireland* and *Bougainville*, coupled with the large area of steep slopes with rapid run-off, has been responsible for many 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 are some small lakes in the Territory but none is of any physiographic or economic importance.

CLIMATE.

Lying wholly within the tropics between the continents of *Asia* and *Australia*, the Territory of *New Guinea* has a typical monsoonal climate. 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. In April-May and October-November "changeover" or transitional periods occur during which the wind changes its direction. As is characteristic of all monsoonal regions the time and intensity of the wind vary from year to year.

Both the north-west monsoon and the south-east trades, having passed over large expanses of ocean, reach the Territory heavily laden with moisture. As a result, most places in the Territory have an average annual rainfall of more than 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*, for example, have an average annual rainfall of 250 inches or more. 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 relatively low rainfall.

In some areas rainfall throughout the year is generally uniform, but owing to the effect of the topography on the rain-bearing winds, most places have a definite seasonal distribution of rainfall, receiving the greater percentage in one or other of the two main wind seasons. The island of *New Britain* illustrates this 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.

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 perpendicular 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 increases in elevation, highland areas being cooler than the coastal regions.

NATURAL RESOURCES.

Soils.—Most 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 Wau-Bulolo area of the Morobe District.

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.

Except for low rainfall areas most of the Territory below 6,000 feet is covered by rain forest, characterized by a thick overhead canopy which cuts off the sunlight and inhibits 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 near 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 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 twelve 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.

There are several timbers which have economic possibilities; they are mainly softwoods, although a few 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 except for the echidna or spiny ant-eater they are all marsupials. The largest 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.

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.

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.

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.

The waters of the Territory contain over 1,400 species of fish, the bulk of which are found in brackish and salt water. In reef waters the most common species are trevally, parrot fish, snapper and many other genera which are important food fish. Mackerel and tuna are common throughout the year in reef and adjacent waters. In the estuaries and at the mouths of the rivers mullet, bream, cod and milk fish are to be found.

The fish fauna of the highland rivers is far more restricted and of the few species found, the eel tail catfish is the most common.

Members of the group *Crustacea* are well represented and the species of crayfish and prawns are, in general, typical of the Indo-Pacific fauna.

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 continuously 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.

PEOPLE.

POPULATION.

The total indigenous population of the Territory is estimated at 1,433,383 while the estimated non-indigenous population numbers 15,536.

The details at 30th June, 1961, were as follows:—

Particulars.	Males.	Females.	Persons.
I. INDIGENOUS.			
(a) Enumerated Population—			
Children	294,948	266,485	561,433
Adults	426,858	380,792	807,650
Total	721,806	647,277	1,369,083
(b) Estimated Balance	*	*	64,300
Total Indigenous .. ..	..	..	1,433,383
II. NON-INDIGENOUS.			
Persons	9,158	6,378	15,536

* Reliable estimates are not available. Further population statistics are given in Appendix I.

A comparison of the statistics of the indigenous population for 1959-60 and 1960-61 indicate that there has been a small natural increase which, in addition to revised estimates of uncounted population, has resulted in a net overall gain of 46,575.

Except in native local government council areas the annual census of the indigenous population is compiled, wherever possible, by administrative patrols. Where such a census cannot be satisfactorily conducted estimates of population are compiled on the basis of all available information.

A census of the non-indigenous population in the Territory was taken on 29th June, 1961.

CHANGES AND MOVEMENTS OF POPULATION.

Most of the indigenous people rarely travel outside their lingual boundaries except for the purposes of trade or employment. In this Territory, as in many other countries, the towns provide an attraction and there is some drift of population to them. Moreover, the permanent or semi-permanent population in towns continues to grow and it is not uncommon to find second and third generation town dwellers who give a measure of stability to the population of the main centres. The increase resulting from these factors poses administrative difficulties in connexion with housing, recreation, employment and social services generally, but is not so large as to constitute a major problem. Stability has been aided by the growth of associations based primarily on traditional interests but becoming more work-centred as embryonic trade unions emerge; this process is not yet complete and friction sometimes occurs between groups, though rarely to the extent of creating an administrative problem. No purely urban local authorities have so far been established and social control among town dwellers is becoming vested in such organizations as the Rabaul Foreign Natives Committee, which is representative of all migrant groups in that area. The committee concerns itself with such matters as employment and repatriation and maintains a constant review of urban social conditions.

With the intensive economic development and expansion of education, infant and maternal welfare and general health services which have taken place among the indigenous population since the Second World War, 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 such as the Chimbu Valley in the Eastern Highlands District and the Maprik Sub-district of the Sepik District. The Department of Agriculture, Stock and Fisheries has done much work in these areas to improve local agricultural techniques and raise the output and quality of food and cash crops.

In other areas of high population the land resources, while adequate for subsistence, may be insufficient for progressive agricultural development schemes and the Administration is making close studies of such areas as the Wabag Sub-district of the Western Highlands District. Investigations have already shown that areas suitable for re-settlement exist in some districts and these investigations are continuing. A situation demanding re-settlement measures has not so far developed in any area, but some 2,000 acres of land in the Gazelle Peninsula and 532 acres at Ambenob, near Madang, have been leased to native local government councils and over 1,500 acres to individuals in connexion with land development and settlement schemes and additional land is being made available. These schemes are referred to in Part V., Chapter 3, and Part VI., Section 4, Chapter 3 (b).

One of the duties undertaken by officers in the field is to determine what lands are surplus to foreseeable needs of their owners and might therefore be available for purchase for the use of others.

STRUCTURE OF TRIBAL SOCIETIES.

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. There is a great diversity of physical types and linguistic groups among them.

The distinction sometimes made between Papuan and Melanesian racial types lacks clarity as there is so much overlapping between groups, and so much variation within each group. There is some confusion, also, because these terms have been used in linguistic studies and linguistic groups do not necessarily coincide with physical groups. Probably the chief advantage derived from the attempts at a Papuan-Melanesian physical distinction has been 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, but not precisely, it may be said that the Papuan is more representative of the interior, while the Melanesian is more representative of the coastal and island areas.

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 physically resembling 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 Medipa 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 that suggests that they belong to a type.

Generally speaking, the Melanesian languages are found in the Manus District, the Bismark Archipelago, Bougainville and coastal areas of the New Guinea mainland, frequently appearing side by side with non-Melanesian languages. On the mainland they are not found far inland, their greatest penetration being about 70 miles in the Markham Valley. Non-Melanesian languages have been found in every district, though they are rare in New Britain and New 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 indigenous cultures. They are numerous and diverse in character and are largely based on ancestor and spirit worship. Belief in a supreme being or a 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; the attitude to such beings could not properly be called "worship" in the Christian sense. There is widespread belief in the existence of individual "spirit doubles" which have some resemblance to the "soul" and which are thought to survive for various periods after death. General mourning rites play an important part in the people's 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. Usually no clear distinction is made between "natural" and "supernatural" phenomena, so that magical and religious arts are thought of as quite practical ways of coping with certain aspects of physical reality. Sickness and misfortune are often ascribed to sorcery, the breaking of taboos, or to malevolent spirits. The concept of completely fortuitous "accident" is nearly always limited and in many areas non-existent.

Male cultic societies occur in many parts of the Territory and are commonly associated with, among other things, the initiation of young men into adulthood.

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 religions 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 conform to a pattern usual in the Western Pacific region of Melanesia (and indeed among indigenous societies in many other parts of the world) 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 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.

Other characteristics which are more typical of New Guinea, in common with other parts of the Western Pacific and Melanesia, are the small size of the political unit and general absence of formal political institutions; and an emphasis on the acquisition of material goods, not primarily for personal consumption or the creation of differential living standards, but rather as a means of establishing individual prestige and status within the community through the giving of feasts and the performance of complex sequences of gift-exchanges.

Most of the people are agriculturalists largely engaged in growing food to meet their own needs, but also producing a few economic crops for sale or barter. The amount of this surplus has been greatly increased 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 some places cultivation 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. 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 domestic duties within the home. Mostly women maintain the gardens, though men do the initial clearing and such heavy work as fencing. Planting, 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 a basis of exchange, 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 a few people or to individuals within some communities, while some individuals are naturally more highly skilled than their fellows in particular aspects; but except as provided for through division between the sexes, all individuals perform the same type of work and can practise most of the skills possessed by their communities. A man's importance or standing as a leader in a community does not exempt him from such duties as the cultivation of crops, house-building and canoe-making.

Inheritance 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 mothers' 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 married 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 most 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.

Though possessing a body of recognizable customary law, indigenous communities have no institutions specifically directed towards the administration of justice. Offences are matters for adjustment between the individuals actually concerned, or between the kinship groups to which they belong. In cases of murder, for example, the view is often taken that the kinship group of the dead man is entitled to kill the murderer or another member of his group, or to receive some form of compensation. Adultery, regarded as a serious offence in many groups, is likewise often a matter for punishment, or the payment of compensation to the aggrieved person and his kindred. Some offences, such as incest, are frequently considered to have such dangerous spiritual consequences for whole communities that the group unites in demanding the punishment or even death of the offending parties. Disputes affecting whole communities are generally resolved by meetings of community leaders, who in this way function from time to time as a rudimentary form

of tribunal. Such meetings, however, cannot be regarded as fixed or specialized instrumentalities for the administration of justice, the absence of which provides a further illustration of the general lack of specialization in occupation among indigenous communities.

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 including areas classified as "restricted".

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 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 understand 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 above, 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 peoples' 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 large 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. Most 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 this situation 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 led 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, much 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, some 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-à-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 many 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.

New Guinea was sighted by Portuguese and Spanish navigators in the early part of the sixteenth century. In 1545 a Spaniard, Ynigo Ortis de Retez, sailing along the north coast of the island, coined the name "New Guinea" because of some fancied resemblance between the inhabitants of the north coast of the mainland and those of the African Guinea Coast. The first Englishman to sail along the New Guinea coast was William Dampier in 1700, and the Strait between New Britain and Rooke Island was afterwards given his name.

During the next 170 years visits were made by other European navigators, mainly Dutch and British, but although much of the coastline of the island and its associated groups had been explored, little was known of the country and its inhabitants until late in the nineteenth century when the need of European industries for coconut oil provided for the first time a market for one of New Guinea's natural products, and brought its isolation to an end. 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 remained under 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 the 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, became 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, under the provisions of the *Papua-New Guinea Provisional Administration Act 1945-1946*. This Act provided for those parts of the Territory to which the National Security (Emergency Control) Regulations of the Commonwealth of Australia had ceased to apply, to be administered in conjunction with the Territory of Papua as an administrative union called the Territory of Papua-New Guinea, with one Administrator and one Supreme Court (the Supreme Court of Papua-New Guinea).

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* 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. The Act provided for a Legislative Council for the Territory of Papua and New Guinea (which was established at Port Moresby, Papua, on 26th November, 1951) and also for a judicial organization, a public service and a system of local government.

At the end of the war the Territorial Administration had embarked on the task of recovery and rehabilitation the progressive accomplishment of which was greatly assisted by large grants by the Government of the Commonwealth of Australia and payments of war damage compensation.

In the post-war years there has been a marked expansion of the Public Service of the Territory and a corresponding increase in the tempo of development in all fields. The work of bringing the remaining restricted

areas under control has continued and in controlled areas education and health services have been expanded, the subsistence agriculture of the people has been considerably improved and significant progress has been made in the production of cash crops. In the more advanced areas the native local government council system, introduced in 1949, has developed at an increasing rate and has not only enabled the people to organize for their own social and economic welfare but has been an important means of political education.

An Auxiliary Division of the Public Service was created in 1957 to provide a training ground through which members of the indigenous population could progress to other divisions of the Service, and plans to speed up this process are being carried out.

In 1950, 1953, 1956 and 1959 the Territory was visited by United Nations Visiting Missions.

Administrative co-operation on matters of common interest has been developed between the Territorial Administration and the Administration of Netherlands New Guinea and conferences to this end were held at Canberra in 1958 and at Hollandia in March, 1960.

Personal taxation was introduced in the Territory from 1st January, 1958, and the system of direct taxation was extended still further by the introduction of income tax on 1st August, 1959. At the same time, export duties were abolished. Another significant development in the field of public finance occurred in 1960 with the raising of the first Territory loan of £100,000. By 30th June, 1961, a total of £550,000 had been subscribed in public loans in the Territory of Papua and New Guinea.

An outstanding event of the past year has been the reconstitution of the Legislative Council under an amendment to the *Papua and New Guinea Act 1949-1960* which came into force on 9th December, 1960. The introduction of the amending legislation was delayed pending the decision of the High Court of the Commonwealth of Australia on an action to challenge the validity of the Papua and New Guinea Act and the *Income Tax Ordinance 1959*. (The background to this challenge, which was dismissed by the High Court on 10th August, 1961, was outlined at page 26 of the 1959-60 report.)

Meanwhile the triennial elections to the Council as it was formerly constituted were held on 27th August, 1960, and on 17th October the Fourth Council met in new Council Chambers at Port Moresby, which were opened by the Honourable Paul Hasluck, M.P., Minister of State for Territories, on that date. The inaugural address to the Fourth Council was delivered by His Excellency the Governor-General of the Commonwealth of Australia, the Right Honourable Viscount Dunrossil, P.C., G.C.M.G., M.C., K.St.J., Q.C.

At this first meeting of the Council in its new chambers a delegation from the Parliament of the Commonwealth of Australia, headed by the Honourable J. McLeay, M.M., M.P., Speaker of the House of Representatives, presented a President's Chair to the Council on behalf of both houses of the Commonwealth Parliament.

Under the new provisions of the *Papua and New Guinea Act 1949-1960* the membership of the Legislative Council was increased from 29 to 37, the number of elected members being increased from three to twelve, including six native members elected by the native population, the number of appointed members from nine to ten at least five of whom must be indigenous and the number of official members being reduced from sixteen to fourteen. (Details of these changes and of the election of members to the reconstituted Council in March, 1961, are given in Chapter 2 of Part V.)

The first session of the new Council was opened by His Excellency the Administrator of the Commonwealth, General Sir Reginald Alexander Dallas Brooks, K.C.B., K.C.M.G., K.C.V.O., D.S.O., K.St.J., on 10th April, 1961, in the presence of the Honourable Paul Hasluck, M.P., Minister of State for Territories: His Excellency the

Governor of Netherlands New Guinea, Dr. P. J. Platteel; a delegation from the Netherlands New Guinea Council, led by the President, Mr. Sollewyngepke; and a delegation from the Parliament of the Commonwealth of Australia, led by the President of the Senate, Sir Alister McMullin, K.C.M.G.

Other significant developments during the year were the introduction of the new labour legislation and the creation of a separate Department of Labour to administer it; the formation of a workers' organization at Madang and participation by representatives of both workers and employers in wage negotiations; and the creation of a new Department of Trade and Industry, one of the functions of which will be the encouragement of industrial development. These matters are discussed in the relevant chapters of this report.

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 1949-1960* 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, but 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 annually in the development and welfare of the Territory an amount 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 the legislative provisions 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 1948-1960* 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. All indigenous inhabitants of the Trust Territory are therefore Australian protected persons unless

they are British subjects. Any Australian protected person may renounce this status at the age of twenty-one. A non-indigenous inhabitant of the Territory who was not born there 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 1948-1960* 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 1951-1960* of the Territory of Papua and New Guinea.

There is no distinction between the various types of status—British subject, alien and protected person—in regard to legal rights and responsibilities, except that protected persons and aliens are ineligible for jury service and aliens are subject to further statutory restrictions, e.g. ineligibility for the franchise and the Public Service; the necessity to register, and the capacity to own a British ship or a share in a British ship.

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 cooperate with the organs of the United Nations and with the Specialized Agencies in furnishing reports and other

information in relation to the Territory and the 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, 1961, is given in Appendix XXIII.

In addition to the various missionary organizations whose activities are described in other sections of this report, 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.

Administrative 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 administrative 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 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 1949-1960* 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 headquarters of the Administration or of the Supreme Court to the Territory.

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 expenditures of each territory are recorded separately, those costs common to both being apportioned to each on an appropriate basis. Revenue and expenditure from revenue of the Trust Territory during the past five years were as follows:—

—	1956-57.	1957-58.	1958-59.	1959-60.	1960-61.
	£	£	£	£	£
Revenue ..	2,652,517	2,926,026	3,553,373	3,825,111	4,129,441
Expenditure from Revenue	8,150,696	9,114,847	10,261,746	11,685,032	13,411,035

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*.

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

POLICE FORCE.

Organization.

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 the Commissioner of Police.

On the 23rd June, 1961, a separate Police Department was formed and it is intended at a later stage to establish the Police Force as a statutory authority outside the Public Service.

A proposal to establish a police college and training depot at Bomana, near Port Moresby, has been approved, a contour survey of the site has been carried out, and a plan for the siting of the buildings has been approved.

Fifty officers of the Regular Constabulary, including a headquarters component of eight officers, and 1,697 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, with certain exceptions, the senior police officer for the district. The exceptions are in the towns of Rabaul, Lae, Bulolo, Wau, Goroka, Madang, Wewak, Lorecugau, 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.

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.

A training course for indigenous police cadets to enable them to obtain commissioned rank has begun with ten cadets, seven of whom are from New Guinea.

Native Constabulary.

Recruitment and Training.—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.

A committee method of selecting recruits for the Native Constabulary has been instituted and on 1st March, 1961, the first selection committee interviewed 40 applicants at Lae for service in the Territory of Papua and New Guinea. Twenty-one were accepted, and these were of a higher standard than any previously enlisted.

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.

Duties.—Members perform police duties in towns and settlements and non-commissioned officers and constables may also be engaged as clerks, instructors, tradesmen and bandmen. Special selection is made of those who accompany exploratory patrols carried out by police of the Department of Native Affairs and these police play an important part in the task of extending Administration influence to new areas.

Conditions of Service.—Accommodation, clothing, rations and medical attention are provided free of charge to a member and to his wife and child if they are living with him at his place of employment. At the close of the year, 654 members had their families living 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.

With effect from 2nd January, 1961, members of the Native Constabulary were granted an interim pay increase which was approved following wage changes made on

the recommendation of the Native Employment Board and provides the following annual rates:—

Rank.	Year of Service.	Rate of Pay.		
		£	s.	d.
Trainee	1st	90	3	0
	2nd	99	5	0
	3rd	111	12	0
Constable	1st	128	18	0
	2nd	142	15	0
	3rd	157	13	0
	4th	173	5	0
	5th	187	15	0
Constable (First Class)	1st	205	13	0
	2nd	217	1	0
	3rd	230	2	0
Senior Constable	1st	243	0	0
	2nd	256	0	0
	3rd	269	0	0
Sergeant (Third Class)	1st	282	0	0
	2nd	295	1	0
	3rd	308	2	0
Sergeant (Second Class)	1st	327	12	0
	2nd	340	10	0
	3rd	353	11	0
Sergeant (First Class)	1st	386	2	0
	2nd	399	0	0
	3rd	412	1	0

Under the Royal Papua and New Guinea Constabulary Regulations 1959 members of the Native Constabulary are also now eligible for a non-contributory pension. A member with twenty years or more of continuous service, or a member who has completed fifteen years' continuous service and who is discharged as medically unfit, is entitled to receive a pension. The amount of the pension is one quarter of the average annual pay, and of the value of rations received by the member for himself, during the three years of continuous service preceding his retirement. The pension scheme also makes provision for the granting of a pension to the widow and dependent children of a deceased member or deceased pensioner.

Public Order.

There were no instances of public disorder during the year.

PART V.—POLITICAL ADVANCEMENT.

CHAPTER 1.

GENERAL POLITICAL STRUCTURE.

As mentioned in Part III. of this report, the *Papua and New Guinea Act 1949-1960* 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 Honourable Paul Hasluck, M.P., through the Department of Territories at Canberra, provides for the appointment of an Administrator to administer the government of the Territory on behalf of the Government of the Commonwealth of Australia.

The Administrator is assisted by an Administrator's Council of six members over which he presides. The Act also provides for a Legislative Council which, subject to the assent of the Administrator, or, in certain cases defined in the Act, of the Governor-General, has full legislative powers in regard to the peace, order and good government of the Territory. The Legislative Council was inaugurated on 26th November, 1951.

The 1959-60 report recorded that changes were contemplated in the composition of the Legislative Council (involving an increase of both indigenous and non-indigenous memberships) and the methods of election. Changes in the composition and operation of the Executive Council were also to be introduced. At that time (as explained in Part V., Chapter 2, of the 1959-60 report) the *Papua and New Guinea Act* was under challenge in the High Court of the Commonwealth of Australia and action

to amend the Act to introduce these changes was suspended until the court had made known its decision. On 10th August, 1960, the High Court affirmed the validity of the *Papua and New Guinea Act* (and of the *Income Tax Ordinance 1959* which had been challenged in the same action) and, by legislation introduced into the Commonwealth Parliament in September, 1960, and assented to on 17th October, 1960, the *Papua and New Guinea Act* was amended to reconstitute the Legislative Council and increase its membership from 29 to 37 (including six members elected by the indigenous population); and to replace the Executive Council by a differently constituted body—the Administrator's Council, referred to above. These changes are discussed below and are set out in detail in Chapter 2.

Under the general direction of the Administrator, the administrative functions of government are discharged by seventeen 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 and New Guinea.

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

LEGISLATIVE COUNCIL ELECTIONS—UNENROLLED ELECTORS.



A Mt. Hagen man who has been briefed in the election procedures explains them to villagers.



A campaign director seeks support for a nominee to represent the Hagen Central Electoral Group at the Highlands election meeting.



Voters of the Hagen Central Electoral Group line up behind the nominee they wish to represent them at the meeting to elect the member for the Highlands Electorate.



One of the Legislative Council candidates addresses the meeting of representatives held at Goroka on 18th March, 1961, to elect the member for the Highlands Electorate.

limited jurisdiction are District Courts, constituted under the *District Courts Ordinance 1924-1961*, and Courts for Native Affairs constituted under the *Native Administration Ordinance 1921-1951*.

The *Native Local Government Councils Ordinance 1949-1960* provides for the setting up of councils with power 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 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 so as to bring them as quickly as possible to the stage where they will be able to manage their own affairs and decide their political future as a people.

The obstacles to be overcome in the attainment of this objective have been outlined in previous reports. In the absence of a common language and a Territory-wide sense of community, one of the chief instruments of political education has been the native local government council. The basic aims of local government policy have been as follows:—

- (a) to provide a means of teaching the indigenous people to assume a measure of responsibility for their local affairs in accordance with democratic procedures;
- (b) to provide area machinery and local funds for extending and co-ordinating social services at village level and hence to enlist the active support of the people in raising living standards;
- (c) to face the indigenous population squarely with the fact that progress is inseparable from good order and industrious habits and that social services have to be paid for; and
- (d) to prepare the way for fitting them, in a way they can understand, into the Territory's political system.

In a little over ten years a stage has been reached where there is a network of 27 councils spread over eight districts of the Territory, and comprising in all 780 elected members representing a total population of 206,300, who have become or are becoming accustomed to the democratic process of electing their own representatives to manage their own affairs, and are gaining some understanding of the principles and values on which a democratic political system is based. In addition the councillors themselves are becoming experienced in the processes of local government administration and as a result of the training courses described in Chapter 3 a body of competent clerical and administrative workers is being built up at the local government level.

Although the main emphasis has been on the local government council system other means of political education have not been neglected. In 1951 three indigenous members were appointed to the Legislative Council. Later, in order to bring about a more widespread knowledge of governmental processes at the territorial level, especially among potential leaders of the indigenous people, an organized system of enabling selected indigenes from all districts to attend proceedings of the Council was instituted. The appointment of indigenous members and observers on district and town advisory councils introduced another kind of political education. At the same time an avenue of training in the practical tasks of administration was opened up through the creation of the Auxiliary Division of the Public Service and, as a result of recent amendments to Public Service legislation, the way is now open to suitably qualified native officers to enter the higher divisions of the Service. Another form of administrative experience at a territorial level is being provided through the appointment of indigenous members to statutory boards and committees.

On the one hand these developments may be regarded as positive training measures directed to speeding the process of political advancement; on the other they are a reflection of the progress being made in the other fields of advancement—economic, social and educational—and of the way in which the minds of the people are now capable of reaching out to wider fields of experience.

The Administering Authority holds firmly to the view that if self-government is to contribute to the well-being of the people they must have a sound understanding of the workings and underlying principles of democratic institutions, political, administrative and judicial. It also believes that once a certain measure of understanding has been achieved it can be extended only through the practical operation of the institutions and that, where leaders are emerging who understand the problems and aspirations of their people and whom the people are willing to accept as their spokesmen, they must be given adequate means of political participation and expression.

The success of the policies followed by the Administering Authority not merely in the political field, but in all fields of advancement has made it possible during the past year to bring into effect significant measures of political reform. Briefly, these changes, which are described in detail in Chapter 2, consisted of a radical re-constitution of the Legislative Council, the replacement of the Executive Council by an Administrator's Council, and provision for the election of native members.

In his second reading speech in the Commonwealth Parliament on the Papua and New Guinea Bill (No. 2) 1960 embodying the proposed changes the Minister for Territories pointed out that the proposals were the result of a long period of study and preparation, culminating in a tour of the Territory of Papua and New Guinea which he made in person and in the course of which he had discussions with citizens of all races and with representative organizations of all races. There

was, he said, a large measure of agreement by Territory residents that the official majority in the Legislative Council should be retained, but reduced to no more than one or two votes; that the number of elected members should be increased; that the eventual objective should be a common roll for all voters throughout the Territory, but that in the present stage it would be necessary, for practical reasons, for the indigenous people to elect some members and for non-indigenes to elect non-indigenous members; that in the election of the indigenous members use should be made of the local government councils, but that the method adopted should also have regard to those advanced communities not within the council system; that the total number of elected indigenous members should be the same as the number of elected non-indigenous members; that the Government should take the responsibility of providing additional indigenous members to speak for the people in the backward areas who could not at this stage take an effective part in any system of election; and that the nominee positions, both official and non-official, should be regarded as open to indigenous nominees as well as to non-indigenous.

The amending legislation gave effect to all of these views or even, as instanced by the abolition of the official majority, went beyond them. Moreover, it was framed in such a flexible way that it could meet many changing circumstances with little further change in itself. Thus the Minister, in his second-reading speech, went on to say—

"In introducing these changes we are taking care to set them out in a way that will admit of progressive development. For example, the clauses relating to the Legislative Council will remove any distinction between categories of members and distinguish only the method by which they attained membership—that is, by election or by appointment. This will leave the way clear in future years for a simpler form of amendment under which the number of appointed members can be reduced and the number of elected members increased. We also propose to avoid, as far as is possible, any distinctions between indigenous and non-indigenous members and to leave the way open for persons of any race to be either elected or appointed to any vacancy, thus establishing a course of change which will end with a common roll and the occupancy of official positions by persons of either race. The clauses dealing with the Administrator's Council have been drafted so that the council may become the starting point for progress towards representative government and, eventually, responsible government."

The future role which the Administering Authority envisages for the Legislative Council is expressed in the following passage from a speech delivered by His Excellency the Governor-General of the Commonwealth of Australia on the occasion of the opening of the first meeting of the first session of the Fourth Council of the Legislative Council—17th October, 1960, the day on which assent was given to the *Papua and New Guinea Act (No. 2) 1960*:—

"... the final outcome of all other political growth will be found in this Council. The coming of self-government in the democratic tradition will mean that this Council will have developed into a parliament in which all the members are chosen by the inhabitants of the Territory and are answerable to the

inhabitants of the Territory for what they do. It will also mean that the other institutions of government will be responsible to the parliament.

This course of constitutional change centres on this Council. The democratic course of change does not lead to increasing the powers of a Territorial Administration *vis-à-vis* the government to which it is responsible, for that would be to build a bureaucracy, but it has to lead step by step to increasing the representative character and the powers of this Legislative Council, for when self-government comes the Administration of Papua and New Guinea will have to answer to the Parliament of Papua and New Guinea instead of, as at present, to the Australian Parliament."

In opening the reconstituted Legislative Council on 10th April, 1961, His Excellency the Administrator of the Government of the Commonwealth of Australia outlined in general terms the course which would be followed towards the eventual goal of self government.

"The Australian Parliament, in enacting the constitutional reform which led to the changes in this Council, had it clearly in mind that there should be continuous political growth and progressive constitutional change. It is their belief that political growth and constitutional change should go hand in hand so that the political advancement of the people is never hampered by having to work through institutions which have become out-of-date and unsuitable; and so that the institutions themselves will never fail to serve their purpose through any lack of political capacity among those who use them.

The Government and the Territorial Administration will continue to promote, to encourage and to assist in all possible ways political advancement in the Territory. Their efforts will be exerted in many spheres—in local government, in public administration, in the functioning of various agencies of government, and in general education—and will find their apex in the membership of this Council. We trust that in this Council the leaders of the people will never fail to find their opportunity and that, as the political aspirations of the people expand, this Council will give them the means of shaping their own future until eventually they reach the goal of self-government.

My advisers have expressed readiness to set target dates for the performance of the various practical tasks they have undertaken in social, economic and educational advancement. The stages in the progress of political advancement will be set by the response of the people themselves. Nevertheless my advisers have it in their own mind that, after experience of one full-term of the newly-constituted Council and after a second general election—that is to say in perhaps five years from now—this Council and the Australian Parliament might be asked to consider what the next step forward should be. My advisers also have it in mind that, as soon as the people of the Territory themselves feel ready for the change, they should move to a system of elections on a common roll. On all these questions my advisers look to the participation of all the people of the Territory, through this Council, in shaping the course of change and progress."

As a result of the recent constitutional reforms and other measures in the political field the way is now open for a balanced development which will involve at one end the training of responsible political leaders elected by the people—leaders who have shown that they are not mere representatives of tribal interests but have a territorial viewpoint—and at the other a broadening and intensification of political understanding and participation among the community as a whole.

To an increasing extent the Government will have the assistance of native leaders in the task of assessing the needs and responses of the people in this rapidly

changing society and its own readiness to make adjustments will be supported by the sureness of observation which such leaders will be able to provide.

In pressing ahead with the political education of the broad mass of the people, the Administration will continue to rely heavily on the proved effectiveness of the local government council system and will maintain the political impetus that has been developed at the local level. At the same time the awakening of the people to their membership of a wider community and to their role in the conduct of its affairs, which participation in the recent elections has done so much to produce, will be carried still further through the medium of such instruments of community education as women's clubs and other voluntary organizations and through the activities of the Division of Extension Services, or, as it is soon to become, the Department of Information and Extension Services.

Progress during the past year has not been confined to political and administrative fields. Important steps have also been taken towards preparing the way for participation by the indigenous people in the administration of justice.

In the report for 1959-60 it was mentioned that arrangements had been made for Professor D. P. Derham, Professor of Jurisprudence of the University of Melbourne, to inquire into the judicial system of the Territory and make suggestions for its improvement having regard to the present and future requirements of the Territory. In August-September, 1960, Professor Derham visited the Territory and examined all aspects of the judicial system.

In instituting this inquiry, the Administering Authority was moved by the following considerations—that a system of justice is one of the essential pre-requisites of self-government; that such a system needs high standards in the Bench, the accessibility of the Courts to the people, the confidence of the people in the Courts and the habit of relying on the Courts to protect the personal rights and property of the individual and to redress any wrong or injury suffered by the individual; and the need in this as in other fields to prepare the indigenous people for full participation in the work of their own institutions.

Professor Derham considered that the basic weakness in the system of administration of justice in the Territory lay in the relations between the executive and the judicial arms of government at all levels; that the Territory was experiencing a transition from pure executive government of a paternal kind to a form of government more in accord with Western notions of parliamentary and constitutional government; and that if this transition were to be negotiated successfully it was important to provide that the judicial system served the law quite independently of the executive. He did not recommend substantial changes in the administration of justice in remote areas of first contact with primitive people where the Native Affairs officer inevitably undertakes all functions of government. In the more advanced areas some changes had already been made. In the major centres, the district courts had

been, increasingly, staffed by full-time qualified stipendiary magistrates in place of Native Affairs staff performing judicial functions part-time. The office of the Public Solicitor had been set up to provide defending counsel who are professionally independent of administrative direction for native persons charged with serious offences. The administration of prisons had been removed from the control of the police and placed under a separate Corrective Institutions Branch charged with a responsibility for placing emphasis on training and rehabilitation.

Professor Derham pointed to the need for taking additional positive steps to give reality to the separation, in all but remote areas of first contact, of the processes of justice from the activities of administration. He proposed a process of systematic re-organization so that in the more developed areas all of the courts would be staffed by full-time magistrates who had been specially trained for the requirements of the work, and all police functions would be performed by police officers. In these areas the Native Affairs officers would perform neither judicial nor police functions. He recommended that the police should be separated from the Public Service and constituted as a separate statutory force under the independent control of a Commissioner.

He also recommended that in the process of combining into a single system the courts of summary jurisdiction (which are still constituted separately for Papua and New Guinea) courts specially concerned with native matters, having simplified procedures, should be so constituted that, as the need for them disappears, they can easily be amalgamated with the district courts. He directed attention to the need for definition of the circumstances in which native custom should be applied in the courts, and for the adoption of clear procedures for ascertaining what the relevant custom is.

Professor Derham commended the decision taken in 1955 against developing in the Territory a system of customary native courts outside the regular judicial system, and recommended that participation by the native people in the processes of justice should be as part of the regular judicial system of the Territory. As well as training and employment of suitable persons as clerks of courts and interpreters, he proposed that as soon as possible native candidates should be trained for appointment as magistrates, and that in the interim native persons having facility in English and standing in their communities should be appointed as justices to sit with stipendiary magistrates or other magistrates.

Action has already been taken to implement a number of Professor Derham's recommendations. The police force has been set up as a separate department of the Public Service; training programmes to prepare native candidates for participation in the work of the courts as magistrates, clerks of courts and interpreters are being drawn up; and steps have been taken to institute the research needed to enable rules relating to the ascertainment and application of native custom to be drafted.

The following additional policy decisions based on Professor Derham's recommendations have been made:—

- (a) Courts for Native Affairs are to be abolished and a system of local courts operating under simplified rules of procedure, with a relatively low limit of jurisdiction in both criminal and civil matters and with the power to apply native custom in appropriate cases is to be established throughout the Territory. Provision is to be made for selected native persons to be appointed as justices to sit with a magistrate in local courts, but without power of decision at this stage.
- (b) Other courts of summary jurisdiction will be replaced with a unified system of district courts which will have a jurisdiction concurrent with the local courts and extending to a higher limit; will operate according to ordinary rules of procedure; and will have power to order a matter to be removed from a local court or to refer a matter to a local court.
- (c) Local courts will be established in such a way that it will be possible later to amalgamate them with the district courts.
- (d) Proper provision for appeals from local courts and district courts to the Supreme Court is to be made.

The carrying out of these proposals will represent a major step forward in the work of integrating the entire population in one system of law and legal administration.

CHAPTER 2.

TERRITORIAL GOVERNMENT.

Structure.

The general structure of the territorial government is described in Chapter I 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 1949-1960*, which provides for the appointment by the Governor-General of an Administrator to administer the government of the Territory on behalf of the Administering Authority and to hold office during the Governor-General's pleasure.

Sir Donald Mackinnon Cleland, C.B.E., O.St.J., 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's Council;
- (c) the Administrator.

The Legislative Council.

As stated in Chapter 1, the *Papua and New Guinea Act* was amended in October, 1960, to provide for the re-construction of the Legislative Council, following the dismissal by the High Court of the Commonwealth of Australia of the action to challenge the validity of the Act. (The circumstances leading to this action were outlined in the 1959-60 report.)

Meanwhile the election for the Council as formerly constituted which had been set down for 27th August, 1960, was held. The election was contested only in the New Guinea Mainland Electorate, the nominees in the other two electorates being returned unopposed. The following members were returned:—

- Mr. A. L. Hurrell—New Guinea Mainland Electorate;
Mr. D. Barrett—New Guinea Islands Electorate; and
Mr. C. P. W. Kirke—Papua Electorate.

Another change in the membership of the Council as formerly constituted was the appointment of Dr. Reuben Taureka, as an official member on the retirement of the former Director of Native Affairs, Mr. A. A. Roberts, M.C. Before the retirement of Mr. Roberts his place on the Council had been filled for a period by the Acting Director of Native Affairs, Mr. J. K. McCarthy, M.B.E.

Under amending provisions of the *Papua and New Guinea Act 1949-1960*, which were brought into operation on 9th December, 1960, the Council has been re-constituted as follows:—

	New Council.	Old Council.
(a) the Administrator	1	1
(b) Fourteen officers of the Territory to be known as official members, appointed by the Governor-General on the nomination of the administrator	14	16
(c) Twelve elected members, for the time being to consist of—		
(i) Six persons elected by electors of the Territory	6	3
(ii) Six persons elected by the indigenous population	6	..
(d) Ten persons, to be known as appointed members, appointed by the Governor-General on the nomination of the Administrator	10	3 representing missions 3 non-official indigenous 3 other non-official
	37	29

The Act thus provides for a non-official instead of an official majority. All members, except the twelve elected members, are appointed by the Governor-General on the nomination of the Administrator and under Section 36 (2) of the Act the Administrator is required to exercise his powers of nomination to ensure that not less than five of the appointed members are residents of the Territory of New Guinea and not less than five are Papuans or New Guineans. The statutory provision for representation of the Christian missions has been removed, but in addressing the House of Representatives on the provisions of the amending legislation the Minister for Territories stated—

“... the Administrator will be asked to consider the nomination of two persons from the Christian missions in the Territory, having regard to the fact that since the inauguration of the council, the missions have had three statutory places. Until such time as all the native people are fully represented by their own members, one hopes that the missionaries will be additional spokesmen for them. With all respect to the mission representatives, I think it is doubtful whether the retention of special seats for missions could be justified for members who were only spokesmen for missions and defenders of the interests of missions; but there is a recognizable case for voices that will be raised for sections of the population whom missions can claim to know more closely and understand more clearly than others do.”

An appointed member may at any time be removed from office by the Governor-General; normally, unless re-appointed, he 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.

Section 36 (3) of the Act provides for the election of the twelve elected members as under (c) (i) and (ii) above “until a date to be fixed by or under an Ordinance as the date on and after which natives are eligible to be enrolled as electors subject to the same conditions as apply to other persons”. Thus the provisions for separate elections are only a temporary expedient; a single election and a common roll are the ultimate objectives and will be able to be brought into effect without further amendment of the Act.

In the new council all appointments, whether of official or non-official members, will be open to indigenous as well as non-indigenous persons. Out of a total of twenty-two non-official members at least eleven (six elected and five appointed) must be indigenous persons. This represents the bare minimum of indigenous representation on the Council and the establishment of a common electoral roll and the growth of indigenous membership of the Territorial Public Service will open the way to increasing participation by the indigenous people in the functioning of the Council.

In relation to the elected members the Act provides that they shall be elected as provided by Ordinance and that “an ordinance relating to the election of members of the Legislative Council by natives may provide for a system of election under which the natives who vote at the election are themselves elected or chosen by natives”.

The *Legislative Council Ordinance 1951-1960* provides that elections shall be held at intervals not exceeding three years and lays down the qualifications and methods of election, together with electoral boundaries. Under an amendment to the ordinance brought into operation on 12th December, 1960, the number of electorates was increased from three to the following six, each to be represented by one indigenous and one non-indigenous member:—

- New Britain Electorate;
- New Guinea Islands Electorate;
- New Guinea Coastal Electorate;
- Highlands Electorate;
- Western Papua Electorate; and
- Eastern Papua Electorate.

The amendment provided for “Elections by enrolled electors” (i.e., those referred to under (c) (i) above as “the electors of the Territory”) and “Elections by unenrolled electors” (i.e., the indigenous population).

A candidate for election by enrolled electors 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 candidate for election by unenrolled electors must be—

- (i) an indigenous inhabitant of the Territory;
- (ii) at least sixteen years of age; and
- (iii) a resident of the electorate for which he is nominating.

In relation to elections by unenrolled electors it is provided that—

- (i) individual indigenes wishing to present themselves as candidates for an electorate may lodge a nomination on the prescribed form signed by six indigenous residents of the electorate;
- (ii) where an election is necessary, each native local government council in the electorate shall appoint a representative or representatives (according to the number fixed by the Administrator by notice in the *Gazette*) to vote in the election and shall forward their names to the Returning Officer for the electorate;
- (iii) the Administrator may, by notice in the *Gazette*, declare “a class or classes of natives living in an area which is not within a Council area to be an electoral group” for the purposes of an election by unenrolled electors; that he may

also declare the number of representatives to be nominated by the group and the manner in which they are to be nominated and that the names of such persons also shall be notified to the Returning Officer;

- (iv) the Returning Officer shall convene and preside over a meeting of the representatives of local government councils and electoral groups in the electorate, at a time and place fixed by the Administrator by a notice in the *Gazette*, and such a meeting shall elect one of the candidates to be the member for the electorate;
- (v) voting shall be by secret ballot, each representative having one vote, and the candidate receiving the most votes shall be deemed to be elected.

The first election for the re-constituted Legislative Council was held on 18th March, 1961.

For about three months before the election the system for electing their representatives was thoroughly explained by Native Affairs officers to native local government councils and other advanced groups, and special measures for disseminating information about government in general and the history of government in the Territory, the composition and functions of the Legislative Council and procedures for electing its members were undertaken by the recently established Division of Extension Services. These included the preparation and distribution of booklets, radio broadcasts in English, pidgin and Police Motu and the holding at Port Moresby of an eleven days' course of study in electoral procedures for men of understanding and authority among their people, who were also fluent in English, a *lingua franca* and one of the vernaculars spoken in an electoral group. A total of 40 men representing over 30 linguistic areas attended the course, at the end of which the majority returned to their areas equipped with various forms of teaching aids and information material to explain matters relating to the forthcoming elections to their people.

On 18th March, delegates representing 500,000 indigenous inhabitants of the Territory of Papua and New Guinea elected six members from a total of 108 candidates. Results of the elections of both indigenous and non-indigenous members were—

Electorate.	Indigenous Member.	Non-indigenous Member.
New Britain ..	Mr. Vin Tobaining	Mr. J. L. Chipper
New Guinea Islands	Mr. Nicholas Brokam	Mr. Paul Mason, D.S.C.
New Guinea Coastal	Mr. Somu Sigob ..	Mr. A. L. Hurrell, M.C.
Highlands ..	Mr. Kondom Agaundo	Mr. I. F. G. Downs
Western Papua ..	Mr. Simoi Paradi ..	Mr. S. R. Slaughter
Eastern Papua ..	Mr. John Guise ..	Mr. J. R. Stuntz

On 23rd March, 1961, the appointment of the following "appointed members" of the Council was announced:—

- Dr. Reuben Taureka, of Port Moresby.
Miss Alice Wedega of Abioma Village, Milne Bay District. } Papua
- Mr. Ephraim Jubilee of Rataval Village, near Rabaul, New Britain District.
Mr. M. Tokuradal, of Madang, Madang District. } New Guinea
- Mr. Kibunki, of Wabag, Western Highlands District.
Mr. Bonjui, of Korogo, near Ambunti, Sepik District. } New Guinea
- Mr. B. E. Fairfax-Ross, of Port Moresby, who had been a member of the Council since its inaugural session in 1951.
- Mrs. Roma I. Bates, of Madang.
- The Rt. Rev. P. N. W. Strong, Bishop of New Guinea.
- The Reverend Father G. McGhee, of Sideia, Milne Bay District.

The membership of the Council at 30th June, 1961, was as follows:—

President:

His Honour the Administrator, Sir Donald Mackinnon Cleland, C.B.E., O.St.J.

Official members:

- Dr. J. T. Gunther, O.B.E., Assistant Administrator.
Mr. I. F. Champion, O.B.E., Chief Native Lands Commissioner.
Mr. H. H. Reeve, Treasurer and Director of Finance.
Mr. D. E. Macinnis, O.B.E., Director of Lands, Surveys and Mines.
Mr. W. W. Watkins, Secretary for Law.
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. F. C. Henderson, Director of Agriculture, Stock and Fisheries.
Mr. H. L. R. Niall, C.B.E., District Commissioner, Morobe District.
Mr. J. K. McCarthy, M.B.E., Director of Native Affairs.
Mr. J. R. Foldi, District Commissioner, New Britain District.
Mr. K. M. Chambers, Chief Collector of Customs.

Appointed members:

- Mr. B. E. Fairfax-Ross.
Mrs. R. Bates.
Mr. R. Taureka.
The Right Reverend P. N. W. Strong, C.M.G.
Reverend Father J. G. McGhee.

Mr. E. Jubilee.
Mr. M. Tokuradal.
Mr. Kibunki.
Mr. Bonjui.
Miss A. Wedega.

Elected members:

Mr. J. D. Guise.
Mr. J. R. Stuntz.
Mr. S. Paradi.
Mr. S. R. Slaughter.
Mr. A. L. Hurrell, M.C.
Mr. S. Sigob.
Mr. I. F. G. Downs.
Mr. K. Agaundo.
Mr. P. E. A. Mason, D.S.C.
Mr. J. L. Chipper.
Mr. N. Brokam.
Mr. V. Tobaining.

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

Simultaneous translation of Council proceedings is carried out in Motu, Pidgin and English by a corps of interpreters and is of particular value to those members of the Council who are not fluent in English.

There are fifteen observers from the various districts and the simultaneous translation system is so arranged that facilities are available to each observer to enable him to follow the Council proceedings in either English, Pidgin or Motu.

The Council is empowered to make ordinances for the peace, order and good government of the Territory, which, however, do not have any force until assented to by either the Administrator or the Governor-General as provided in the Act.

The initiation of legislative proposals in the Council is governed by sections 47 and 48 of the *Papua and New Guinea Act 1949-1960* 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.

The Council met three times during the year: from 17th October to 22nd October, 1960; from 10th April to 14th April, 1961; and from 5th June to 9th June, 1961.

Standing Committee on Public Works—The *Public Works Committee Ordinance 1960*, which came into force on 6th April, 1961, provides for the appointment, at the commencement of the first session of every Legislative Council, of a Standing Committee on Public Works consisting of six members of the Council, drawn equally from non-official and official members. Members of the Committee are appointed by the Council itself which is also empowered to appoint the Chairman and Vice-Chairman from among the members and a deputy for each member.

Proposed public works may be referred to the Committee for consideration and report either by resolution of the Council or by the Administrator at any time, and must be referred to it if the work is estimated to cost more than £100,000 unless the Council resolves that it is expedient that the work should be carried out without being referred to the Committee, or the Administrator declares that it is for defence purposes and that reference to the Committee would not be in the public interest.

The Committee is obliged to obtain such information as will enable it to inform or satisfy the Council on the expedience of carrying out any work referred to it and has been given appropriate powers for that purpose, including the power to summon witnesses and to take evidence on oath or affirmation. No work which has been referred to the Committee may be commenced until the Council resolves that it is expedient for the work to be carried out.

The Legislative Council has appointed the following members to be members of the Standing Committee:—

Members.	Deputies.
Dr J. T. Gunther, O.B.E. (Chairman)	Mr. J. K. McCarthy, M.B.E.
Mr. H. H. Reeve (Vice-Chairman)	Mr. D. E. Macinnis, O.B.E.
Mr. F. C. Henderson	Mr. I. F. Champion, O.B.E.
Mr. J. L. Chipper . .	Mr. A. L. Hurrell, M.C.
Mr. Somu Sigob . .	Mr. V. Tobaining
Mr. S. R. Slaughter	Mr. J. R. Stuntz

Observers.

The scheme under which indigenous observers attend meetings of the Legislative Council has been continued. Observers now number one from each district, making a total of fifteen—nine from the Trust Territory and six from the Territory of Papua.

Observers arrive approximately a week before meetings. An assistant district officer attends all meetings with them to ensure that they understand proceedings. Instruction is given on the purposes and organization of the Council and its procedures and debates are interpreted for them. A recapitulation of proceedings is given at the end of each day.

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 Administrator's Council.

The Administrator's Council.

The 1960 amendment to the Papua and New Guinea Act provided for an Administrator's Council to replace the former Executive Council. (This provision was brought into operation on 10th April, 1961.)

The Executive Council, whose function was to advise and assist the Administrator, consisted entirely of officers of the Territory and was presided over by the Administrator, who alone submitted matters to it and who was not bound to accept its advice. Despite its title it was not an executive body except in a very limited sense.

The new Administrator's Council consists of the Administrator, three official members of the Legislative Council and three other members of the Legislative Council, none of whom may be an official member and at least two of whom must be elected members. The Council's function is to advise the Administrator on any matter which he refers to it and on any other matter as may be provided by ordinance. In the latter case, while the Administrator is not bound to act in conformity with the advice of the Administrator's Council, if he fails to act in accordance with that advice he must provide the Legislative Council, not later than the first sitting day of its next meeting, with a statement of his reasons. The *Administrator's Council Ordinance 1960* provides that regulations may be made by the Administrator-in-Council.

As only Legislative Councillors can be members of the Administrator's Council, its establishment directly associates the Legislative Council with the daily tasks of administration and through the membership of elected members of the Legislative Council it introduces the first measure of representative government to the Territory.

The following members of the Administrator's Council were appointed on 10th April, 1961:—

Official members of the Legislative Council:

- Dr. J. T. Gunther, O.B.E., Assistant Administrator.
- Mr. H. H. Reeve, Treasurer and Director of Finance.
- Mr. J. K. McCarthy, M.B.E., Director of Native Affairs.

Elected members of the Legislative Council:

- Mr. I. F. G. Downs, elected by enrolled electors (i.e., non-indigenous population) Highlands Electorate.
- Mr. J. D. Guise, elected by unenrolled electors (i.e., the indigenous population) Eastern Papua Electorate.

Non-official appointed member of Legislative Council:

- Mr. B. E. Fairfax-Ross.

Statutory and Other Boards and Committees.

There is a number of statutory and other boards, committees and similar bodies which exercise executive or advisory functions. The more important are listed in Table 18 of Appendix II.

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 each district.

No changes were made to district boundaries during the year.

At 30th June, 1961, 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 and other administrative aspects. Sub-district boundaries are not firmly fixed until the districts are under complete Administration control.

Classification of Areas.

The classification of the Territory into areas "under Administration control", "under Administration influence", "under partial Administration influence" and "penetrated by patrols" has been discontinued as from 29th June, 1961, and the terms "unrestricted" and "restricted areas" which have a legal basis in the *Restricted Areas Ordinance 1950* have been adopted.

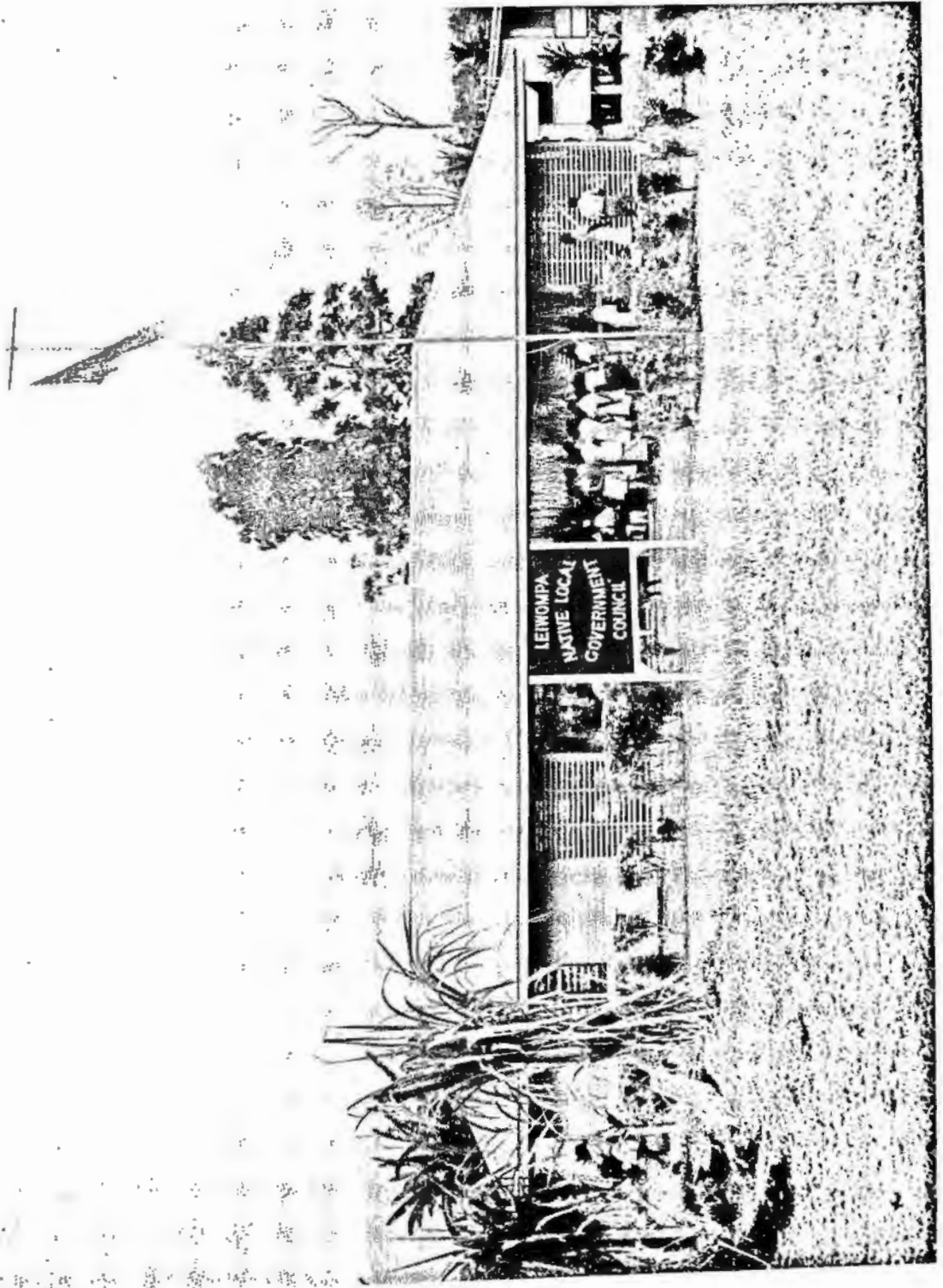
Section 6 of the *Restricted Areas Ordinance* states—

"The Administrator may, by proclamation in the *Gazette*, declare any area which is not fully, or has not yet come, under the control of the Administration to be a restricted area for the purposes of this Ordinance."

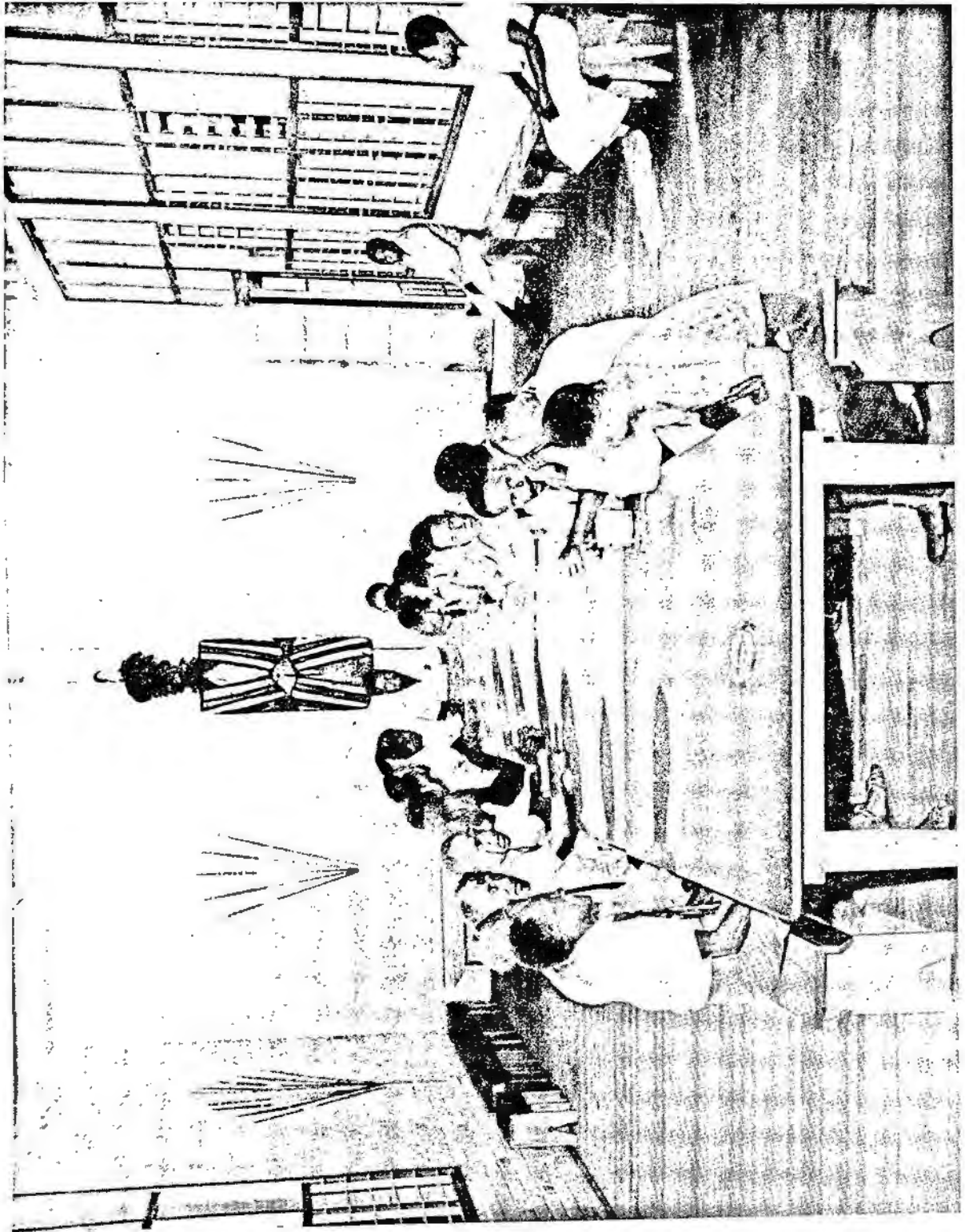
At 30th June, 1960, there was a disparity of some 5,500 square miles between the total area not under full Administration control and the total area proclaimed as restricted under the ordinance. During 1960-61 the area under restriction was considerably reduced by the formal removal of the restriction from some areas which were in fact already under control and from others which were brought under control during the year.

In the areas still proclaimed as restricted, which comprise 8,056 square miles of difficult country with an estimated population of 38,000 persons (compared with 11,635 square miles, with an estimated population of 80,000, which were not under full control at 30th June, 1960), there is as yet no permanent organization for the administration of law and order.

Only indigenes, Administration officers or authorized persons may enter a restricted area, and the Administration is thus able to control the rate and extent of contact with the inhabitants and ensure that development is not only peaceful but adequate to their circumstances.



The Leiwompa Council House, near Lac.



Interior of the Waiye Council House, near Goroka.

The Administration establishes friendly relations through the patrol system. Advice is sought by the people and disputes are settled. Medical, educational and economic activities are introduced and a census is taken. The people are thus inducted into the system of law and order and with the establishment of continuous supervision control is consolidated and expanded.

Details of the restricted areas are given in Appendix II, which also includes a map showing areas restricted at 30th June, 1961.

Areas under restriction comprise portions of the Western Highlands and Sepik Districts and small sections of the Madang, Morobe and Eastern Highlands Districts. Progress during 1960-61, under the plan to bring the whole of the Territory under control by the end of 1963, included the establishment of four new patrol posts, one each in the Sepik and Western Highlands Districts and two in the Eastern Highlands District.

It is planned to establish three more patrol posts during 1961-62—one each in the Sepik, Western Highlands and Morobe Districts—and to make further considerable reductions in the area under restriction.

Fulfilment of the plan will depend on the absence of any major emergency which would divert resources of staff and facilities, and the continued availability of adequately trained and experienced staff. As the Administration extends its control the demands on its services and personnel increase. Not only must the new areas receive adequate attention, but at the same time the peoples of the more developed areas must be given the intensive guidance, expanded services and more rapid progress in all fields of development which they are coming to expect.

Patrols.

In areas not under restriction the aim is to visit the people as often as possible, and to remain with them as long as is necessary to deal with any matters which might arise. Visits are made by officers of the field staff of the Department of Native Affairs and of other departments, in particular Public Health, Forests, and Agriculture, Stock and Fisheries.

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

Patrols in restricted areas are led by experienced officers. In unexplored or partly explored country, a preliminary aerial reconnaissance is first undertaken if practicable. The ground patrol makes contact and establishes friendly relations with the people. It obtains information for administrative purposes as well as topographical data. Additional patrols follow later. 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.

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

Tribal Fighting and Attacks on Patrols.

In January, 1961, an attack was made on a patrol operating from the newly established patrol post at Wonenara in the Eastern Highlands in a restricted area where widespread tribal fighting had been taking place. As the patrol approached the village of Tainoraba it came under heavy arrow fire from behind the village stockade. After several warning rifle shots the attackers fled, without injury to any member of either party. In April, the patrol was again attacked, this time at Kau'unta by members of the Arebunkura group whom it was attempting to apprehend on a charge of murdering members of the Aruwini group. A police constable received a minor arrow wound in the arm.

Tribal fighting continued in many parts of the area administered from Wonenara, and another patrol from that station was attacked at Sebanuma on 2nd June, 1961, by warriors from Aruwini and Iabwiara villages. Under heavy attack, the patrol fired a number of shots and it is alleged that there were casualties. A court is inquiring fully into the incident, but its investigations are not yet complete.

The area concerned is one of the most difficult in the Territory and considerable time and effort will be necessary before the rule of law is fully established.

CHAPTER 3.

LOCAL GOVERNMENT.

Native Local Government Councils.

The background to the native local government council system is described in Chapter 1 and the following table illustrates its development since the establishment of the first councils in 1950:—

Year ended 30th June.	Number of Councils.	Number of Councillors.	Approximate Population Covered.
1951	4 (a)	72	15,400
1952	4 (a)	62	15,400
1953	6 (a)	106	24,813
1954	6 (a)	139	28,600
1955	6	141	29,997
1956	6	147	31,100
1957	10	230	52,560
1958	15	379	91,157
1959	18	470	119,532
1960	23	657	167,900
1961	27	780	206,300

(a) Native village councils established under the *Native Village Councils Ordinance 1949-1952.*

Particulars of the 27 councils in existence at 30th June, 1961, including dates of establishment, are given in Table 10 of Appendix II.

During the year six new councils were proclaimed—two in the Sepik District and one each in the New Ireland, New Britain, Eastern Highlands and Morobe Districts. The Wewak and Vunamami Councils were extended to include additional villages. The new council in the New Britain District was formed by the amalgamation of the Reimber and Livuan Councils, which had previously operated as separate councils but with a joint treasury.

In all districts preparatory survey work has been continued as a result of which it is hoped that more councils will be proclaimed.

Functions and Constitution.—Under the *Native Local Government Councils Ordinance 1949-1960*, the Administrator may establish by proclamation local government bodies endowed with functions over defined areas in relation to the following matters:—

- (a) maintaining peace, order and good government, subject to the laws of the Territory;
- (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; and
- (d) providing or co-operating with any department or any other entity in providing any public or social service.

To enable them to carry out these functions councils are empowered to make rules for peace, order and welfare which, when approved by a district officer, have the full force of law, and are authorized to levy rates and taxes and to charge 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.

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, when 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 councillors in their duties and generally advise and help.

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

Any indigenous resident of a council area is entitled to stand as a candidate. Some women have been nominated but at present there are no women councillors. The Ordinance permits the nomination of council members by the district officer. This power was not exercised during the year and all councils consist entirely of elected members.

Tenure of office is for twelve months following the initial elections and subsequent elections are held biennially. Although the formal appointment of a

successful candidate is subject to approval by the district officer, no successful candidate has in fact been debarred from assuming office.

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.

The method of selecting council presidents and vice-presidents depends on the council constitution. Normally these officers are elected by 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.

Executive committees composed of varying numbers of councillors, and usually including the president and vice-president, are appointed to prepare and later supervise a works programme, to organize festivities and sports days, to supervise council constables in the execution of their duties, to watch over the care and maintenance of council transport, to consider correspondence other than that of a routine nature and to perform other similar functions.

Council members are paid allowances from council revenue, the rates being fixed by the councillors when drawing up the 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 £144 a year by the Vunamami Council for its president. Most councils also vote a small sum annually, as a special allowance, to executive committee members.

Councils are established on the basis of a defined area consisting of a number of village groups which to a large extent have common interests.

As councillors and people become more experienced in the functioning of the council system the area over which they can operate effectively tends to widen. Council areas have been extended in a number of cases while in others *ad hoc* arrangements for consultation and co-operation exist. The four Tolai Councils of the Gazelle Peninsula in New Britain, for example, hold quarterly combined meetings to decide matters of common interest; the time is not yet opportune, however, to bring about a formal federation of all these units. The Tolai Councils have also combined to assist financially in the upkeep of the Rabaul Centre, women's clubs and various educational institutions. In addition they contribute £24 each towards the maintenance of the Rabaul Native Market, and operate a joint bulk store for the importation and distribution of building and other materials.

Finance.—Each council derives most of its revenue from a capitation tax collected and taken into account by the council in accordance with the Native Local Government Councils Ordinance. Revenue is expended by the council in accordance with its approved annual estimates and no part of it goes to the Territorial Government. Tax rates declared by rules of the various councils are given in Table 10 of Appendix II.

Councils may also impose fees in respect of any of the matters coming within the scope of their powers.

An exemption from or reduction of council tax may be granted by a local government council taxation tribunal to a male on grounds of impecunious old age, infirmity or unavoidable hardship; to a female who is the mother of four or more living children or is caring for three or more young children (either her own or adopted); and to widows, aged women and wives of persons who have already been granted an exemption.

No communal labour is 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 tracks passing through their holdings. The annual appropriations made by the councils for road maintenance are used to buy road-making equipment for use by villages and to pay workers hired for special jobs beyond the scope of village maintenance.

In September of each year each council holds a series of meetings to prepare its annual financial estimates for the new year commencing on 1st January. Such meetings are attended by representatives of various Administration departments concerned with local services. A rule fixing taxation rates for the ensuing year is passed and an estimate is then made of the total revenue the council can expect to receive.

When the revenue figure has been estimated and the carry-over figure calculated every item of expenditure, whether recurrent or capital, is decided by the full council, all major items being voted on separately. Finally, the estimates are approved by formal motion and forwarded to the district officer for his approval.

Council members and residents take a keen interest in their financial affairs and although it will be some time before any council is capable of preparing the whole of its estimates unaided, some improvement in their preparation can be seen among the longer established councils.

To enable councils to pay increased attention to such preventive measures as environmental sanitation and the improvement of water supplies, and to ensure at the same time that the assumption by councils of increasing financial responsibility for all aspects of public health services in their areas will take place on a sound and uniform basis, the Administration proposes to introduce a system of grants-in-aid under which the financial contribution to health services made by any particular council will depend on the stage of development it has reached. Increasing expenditure by councils on buildings and the salaries of

public health staff has meant that less money has been available for public health projects of a preventive nature and the present proposals envisage that, while a council's percentage contribution to other items gradually increases, a pound for pound Administration subsidy will be paid for clean water and sanitation projects throughout all stages except the first, during which the Administration will bear all costs except those for the provision of buildings.

Tables giving an analysis of expenditure by councils during 1960 and estimates of revenue and expenditure for 1961 are contained in Appendix II.

Training.—Formal training in native local government council matters is provided at the Vunadadir Local Government Training Centre, and at the new centre at Ambenob near Madang. Both centres cater for the Territory of Papua as well as the Trust Territory. The centres provide courses of approximately two weeks' duration for indigenous leaders and newly elected councillors as required. The courses cover the principles of local government, rule-making, the relationship between councils and the Administration departments and the functions and responsibilities of councillors. Similar courses are provided as necessary at the various district headquarters by Native Affairs officers. The two centres are designed also to provide formal training courses for local government assistants, council clerks and assistant council clerks which are open to young men of about twenty years of age who have reached education Standard 9. The courses cover basic local government accounting procedures, book-keeping and other subjects. After graduation clerks are posted to councils for employment. Local government assistants receive training in local government legislation, meeting procedures and all clerical aspects of council work and, on finishing the course, are posted to a district where they complete the practical part of their training with a council and accompany local government survey patrols. When fully trained they are able to advise and assist councils in most aspects of their activities. Training courses are also provided for project clerks, who have overall responsibility for the accounts of a cocoa fermentary.

During 1960-61 eleven council clerks and five local government assistants from the Trust Territory completed their training at Vunadadir.

The Ambenob Training Centre, which has now been established as a full-time training centre, is located at the headquarters of the Ambenob Native Local Government Council near Madang. The three councils in the Madang District—Ambenob, Waskia and Takia—each contributed to the construction of a dormitory, ablution block and kitchen which form the nucleus of the buildings for the centre. It has recently been completed, and has not yet commenced formal courses for clerks and local government assistants.

Council Activities.—In the early stages of a Council's existence much of the initiative has to be taken by the Administration officers, but 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; the control of hygiene and sanitation; and the registration of births, deaths and marriages.

The 1959-60 annual report recorded the establishment, with the co-operation of the Vunadadir-Toma-Nanga Nanga Native Local Government Council, of the Tapipipi health centre near Rabaul. During the year another centre was set up in the Rabaul area at Vunapaka with the co-operation of the Reimber-Livuan Council.

Some councils have undertaken various forms of economic activity to develop their own areas. As described in previous reports those in New Britain have concentrated on the production of cocoa. Bank loans, guaranteed by the Administration, were negotiated to extend existing fermentaries and build new ones and there are now fifteen in operation. During 1960-61 the amount of the loans, and of the Administration guarantees, remained at £227,020. Of this amount the councils at 30th June, 1961, had borrowed £175,769 of which £75,062 had been repaid.

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

In the 1959-60 report it was stated that the Rabaul Native Local Government Council's Vudal land development scheme had been reviewed and that blocks had been set aside for leasing to persons from the Nanga Nanga area and other blocks to other new applicants from the Gazelle Peninsula. A close examination of the area has shown that, because of a rise in the water table, some blocks are too swampy for cocoa growing and gardening and sub-division is now being carried out on the area set aside in the early stages for subsistence farming. These blocks will be sub-leased as soon as possible and arrangements have been made for settlers to obtain loans from the Native Loans Board where necessary to develop their blocks.

Thirty-three of the 34 blocks into which the Vunamami Native Local Government Council's lease of 390 acres in the Warangoi was sub-divided have been taken up. The blocks, which average between ten and twelve acres in extent, are big enough to enable both cash and subsistence farming to be carried out on the one block and the sub-lessees are now living at the Warangoi and where necessary obtaining loans from the Native Loans Board. A number of blocks have been completely planted with shade and cocoa seedlings.

The Ambenob Local Government Council project has made further progress during the year. The council obtained a lease of approximately 532 acres suitable for the growing of cocoa. One hundred and fifteen of the 152 blocks available for sub-leasing have been taken up and, despite difficulty in establishing shade trees on some of the land, 30,000 plantings have been made and a considerable area has been prepared for planting.

Councils have been active in the cultural field also and have sponsored exhibitions of traditional arts and crafts, encouraged participation in choral competitions and in district agricultural shows, given financial assistance with film shows and donated school prizes.

Periodic consultations are held with the indigenous members of the Legislative Council. This is a valuable means of informing legislative councillors of public opinion in council areas and of enabling villagers to learn about the work of the Legislative Council and the way it is dealing with matters of direct and indirect concern to them. The Administration encourages these consultations and provides legislative councillors with fares and living expenses to enable them to take place. An additional link is provided by the fact that three local government councillors are also elected members of the Legislative Council.

A conference of all native local government councils in the Trust Territory and Papua was held at Vunadadir in November, 1960. An agenda was drawn up after receipt of suggested items from all councils, and discussions at the conference covered a wide range of subjects, including native local government council supervision, operation and training; the need for additional educational facilities; the inclusion of local government instruction in school curricula; the need for increased assistance in increasing agricultural production; grants-in-aid to councils; teenage delinquency; and the adoption of family surnames. The minutes of the proceedings were later distributed to all delegates and all councils, and have been closely examined by the Administration. The results of this examination have been conveyed to all concerned.

Many of the resolutions, for example, that concerning the desirability of adopting family surnames, took the form of advice to the councils and the people, while others requested action by the Administration. The latter have been implemented where possible, and some examples follow. Arising from a resolution concerning absentee taxpayers, Administration treasury facilities have been made available for the collection of council tax from absentees where necessary. Another recommendation was that quarterly meetings of all councils in each district should be held. Councils have been advised that they may hold such meetings if they wish, and the practice is being followed in the Gazelle Peninsula and in the Eastern Highlands District. The recommendation concerning local government instruction in schools has been implemented by the inclusion of suitable material in the social services course. As mentioned above a scheme has now been devised to provide financial assistance on a regular basis to councils in connexion with their public health activities.

Following another recommendation that the people should be associated more closely with the administration of justice by the hearing of court cases in council chambers, regular days have been set aside for hearings at the council chambers in each area.

These conferences are proving most valuable and will be held regularly.

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.

It is the policy of the Administering Authority to appoint New Guineans 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.

So far 27 New Guineans have been appointed to eight of the district advisory councils and three are observers to the Western Highlands District Advisory Council. An increase in indigenous representation has been made to the New Britain, Sepik and Manus District Advisory Councils.

New Guineans have been appointed to the Lae, Rabaul and Madang Town Advisory Councils, while the number of indigenous members on the Wewak Town Advisory Council has been increased from two to four. The composition of the advisory councils is shown in Tables 14 and 15 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 1949-1960* and regulated by the *Public Service Ordinance 1949-1960* and Regulations. Other important provisions relating to the Public Service are contained in the *Superannuation (Papua and New Guinea) Ordinance 1951-1960*, which provides for pension and provident fund benefits; the *Workers' Compensation Ordinance 1958-1960*, 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 *Papua and New Guinea Retirement Benefits Ordinance 1960* and Regulations, which came into force on 8th June, 1961, provide a retirement benefits scheme for officers of the Public Service who were born in the Territory or who are deemed to have been born in the Territory. A subsequent amendment to this ordinance details the amounts payable, in addition to normal benefits, to a specified group of officers, who, because of their age at the time the scheme commenced, would be unable to contribute during the remainder of their Service career an amount sufficient to provide reasonable retirement benefits.

The principal amendments to the Public Service Ordinance and Regulations during the year provided for—

- (a) the establishment of a Department of Trade and Industry and the office of Director of that Department;
- (b) the establishment of a Department of Labour and the office of Secretary, Department of Labour;
- (c) the abolition of the Department of Civil Affairs; and
- (d) the creation of a Department of Police, with the Commissioner of Police as its head.

Control, Structure and Staffing.

Under the Public Service Ordinance control of the Public Service is exercised by the Minister for Territories who has power to make regulations establishing or abolishing departments, to create or abolish offices, to determine salaries, salary scales, allowances and other conditions of service and to make appointments to the Service. The ordinance provides for the appointment by the Governor-General of a Public Service Commissioner who is the departmental head of the Department of the Public Service Commissioner and is responsible for exercising a critical oversight of the activities of departments and their methods of conducting business and for devising means for effecting economies and promoting efficiency in management and working; for submitting reports and recommendations to the Minister on matters required to be dealt with by him; and for furnishing annually to the Minister a report on his activities as Commissioner and on the condition and efficiency of the Service.

The Service consists of four divisions—the First, Second, Third and Auxiliary Divisions.

Appointment to the Service is competitive and is open to British subjects and Australian protected persons, including indigenous residents of the Territory. The educational qualification for entry to the Second Division is an Australian school leaving certificate or eligibility for an Australian university matriculation. Towards the end of 1960 the University of Queensland advised that its adult matriculation examinations, which were previously open only to persons aged 23 years or over who were normally resident in Australia (including Australians living in the Territory), could be taken by

any persons in the Territory within that age group. This will enable native persons, Asians and persons of mixed race aged 23 years or over to qualify for entry to the Second Division by passing these examinations.

Appointment to the Auxiliary Division is restricted to indigenous persons who are either British subjects or Australian protected persons.

The 1959-60 report described the steps being taken to give indigenous people and others born in the Territory (including Asians and persons of mixed race) greater opportunities to enter the Service. Progress in introducing these changes included the creation within the Third Division of 125 "in-training" positions and an additional 85 complementary positions to which occupants of the "in-training" positions may advance on completion of their training. The "in-training" positions and the departments concerned were as follows:—

Designation.	Salary Range.	Number of Positions.
	£	
Native Affairs—		
Assistant Patrol Officer-in-Training ..	309-747	12
Assistant Co-operative Officer-in-Training ..	309-747	6
Assistant Welfare Officer-in-Training (M) ..	309-747	6
Assistant Welfare Officer-in-Training (F) ..	309-593	8
		32
Lands, Surveys and Mines—		
Assistant Field Officer-in-Training ..	309-747	8
Assistant Valuer Officer-in-Training ..	309-747	4
Drafting Assistant Officer-in-Training ..	309-747	4
Assistant Surveyor Officer-in-Training ..	309-747	8
		24
Customs and Marine—		
Assistant Wharf Examining Officer-in-Training	309-747	4
Posts and Telegraphs—		
Technician-in-Training	309-747	12
Lineman-in-Training	309-747	12
Drafting Assistant-in-Training	309-747	1
Communications Officer-in-Training	309-747	12
Postal Assistant-in-Training	309-747	12
		49
Law—		
Drafting Assistant-in-Training	309-747	2
Assistant Field Officer-in-Training	309-747	7
		9
Public Works—		
Drafting Assistant-in-Training	309-747	2
Laboratory Assistant-in-Training	309-747	1
		3
Forests—		
Drafting Assistant-in-Training	309-747	2
Technical Assistant-in-Training	309-747	2
		4
		125

In the case of all the departments mentioned except the Department of Lands, Surveys and Mines and the Department of Posts and Telegraphs, where 4 and 36 complementary positions respectively were already in existence, an equivalent number of complementary positions were created.

The bringing into force of the Retirements Benefits Ordinance on 8th June, 1961, opened the way for the permanent appointment to the Second and Third Divisions of indigenous people and others born in the Territory, and at 30th June, 1961, two such appointments had been made, while there were an additional 26 indigenous officers temporarily employed in the Third Division whose permanent appointment was pending.

As a result of an accelerated recruitment programme and a decline in the number of resignations staff increased by 991 to 5,146—a gain of nearly 24 per cent.—the greatest yet achieved in any one year. A large proportion of the increase took place in the Department of Education, where the number of positions occupied increased from 587 to 957.

Numbers of staff (classified according to the nature of their appointment) at 30th June, 1960, and 30th June, 1961, were as follows:—

	1960.	1961.
First, Second and Third Divisions—		
Permanent Officers—		
Expatriate	2,216	2,486
Indigenous .. ..	..	1
Asian .. ..	..	1
Temporary Employees—		
Expatriate	1,464	(c) 1,384
Indigenous .. ..	..	26
Asian and Mixed Race .. ..	..	263
Exempt Officers(a)	125	173
Exempt Employees(a) (b) .. ..	..	230
Auxiliary Division—		
Permanent	} 350	520
Temporary		62
Total	4,155	5,146

(a) An exempt officer or employee is a person to whom or to whose class the Minister, by notification in the *Gazette*, declares that the provisions of the Public Service Ordinance shall not apply. (b) This category consists of artisans, nurses, clerical officers and trainee teachers who are employed on a fixed-term contract basis. (c) Excludes 79 part-time employees.

Auxiliary Division.

Public qualifying examinations for entry to the Auxiliary Division were held again during 1960 at Standard 9 for clerical and sub-professional categories and at Standard 7 for higher technical positions.

Two hundred and two appointments were made to the Division during the year in the following categories:—

Teacher	84
Technical Assistant	79
Clerical Assistant	39

The total strength of the Division at 30th June, 1961, was 582, which represents an increase of 232 over that of the previous year. A total of 62 persons are temporarily employed in the Division and formalities in relation to the permanent appointment of these employees are proceeding.

Administration Servants.

The *Administration Servants Ordinance 1958-1960* and Regulations came into force on 1st December, 1960, together with a determination (made under the ordinance) relating to hours of duty, pay and allowances, leave of absence and other matters.

Increases in pay for Administration servants based on the wages increases recommended by the Native Employment Board for employees under the Native Employment Ordinance, were approved with effect from 2nd January, 1961. Administration servants employed in the urban areas of Port Moresby, Lae and Rabaul were placed on an overall cash wage basis instead of the former arrangement under which they received a cash wage plus services in kind. The new wages scale provides for a minimum of £156 per annum (for a trainee) and a maximum of £364 per annum according to grading and classification. The wages scale for non-urban Administration servants remained on the former basis and no changes in rates were made other than to increase the cash wage for a first-year trainee from £16 5s. per annum to £19 10s. per annum. These changes were approved as an interim measure pending a complete review of the wages scale of Administration servants. Any additional increases in pay resulting from this review, which was in progress at 30th June, 1961, will be made retrospective to January, 1961.

At 30th June, 1961, there were 9,073 persons employed as Administration servants.

Recruitment.

Permanent appointments to the Public Service during the year ended 30th June, 1961, totalled 675, including 148 cadets, 202 Auxiliary Division officers and a number of serving exempt officers and temporary employees who gained permanent status. The distribution of officers among departments was as follows:—

Department of the Administrator	10	(5)
Department of Civil Affairs	35	(4)
Department of Public Health	111	(32)
Department of Native Affairs	85	(27)
Department of the Treasury	14	(1)
Department of Law	8	(—)
Department of Education	187	(88)
Department of Agriculture, Stock and Fisheries ..	77	(19)
Department of Lands, Surveys and Mines	22	(2)
Department of Public Works	51	(2)
Department of Forests	8	(—)
Department of Customs and Marine	11	(—)
Department of Posts and Telegraphs	46	(20)
Department of the Public Services Commissioner ..	6	(2)
Department of Labour	4	(—)
	<hr/>	
	675	(202)

(Figures in brackets indicate Auxiliary Division appointments.)

In addition to the 148 cadets newly appointed to the Service five serving officers were transferred to cadetships, making a total for the year of 153 cadetships distributed as follows:—

Department of Public Health—				
Cadet Medical Officer .. .. .	..	..	..	12
Department of Native Affairs—				
Cadet Patrol Officer .. .. .	..	..	..	48
Co-operative Officer-in-Training .. .. .	..	..	..	8
Department of Agriculture, Stock and Fisheries—				
Cadet Agricultural Officer .. .. .	..	..	..	9
Department of Education—				
Cadet Education Officer .. .. .	..	..	..	67
Department of Forests—				
Cadet Forestry Officer .. .. .	..	..	..	3
Department of Lands, Surveys and Mines—				
Cadet Valuer .. .. .	..	..	..	4
Cadet Surveyor .. .. .	..	..	..	2

Forty cadets (including seven cadet agricultural officers, 22 cadet education officers, one cadet veterinary officer, seven cadet medical officers and three cadet forestry officers) completed their training at the end of 1960 and took up duty in the Territory in 1961.

Information about the special measures taken to recruit teachers and teacher trainees is given in Chapter 6 of Part VIII. Trainee teachers are engaged as exempt employees for the period of their training and are thus excluded from the figures for permanent appointments given above. On the successful completion of their training they are offered permanent appointment.

A committee has been established to advise on the recruitment of Papuans and New Guineans to the Public Service. Its functions will be to conduct a continuous survey of recruitment potential in relation to Service requirements; establish recruitment priorities between departments and branches; ensure that employment opportunities are adequately publicized; and assist with the guidance and placement of applicants.

The committee will keep itself informed of developments in connexion with standards of entry, in-service training, apprenticeships, &c., and will bring to notice any matters impinging on the recruitment processes which may require attention. It will maintain special liaison with the Department of Education and other departments having educational and training responsibilities.

Organization, Classification and Methods.

The departmental organization of the Public Service at 30th June, 1961, is shown in the organization chart in Appendix II.

Major re-organization proposals involving the creation of three new departments—the Department of Labour, the Department of Trade and Industry and the Department of Police—and the abolition of the Department of Customs and Marine and the Department of Civil Affairs were approved during the year.

The Department of Labour, the functions of which are set out in detail in Chapter 4 of Part VII., has an establishment of 50 positions and came into being on 24th

March, 1961, when the staff of the Department of Native Affairs who were employed on labour matters were transferred to it. The Chairman of the Native Employment Board was appointed Secretary for Labour in charge of the department.

The Department of Trade and Industry, which will absorb the Department of Customs and Marine, will deal with the following:—

- (i) trade promotion and marketing;
- (ii) industrial development and proposals for tariff protection;
- (iii) promotion of business activities and guidance of indigenous people in business management;
- (iv) customs and excise, controls over imports and exports, import licensing proposals, quarantine, registration of shipping;
- (v) controls over migration and aliens, naturalization and citizenship;
- (vi) Administration water transport, ports and harbours, navigation aids, marine legislation, and training of indigenous marine personnel.

The Department of Police has been formed around the nucleus of the Police Branch of the Department of Civil Affairs, the abolition of which department takes effect from 1st July, 1961. The Department of the Treasury will take over control of the Stores and Supply, Motor Transport and Fire Brigade Branches, the Government Printing Office, public libraries and public utilities (excluding electrical undertakings, which are controlled by the Department of Public Works); the control of public reserves will be transferred to the Department of Lands, Surveys and Mines; and the Corrective Institutions Branch to the Department of Law.

Approval has been given for the establishment of a Medical Statistics and Evaluation Section in the Department of Public Health to provide expert epidemiological and statistical assistance in connexion with the study of the Territory's main diseases and the planning and evaluation of campaigns to combat them.

At 30th June, 1961, detailed proposals were being drawn up for the promotion of a new Department of Information and Extension Services which will be built round the nucleus of the existing Division of Extension Services in the Department of the Administrator and will provide specialist advice and technical facilities to other departments actively engaged in the dissemination of information among the indigenous people.

The creation in several departments of a number of positions to provide opportunities for suitably qualified indigenes to enter the Third Division and acquire the specialist training needed to perform the full duties of technical and sub-professional positions in a variety of occupations has been referred to above. In addition, the Auxiliary Division establishments of all departments have been reviewed and extra positions provided where necessary to cover the training of indigenes at a lower educational level.

To implement plans for accelerated development in education a large number of additional teaching positions were created at all levels in the Department of Education. Additional positions to cope with expanded activities were also provided in the Co-operatives Branch and the Social Welfare Branch of the Department of Native Affairs.

A further examination of entry standards, training schedules, &c., prescribed for various designations in the Administration Servants Wages Scale has been commenced.

Methods reviews were undertaken during the year in the Departments of Public Works, the Administrator, Education, Civil Affairs, the Treasury, the Public Service Commissioner, and Posts and Telegraphs.

Training.

The Training Section of the Department of the Public Service Commissioner provides in-service training and assistance to students resident in the Territory who are seeking to improve their academic qualifications through courses of study leading to matriculation and to university degrees and diplomas.

Formal education, including adult education, is undertaken by the Department of Education, and the programme enables Administration servants and Auxiliary Division officers to pursue courses of study by attending after-work classes or undertaking correspondence courses. These courses are designed to qualify students for entry to the Public Service and advancement through the various divisions.

In-Service Training.—A number of induction and orientation courses for members of the Service were conducted during the year. Of particular interest was an orientation course for Third Division indigenous officers which extended over a period of two weeks in Port Moresby and was fully residential. The programme of the course was designed to give a broad introduction to the political, judicial and public service structures of the Territory with some comparison with those in Australia and other countries. An appreciation of the problems confronting the Territory in political, social and economic development was included, as well as more specific information about the Public Service, the place of those attending the course in the Public Service, their responsibilities and duties as public servants and their service conditions. Evening discussion groups, film screenings and special visits were incorporated into the programme. The success of this course and the keen interest of the officers attending has enabled the planning of further courses along these lines.

Officers have attended administrative training courses and conferences conducted by the Public Service Board of the Commonwealth of Australia and other external institutions. These included courses for senior administrative officers; a course in management problems in finance branches; advanced courses for training officers and a conference of departmental registrars. One officer undertook a course at the Australian Administrative Staff

College, Victoria, and seventeen senior officers attended a four weeks' residential course at the Australian School of Pacific Administration.

A number of officers from departments attended conferences of their professional associations in Australia to enable them to develop closer contact with fellow members of their profession and keep abreast of developments in their particular professional field.

Public Service Institute.—This is located in Port Moresby with its own offices, lecture rooms, theatre and library. The Institute, through its staff of lecturers and training officers, gives tutorial and correspondence assistance to officers stationed throughout the Territory. There was a marked increase in the enrolments at the Institute and students undertaking university and matriculation courses during the year totalled 213.

The library increased its book stock by 1,104 volumes. Thirty-five new periodical subscriptions were placed and loans for the period totalled 2,421.

Scholarships and Free Places.—An additional eight students were awarded tertiary education scholarships under the Territory Free Place Scheme during the year. One officer, who already holds the degree of Bachelor of Science (Forestry) and a diploma in forestry, was awarded a scholarship to enable him to study for a Diploma of Education. On his return to the Territory at the conclusion of his present studies he will be required to establish and supervise the new Forestry School to be established at Bulolo. Two officers were granted full-time scholarships to complete economics and arts degrees. Three part-time places for study towards a Diploma of Public Administration were awarded, one for studies leading to a Diploma of Commerce and two for studies leading to degrees in arts, commerce, economics or law. At 30th June, 1961, five officers were holding full-time scholarships and eight were holding part-time scholarships.

Policy Workshops.—These are conferences of officers lasting from two to three weeks which are designed to stimulate thinking on policy issues, and enable officers to discuss these issues and the outstanding problems of their districts with representatives of other departments and to express their combined views in a systematic way. Two series of policy workshops attended not only by officers from the various districts of Papua and New Guinea, but also by representatives of the Department of Territories in Canberra, have so far been held and proved an excellent training medium for officers in the middle ranges. Indigenous officers have been included and have made a useful contribution to the discussions.

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) four 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, 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 leaving certificate course given by the School under the supervision of the New South Wales Department of Education. The entry qualification was changed from matriculation to leaving certificate from the beginning of the 1961 academic year. It includes two-year courses in anthropology, geography and land use, and education in underdeveloped areas, and one-year courses in history and government. In addition, cadets undertake 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 Papua and New Guinea. Upon successful completion of the course cadets have attained the academic requirements for a Teachers' Certificate.

Each year a seminar discussion course of four weeks' duration on a problem related to the development of the Territory is conducted for selected senior officers. This year the subject of the course (Course No. 5) was "Urbanization and Urban Problems of Papua and New Guinea". For the first time the course was attended by two Papuan officers.

All new appointees to the Public Service of Papua and New Guinea are required to attend an orientation course of two weeks' duration at the School before 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 courses are anthropology, geography and land use, government and history.

The following table shows the number of courses conducted by the Australian School of Pacific Administration during the 1960 and 1961 academic years and the number of students enrolled for each course:—

Course.	1960.		1961.	
	Number of Courses.	Number of Students.	Number of Courses.	Number of Students.
Cadet Patrol Officers' Orientation Course	2	50	2	47
Education Officers' Orientation Course	1	27	1	42
General Orientation Course .. (including officers of the Army and Navy) .. (and nominees of Christian Mission)	10	117	6	97
Patrol Officers' Certificate Course	1	27	1	28
Patrol Officers' Correspondence Course	1	107	1	122
Cadet Education Officers' Course—				
First Year (including free places for mission students)	1	50	1	65
Second Year (including free place for mission student)	1	20	1	49*
Graduates	1	3	1	4
Senior Officers' Course	1	17	1	17
	19	418	15	471

* The cadetship of one first year student shown in the 1960 figures was terminated during 1960.

CHAPTER 5.

SUFFRAGE.

Legislative Council.

All matters relating to the qualifications of voters and candidates, registration of voters, keeping of rolls, election procedure, petitions and civil proceedings and election offences governed by the *Legislative Council Ordinance 1951-1960* and regulations made thereunder.

Following constitutional amendments made to the Papua and New Guinea Act, the Legislative Council Ordinance and Regulations were amended to provide for the election to the Legislative Council of six members by enrolled electors and six members by unenrolled (indigenous) electors. Qualifications of candidates and the provisions relating to elections by unenrolled electors, which are conducted under an electoral college system, are

outlined in Chapter 2. Elections by enrolled electors are conducted under a preferential system of voting and voting is by secret ballot.

Under the provisions for enrolled electors, every person living in the Territory, except indigenous people, or aliens as defined in the *Nationality and Citizenship Act 1948-1960*, 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.

Elections for the reconstituted Legislative Council were held on 18th March, 1961. The numbers of voting representatives from native local government councils and electoral groups and the number of candidates for election by unenrolled electors in each electorate were—

Electorate.	Voting Representatives.		Candidates for Election.
	Native Local Government Council.	Electoral Group.	
New Britain	49	9	12
New Guinea Islands	30	21	25
New Guinea Coastal	41	22	7
Highlands	28	45	40
Western Papua	31	24	13
Eastern Papua	41	64	11
Total	220	185	108

Information about the educational campaign carried out among the indigenous population before the election is given in Chapter 2.

Elections by enrolled electors took place in only the New Britain, New Guinea Islands and Western Papua electorates, candidates in the other three electorates being returned unopposed. The electors enrolled in the New Britain electorate totalled 1,618 of whom 955 voted, in the New Guinea Islands electorate 422 were enrolled and 343 voted, and in the Western Papua electorate 1,951 were enrolled and 936 voted.

Native Local Government Councils.

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

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 area may become eligible to vote by applying to have her name inserted in the Register of Taxpayers of the Council.

A council consists wholly of indigenous persons.

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 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 toward political advancement.

The following table shows the number of eligible electors and those who exercised the franchise at the most recent elections:—

Council.	Number Entitled to Vote.		Number Voting.	
	Male.	Female.	Male.	Female.
Teop-Tinputz	829	38	575	28
Siwai	929	1,012	905	985
Tikana	1,644	1,550	1,042	928
Vunamami	3,760 (no break-up available)		993	994
Vunadadir - Toma - Nanga				
Nanga	2,227	2,009	995	971
Bola	580	635	478	483
Ambenob	3,123	2,605	1,918	1,667
Rabaul	2,592	2,237	894	650
But Boiken(a)	1,130	413	297	97
Lei-Wompa	1,055	1,093	753	825
Finschhafen	2,312	2,542	1,805	1,653
Maprik	1,087	570	1,000	533
Lowa(b)	3,173	3,133	210	173
Waiye(c)	152	160	107	111
Lovongai	1,652	1,762	1,458	1,413
Waskia	1,429	1,295	1,033	1,123
Takia	1,519	1,323	1,061	1,175
Wewak	520	414	327	240

Council.	Number Entitled to Vote.		Number Voting.	
	Male.	Female.	Male.	Female.
Siau	1,354	1,281	931	972
Biwat	1,869	1,579	588	596
Markham	1,676	2,096	1,676	2,096
Bukava	510	654	393	592
Agarabi	1,763	2,100	1,750	2,092
Bena	3,262	3,482	2,936	2,952
Koronigi	2,431	2,221	2,304	2,102
Baluau	3,213 (no break-up available)		2,476 (no break-up available)	
Reimber-Livuan	2,210	1,922	1,584	1,419

(a) 15 returned unopposed, 34 returned unopposed.

(b) 33 returned unopposed.

(c) 1 nomi-

CHAPTER 6.

POLITICAL ORGANIZATIONS.

During the year under review, a political organization, the United Progress Party, was formed in the Territory.

The basic policy of the party is expressed to include—

- (i) no discrimination;
- (ii) the fostering of friendship between the Territory and Australia;
- (iii) equal opportunities for employment;
- (iv) the provision of adequate social services;
- (v) universal primary and secondary education;
- (vi) a comprehensive plan for the economic development of the Territory;
- (vii) security of investment and the promotion of understanding between races;
- (viii) equitable taxation; and
- (ix) adequate measures for defence and internal security.

The party is organized on a non-racial basis and at the Legislative Council elections in March, 1961, the party nominated three indigenous and five non-indigenous candidates in five electorates of Papua and New Guinea. Of these one indigenous and three non-indigenous candidates were elected.

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; and
- (4) Warden's Courts.

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

Under the *Judiciary Act* 1903-1960 of the Commonwealth of Australia a person making a claim against the Commonwealth in contract or in tort, may bring suit against the Commonwealth in the High Court of Australia, in the Supreme Court of the Territory of Papua and New Guinea, or in any other court of the Territory provided the amount claimed is within the competence of the court and the claim arose within the court's territorial jurisdiction.

District courts have criminal jurisdiction over the less serious offences which are punishable on summary conviction, but have no jurisdiction to try treason crimes, misdemeanours and other indictable offences. They 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 other than matters relating to the ownership of land or water if all parties are indigenes.

The Administrator has power to establish in respect of each gold field or mineral field warden's courts 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 Commissioner of Titles appointed under the *New Guinea Land Titles Restoration Ordinance* 1951-1955 and the Native Land Commission set up under the *Native Land Registration Ordinances*, 1952. The function of the Native Land 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, but the Child Welfare Ordinance was passed in June, 1961, to provide legislation on modern lines for dealing with all matters relating to child welfare and juvenile delinquency. The new ordinance—which, when brought into operation, will apply to all children up to sixteen years of age irrespective of race—provides for the establishment of children's courts with jurisdiction in respect of all offences by children which would otherwise come within the jurisdiction of a court of summary jurisdiction and over all applications and complaints under the Ordinance. These courts will also have power to declare offenders to be incorrigible or uncontrollable children and to commit them to special institutions to be established under the ordinance. A children's court will consist of a magistrate, a clerk and such other persons (including at least one woman in each case) as the Administrator thinks fit.

Appeals.

Appeals lie from the decisions of the courts of inferior jurisdiction and the Commissioner of Titles 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, subject to prescribed conditions, to hear and determine appeals from judgments, decrees, orders and sentences of the Supreme Court, and appeals on a question of law from a Native Land Appeal Court.

Official Language.

English is the official language of the courts. Where indigenous inhabitants are involved, 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 Supreme Court of the Territory of Papua and New Guinea is constituted under Part VI, of the Papua and New Guinea Act and consists of a Chief Justice and such other judges as the Governor-General of the Commonwealth of Australia appoints. Three judges have been appointed in addition to the Chief Justice. A judge may be removed from office by the Governor-General on the ground of proved misbehaviour or incapacity only. 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 jurisdiction of the Supreme Court may be exercised by a judge or judges sitting in chambers. The seat of the Supreme Court is at Port Moresby but the judges move on circuit throughout the Territory as need arises.

The *District Courts Ordinance* 1924-1961 provides that the Administrator may establish or abolish district courts and may appoint places for holding courts within districts. A district court may be constituted by a stipendiary magistrate, by a district officer (as defined in the *Ordinances Interpretation Ordinance* 1949-1960) or by two or more justices. Five stipendiary magistrates have been appointed by the Governor-General four of whom preside at Lae, Rahaul, Goroka and Madang, while the fifth moves throughout the Territory as required. Every district officer is, *ex officio*, a justice of and for the Territory and the Administrator may appoint any person to be a justice although he is not resident in the Territory.

District officers are *ex officio* members of courts for native affairs which are established under the *Native Administration Ordinance* 1921-1951 and consist of one or more members. The Administrator may appoint any person to be a member of a court for native affairs and may terminate any such appointment.

No action has been taken to recognize the jurisdiction of indigenous tribunals, as it is the policy of the Administering Authority to encourage the people to turn to the existing statutory judicial system which provides for them the highest measure of justice.

Proposals based on recommendations made by Professor D. P. Derham, Professor of Jurisprudence at the University of Melbourne, and directed to bringing about the early participation of the indigenous people in the administration of justice are discussed in Chapter 1 of this Part.

Warden's courts are conducted by a warden appointed under the *Mining Ordinance 1928-1959*. Any officer of the Public Service may be appointed a warden.

Judicial Appointments.

To be eligible for appointment as a judge of the Supreme Court a person 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 of not less than five years' standing. The *Legal Practitioners Ordinance 1954* provides that any person who is entitled to practise in the High Court of Australia or in the Supreme Court of any State or Territory of the Commonwealth shall be deemed to be qualified for admission as a barrister and solicitor of the Supreme Court of the Territory.

Fees.

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

Legal Aid.

Under the *Poor Persons' Legal Assistance Ordinance 1951* any person without adequate means to provide legal assistance for himself may, with the concurrence of the judge, be granted such assistance if on trial for an indictable offence.

Through the office of the Public Solicitor, a number of appointments to whose staff were made during the year, every indigenous person appearing before the Supreme Court on a criminal matter is defended by a qualified legal practitioner.

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 capital offence be tried before a jury of four persons. All other issued both civil and criminal are tried without a jury.

The indigenous people are not subject to trial by jury as it is considered that, in their present state of development, 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 and by the Public Solicitor, 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. The penalties so specified are the same for all sections of the population, but in imposing a penalty in any particular case the courts take into account the background of the offender and the circumstances in which the offence was committed. It has been recognized nevertheless, that, having regard to the structure of their society, it would not be appropriate in many cases to subject the indigenous people to the full rigour of the criminal law, and a special code entitled the *Native Administration Regulations*, which provides alternative offences, a very simple court procedure and a lower level of penalties, has been in operation since 1924. Changes contemplated in regard to these regulations are discussed in Chapter 1.

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. Power of clemency is vested 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 28 cases death sentences were commuted to terms of imprisonment.

The only offences for which corporal punishment may be imposed in the case of adults are those indictable offences for which such punishment is specifically authorized by the Criminal Code, viz., sexual offences against females, certain crimes of particular violence, and

prison offences. The power to impose corporal punishment for these offences belongs to the Supreme Court; it is rarely exercised and has not been exercised at all in recent years. Corporal punishment may not be imposed on a female.

In cases of certain offences by male juveniles, Courts for Native Affairs may order offenders to be chastised with a light cane or strap. This form of correction is imposed privately and under strict supervision and is used only where no other form of punishment is considered appropriate.

Children's courts, when established, will not be empowered to impose corporal punishment except in cases where offenders are under the age of 14 years and the court, without proceeding to a formal conviction and punishment, may dismiss a charge upon being satisfied that the child has been suitably punished by his guardian.

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.

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 and good government of the Territory, or to the well-being of the indigenous inhabitants, may be deported under the *Expulsion of Undesirables Ordinance* 1950. Deportation as a penalty, however, may not be imposed by judicial process.

Under the *Removal of Prisoners (Territories) Act* 1923-1957 of the Commonwealth of Australia, European prisoners may be removed from the Territory to serve their sentences in a prison in Australia and a policy has been established whereby prisoners serving a sentence of more than six months are dealt with in this way. 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.

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* 1949-1960 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 modification as it deems desirable, such laws of the Commonwealth of Australia as it deems appropriate to the needs and circumstances of the Territory. The *Papua and New Guinea Act* authorizes the making of laws for the Territory by a Legislative Council.

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

- (a) Ordinances made under the *New Guinea Act* 1920-1935;
- (b) Ordinances made under the *Papua-New Guinea Provisional Administration Act* 1945-1946.

One of these Ordinances, the *Laws Repeal and Adopting Ordinance* 1921-1952, adopts as laws of the Territory to the extent that they are applicable to the circumstances of the Territory and not inconsistent with any other law of the Territory:—

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

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

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

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

Native Law and Custom.

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

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

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

Reference to future action relating to the recognition of indigenous custom is made in Chapter I. in connexion with the changes contemplated in the judicial system as a result of the Derham Report.

CHAPTER 9.

CONCLUSIONS.

A significant advance was made during the year with the amendment of the Papua and New Guinea Act to provide for important changes in the composition of the Legislative Council and the replacement of the former Executive Council by an Administrator's Council, and to make further progressive development of the Legislative Council possible with little further amendment of the Act.

Changes in the composition of the Legislative Council, which are discussed in detail in Chapters 1 and 2 of this Part, included—

- (a) expansion of membership from 29 to 37;
- (b) abolition of the official majority on the Council;
- (c) increase in the number of elected members from three to twelve;
- (d) provision for the first time for elected members to include indigenous members (six in number) elected by the indigenous people;
- (e) an increase in the number of appointed non-official members from nine to ten, of whom at least five (compared with three in the old Council) must be Papuans or New Guineans.

Whereas the former Executive Council had consisted entirely of officers of the Public Service of the Territory the amending legislation provided that the Administrator's Council, consisting of six members in addition to the Administrator, should include three official members of the Legislative Council and three other members, two of whom must be elected members.

There were further advances in the field of local government, six new councils being proclaimed, one of which was formed by the amalgamation of two existing councils. Two councils extended their areas and at 30th June, 1961, there was a network of 27 councils spread over eight administrative districts and comprising in all 780 elected members representing a total population of 206,300.

The appointment of additional indigenous members brought the total number of New Guineans serving on district councils to 27 spread over eight districts while another three are observers to the District Advisory Council in the remaining district; there are also four Town Advisory Councils whose membership includes New Guineans. Progress in the administrative field of political advancement included the creation of three new departments and an increase of 24 per cent. in Public Service Staff, bringing the total staff at 30th June, 1961, to 5,146. The total strength of the Auxiliary Division increased from 350 to 582 and the bringing into force of the *Papua and New Guinea Retirement Benefits Ordinance 1960* and Regulations has opened the way for the permanent appointment of indigenous people and others born in the Territory to the second and third divisions. Additional in-training positions were created to enable indigenous officers to qualify for appointment to higher positions in the Service. At the 30th June, 1961, one indigenous officer and one Asian born in the Territory had been appointed to the Third Division and an additional 26 officers were temporarily employed in that division pending their permanent appointment.

A New Guinean has been appointed to the Copra Marketing Board and another New Guinean to the Education Advisory Board, while the Native Employment Board includes two indigenous members, one from Papua and the other from the Trust Territory. A Papuan has also been appointed to the Native Loans Board.

Progress was made under the plan for bringing the whole of the Territory under control by 1963 and at 30th June, 1961, restrictions on entry had been removed from 84,944 square miles as compared with 81,365 square miles which were under full control at 30th June, 1960.

As a result of the Administering Authority's policies for the promotion of political advancement, including the various measures of adult and community education that have been introduced, political consciousness is developing rapidly among the indigenous people. This was amply demonstrated by the interest shown in the election of native members to the Legislative Council by the indigenous people in all areas where elections were conducted and especially in native local government council areas.

PART VI.—ECONOMIC ADVANCEMENT.

Section I.—Finance of the Territory.

CHAPTER 1.

PUBLIC FINANCE.

As mentioned in Part III. 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 1949-1960* 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 1951-1960* 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 sends a copy to the Minister for Territories for consideration and determination by the Commonwealth Government of the amount of the grant that will be made available to the Territory. 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 he consider such a course of action to 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 1960-61 was £14,796,648 and of this amount £9,281,595 were 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 tariffs and direct taxation and in 1960-1961 amounted to £4,129,441. 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.

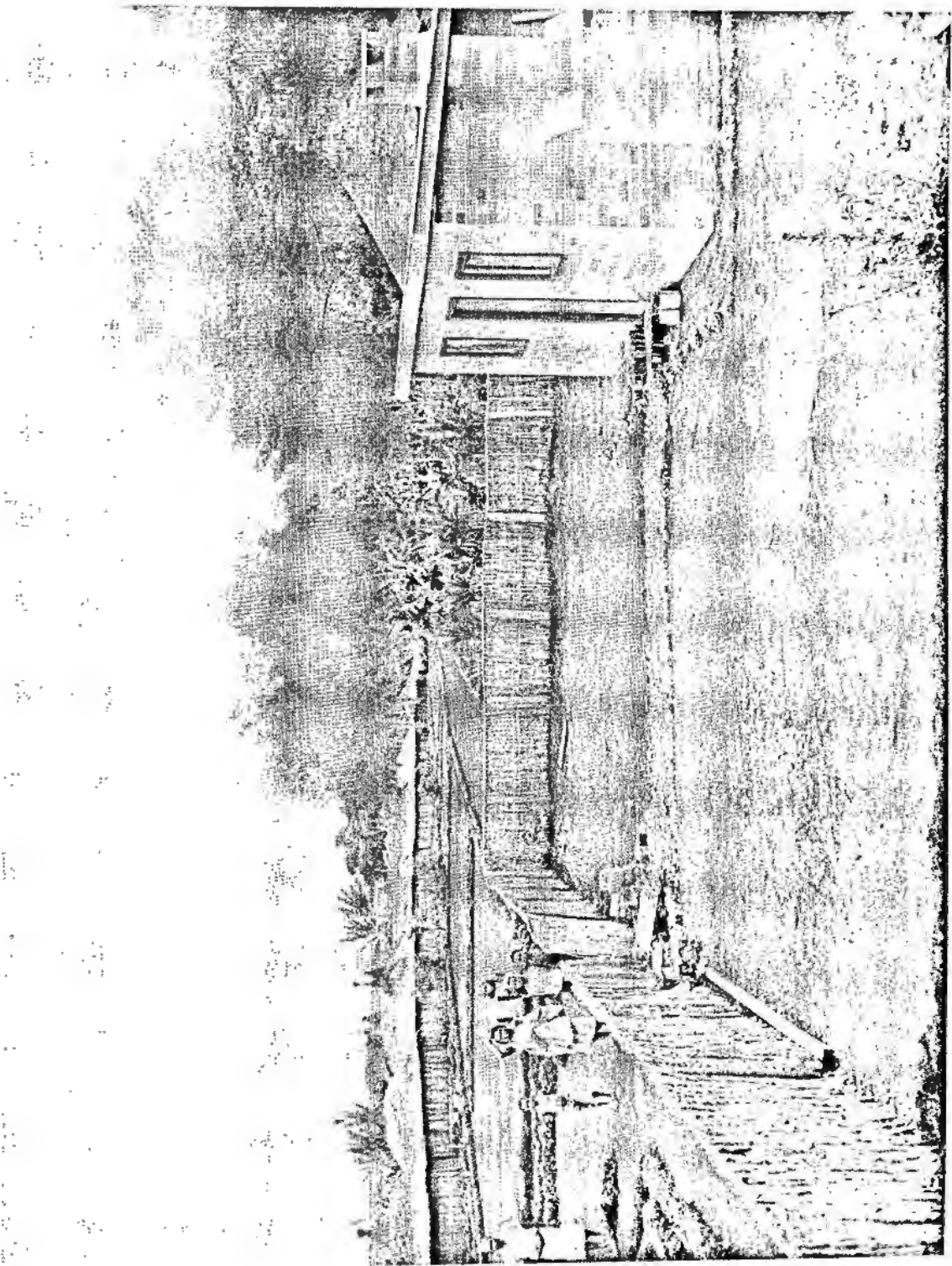
Revenues and expenditure from and on behalf of indigenous inhabitants are not recorded separately. The balance, however, is heavily weighted on the side of expenditure incurred for the benefit of indigenous inhabitants as will be seen from the details furnished in Appendix IV. and the references made 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.	1958-59.	1959-60.	1960-61.
	£	£	£
Grant towards expenses, including Native Welfare and Development	11,478,910	12,808,282	14,796,648
Australian School of Pacific Administration	34,897	41,380	54,196
New Guinea and Papua Superannuation Funds	80,923	81,445	83,618
Lighthouse Services—Buildings, Works, Fittings, Furniture and Equipment	(a) 25,396	26,189	17,136
Maintenance of Lighthouse Services	15,997	16,963	19,938
Payment under Clause 14 of the New Guinea Timber Agreement .. ..	..	..	140,000
Total	(a)11,636,123	12,974,259	15,111,536

(a) Figures published in 1958-59 report revised.

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, and National Development and the Australian



A European bricklayer was employed by a Highlands villager to build this brick house, the only one of its kind in the village.

Broadcasting Commission spent in 1960-1961 approximately a net £3,000,000 of which £1,000,000 were 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.

The loan programme for the Territory of Papua and New Guinea inaugurated during 1959-1960 was extended. The Second Public Loan which was launched on 1st November, 1960, to provide funds for public works, closed on 19th April, 1961, and at 30th June, securities to the value of £102,180 were on issue. Another series of premium securities was offered to the public on 20th April, 1961, to provide additional funds for the same purpose and at 30th June, 1961, £18,210 had been subscribed. Private treaty loans had raised a further £280,000 for works and services by the end of the year.

Savings certificates continued to provide a popular means of investment and the first series, which opened on 12th April, 1960, and closed on 31st May, 1961, raised £152,819. A new series was opened on 1st June, 1961, and £14 had been subscribed by the end of the month.

The indigenous population gave support to all loans and subscribed £87,000 of the total raised.

At 30th June, 1961, the Public Debt of the Territory of Papua and New Guinea amounted to £553,223.

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

CHAPTER 2.

TAXATION.

General.

The types of taxation imposed in the Territory, the more important of which are discussed below, are import and excise duties, income tax, personal and native local government council taxes, stamp and succession duties and registration fees. No hut, land or cattle taxes are imposed. All taxes must be paid in money.

Customs Duties.

Customs revenue accounts for a considerable part of local revenue. Customs matters are regulated under the *Customs Ordinance* 1951-1959, and duties on imports are prescribed by the *Customs Tariff* 1959.

The annual value of extra-territorial trade and customs revenues for the period 1st July, 1958, to 30th June, 1961, was—

	1958-59.	1959-60.	1960-61.
	£	£	£
Value of imports ..	(a) 11,938,628	12,622,354	16,803,152
Amount of import duties ..	1,334,731	1,275,792	1,436,908
Value of exports ..	12,691,877	14,962,356	12,716,889
Amount of export duties ..	958,643	(b) 279,728	..

(a) Revised to include outside packages. (b) Carry over—of export duties payable in 1958-59.

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

Excise Duties.

Excise is regulated under the *Excise (Beer) Ordinance* 1952-1960 and the *Excise Ordinance* 1956-1959. Excise duties are prescribed by the *Excise Tariff* 1956-1957.

The current rates of excise duty are 4s. 9d. a gallon on beer and 2s. 9d. a pound on twist tobacco.

Income Tax.

Legislation.—The *Income Tax Ordinance* 1959-1961, which came into force on 1st August, 1959, imposes, as from 1st July, 1959, a tax on the income from all sources of resident individuals, companies, partnerships, trusts and estates and on the income from Territory sources of non-resident individuals, companies, &c. It also provides for the assessment and collection of the tax. The *Income Tax (Rates) Ordinance* 1959 lays down the rates of tax payable.

Taxable Income and Rates of Tax.—Taxable incomes are assessed in respect of each financial year commencing on 1st July and terminating on 30th June of the succeeding year and are calculated by subtracting from the gross income such deductions as may be appropriate to the taxpayer concerned. These include expenses necessarily incurred in the production of that income and, in the case of individual resident taxpayers, a personal allowance of £286 and concessional allowances, as prescribed, for dependants whether resident or not, who are wholly maintained by the taxpayer, medical expenses and insurance premiums in respect of themselves and such dependants, education expenses and various other items. A taxpayer is entitled to a rebate in his income tax assessment equivalent to the amount of personal tax paid.

Special concessions are granted to the mining and timber industries and to persons prospecting or mining for petroleum.

The income of religious, scientific or public educational institutions, public or non-profit hospitals, medical and hospital benefit organizations and certain other non-profit bodies is exempt from income tax.

The rates of tax payable do not vary between residents and non-residents.

Particulars of the rates of income tax are set out in Appendix V.

Procedures.—In all cases income tax is assessed on annual returns of income lodged by taxpayers and showing the gross income derived during the year together with allowable deductions.

Income tax payable by employed persons is collected under a "pay-as-you-earn" system, the tax applicable to each pay period being deducted from the employee's earnings by the employer. At the end of each financial year the taxpayer is required to lodge his return of income at the Taxation Office, Port Moresby; an assessment is made, and any excess tax deducted during the year is

refunded to the taxpayer. Should the amount of tax instalment deductions fail to meet the amount of tax assessed the taxpayer is required to pay the balance.

Other taxpayers, including companies, are subject to a system of provisional taxation. When the return of income covering the taxpayer's first year of operations is lodged, tax is assessed not only for the year covered by the return, but also, provisionally, for the succeeding year and both amounts of tax become payable. The provisional tax is in due course offset against the actual amount of tax assessed in respect of the following year's income and any difference is added to or subtracted from the amount of provisional tax imposed for the next succeeding year to arrive at the amount payable.

Appeals, Penalties, &c.—The Income Tax Ordinance provides for right of appeal to a review tribunal, and thence to the Supreme Court of the Territory.

Penalties for non-payment of income tax vary according to the circumstances. Land could be foreclosed only in the case of bankruptcy and this would be in the form of preferred payment of a debt under the Bankruptcy Ordinance. Compulsory labour may not be exacted in any circumstances.

Taxation Agreements.—No specific double taxation agreements have been negotiated with other countries but credits are allowable to residents in respect of income taxes paid on incomes having a source in another country.

Personal Tax.

Legislation.—Personal tax is levied under the *Personal Tax Ordinance 1957-1960* on all male persons eighteen years of age or over. Rates are fixed annually under the *Personal Tax (Rates) Ordinance*.

Rates of Tax.—A maximum rate of £2, together with lower rates, based on ability to pay, to be applied to various villages was fixed by the *Personal Tax (Rates) Ordinance 1961*. Personal tax is levied on indigenous persons only in respect of areas where there is significant economic activity and where cash incomes are obtainable.

Exemptions.—Exemptions based on grounds similar to those used in fixing local rates may be granted by district officers, who receive recommendations from patrol officers in cases where the latter consider that, owing to a decline in prosperity or for other reasons, payment of tax would involve hardship.

In addition, persons liable for local government council tax pay only that part of personal tax, if any, which exceeds the council tax.

Procedures.—Personal tax is assessed and payment is made annually on demand, by cash only, to a patrol officer or Treasury official, who issues receipts to each individual taxpayer. Collections are remitted to the Treasury.

Appeal and Penalties.—The Personal Tax Ordinance established a right of appeal to a taxation tribunal for the purpose of seeking exemption or reduction in the amount of personal tax. The tribunal may grant an exemption or

a reduction of personal tax on the ground of lack of sufficient means or hardship or may on any ground reduce the amount payable as it thinks fit. A person aggrieved at the decisions of a taxation tribunal may appeal to a taxation appeals tribunal which is constituted by the Administrator by public notice.

The penalty for refusing or failing to pay personal tax is fifty pounds or imprisonment for six months.

Revenue from Income and Personal Taxation.

Revenue for the year ended 30th June, 1961, was as follows:—

	Revenue.
	£
Personal Tax	107,070
Income Tax	664,763
Dividend Tax (individuals, &c.) }	546,820
Corporation Taxes .. .. .	..

Collections of personal tax from the various districts were—

District.	Amount.
	£
New Britain	30,172
Morobe	15,766
Madang	11,762
New Ireland	12,584
Sepik	10,750
Manus	2,740
Bougainville	12,150
Eastern Highlands	10,831
Western Highlands	315
Total	107,070

Native Local Government Council Tax.

Under the *Native Local Government Councils Ordinance 1949-1957* a council may levy within its area rates and taxes which are payable to the council treasury account. Grounds for exemption from or reduction of tax are set out in Chapter 3 of Part V, and information concerning taxes levied by council during 1961 and estimated revenue therefrom is given in Appendix II.

Stamp Duties.

Under the *Stamp Duties Ordinance 1952-1960* certain instruments are liable for duty. These include bills of exchange, promissory notes, conveyances or transfers on sale of real property, leases, receipts, bills of lading, deeds of settlement or gift, memoranda and articles of association of companies, transfers or marketable securities, powers of attorney and certain policies of insurance.

Duties are assessed at a fixed or *ad valorem* rate depending on the type of instrument.

The duty is collected by sale of adhesive stamps, or cash when documents have to be impressed.

Provision is made in the Ordinance for fines to be imposed for evasion of stamp duty and for penalties in the form of increased duty for late submission of documents.

Section 2.—Money and Banking.

The currency system of the Territory is that operating throughout the Commonwealth of Australia. Australian notes and coins are legal tender in the Territory.

All banking operations in the Territory are regulated by the Commonwealth acts relating to banking, namely the *Banking Act 1959*, the *Reserve Bank Act 1959* and the *Commonwealth Banks Act 1959*, which replaced the *Commonwealth Bank Act 1945-1953* and came into operation on 14th January, 1960. Under the *Reserve Bank Act 1959*, the central bank elements of the Commonwealth Bank, together with the Note Issue Department and Rural Credits Department, were reconstituted as the Reserve Bank of Australia. A branch of the Reserve Bank has been established at Port Moresby. The Commonwealth Trading Bank of Australia acts as distributing agent for Australian coin through its offices at Lae and Rabaul.

The indigenous people, except for those in the early stages of contact, have commonly accepted the use of currency. The Reserve Bank of Australia, in collaboration with the Administration and the trading and savings banks represented in the Territory, is planning a programme of education covering money, savings, banking and credit. It has also established a special research section in the Territory, one of the immediate interests of which will be to promote and assist savings and loan societies (known in some countries as credit unions) among the indigenous people.

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 Reserve 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 also apply in the Territory. Territory requirements of foreign exchange are met through the central banking system of the Commonwealth and are made available through 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 four trading banks operating in the Territory. These are the Commonwealth Trading Bank of Australia, the Bank of New South Wales, the Australia and New Zealand Bank Limited and The National Bank of Australasia Limited. At 30th June, 1961, sixteen branches were maintained by these banks, at Bulolo, Goroka, Kavieng, Lae, Madang, Rabaul and Wewak. In addition

bank agencies were operating at Kokopo, Wau and Lae. The Commonwealth Trading Bank opened a sub-branch in Mount Hagen during 1960-1961.

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, 1961, fourteen branches were maintained at Bulolo, Goroka, Kavieng, Lae, Madang, Rabaul and Wewak, and 81 agencies were operating at smaller centres.

Rates of interest for bank deposits and advances are the same as those in Australia. The public debt of the Territory is the amount raised by subscriptions to Private Treaty Loans, Territory Premium Securities and Territory Savings Certificates (all of the Territory of Papua and New Guinea). In 1960-1961, approximately £430,000 was raised in the Territory of Papua and New Guinea by these means. Rates of interest applying in the Territory at 30th June, 1961, are detailed in Appendix VI.

No information is available relating to current accounts maintained by indigenous people. However, in June, 1960, the number of operative savings bank accounts of indigenous depositors was 46,455, the balances of which totalled £1,086,203. There were also 2,798 school savings bank accounts of which the balances totalled £15,464; 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 1960-1961, and deposits of savings banks at 30th June, 1961, in the Territory of New Guinea are shown in the following table:—

BANK DEPOSITS.

Particulars.	Average June, 1961.	Average 1960-61.
	£'000.	£'000.
Cheque-paying Banks—		
Not Bearing Interest—		
Australian Governments	231	251
Other Customers	3,000	3,547
Bearing Interest—		
Australian Governments .. .. .	..	..
Other Customers—		
Fixed	1,136	1,270
Current	358	285
Total	4,725	5,353
Savings Banks	(At 30th June, 1961) £ 4,331,925	

BANK ADVANCES.

Particulars.	Average June, 1961.	Average 1960-61.
	£'000.	£'000.
Cheque-paying Banks—		
Loans, Advances and Bills Discounted ..	1,733	1,653

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. Agriculture is the chief activity and agricultural exports comprised 84 per cent. of total exports of Territory produce in 1960-1961. An important timber industry based on the Territory's extensive forest resources is being developed. Gold mining, although now declining, is still an important activity. Manufacturing industries, associated mainly with the processing of primary produce, including coconuts, cocoa, coffee and timber, are of minor though growing significance.

While the economy remains to a large extent dependent on the production of copra and copra products, there has been diversification of activities. This can be seen in the changing pattern of exports, especially in relation to cocoa and coffee; in the increase in the volume and range of manufactured products; in the development taking place in the various service industries, including building and construction, commerce, transport and financial services; in the growing demand for different types of imports; and in the establishment of new industrial enterprises.

Subsistence agriculture is still the predominant activity of the indigenous population, although increasing numbers of New Guineans are growing export crops or cash crops for local sale. They now produce about one-third of the copra, more than one-quarter of the cocoa and about half of the coffee produced in the Territory. In addition, growing numbers of indigenous people are participating in other economic activities including livestock raising, timber production, mining, commerce, transport, manufacturing and administration. One of the aims of the Department of Trade and Industry will be to guide them in business management and the establishment of business enterprises.

Most New Guineans are almost wholly self-sufficient in food and other domestic requirements, but as a result of the Administering Authority's efforts to improve standards of nutrition, health and village hygiene and to promote higher standards of living and an accelerated rate of economic advancement generally, there is an increasing demand for a wide range of capital and consumer goods and services. Rising living standards and increases in consumer demand are still far from being entirely due to economic growth or able to be provided for by local production. By supplementing increasing local production

with an increased volume of imports, however, it has been possible to sustain a growing population at a higher standard of living.

At the same time, the Administering Authority has made substantial provision for the long-term development needs of the Territory. In the post-war period there has been a very big increase in public expenditure, mainly due to the increase in the annual grant from the Australian Government to the Administration. This expenditure has financed imports of considerable quantities of capital equipment, plant and machinery and building materials for public works; the establishment of such basic economic facilities as power stations, water supplies, roads, aerodromes, wharves and transport and marketing services, which are essential for the expansion of productive capacity; and the detailed investigation of the Territory's physical resources.

In 1960-1961 local revenue and loans provided one-third of the total revenue required for expenditure by the Territorial Administration. The amounts allocated to New Guinea from the grants made by the Administering Authority over the last three years to supplement local revenue were:—

1958-59.	1959-60.	1960-61.
£ 6,706,373	£ 7,859,921	£ 9,281,595

In addition to the grant the Administering Authority spent £1,300,000 in 1960-1961 on essential works and services, including aviation, for which the Administration was not directly responsible.

As well as making a considerable contribution to future development, the Administering Authority's expenditures enable a level of social services, education and public utilities to be maintained which would not be possible from the economic resources of the Territory itself.

By raising the level of economic activity in the Territory, they have also helped to accelerate development in local commercial enterprises. The net increase in the nominal capital of locally registered companies participating in agricultural, commercial or industrial activities was £4,880,050 in 1960-61. At 30th June, 1961, 333 local companies were registered to operate with an aggregate nominal capital of £32,585,250.

To supplement local revenue from direct and indirect taxation, public loans have been raised within the Territory. The total amount obtained from these loans in the Territory of Papua and New Guinea in 1960-1961 was £430,028. The proceeds of the loans together with £123,195 raised in 1959-1960 but not expended in that year, were devoted to the development of electric power facilities and other public works and services in the Territory of Papua and New Guinea. Of the total amount spent £360,332 was spent in the Trust Territory.

Price and Production Trends.

For New Guinea, as for other tropical countries, there are particular problems of world price fluctuations in relation to agricultural products. Nevertheless, during the past year, the volume of the Territory's agricultural production continued to increase.

The price situation in relation to the principal crops was as follows:—

- (a) World prices for copra, which is sold on the open market, fell during the year and the Copra Marketing Board reduced the initial price paid to producers on delivery to £53 per ton f.m.s. grade copra. The total proceeds from copra sales after meeting handling charges, which are held at a relatively low level, are distributed to the producers when the accounts for sales are complete.
- (b) The price of cocoa gradually fell from £260 per ton in July, 1960, to £170 per ton f.o.b. Rabaul, by 30th June, 1961.
- (c) Prices for coffee, which vary widely, according to quality and liquor, were slightly lower than in the previous year.
- (d) Virginia Bunch and White Spanish peanut prices remained reasonably stable over the period and at 30th June, 1961, were selling for 1s. 4d. per lb. f.o.b. Prices for the Red Spanish variety moved between 6d. and 1s. per lb. f.o.b., oil milling quality being sold at about 6d. per lb.

Agricultural production provides much of the basic income on which the economic advancement of the indigenous population will depend, and largely as a result of the Administration's extension programmes indigenous participation in the various cash crop industries is increasing steadily.

Copra is the principal plantation crop. Many of the plantations have a preponderance of old palms, but as a result of the progress being made in replanting, the present level of plantation production will be maintained and may even increase slightly.

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

Plantings of coconuts by indigenous growers continued to increase and it is estimated that nearly 2,500 acres were planted out in 1960-61. Copra received by the Copra Marketing Board from indigenous producers was about 20,660 tons for the year ending 30th June, 1961.

The prospects of increased production of copra by indigenous producers are good. Improved cultural techniques have been adopted and existing plantings in various stages of immaturity represent a copra production increment of some 10,000 tons.

Exports of cocoa beans increased from 5,802 tons to 7,170 tons. Plantings by indigenous producers total approximately 19,800 acres and represent nearly 25 per cent. of total plantings. The number of registered indigenous growers is 5,366.

Exports of coffee beans increased from 1,463 tons in 1959-60 to 2,263 tons in 1960-61, of which 710 tons came from indigenous producers.

Peanut production has fallen although it remains part of the pattern of indigenous agriculture. As the crop is grown widely for local consumption, overall production cannot be estimated. Export production amounted to 2,007 tons, of which 295 tons were produced by indigenous growers.

Rice production has decreased, but the Agricultural Extension Service is seeking to maintain interest in this crop because of its sound long-term prospects and the advantages of adding a storable grain to subsistence production.

Passionfruit growing in the highlands is almost entirely in the hands of indigenous producers. Approximately 418 tons of fruit were sold to processors at Goroka, Chimbu and Mount Hagen during the year. Exports of the fruit pulp and juice fell to 136 tons.

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 in the developmental stage and is being assisted by a scheme to encourage local breeding under which importations of breeding stock are subsidized. Importations during the year totalled 454 head and subsidies totalled £12,150.

The value of timber products exported decreased from £1,656,639 to £1,164,157.

No new gold fields have been located and overall production is still falling, though at a reduced rate when compared with earlier years. Indigenous miners have maintained an interest in prospecting and in working claims in the Morobe, Eastern Highlands and Sepik Districts.

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 at Rabaul, Madang and Lae; co-operative societies; the Highland Farmers' and Settlers' Association; the Morobe District Planters' and Farmers' Association; and the Planters' Association of New Guinea.

CHAPTER 2.

POLICY AND PLANNING.

General.

Economic policy aims at developing the resources of the Territory to provide a rising standard of living for the whole population and ultimately to create a viable

economy. In the achievement of this objective all sections of the community, especially the indigenous people, are encouraged to play their part.

As stated in previous reports the advancement of indigenous agriculture to improve food supplies, bring about a more efficient use of village land and increase the production of cash crops has been given a high priority by the Administering Authority. In most areas a basic administrative framework has been established and there are many 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 improvement of living standards has brought with it new needs and aspirations. The satisfaction of these, together with the provision of adequate employment opportunities and the creation of an economic foundation for the Territory's developmental works and social services, will require an increasing economic effort on the part of the people. Progress will also depend on the success achieved in promoting among them an interest in more advanced forms of economic enterprise.

Because of the nature and distribution of the Territory's resources it is clear that, in the short term at least, primary production must continue to provide the basic income required for the economic advancement of most of the indigenous population. The Territorial Administration is therefore attaching considerable importance to its agricultural extension programme (described in Chapter 3 (b) of Section 4 of this Part) and to other measures, including research and experiment, designed to assist in the establishment of new indigenous agricultural enterprises, the development of existing enterprises and the improvement in efficiency of indigenous agriculture generally.

While the aims of this work are primarily the concern of the Department of Agriculture, Stock and Fisheries, they can only be achieved fully by co-operation between officers of many departments of the territorial Public Service—in particular Native Affairs, Education, Public Health, and Lands, Surveys and Mines.

An important aspect of economic policy is that relating to the administration of land, which is described in detail in Chapter 3 (a) of Section 4. Provisions to protect the rights of the indigenous people are included in all the land laws of the Territory. The basic safeguard is that only the Administration may acquire native-owned land and then only if in its judgment the land is surplus to the present and prospective needs of the people. 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 its future.

As well as protecting their existing interests in land the Administration is trying to ensure that enterprising indigenous groups and individuals will have access to all the land they need. Land settlement schemes have been started in several areas, both by the Administration and by

native local government councils, and the number of indigenous agriculturalists who, lacking suitable land under their traditional system of land tenure, have become leaseholders of land previously acquired by the Administration is increasing.

At the same time, as mentioned in Chapter 3 (a) of Section 4, plans are being worked out for converting the customary systems of land tenure to a single system which will give to the individual a clear and transferable legal title to his land and thus facilitate the better use of available land by the indigenous people and the more orderly handling of land transactions.

One of the greatest problems met with in the economic advancement of the Territory is that of capital formation. In the traditional subsistence economy production is largely geared to current needs and the economic situation is one of stagnation rather than growth. As the people move towards a more advanced economy there is an increasing need for capital—to finance basic investigations of resources; to develop further the public utilities, including power and water; to provide roads, bridges, airfields, wharfs and buildings for farm, factory and office; to purchase plant, machinery and equipment; to provide houses, schools and hospitals; to provide transport and communications.

A potential source of capital, both public and private, is beginning to develop in the form of the money incomes received by the indigenous people from various forms of economic activity. As a means of mobilizing hoarded savings, special forms of loans with subscriptions in £1 savings certificates have been introduced. To promote an extension of this kind of public investment discussions have been held with the Commonwealth Reserve Bank regarding the establishment of savings and loan societies or credit unions.

For some time to come, however, the yield of local revenue, even if supplemented by a growing volume of loan funds raised in the Territory, will be far below the level required to finance development in the public sector of the economy, let alone provide for annual administrative needs as well, and it will be necessary for the Territory to continue to rely heavily on the annual grants of the Administering Authority.

As the economy has become more complex a need for capital to finance the enterprise of the producer has also emerged. The first indigenous producers who entered into cash production, either for the local market or for export, already had their land, the wage-free labour of themselves and their families, and their own food and houses. Under guidance and with the distribution of seeds and plants by the Administration they could establish new crops without any demand on outside capital. Their first cash income was not needed for subsistence but could be used to purchase vehicles and implements. In areas recently bought under control this is still largely the situation, but as the economy advances and the indigenous settler and his family move into cash production of a more advanced kind, a need develops for initial finance for a house, subsistence and wages and the provision of implements and

vehicles from the start so that steps to full production may be hastened. Between these two types of situation the need for capital has been met in a number of areas by such forms of community activity as co-operative ventures and economic projects organized by local government councils.

The various forms of credit assistance provided or backed by the Administration to enable individuals and indigenous groups to overcome their lack of adequate finance are outlined below. In addition credit facilities are provided by the commercial banks, but use of these has been limited among the indigenous people by the lack of freehold title or a similar sort of security, by protective restrictions on their contractual capacity and by their own unfamiliarity with the uses of credit. Reform of the land tenure system, referred to above, is partly aimed at the removal of the first of these obstacles, while the second has been overcome to some extent by amendments made in 1960 to the Land Ordinance, removing restrictions on indigenes in regard to dealings in non-native land.

The investment of outside capital in the Territory is encouraged subject to suitable safeguards to protect the interests of the indigenous people and to ensure that their full participation in the economic life and wealth of their country will not be prejudiced. Such a policy serves not only to hasten the development of the Territory's resources and the expansion of secondary and tertiary industries, but also to provide additional avenues of training for the people in managerial and technical skills. Where it has been considered useful or practicable, incentives to attract capital to the Territory have been provided. These include a relatively low scale of taxation in the Territory compared with taxation in Australia, tariff protection, the provision of technical and other services by the Administration to provide information or advice on industrial possibilities, and the carrying out of technical enquiries regarding the possible development of particular products or industries.

Population pressures in some areas and in others a lack of resources to provide an active people with an adequate opportunity for economic expansion are beginning to point to a future need for the extension of re-settlement schemes and for the development of additional secondary industries to provide new fields of employment. During the past year an important step in the direction of meeting the latter need was taken with the establishment of a new Department of Trade and Industry, one of the functions of which will be to promote expansion in the field of secondary industry by means of various forms of assistance.

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.

Primary production 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 Administration itself in relation not only to agricultural production, but also to pests and diseases, stock-breeding, fisheries, forests and mining.

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.

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

Training and advice are provided for the indigenous people in their own economic activities and in the new forms to which they are being introduced. These and other matters relating to the Administration's policies in the economic field are described in detail in Section 4 of this Part.

The application of specifically economic measures is not of course the only aspect of Administration policy bearing on the development of the Territory and its resources. In the long run such measures would have little effect if unsupported by progressive social policies, especially in the fields of labour, health and education. (An account of recent developments in labour policy is given in Chapter 4 of Part VII.) From an economic standpoint programmes of social development, particulars of which are given elsewhere in this report, have a twofold effect. As well as helping to stimulate local economic activity, they have the long-term effect, through the raising of health and general educational standards, of accelerating economic progress and enabling the indigenous population to make an increasingly effective contribution by their own efforts to the provision of the goods and services they need.

Administrative Organization for Economic Development.

Most departments of the Administration carry out functions relating to 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, Survey and Mines, all of which work closely with the Department of Native Affairs, while the new Departments of Labour and of Trade and Industry will also have an important role to play.

Other instrumentalities with responsibilities in the field of economic development are the Land Development Board, details of which are given in Chapter 3 (a), the Papua and New Guinea Copra Marketing Board and the Papua and New Guinea Copra Industry Stabilization Board. The composition and functions of the two latter bodies are described in Chapter 1 of Section 4 of this Part.

As mentioned 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 Departments of Native Affairs and Agriculture, Stock and Fisheries actively foster these forms of organization and advise and assist the people 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.

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

During the past year investigations have been carried out to determine targets for development in the economic and other fields of advancement.

Credit Assistance for Economic Development.

The *Treasury Ordinance 1951-1960* provides that the Administration may guarantee repayment of a loan made by a bank to any person for a purpose approved by the Minister. Loans for the development of central cacao fermentaries operated by certain native local government councils in the Gazelle Peninsula have been guaranteed under this Ordinance and during 1960-61 the amount of the guaranteed loan stood at £227,020. At the close of the year £175,769 of this amount had been drawn, £75,062 redeemed and the balance owing was £100,707.

Special credit to further primary and secondary industries, other commercial enterprises, and local government or community welfare projects may be given to groups of indigenous people under the *Native Loans Fund Ordinance 1955-1960*. Loans may also be made to individual indigenes approved by the Administrator on the recommendation of the Native Loans Board. In August, 1960, the Native Loans Fund Ordinance was amended to increase the membership of the Board from three to four members, one of whom must be an indigene, and the Papuan teacher-in-charge of the Co-operative Education Centre, Port Moresby, was appointed to the Board.

Keen interest was shown in native loans during 1960-61 by local government councils, groups and individuals. A total of 71 loans aggregating £17,094 was approved during the year.

LOANS GRANTED DURING 1960-61.

Recipient.	Purpose.	No.	Amount.
			£
Native local government councils	Mainly trucks and tractors	2	5,000
Other groups	Mainly trucks and tractors	3	2,050
Individuals	Largely for development of leasehold blocks ..	66	10,044
		71	17,094

A significant feature was the increased demand among individuals for loans to develop leasehold blocks which resulted from the implementation of a scheme drawn up for this purpose in 1960. Of the 66 loans made this year to individuals, 62 loans were to indigenous leaseholders in the Vudal and Warangoi areas of New Britain.

The *Ex-Servicemen's Credit Ordinance 1958-1960*, which came into force in 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 of and experience in tropical agriculture. An amendment to the ordinance in 1960 made provision for the admission to the scheme of ex-servicemen who were at the date of commencement of the Ex-Servicemen's Credit Ordinance engaged on their own behalf, whether alone or jointly with some other person, in an agricultural enterprise in the Territory on land of which they were the owners or lessees.

Applications for loans have been received from both indigenous and Australian ex-servicemen. At 30th June, 1961, there were 46 current loans to Australian ex-servicemen and nine loans to indigenous ex-servicemen in the Trust Territory. The total of approved loans amounted to £1,004,452 of which £631,528 had been disbursed to borrowers under the 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 1960-1961, 46 companies having a total nominal capital of £4,977,050 were incorporated as local companies, six companies with a total nominal capital of £297,000 were de-registered and one company increased its nominal capital by £200,000. The net increases in nominal capital during the year in the commercial and plantation categories, were £3,022,000 (21.53 per cent.)

and £1,838,000 (16.05 per cent.) respectively. At 30th June, 1961, 333 local companies were operating with an aggregate nominal capital of £32,585,250.

Seven foreign companies (i.e. companies incorporated outside the Territory and carrying on business in the Territory) were registered and two were de-registered, making a total of 128 foreign companies operating in the Territory at 30th June, 1961. Of these companies, 75 were incorporated in Australia, 26 in England, 4 in New Zealand, 18 in the Territory of Papua, 1 in Canada and 2 each in Hong Kong and the United States of America. Many of these companies operate through agents, usually a local company or firm, and the exact amount of capital actually invested in the Territory is not known. The nominal capital of the companies incorporated outside the Territory but within the sterling area totalled £278,627,592. One company incorporated in Canada has a nominal capital of \$6,000,000, two incorporated in Hong Kong have a nominal capital of \$10,012,000 and one incorporated in the United States of America has a nominal capital of \$7,500,000. The other company incorporated in the United States of America is an "association not for gain" and has no capital.

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

Statistics of personal and company taxation are included in Appendix V. No data is available to indicate 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 and 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 of the Territory of Papua and New Guinea requires every person or persons carrying on business in the Territory under a name other than the names of all the members of the business to register the business name in accordance with the Ordinance. Seven hundred and twelve names were registered under this Ordinance at the 30th June, 1961.

CHAPTER 4.

ECONOMIC EQUALITY.

Nationals of members of the United Nations, other than the Administering Authority, and of non-members of the United Nations enjoy equal treatment in economic matters with nationals of the Administering Authority. The exception mentioned in previous reports, a provision restricting shareholding in certain classes of companies, has been repealed.

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 and the Administration's policy for economic development are described in Chapters 1 and 2 of Section 3 of this Part.

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

Legislation relating to the protection of the Territory's resources includes the Lands, Mining, Forestry and Animal and Plant Quarantine Ordinances, and developmental enactments such as the *Fire Prevention Ordinance 1951-1955*, the *Native Economic Development Ordinance 1951-1952*, the *Native Loans Fund Ordinance 1955-1958*, 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 legislating for the control of pests and diseases some ordinances and regulations prescribe for the inspection and grading of products according to recognised 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.

Cash crops are mainly sold overseas, and to assist economic advancement in the Territory Australia generally provides favourable marketing conditions for its products. Apart from copra, the export of which is controlled, agricultural products may be sold freely according to the owner's judgment. Generally there is competition between traders operating in the Territory for the handling of products for marketing overseas.

Many indigenous inhabitants engage in business activities on their own account. Information on the 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.

Numbers of indigenous people are engaged in mining for alluvial gold in the Morobe, Eastern Highlands, Western Highlands and Sepik Districts. 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.

The main exports of the Territory are at present copra, coconut oil, timber, plywood, marine shell, cocoa, coffee, peanuts, passionfruit juice 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 rubber from Papua and New Guinea is facilitated by arrangements for the remission of duty on overseas rubber when the satisfactory sale of Territory rubber offering on the Australian market is assured. In June, 1961, when a breakdown in the marketing of New Guinea coffee threatened, a somewhat similar arrangement was sought to help the sale of New Guinea coffee in Australia.

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. World prices were fairly steady during the year, but the trend was downward, reducing the export income of the Territory. The fall in copra prices for the year was about 12 per cent.

In March, 1961, Mr. Stahl Salum, a New Guinean, was appointed to the Copra Marketing Board as a representative of the indigenous copra producers. The Board now consists of a chairman, four representatives of the copra producers and the Director of Agriculture, Stock and Fisheries.

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, &c. 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.

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 £3,577,304, 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 (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*, the *Companies (New Guinea) Ordinance 1954*, and the *Companies (New Guinea) Ordinance 1960*.

A company may be incorporated in the Territory upon production to the Registrar of Joint-stock Companies of a memorandum and articles of association. These must set out the name, objects and rules of the company 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.

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

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

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

The *Companies Ordinance (New Guinea) Repeal Ordinance* 1961 which repeals the *Companies Ordinance* 1933-1938 was assented to on 27th April, 1961, and is to be brought into operation at an early date. This will remove a requirement for at least two-thirds of the issued capital to be held by or on behalf of British subjects in the case of a registered 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.

The principal companies registered under the *Companies Ordinance* 1912-1926 (Papua, adopted) and amendments, at the 30th June, 1961, engaged in the Territory in respect of the principal economic resources, activities and services, are as follows:—

Commercial—

Incorporated in the Territory—

Australia and New Guinea Timbers Limited.
 Barclay Bros. (New Guinea) Limited.
 Barford Limited.
 Bernard Trading Company 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.
 Guinea Brewery Limited.
 Gabriel Achun & Company Limited.
 Indian and Pacific Ocean Merchants Limited.
 James Chung and Company Limited.
 J. L. Chipper & Company Limited.
 Kainantu Trading Company Limited.
 Kainantu Transport Company Limited.
 Kambala Limited.
 Karlander New Guinea Line Limited.
 K. N. Worrall & Company Limited.
 Lucas & Ducrow (New Guinea) Limited.
 McFarlan Holdings Limited.
 M. Necdham Limited.
 New Britain Entertainments Limited.
 N. C. Akehurst Limited.
 New Guinea Company Limited.
 New Guinea Finance Limited.
 New Guinea Tobacco Company Limited.
 Pacific Holdings Limited.
 Pacific Island Merchants Limited.
 Pacific Trading Company Limited.
 Palmoils (New Guinea) Limited.
 Rabaul Garage Limited.
 Rabaul Investments Limited.
 Repair and Sales Limited.
 Robert Gillespie (New Guinea) Limited.
 Rupertswood Limited.
 Tang Mow and Company Limited.
 Territory Timbers Limited.
 The Bougainville Company Limited.
 Thompson & Wright Limited.
 T. J. Watkins (New Guinea) Limited.
 United Builders Company 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.

Custom Credit Corporation Limited, incorporated in Australia.
 Hastings Deering (New Guinea) Proprietary Limited, incorporated in Australia.
 L. J. Hooker Investment Corporation Limited, incorporated in Australia.
 Needham & Company Proprietary Limited, incorporated in Australia.
 Pacific Carriers Limited, incorporated in Hong Kong.
 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—

Arabica Coffee Limited.
 Bali Plantation Limited.
 Belik Plantations Limited.
 Clarens Estates Limited.
 Coconut Products Limited.
 Consolidated Plantations Limited.
 Cottee's Passiona (New Guinea) Limited.
 Dylup Plantations Limited.
 Edgell & Whiteley Limited.
 Garua Plantations Limited.
 Highland Plantations Limited.
 Highland Products Limited.
 Island Estates Limited.
 Kami Coffee Estates Limited.
 Kinjibi Coffee Plantation Limited.
 Kinjibi Holdings Limited.
 Kokopo Cocoa Limited.
 Korfena Plantations (New Guinea) Limited.
 Korgua Farming & Trading Company Limited.
 Macquarie Investments Limited.
 Makurapau Estates Limited.
 Mala Coffee Factory Limited.
 Mangarah Limited.
 Mount Hagen Coffee Estates Limited.
 Native Marketing and Supply Service Limited.
 Ngafir Plantation Limited.
 Norikori Coffee Limited.
 Notre Mal Plantation Limited.
 Pacific Industries Limited.
 Pacific Tobacco & Development Company Limited.
 Plantation Holdings Limited.
 Powell Holdings Limited.
 Roka Coffee Estate Limited.
 Seeto Kui & Sons Limited.
 Symco Limited.
 Tabar Plantations Limited.
 Territory Development Company Limited.

The Buka Plantations & Trading Company Limited.
 Tokua Plantation Limited.
 Tovarur Plantations Limited.
 Upego Company Limited.
 Wau Coffee Estates 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 Airlines Limited.

Registered as foreign companies—

Australian National Airways Proprietary Limited, incorporated in Australia.
 Papuan Air Transport Limited, incorporated in Papua.

Mining and Oil—

Incorporated in the Territory—

Gold and Power Limited.
 New Guinea Consolidated Mining Company Limited.
 New Guinea Industries 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—

Incorporated in the Territory—

Island Produce Insurance Company Limited.

Registered as foreign companies—

A.M.P. 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 and General Mutual Life Assurance Society Limited, incorporated in Australia.
 The Fire and Accident Insurance Company of Australia Limited, incorporated in Australia.
 The Hanover Insurance Company, incorporated in America.
 The Indemnity Marine Insurance Company Limited, incorporated in England.
 The M.L.C. Fire and General Insurance Company Limited, incorporated in Australia.
 The Mutual Life and Citizens Assurance Company Limited, incorporated in Australia.
 The National Mutual Life Association of Australasia Limited, incorporated in Australia.
 The Yorkshire Insurance Company Limited, incorporated in England.
 Union Assurance Society of Australia 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.
 The National Bank of Australasia Limited, incorporated in Australia.

Companies incorporated in the Territory or registered as foreign companies during the period 1st July, 1960, to 30th June, 1961, were as follows:—

*Commercial—**Incorporated in the Territory—*

Australia and New Guinea Timbers Limited.
 Blake Holdings Limited.
 Green & Company Limited.
 Kainantu Transport Company Limited.
 Kainantu Trading Company Limited.
 Karlander New Guinea Line Limited.
 Kavieng Slipway & Workshop Limited.
 K. N. Worrall & Company Limited.
 MacFarlan Holdings Limited.
 McLean & Watkins Limited.
 M. E. Wright & Company Limited.
 Morobe Producers Limited.
 Mount Hagen Hotel Limited.
 New Guinea Tobacco Company Limited.
 Pacific Productions (Rabaul) Limited.
 Rabaul Enterprises Limited.

Rabaul Metal Industries Limited.
 Rabaul Welding & Construction Company Limited.
 Roberts Holdings Limited.
 Sepik District Labour Services Limited.
 Tecorp Limited.
 Territory Timbers Limited.
 Thompson & Wright Limited.
 Trading and Equipment Corporation Limited.
 Yame Investments Limited.

Registered as foreign companies—

Needham & Company Proprietary Limited, incorporated in Australia.
 Pacific Carriers Limited, incorporated in Hong Kong.

*Plantation—**Incorporated in the Territory—*

Bainings Products Limited.
 C. W. & M. Blake Limited.
 Highlands Products Limited.
 Karoola Limited.
 Lolobau Plantation Limited.
 Makurapau Estates Limited.
 Matupi Estates Limited.
 Menawai Limited.
 Mount Hagen Coffee Processors Limited.
 New Massawa Plantation Limited.
 Ngafir Plantation Limited.
 Notre Mal Plantation Limited.
 Perlex Limited.
 Rarita Plantations Limited.
 R. H. Gordon Limited.
 Roka Coffee Estate Limited.
 Talilis Limited.
 Tovarur Plantations Limited.
 W. & R. Parer Limited.

*Airline—**Registered as foreign companies—*

Australian National Airways Proprietary Limited, incorporated in Australia.

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

Alluvial Gold Sluicing Limited.

*Insurance—**Registered as foreign companies—*

The Fire and Accident Insurance Company of Australasia Limited, incorporated in Australia.
 The Hanover Insurance Company, incorporated in America.
 The Indemnity Marine Insurance Company Limited, incorporated in England.
 Union Assurance Society of Australia Limited, incorporated in Australia.

*Associations not for gain—**Incorporated in the Territory—*

New Guinea Gospel Mission.

Co-operatives.

Co-operatives are under the supervision and guidance of a Registry of Co-operatives within the Department of Native Affairs and trained staff are stationed in all districts except the Eastern and Western Highlands Districts.

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 their classification is related to the degree to which they are capable of managing their own affairs without Administration supervision and help.

Organizations are divided into two main categories: primary and secondary. 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. There is also one credit society, the Kuanua Thrift and Building Society, which is described below.

Secondary organization is represented by associations of societies, formed to achieve an amalgamation of purchasing power in retail consumer store operation and marketing volume in relation to agricultural production, and to concentrate capital to facilitate the purchase of such large assets as shipping, land transport, agricultural machinery, &c. The association performs for its component societies various functions which the individual societies cannot 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 the association.

There are 101 primary societies and 6 associations representing 85 member societies. Of the primary societies 16 are single purpose and 85 dual purpose compared with 25 and 78 respectively (revised figures) in 1959-60. There is a tendency for more and more single-purpose societies to become dual purpose as producer societies branch out into other trading ventures, such as trade stores. Particulars of societies and associations and other statistical data are given in Appendix XIV.

Capital of the societies increased by £29,195 to £313,038, membership increased by 2,889 to 52,559 and turnover increased by £38,053 to £700,809. Rebates paid to members totalled £50,592 compared with £33,508 for the previous year. Increases in turnover and rebates resulted mainly from increased store trading. Copra turnover fell because of depressed world prices but production actually rose.

In some cases members still need to give stronger support to their societies and there is room for further improvement in production and efficiency. Such problems as the illegal extension of credit, uneconomic dealings and a lack of understanding of world market fluctuations

which have hampered expansion of the co-operative movement in the past are still present. Nevertheless, participation and interest by members in the affairs of their societies have continued to increase and operating efficiency to improve.

Registered co-operative societies are eligible to obtain loans of up to £5,000 under the *Native Loans Fund Ordinance 1955-1960* and no societies have yet found it necessary to negotiate for loans and overdrafts with commercial banking institutions.

The Kuanua Thrift and Building Society, which was formed in 1959, as a pilot project in co-operative thrift and credit, to encourage saving by a small group of people in regular employment, is now in its third year. Members contribute £2 each a month and cannot take out loans until two years from the date of their first deposit. So far members have not found it necessary to borrow from the society, which is continuing to invest its funds in suitable securities as a means of earning income. The society now has a membership of fifteen and had accumulated funds amounting to £392 for the year ended 31st March, 1961.

A delegation attended the Congress of Queensland Co-operatives in 1961 as in previous years, and in May, 1961, a conference of co-operative officers from both Papua and New Guinea, the second such conference to take place since the inception of the co-operative movement in the Territory, was held in Port Moresby.

Supervision and consolidation.—Administration supervision will be needed for many years to overcome the problems involved and to ensure the stability of existing societies and the development of the movement generally.

Throughout the year visits of inspection were made by the Co-operative Section staff for purposes of supervision, guidance and audit. Considerable attention was given to consolidation, improvement of capital structure, and increasing the self-reliance of members.

In the Gazelle Peninsula of New Britain there was further improvement in the attitude of members and their confidence in the movement and societies continue to increase. Societies in the Kandrian and Talasea sub-districts also made good progress.

The Bougainville District also recorded substantial gains, though this is not obvious from the statistics. Despite the fall in value of copra turnover, the amount produced represented an increase of 24 per cent. on the previous year, and improved processing and marketing arrangements gave producers a higher return.

The New Ireland District again encountered many problems. Membership loyalty continued to fall away in favour of direct trading; irregular credit practices were detected and some societies lost trained staff. Despite these difficulties and the substantial decline in copra turnover, there was an increase of nearly 33 per cent. in store turnover, indicating that the people still support their societies generally but will accept a lower return from trading in coconuts rather than make copra.

The outlook for societies in the Madang District is good. Copra production increased, though its value fell, and store turnover again rose. The societies on Manam Island have made a remarkable recovery since the volcanic disturbance. The efficiency of the organization is gradually increasing, though there is still a grave shortage of competent employees.

In the Manus District there was considerable improvement during the year in the people's understanding of co-operative techniques and modern business methods. Certain societies have arrangements in hand for the purchase of two freehold plantations.

A co-operative officer was posted to the Sepik District during the year, and copra turnover rose despite the fall in price. A number of societies commenced store trading, and there is considerable enthusiasm among the people.

In the Morobe District co-operative activity, which is centred on Finschhafen, continued to develop. The membership of the district's one society rose from 5,186 to 6,521 and coffee turnover increased from £9,500 in 1959-60 to £28,074 in the year ended 31st March, 1961.

Co-operative Education.—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 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.

Instruction given at the Education Centre covers formal training for inspectors, secretaries and foremen as well as simpler explanations of such book-keeping and business practices as the preparation of trading accounts and balance sheets. Storemen's courses are also held at Kavieng and Madang.

The entrance qualifications for inspectors and secretaries is Standard 8 or above and the course lasts about five months. Trainees are coached in all aspects of commercial book-keeping with special emphasis on the records required by both secondary co-operative organizations and their component primary societies. They also receive a full explanation of co-operative principles and their application, co-operative legislation and the rules of registered organizations. Fifteen students from the Trust Territory attended a course for inspectors and secretaries at the Centre during the year and 32 students completed the storemen's courses at Kavieng and Madang. In addition 26 New Guineans attended a storemen's course at the Centre and 25 attended an advanced storemen's course.

Storemen's courses are of approximately six weeks' duration and cover basic documentation for the purchase of produce and the sale of goods, and simple accounting.

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 as a result of the Administering Authority's efforts to improve standards of nutrition, health and village hygiene and the general standard of living, new demands are constantly arising. These 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 Education 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. The functions of the new Department of Trade and Industry include the promotion of business activities and the guidance of indigenes in business management.

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 some 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. As there is no shortage of essential commodities and their distribution is adequately catered for by normal commercial channels, no special measures for their allocation are needed.

External Trade.

The Administration encourages the development of crops for which market prospects are considered to be good. 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.

Apart from freight subsidies to encourage the importation of good quality cattle there are no direct or indirect subsidies designed to stimulate imports or exports of any particular category.

The Administration publishes quarterly and annually an overseas trade bulletin which shows the details of exports and imports by quantity, value and country, classified in accordance with the Standard International Trade Classification. Imports and exports to and from the Trust Territory are recorded separately.

The following figures show the trend in the value of trade over recent years:—

Year.	Total Trade.	Imports.	Exports.
	£(a)	£(a)	£(a)
1956-57.. ..	21,333,234	(b) 11,020,742	10,312,492
1957-58.. ..	21,173,928	(b) 11,545,880	9,628,048
1958-59.. ..	24,630,505	(b) 11,938,628	12,691,877
1959-60.. ..	27,584,710	12,622,354	14,962,356
1960-61.. ..	29,520,041	16,803,152	12,716,889

(a) The valuations 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.

(b) Revised to include outside packages.

The following table shows the quantity and value of the principal exports for 1960-61 and increases and decreases in value by comparison with 1959-60:—

Commodity.	Quantity.	Value.	Increase.	Decrease.
		£	£	£
Cocoa beans ..	7,170 tons	1,636,060	..	16,072
Coffee beans ..	2,263 tons	1,094,104	384,659	..
Coconut meal and cake ..	10,290 tons	284,037	..	62,386
Coconut oil ..	20,429 tons	2,360,776	..	1,452,873
Copra ..	60,946 tons	4,080,590	..	683,203
Gold (unrefined) ..	..	680,224	47,495	..
Crocodile skins ..	..	76,580	33,060	..
Passion fruit pulp and juice ..	136 tons	56,949	..	37,053
Peanuts ..	2,007 tons	278,691	4,894	..
Shell—				
Green snail ..	14 tons	6,554	..	5,407
Trochus ..	153 tons	27,873	..	31,725
Mother-of-Pearl ..	..	..	..	50
Timber—				
Logs ..	1,227,701 super. ft.	40,575	1,209	..
Sawn ..	3,250,629 super. ft.	219,921	..	101,482
Veneer ..	4,559,165 sq. ft.	38,051	..	3,085
Plywood ..	21,861,804 sq. ft.	865,610	..	389,124

Customs Duties.

No customs union exists with the metropolitan country, and no preferences on imported goods are given in the Customs Tariff of the Territory.

Customs duties are imposed on imports in accordance with the *Customs Ordinance 1951-1959* and the *Customs Tariff 1959*.

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

Import Restrictions.

All import licensing in the Territory was abolished as from 1st September, 1959.

Export Licences.

The *Export (Control of Proceeds) Ordinance 1952* prohibits the exportation of any goods to places other than the Commonwealth of Australia or any Territory of the Commonwealth unless a licence is in force and its terms and conditions (if any) are complied with. 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.

Land Legislation.

The principal legislation governing the administration of land consists of the *Land Ordinance 1922-1961*, the *Lands Acquisition Ordinance 1952*, the *Lands Acquisition (Town Planning) Ordinance 1949*, the *Lands Registration Ordinance 1924-1955*, the *New Guinea Land Titles Restoration Ordinance 1951-1955*, the *Native Land Registration Ordinances 1952* and the *Transfer of Land Control Ordinance 1951*.

Under the last-mentioned ordinance no transfer of any interest in land can take place without the Administrator's consent. The provisions of the other ordinances mentioned are briefly indicated below.

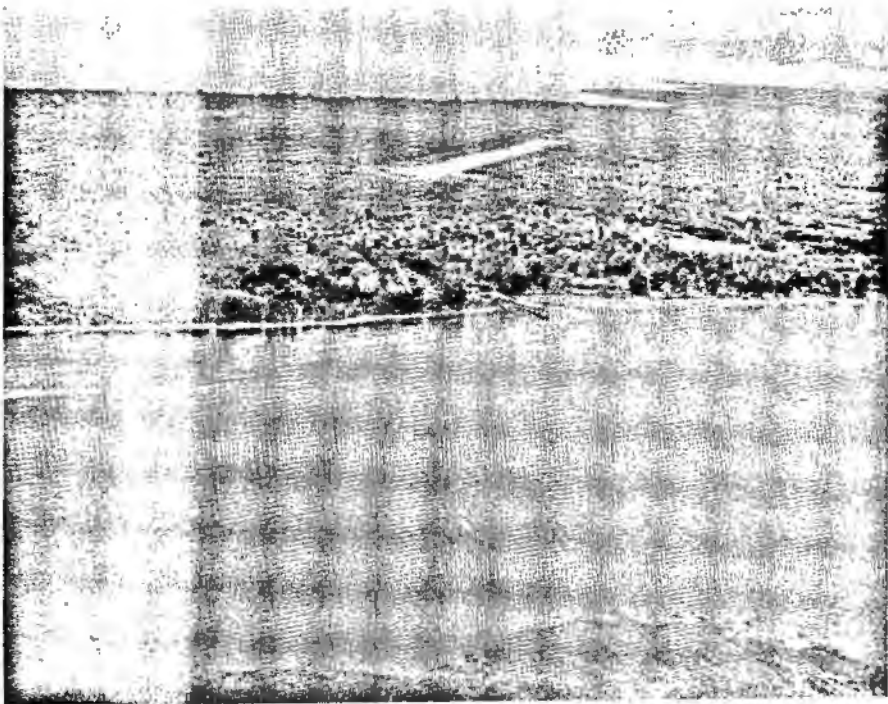
The Land Ordinance was amended in 1960 to place indigenous persons on an equal footing with non-indigenous persons with regard to dealings in non-native land. The Administration retains ample power under the Transfer of Land Control Ordinance to prevent any attempt at exploitation of indigenous persons which might arise in consequence.

Other amendments made to the Land Ordinance during the past year provide for private subdivision to town land and amended titles instruments for various leases.

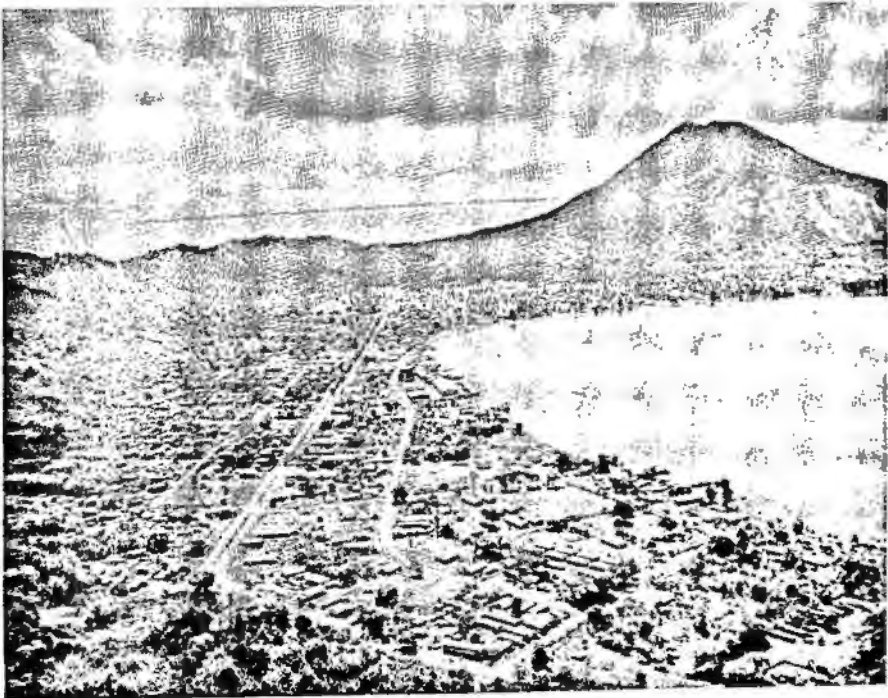
Classification of Land.

Lands in the Territory are classified as follows:—

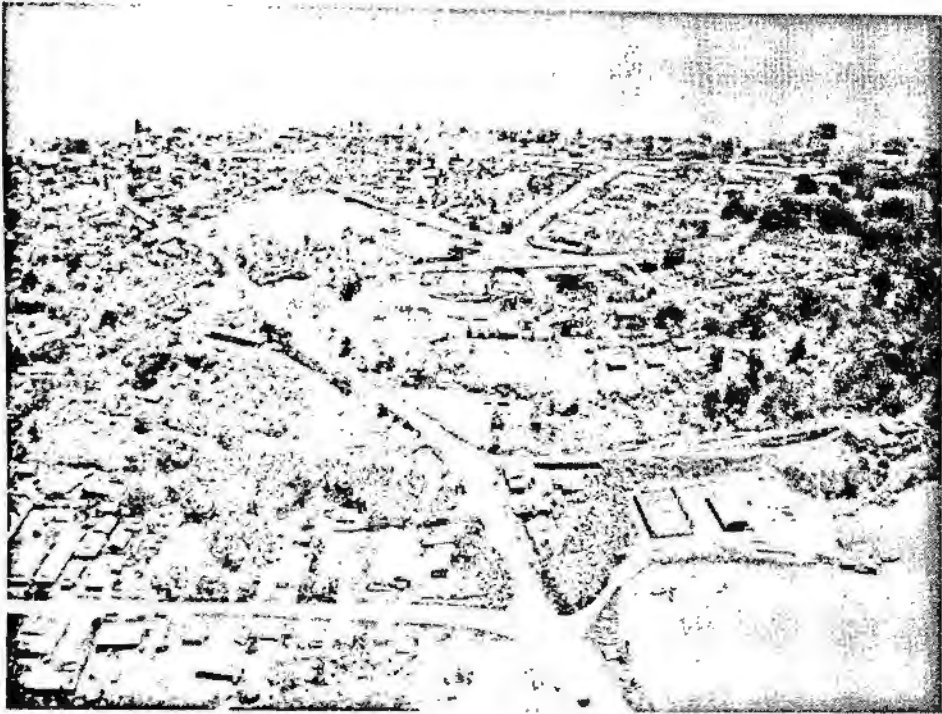
- (a) native-owned land;
- (b) freehold land;
- (c) Administration land, including land leased to indigenous and non-indigenous inhabitants; and
- (d) ownerless land.



Kavieng.



Rabaul.



Wewak.



Goroka.

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 native 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 possessed by the Administration.

Native Land Registration.—Provision for the investigation and recording of rights and interests in land is contained in the *Native Land Registration Ordinances 1952*, which require the Native Land Commission to inquire into and determine what land is the rightful and hereditary property of native individuals or communities by native customary right and those by whom, and the shares in which, that land is owned.

Proceedings under the Ordinances are initiated either by the Commission itself or by claimants applying to the Commission. The Ordinances also provide for the registration of the Commission's 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.

The policy is first to complete registration of land in those districts where the main agricultural development has taken place, e.g., New Britain, Morobe, Madang, Bougainville 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 native owners is supervised by the Department of Lands, Surveys and Mines 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 with 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 native 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 demand and locality.

The Administration may grant leases of Administration lands under certain conditions and limitations as to time. No lease is granted, however, unless the Administration is satisfied that the grant will not be detrimental to the interests of the indigenous population.

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. The highlands districts provide an exception to this pattern and in many parts of those areas acquisition of land by conquest was common.

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 in kinship organization and differences in the 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 unilateral 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. Where both men and women are recognized as land-owners, inheritance is through either a father or mother, or both.

Rights in land owned in common by members of kinship or descent groups are acquired by the individual at the time of birth and their acquisition 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 amongst customary heirs.

In some areas, however, a desire for change is developing. For example, in communities in which inheritance is based on matrilineal descent, an increasing number of men are coming to want their own children to succeed to their land rights. Again, it is natural for progressive individuals who have planted perennials or made other improvements to their land to hope to be able to pass rights to such improvements to their own children as individuals rather than as members of a group.

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 lands 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 native 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 economic progress as they frequently lack the degree of flexibility needed to encourage land development by the more enterprising individuals in the community. For such persons, whether operating as individuals or groups, a system which gives a clear and transferable title to the land and will thus enable the value of improvements to be realized, either through mortgage or sale, is likely to provide greater incentives for progress. Close study has therefore been given to measures which will give the greatest possible opportunity for land development by the indigenous people consistent with respect for their wishes in relation to their land customs.

The following broad principles have now been adopted as the basis of policy:—

- (1) The ultimate and long-term objective is to introduce throughout the Territory a single system of land holding regulated by the Territorial

Government by statute, administered by the Department of Lands, Surveys and Mines of the Territorial Government, and providing for secure individual registered titles after the pattern of the Australian system.

- (2) Only the Territorial Government (i.e. the Administrator working through the Department of Lands, Surveys and Mines and the Registrar of Titles) may issue and register land titles.
- (3) Land subject to native custom remains subject to native custom only until it is taken out of custom either by acquisition by the Administration or by a process, to be provided for by ordinance of the Territory, of conversion of title to an individual registered title.
- (4) Upon either acquisition or conversion of title compensation is to be provided in respect of extinction of rights under native custom.
- (5) Land held under native custom may not be acquired outside native custom by other than the Administration.
- (6) For the time being land may not be acquired by the Administration unless the native owners are willing to sell and in the opinion of the Administration the land is not required by them; and conversion of title from native custom to individual registered title may take place only if the majority of those interested in the land under native custom consent to conversion and the method of conversion.
- (7) The services of Native Land Commissioners are to be used as a first priority on investigations into claims by the Administration that land is ownerless and may therefore be declared administration land, on investigation into the ownership under native custom of land proposed to be acquired by the Administration, on settlement of disputes about the ownership of land held under native custom, and, when legislative provision has been made, on investigations into the rights held under native custom in land proposed to be converted to individual registered title. The aim is that all the time of the Commissioners should be taken up with this work. To the extent that at any time it is not, the Commissioners should continue investigations into the holding of land under native custom; the results of such investigations are to be recorded for use in connexion with future acquisitions or conversions of title, but are no longer to be registered.

Detailed proposals to give effect to these principles were drawn up during the year and consideration is now being given to the legislative provisions that will be needed.

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.

Methods of land use employed by the native people are described in Part (b)—Agricultural Products—of this chapter under the heading *Cultivation Methods and Techniques of the Indigenes*.

Freehold Land.

Although the *Land Ordinance 1922-1961* 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 was alienated almost entirely during the period preceding Australian Administration, present information shows that approximately 541,250 acres are held by non-indigenous inhabitants. This figure, however, is subject to revision as more information becomes available. In some areas it seems probable that a certain amount of alienation had taken place before 1942 but records do not disclose ownership and clarification of the position must therefore await the findings of the Commissioner of Titles.

Administration Land.

This comprises—

- (a) land to which the Administration succeeded in title following the acceptance of mandatory powers by the Commonwealth Government after World War I;
- (b) land purchased by the Administration;
- (c) land acquired by the Administration for public purposes; and
- (d) land taken possession of by the Administration where, upon inquiry, there appears to be no owner of the land.

The *Land Ordinance 1922-1961* 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, established under the Ordinance and consisting of a chairman, deputy chairman and one other member, together with such other members as the Administrator may consider it necessary to appoint to act in relation to land in particular localities.

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, which may be extended to 99 years at the discretion of the Administrator.
- (f) Mission leases which may be granted free of rent for the erection of buildings required for mission purposes. The maximum area for these leases is 5 acres and term 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 in accordance with the land-use plan.

Land totalling 356,301 acres is held under leasehold tenure, mostly for agricultural and pastoral purposes. Of this total 30,438 acres were leased during the year.

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

Transfer of Alienated Land to Indigenous Inhabitants.—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, Lorengau, and have been designed for Wau.

A total of 3,848 acres of previously alienated land has been leased to individual indigenous inhabitants or corporate bodies controlled by indigenes, as follows:—

Agricultural Leases—

Various native local government councils and native societies ..	2,140
Individual indigenous inhabitants ..	1,538

Special Leases—

Various councils and societies ..	123
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Leases in Towns—

66 leases	30
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Business Leases—

26 leases by indigenous persons and societies 17

The amendment made in 1960 to the Land Ordinance referred to above enables indigenes who hold alienated land, whether freehold or leasehold, to sell or otherwise dispose of their interests in the land. It thus permits them to obtain finance against the security of their land, e.g., under the Native Loans Fund Ordinance or the Ex-Servicemen's Credit Ordinance or from a bank, and should have the effect of encouraging the extension of cash-cropping.

Land Development Board.—The functions of the Land Development Board, which is a non-statutory body, are to advise the Administration 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 and particular emphasis is placed on making land available to the indigenous people under individual tenure.

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, the Director of Public Works and the Executive Officer (Policy and Planning), Department of the Administrator.

The acquisition of land from the indigenous people is not within the province of the Board, and since its discussions, as it is at present constituted, are largely of a technical nature, no indigenous member has yet been appointed.

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

- public safety;
- quays, piers, wharves, jetties or landing places;
- 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;
- camping places for travelling stock;
- reservoirs, aqueducts, or water-courses;
- hospitals;
- native reserves;

(Reservations in this category are made for the benefit of the indigenous people in general or of specific groups. The reservation vests the freehold title in the Director of Native Affairs as trustee and the land is administered as communal land.)
- commons;
- public utility, convenience or health; or

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

This provision applies to the 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 provides 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 land was acquired or resumed under the *Lands Acquisition Ordinance* or the *Lands Acquisition (Town Planning) Ordinance* during the year.

The amount of land purchased by the Administration during the past five years is—

Year.	Acres.
1956-57	113,300
1957-58	13,458
1958-59	7,669
1959-60	8,215
1960-61	7,031

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 public purposes specified in the Ordinance and any other purpose which may be approved by the Administrator.

Reservations made during the year included a native reserve (730 acres) on Wallis Island, New Ireland District, a welfare centre at Goroka, pre-school centres at Rabaul, Kavieng and Lae, a swimming pool at Goroka and a cemetery at Bita Paka near Rabaul.

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.

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 1939-1945.

Title restoration work proceeded at an increased rate and during the year 22 final orders and 203 provisional orders were made.

Surveys Completed.

Surveys completed during the year included rural leases in New Britain, New Ireland, Morobe and Eastern Highlands Districts. Town allotment leases were surveyed in the towns of Rabaul, Kavieng, Wau, Lae, Goroka and Wewak. Restoration of titles survey work was continued in New Britain and New Ireland and a ship-borne survey party is now completing surveys on the islands in the vicinity of New Britain.

(b) AGRICULTURAL PRODUCTS.

Principal Types and Methods of Agriculture.

As well as being responsible for a large proportion of the Territory's export income, agricultural production 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 grass-land 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) for both food and sale, allied with the cash sale of the surpluses of 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 in the past the production of plantation-type crops has been in the hands of non-indigenous producers, there has been a very rapid growth of indigenous participation in these industries in recent years. As a result of agricultural extension programmes indigenous cultivators now control more than half the acreage planted to coffee and are expected in the near future to have more than half the production potential in the commercial coconut industry. Many of the plantings are still immature, and it will be some years before they actually begin to produce. Additional

details of participation by indigenous producers in these industries are given later in this chapter in the section dealing with the evaluation of Territory agriculture.

Cultivation Methods and Techniques of the Indigenous.

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 and will ease any difficulties which may be encountered in particular industries during the period of transition.

There are many ways in which productive efficiency can be increased but to avoid active destruction of agricultural resources caution must be exercised in introducing changes. The Administration therefore continuously surveys agricultural conditions among farmers and aims its extension programmes at an evolutionary development of indigenous agriculture based on the valuable and conservational aspects of the existing system. The present basic system of bush or grass fallowing, for example, is inefficient in that it requires a major clearing effort each time a crop is planted, but conservational in that the rapid re-growth which takes place in gardens tends to preserve the soil from physical and chemical degradation. Extension programmes aim at showing farmers that by practising a rotation on each clearing instead of taking only one crop before the land reverts to bush or grass fallow they can considerably reduce the labour involved in food production. It has been found that soil fertility is by no means the only factor governing traditional agricultural practice and that other difficulties, such as a rapid increase in pests and diseases, combine to make successive cropping with a single staple impracticable. The lack of food suitable for storage makes the indigenous people dependent on day-to-day harvesting of the perishable staples and subject to the effects of seasonal variations. Farmers are therefore encouraged to expand the production of such storable crops as rice and peanuts which fit in well with traditional subsistence methods. The use of ground covers of quick-growing leguminous trees, which provide only a minor clearing problem, as a substitute for volunteer growth is also encouraged. 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 the communities concerned. Tastes, prejudices, fear of contamination of themselves and of their agricultural land, and the fear of relying on unfamiliar crops are all difficulties in the way of any attempt to diversify and improve the efficiency of indigenous agriculture. Training programmes in new methods and the value of new and varied foods, however, help to hasten their adoption.

The expansion of perennial crop planting, particularly for cash cropping, introduces problems of a different kind. Perennial crops are of minor importance in the primitive

subsistence economy and as land tenure systems tend to correspond with the land use methods for the production of the annual staples, the location of groves of perennials has little relation to land ownership. When perennials are used for cash cropping, however, particularly where formal spacing and techniques other than grove planting are adopted, the attitude to the land involved tends to change radically. It has been pointed out in previous reports that because of inheritance difficulties, problems of communal ownership and the tendency for holdings to become fragmented, customary systems of land tenure do not lend themselves to the development of cash cropping, especially with perennials. After a thorough examination of the problems involved the Administering Authority has concluded that they will be solved by a rationalization of tribal tenure so that the farmer can be issued with a legal title to replace his tribal right. The principles to be followed in achieving such a rationalization are set out in Chapter 3 (a)—Land Tenure.

As indigenous communities are extremely cautious towards any suggestion of replacing traditional tenure, the changes planned may take some time to bring about. In the interim, however, new systems of planting can be introduced side by side with subsistence production provided there is no widespread development of permissive occupancy planting outside the land boundaries of effective social units.

In areas where primitive land use methods, particularly burning for hunting in lower rainfall regions, have caused serious deterioration of soil and vegetation, agricultural extension programmes include measures for land reclamation and conservation. A major programme of this type which includes the control of burning, encouragement to refrain from cultivating rich top and watershed areas, and the reforestation of degraded grassland country with suitable tree seedlings, has been in progress in the Eastern Highlands District for several years. The programme has had the support of the farming population who have, under supervision, planted out many thousands of *Araucaria* and *Casuarina* species tree seedlings and has resulted in the natural regeneration of vegetation throughout degraded and eroded areas in some of which there are now fairly dense stands of young secondary forests. It has become obvious that *Casuarina* species are the most suitable for land improvement work over a wide range of soil and climatic types in the highland areas and the planting of *Casuarinas* on old garden land and degraded grasslands has become an accepted technique.

Status of Indigenous Agriculture.

In recent years active and expanding extension programmes have had a noticeable influence on indigenous agriculture and since about 1956, there has been an increasing diversification of subsistence and cash cropping, particulars of which are given later in this chapter under the heading *Development Plans for Indigenous Agriculture*.

There is also marked expansion of the area and output of individual farms, and a greater understanding of the relationship between increased production and increased income. Before, even when new crops were introduced or larger blocks of particular crops were achieved by co-operative effort, the area worked by individual farmers did not increase. The increase in the size of blocks cultivated by indigenous farmers is particularly evident in the New Britain District in connexion with cacao and in the Eastern Highlands District with coffee, while a similar expansion has been associated with the mechanized production of annual crops in the Markham Valley area of the Morobe District.

Of special significance has been the development during the past two years of individual farms completely outside the tribal agricultural system in the New Britain District, where farmers have taken up blocks on Administration-owned land and have been granted formal leasehold tenure.

Survey of Indigenous Agriculture.

A survey of indigenous agriculture in Papua and New Guinea was begun in December, 1960, as part of the 1960 World Census of Agriculture. The data will also be used for purposes of planning and administration. The scope of the survey covers all indigenous agriculture excepting certain recognized types of commercial production, which are the subject of ancillary surveys.

The sample design and planning of the survey were undertaken by the Bureau of Census and Statistics of the Commonwealth of Australia, but the Territory Bureau of Statistics, which has overall responsibility for the survey, is processing the results. The Department of Agriculture, Stock and Fisheries is responsible for all field operations, which will take eighteen months to complete.

The survey is based on a stratified random sample in which two villages were selected, with probability proportional to size (in terms of population), from each of 50 strata. As the basis of stratification, data were collected on staple diet, climatic conditions, soil, vegetation, topography, population growth etc. for each census division within the area covered by the survey. Each of the 100 villages selected had received its first visit by 31st May, 1961, and will be visited three times in the course of the survey.

Two major aspects of indigenous subsistence agriculture will be considered:—

- (a) statistics of garden area at a point of time and of changes in area over a period of twelve months; and
- (b) area and production statistics for the principal crops.

In addition to the purely agricultural statistics, it is planned to obtain certain demographic data and statistics on implements, livestock and sago production.

Evaluation of Territory Agriculture.

The main objects of the agricultural development programme for the Territory are—

- (i) to improve indigenous agricultural methods and so increase the total volume of production and the nutritional level of the people;
- (ii) to increase the production of such commodities as rice, meat, dairy products and fresh fruit and vegetables, which are all imported in varying quantities at the present time; and
- (iii) to increase the production of certain agricultural crops for export.

During the year under review the outstanding features of expansion in terms of these objects were increases in the overall production of cacao and coffee, and in the planting of coconuts, cacao and coffee by indigenous farmers.

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 factor in New Ireland soils, and probably in other areas where palms are grown on soils derived from coral. Additional 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.

Planting of coconuts by indigenous farmers continued at a rate similar to that of the previous year. Accurate figures will not be available until completion of the survey of indigenous agriculture, but it is estimated that, as a result of the planting programmes of recent years, the total area of young coconut stands not yet in bearing is now approaching 50,000 acres.

Deliveries by native farmers to the Copra Marketing Board increased from 20,000 tons in 1959-60 to 20,660 tons for the year under review.

Cacao.—More progress was made under the Cacao Action Plan, the details of which were outlined in the Annual Report for 1955-56.

Cacao bean production continued to expand during the year and exports increased from 5,802 tons in 1959-60 to 7,170 tons. Indigenous farmers increased their production from 1,527 tons in 1959-60 to 1,908 tons in the year under review.

Under the Cocoa Industry Ordinance, which was brought into operation in 1959, a procedure for the grading and official inspection of cocoa is prescribed, together with quality standards, conditions of storage and registration of cocoa fermentaries and cocoa exporters.

Administration-owned land in the Warangoi Valley area of New Britain was allocated on a lease-hold basis for cacao planting during 1959-60, when 33 blocks were

leased to indigenous farmers. An additional 52 blocks were leased during 1960-61. The total number of indigenes registered as cacao growers rose from 4,318 to 5,366.

Coffee.—Exports of coffee rose from 1,463 tons in 1959-60 to 2,263 tons in 1960-61. Indigenous production increased from 565 to 710 tons in the same period. The industry continues to expand rapidly with plantings of Arabica coffee in the Morobe, Eastern Highlands and Western Highlands Districts and Robusta coffee in lowland districts, particularly in the Sepik, New Ireland and Bougainville Districts. Indigenous farmers planted 650,000 coffee trees, equivalent to more than 1,000 acres, during the year.

A comprehensive report on surveys carried out in 1959-1960, following representations by growers in relation to the economics of the Territory's coffee industry, was published during the year by the Bureau of Agricultural Economics of the Commonwealth Department of Primary Industry.

Following a conference between Territory coffee growers and representatives of Australian coffee manufacturers, the manufacturers agreed to take about 2,000 tons of the Territory's estimated 1961 crop of 2,800 tons.

Rubber.—There has been no commercial production of rubber in the Territory for many years, but production is about to re-commence on one plantation in Bougainville District.

Peanuts.—Exports rose to 2,007 tons. Indigenous farmers produced 295 tons. Peanut growing for subsistence purposes continues to expand, particularly in the Eastern and Western Highlands and Sepik Districts.

Rice.—Returns from rice are unattractive compared with those from other crops and production continued at a fairly low level, approximately 352 tons of paddy being produced for local consumption.

Passionfruit.—Production of passionfruit, which is carried out entirely by indigenous farmers, fell during the year because of unfavourable marketing conditions. Approximately 937,000 pounds of fruit were sold to processing plants in the Territory and 3,884 gallons of pulp and 24,323 gallons of juice were exported.

Passionfruit production is expected to increase in the coming year as a result of the adoption by the Australian Government of recommendations made by the Australian Tariff Board that the quantity of Territory passionfruit juice and pulp that may enter Australia duty free be increased from 25,000 gallons to 45,000 gallons per annum. There has been a resultant increase in the price payable at the processing plants.

Tea.—Tea production is limited to a few planters in the highlands who grow sufficient tea for their own use and for limited local sale, in addition to their main crop, usually coffee.

Construction of the tea factory at the Administration's experimental tea plantation at Garaina in the Morobe District began during the year and on its completion production trials will be initiated.

Truck Crops and Fruit.—The Administration has continued to encourage the production of fruit and vegetables for local sale, and the level of output during the year was maintained at about 12,000 tons.

Tobacco.—A twist tobacco factory has been established at Bena River near Bena Bena, Eastern Highlands District, and efforts by agricultural extension officers to interest indigenous growers in tobacco production have met with initial success. Several seedling nurseries were planted this year by indigenes and about 8 acres of commercial crop were subsequently harvested and the leaf purchased at a satisfactory price. More efforts will be made in the coming year to expand the acreage under tobacco.

Castor Seed.—Two tons of castor bean (in husk) were produced in the Sepik District during the year but production has ceased pending the development of satisfactory husking means.

Development Plans for Indigenous Agriculture.

Good progress was made in all districts under the plans outlined in the Annual Report for 1955-1956. Proposals for a major intensification of agricultural extension work to foster district development were approved in 1959, and are discussed below under *Agricultural Extension*.

Sepik District.—Twenty-six thousand coconut trees were planted during the year, bringing the total under indigenous ownership to 844,000. Copra production for the year totalled 394 tons.

Robusta coffee plantings increased during the year from 27,700 to 92,600 and Arabica coffee from 8,000 to 9,000 trees. One ton of green Robusta coffee was sold.

Because of continued adverse marketing conditions, commercial production of peanuts declined still further to 78 tons.

One hundred and twenty-two tons of rice produced by indigenes were milled and consumed within the district.

The production of castor beans has been referred to above.

Madang District.—Copra production increased to 1,747 tons during 1960-61. Ten thousand new coconut palms were planted, bringing the total now planted to 938,000. Many of these palms are still immature and production should continue to expand in future years.

An additional 29,287 cacao trees were planted in selected suitable areas, bringing the total owned by indigenes to 150,000. Most trees are not yet bearing but production has doubled to 40 tons.

The production of rice for sale remained steady in spite of unfavourable marketing conditions and amounted to about 110 tons.

There are now 72,800 Arabica coffee trees in the Finisterre Range and 17,750 Robusta coffee trees in the coastal areas. Production of Arabica coffee has begun and during the year 3 tons were sold by growers.

Morobe District.—A major coffee industry has developed among farmers in mountainous areas of this district. Approximately 2,300,000 trees of the Arabica variety have been planted, the largest centre of planting being located in the mountainous hinterland of Finschhafen Sub-District. In addition 125,000 Robusta coffee trees have been planted in coastal areas. Coffee production increased to 310 tons.

Eleven thousand coconuts were planted during the year bringing the total number of native-owned palms to 465,000. Copra production increased to 365 tons.

Indigenous growers using mechanical farming methods in the level areas of the Markham Valley supplied most of the 250 tons of food crops sold at Lae.

One hundred and thirty tons of peanuts were produced during the year, mainly in the Kaiapit Sub-district.

Manus District.—Coconut plantings increased to 56,500 trees and copra production remained steady at 430 tons. Cacao plantings increased to 15,000 trees and coffee to 8,500 trees.

Continued attention was given to annual food crops both for subsistence and for cash sale and truck crop output rose to 200 tons.

New Ireland District.—Coconut planting continued at a rate similar to that of the previous year. Copra production increased to 5,800 tons.

There are 99,000 cacao trees planted in the limited areas suited to that crop. Most trees are immature but production of cocoa beans rose to 75 tons.

Planting of Robusta coffee continued, bringing the total number of trees to 34,000, while 4,000 Arabica trees have been planted in the mountainous inland areas. No trees are yet in bearing.

New Britain District.—In this district there are approximately five million native-owned coconut palms, of which one million are not yet bearing. Present annual copra production is 10,000 tons.

Indigenous cacao production rose from 1,450 tons in 1959-1960 to 1,729 tons in 1960-1961. Plantings of cacao trees now exceeds three million.

Small plantings of Robusta coffee have been made in the southern areas of the district where poorer soils exist or where the population is too light to provide a satisfactory volume of cacao for processing purposes.

The resettlement schemes in the Keravat (the Vudal scheme) and Warangoi valleys have shown steady and satisfactory progress. Eight hundred acres of virgin bush have been cleared and one third of this area has been planted with shade trees in preparation for cacao. Over 100 acres have been planted to cacao. An

additional area of virgin bush has been sub-divided and allocated to 52 advanced farmers mainly from the Gazelle Peninsula area.

Supplies of truck crops to Rabaul were maintained at 1,500 tons and the market at Rabaul had a turnover in excess of £58,000.

Bougainville District.—There has been an increase in agricultural development throughout the district.

Copra production increased to 2,200 tons and the 1959-1960 rate of coconut planting has been maintained.

Cacao planting continued at an increasing rate during 1960-1961, and 390,000 trees have now been planted. Most trees are immature but 52 tons of cacao were produced.

Robusta coffee plantings increased to 49,000 trees.

Sales of peanuts have ceased owing to adverse marketing conditions, but rice production increased to 120 tons.

Because of their dependence on annual crops rural progress societies had a reduced turnover in 1960-61, but this situation will change as cacao and coffee plantings come into bearing.

Eastern Highlands District.—Arabica coffee plantings continued and native growers now own more than 2,750,000 trees. Production of green coffee increased to 326 tons. A vigorous campaign to improve coffee quality throughout the district, in part involving the replacement of unsatisfactory metal containers by 4,100 wooden fermenting troughs, has been very successful. Coffee owners also took part in a programme aimed at applying insecticide to coffee trees in areas liable to be infected with the ring-boring weevil.

Commercial peanut growing has now been incorporated into the agricultural rotation and, besides being a source of cash income, provides a very nutritious supplementary food. Thirty-five tons of high grade kernels were marketed. Rootcrops are sold at the main centres in the district and during 1960-1961 more than 2,000 tons were marketed.

Passionfruit production suffered a temporary check during the year, three-quarters of a million pounds being delivered to the factory at Goroka. The recent announcement of a substantial increase in the price payable for raw fruit is expected to revitalize the industry.

Following the success of the pilot tobacco project conducted during 1959-1960, in the dry belt section of the district near Bena Bena, planting of Burley tobacco increased; seven tons of leaf were produced in 1960-1961, and a quantity exported at satisfactory prices.

Western Highlands District.—Developments in this district are similar to those in the Eastern Highlands but because of its greater remoteness and later contact are not so far advanced.

During 1960-1961, more than 250,000 Arabica coffee trees were planted. There are now 178,000 mature and 272,000 immature trees. Seventy-one tons of green coffee were produced during the year.

Truck crop production increased to 4,750 tons in 1960-1961 and 187,000 lb. of passionfruit were pulped.

Production of peanuts for sale declined because of marketing difficulties, but as in the Eastern Highlands peanuts now constitute an important supplementary food crop.

An area near Banz has been selected for a pilot cattle scheme among indigenous farmers and three other areas are to be selected.

Agricultural Research.

The Division of Plant Industry of the Department of Agriculture, Stock and Fisheries is responsible for all agricultural research and investigation. The specialist technical sections, except 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 Lowlands Agricultural Experiment Station, Keravat, near Rabaul; the Plant Industry Centre at Bubia, near Lae; the Experimental Tea Plantation at Garaina in the Morobe District; the Highlands Agricultural Experiment Station at Aiyura in the Eastern Highlands District; and the experimental plots 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 a study of the 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 headquarters of the Pathology Section, which is under the control of the Principal Plant Pathologist, is at Port Moresby, Papua, and there are plant pathology laboratories at Port Moresby and Keravat, where a microbiologist and a virologist are respectively located. The section is engaged primarily on the identification of plant diseases and research into diseases of fungal origin.

During the year the laboratory at Port Moresby handled 440 accessions of specimens received from the general public and agricultural officers, or collected in the field during surveys and investigations, and specimens in good condition were lodged at the Port Moresby Herbarium. Many of the records were new for the Territory and included some apparently new species and some new genera. Portions of many of the collections were sent to the Commonwealth Mycological Institute, Kew, England, for lodging, confirmation or identification and specimens, cultures, slides and photographs were also sent to other specialists overseas.

The main cultural work carried out during the year was the isolation of organisms from the various accessions for identification and study.

A check list of Territory diseases recorded to 30th June, 1960, was completed. Additions to the list will be published annually or whenever they occur, whichever is more appropriate.

Surveys were carried out at Wau, Bulolo and Finschhafen (Morobe District); in the Mount Hagen-Banz area (Western Highlands District); at Okapa and in the Kainantu Sub-district (Eastern Highlands District); and at Keravat and Talasea (New Britain District).

A field day mainly concerned with the diseases of coffee and the leguminous shade crops was held at Mount Hagen.

The collection of experimental data on the seed-borne virus disease of *Arachis hypogaea* (peanut) variety Schwarz 21 and observations on the symptoms it produces and its effect on yield were concluded. Attempts at mechanical, soil and insect transmission were unsuccessful, but it was transmitted through cleft grafts from Schwarz 21 to Red Spanish, White Spanish, Schwarz 21, Virginia Bunch and Natal Common. The virus causes a severe stunting of the affected plants with marginal chlorosis and crinkle of the leaves. The yield of affected plants is reduced to half that of healthy plants. Control is readily achieved by removal of all affected plants at the flowering stage. The virus appears to be a new one previously undescribed and is tentatively named "peanut marginal chlorosis". (A paper, "Marginal chlorosis, a seed-borne virus of *Arachis hypogaea* variety Schwarz 21 in New Guinea" is to be published in the *Papua and New Guinea Agricultural Journal*.)

Studies on the symptomatology, identity and transmission of the hitherto undescribed passionfruit chlorotic spot virus were concluded. The virus can be mechanically transmitted to *Passiflora foetida*, *P. quadrangularis*, *P. edulis*

var. *flavicarpa*, *P. alba*, *Crotalaria anagyroides*, and *Nicotiana sylvestris*, but not to *Passiflora edulis* nor to *P. suberosa*. The thermal inactivation point and the dilution end points were also determined. The virus is transmitted in the laboratory by wingless adults of *Aphis gossypii* in a non-persistent manner, and occurs naturally in the field on *Passiflora foetida*, *P. quadrangularis* and *P. edulis* var. *flavicarpa*. (A paper on the findings will be published in the *Papua and New Guinea Agricultural Journal*.)

Investigations were carried out and concluded on a previously undescribed virus disease, *Centrosema* mosaic, which infects several tropical legumes. Modes of transmission of the virus by *Brachycaudus helichrysi* (Kltb.) variety *warei* Thcob., *Aphis gossypii* Glov. and *Nysius* spp. were outlined and the host range and physical properties of the virus given briefly in a paper entitled "Centrosema mosaic: a plant virus disease transmitted by both aphids and plant bugs" by R. J. Van Velsen and N. C. Crowley, *Nature* 189; 858 (1960).

Work on a virus of *Cassia species* and a virus affecting species of *Acalypha* was also concluded and this, together with the work carried out on the mosaic of *Centrosema* and other legumes will be published shortly.

The study of abnormal conditions occurring in sweet potato and taro continued and investigations were also made into cowpea mosaic, "Aibika" mosaic and other conditions.

A preliminary note on a new disease of bananas called "Black Cross", which is now known to occur in American Samoa, New Caledonia, the New Hebrides, Fiji and Netherlands New Guinea, as well as in New Guinea (including Bougainville and New Britain) and Papua, was published in *Commonwealth Phytopathology News*—7(2): 23 (1960) by C. Booth. The main paper describing this new disease and the causal organism is to be published in the *Papua and New Guinea Agricultural Journal*.

The recording of percentage losses from black pod of cacao at Keravat continued, readings covering certain mother trees, their progeny and seedlings.

In association with the virus work, collections of aphids from Mohricke yellow trays are being made in order to observe the population variation and seasonal variation of aphids in the field.

Microbiological investigations have mainly been concerned with the study of nitrogen-fixing Rhizobia on legumes. Growers throughout the Territory now commonly inoculate leguminous cover crops and shade trees with cultures of nitrogen-fixing bacteria of the genus *Rhizobium*, and in response to requests from all parts of New Guinea, Papua and Netherlands New Guinea 3,670 bottles of inoculum for *Leucaena glauca* were supplied together with smaller amounts for *Peuraria phaseoloides*, *Glycine max*, *Centrosema pubescens*, *Phaseolus lathyroides*, *Medicago sativa*, *Trifolium* sp. *Lotononis bainesii*, *Desmodium uncinatum*, *Lupinus* sp.

Arrangements have been made for growers in selected parts of the Territory to record differences in height, colour and nodulation of simultaneously sown inoculated and uninoculated plants.

In order to ensure that only the most effective strains of *Rhizobium* would be sent out, efficiency tests were confirmed. Strains of *Rhizobium* for *Leucaena glauca* are tested on that host, effectiveness being determined by the height of the plants and the number of effective nodules produced. Tests for the effectiveness of the *Rhizobium* for other hosts were made periodically and the effect of insecticides on the *Rhizobia* on *Leucaena glauca* was studied.

Isolation of *Rhizobia* from different legumes, including pasture species which might have importance in the Territory at a future date, was also undertaken.

Investigations continued into the best method of growing large tropical legumes under sterile conditions in the laboratory and glasshouse.

Isolation investigations to determine the *Azotobacter* and/or *Beijerinckia* strains present in Territory soils were begun.

Several of the introduced varieties of maize resistant to South American rust have proved satisfactory and are available for distribution to infected areas.

Agricultural Chemistry.

During the year 1,190 soil analyses, 510 plant leaf analyses and 29 water analyses were undertaken, together with a miscellaneous group which included coconut waters, fodders, produce, and phytochemical and other materials. The soil analyses were made in connexion with surveys in the Eastern Highlands, Morobe and New Britain Districts and included some analyses done in connexion with surveys in the Central and Northern Districts of the Territory of Papua.

Further work was carried out on the role of sulphur in the nutrition of Territory crops and the occurrence of sulphur deficiencies in coffee and tea has been confirmed. Additional trials are being conducted with these crops and also with copra where a sulphur deficiency is suspected.

The Territory-wide survey of the main food and cash crops using foliar analysis techniques is continuing. The aim is to establish levels for various nutrients and to use the growing crop as an indicator of the fertility of various soils.

Economic Entomology.

The Entomology Section is staffed by six officers located at experiment stations at Keravat, Bubia and Aiyura, and at Port Moresby. At the first three stations, field trials are undertaken into the control of major insect pests and outbreaks of pests within the areas are investigated. A reference section is maintained at Port Moresby in connexion with the building up of the Port Moresby collections and liaison is maintained with

workers in other countries. Insect collecting expeditions are assisted and much material is forwarded overseas for specialist studies.

No new major pests have developed in the past twelve months and progress is continuing into the control of the established ones. An extensive land development scheme in the Gazelle Peninsula of New Britain was hampered by caterpillars which attacked *Leucanea glauca* shade and seedling cacao trees. Because of the inefficiency of natural parasites and predators, chemical control had to be resorted to and 0.5 per cent. endrin sprays proved most effective. This is the first instance where plagues of caterpillars have persisted for a long period and the occurrence is believed to be linked with the large scale clearing of natural bush and the planting of favoured alternative host plants.

Cacao tree borers continue to be the pests most damaging to this crop and experiments for their control are proceeding at Keravat and at Bubia. The longicorn beetle borers can now be successfully controlled within the tree by the application of 1.5 per cent. dieldrin concentrate to the bark over the borer channel. The *Pantorhytes* weevil borers, which are less damaging individually but very important because of their greater prevalence, cannot be controlled by this method because of their habit of boring directly into the wood of the tree. D.D.T. foliage sprays against the adults are under trial.

Amblypelta theobromae Brown is a troublesome pest of cacao pods in Morobe District but is easily controlled with 0.15 per cent. dieldrin sprays applied to the pods and fruiting branches. In Bougainville District a related species, *A. Cocophaga cocophaga* Brown, also attacks cacao pods presumably in preference to immature coconuts which were its former favoured food.

Several species of capsids attack cacao in the Territory and at times considerable damage is done to young pods and branches, particularly in plantings by indigenous growers where pest control measures are not always adopted. Capsids are very susceptible to dusts of 0.025 per cent. BHC and more recent work indicates that endrin sprays are particularly effective.

Combined malathion and white oil sprays have proved effective in controlling mealybugs, which, with the big development in cacao planting, are likely to prove damaging to the young tips.

Termites, which frequently damage cacao trees after gaining entry through dead limbs, have been satisfactorily controlled in the Gazelle Peninsula by pouring 0.05 per cent. dieldrin solutions down the galleries in the dead branches into the living tissues.

Rhinoceros beetles are probably the most serious primary pest of coconuts. The Asiatic rhinoceros beetle, *Oryctes rhinoceros* L., has now been recorded from Manus Island, but is otherwise still restricted to New Britain and New Ireland. The indigenous species *Scapanese australis* and *S. grossepunctatus* are the major pest species on the mainland and in the other island regions. Treatment of

individual palms with insecticides is the most efficient means of control yet available and different materials are being used in experiments at Keravat.

Several more consignments of the predatory carabid beetle *Neochryopus savagei* were received from Nigeria and released in the Gazelle Peninsula for the control of dynastid beetles.

Satisfactory control of the palm weevil *Rhyncophorus ferrugineus* has been achieved by the use of 2 per cent. dieldrin in cresote which is sprayed on holes and other wounds. The weevil does not enter undamaged palms but gains entry through primary wounds caused in various ways.

The coconut hispid beetle *Brontispa longissima* Gestro is particularly damaging to young coconuts in many localized areas of the Territory, but can be effectively controlled with 0.15 per cent. dieldrin sprays applied at six weeks intervals to the developing spikes of the palms.

Several species of tettigoniid grasshoppers have been recorded as serious pests of coconuts in different districts and some are still awaiting description by specialists. In an attempt at biological control the egg parasite *Leefmansia bicolor* has been distributed whenever outbreaks have occurred.

Aspidiotus destructor has not proved to be a serious pest of coconuts in the Territory despite its widespread occurrence, but experiments have been instituted to determine the species of parasites and predators likely to be effective in keeping it below the level of economic importance.

Coffee insect pests are still few in number and no major ones have developed during the year. Experiments in the control of the coffee leafhopper (*selenocephalus* spp.) are continuing at Aiyura.

A predatory drilid beetle (*Selasius* sp.) has been imported from Nigeria for liberation in areas where the giant African snail *Achatina fulica* occurs. The larvae of this beetle readily feed on the snails in cages but because of the difficulty experienced in obtaining fertile specimens no field liberations have yet been made.

Successful liberations of *Horogenes cerophaga*, a wasp parasite of the cabbage moth *Plutella maculipennis*, were made during the past year and recovery rates have been high.

Soil Survey.

The Commonwealth Scientific and Industrial Research Organization continued its regional resources surveys of the Territory and during the year the team surveyed an area of approximately 3,000 square miles in the Western Highlands adjoining the previously surveyed Mt. Hagen-Goroka area.

The preliminary report on the previous year's survey of the lower Sepik indicates that only two per cent. of the area of 4,500 square miles investigated is suitable for agriculture without further investigation or drainage.

The field work associated with the base survey being carried out by the Soil Survey Section in the Wahgi Valley has generally been completed with the detailed mapping of the 50,000 acre swamp area during the year and the survey data are now being correlated. The survey has shown that the swamp soils represent the most fertile group of soils in the highlands area and that only simple drainage works will be needed to permit their full use under a sustained form of agriculture. The principal problem is to control the depth of the water table in order to retard the degradation of the organic matter in these highly organic soils. The effective drainage of consolidated peat soils presents a greater problem but such soils do not occur as extensively as was previously thought.

A reconnaissance soil survey was made of 640 square miles in the Eastern Highlands. The purpose of the survey, which formed part of a general investigation of the Fore area in connexion with the kuru disease problem, was to assess the physical resources of the area should quarantine measures be required. The general altitude of the area ranged from 2,000 ft. to 6,500 ft., the population, which numbers approximately 30,000, being concentrated at the higher altitudes. The survey showed that there are approximately five acres per head of good quality soils suitable for all forms of agriculture and that these soils exist in the area of dense population. Soil quality deteriorates to the south and at lower altitudes.

Detailed investigations were also carried out on land in the Baiyer River Valley to determine the total area that could be used for commercial tea growing.

The soils of two areas in the Talasca area, one of 2,407 acres and the other of 2,200 acres, were mapped in detail to provide basic information for the design of a subdivision for indigenous settlement. Both areas are generally of high fertility, drainage being the limiting factor in certain parts.

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. As was previously reported a response to potassium was obtained in the fertilizer trials carried out in New Ireland on the yellow brown soils where the decline in production is most serious. No response to any other element was obtained and the trials were re-designed and located to investigate the effect of different rates and placements of potash fertilizer. Results to date are rather conflicting, and there is no clear evidence in favour of any particular rate or placement of fertilizer. It is hoped that additional observations over a longer period will enable the trends to be shown more clearly.

There has so far been no response to treatments in the cultivation trials and the harrow treatment has been replaced by more intense cultivation, plots being ploughed in two directions.

The seedlings resulting from crossing between Yellow Dwarf and Markham tall palms are progressing well, although it will, of course, be a number of years before they fruit.

A major trial to compare the value of different sources of seed coconuts has been planted and is making good progress.

Cacao.—The breeding and selection programme, which is directed mainly to developing clones and clonal seed for commercial users, was reported fully in the Annual Report for 1956-57, and reviewed in detail in the *Papua and New Guinea Agricultural Journal*, Vol. 12, No. 4, of March, 1960.

Routine collection of data for the various experiments is in progress but a number of years must elapse before valid conclusions can be drawn.

The cacao improvement programme at Keravat has been carried out along three different lines simultaneously—

- (1) the development of "clonal" seed;
- (2) the development of hybrid seed; and
- (3) the development of clones for commercial use.

It is in the latter field that significant progress has been made.

The early results from clonal yield trials have been the basis for further consideration of which clones should be distributed. Those now going to planting interests have been selected for their early high yield in formal trials. There is keen interest in obtaining cuttings and orders for more than 50,000 at present remain unfulfilled.

Coffee.—The work with *Coffea arabica* is centred on the Highlands Agricultural Experiment Station, Aiyura. Virtually all the experiments are in their early years of production and it will be several years before firm conclusions can be drawn. The varieties Arusha and Bourbon are maintaining their superior performance when compared with the standard Blue Mountain variety which has been the basis of most commercial plantings in the Territory.

Polycross testing gardens using selected mother trees of Robusta coffee (*Coffea canephora*) are coming into bearing at Keravat and testing will soon commence. Further polyclonal gardens have been established at various centres throughout the Territory to provide local sources of improved seed.

Rice.—The main development in rice experimental work at the experimental station at Epo, Papua, has been a switch to flooded paddy using water pumped from the river. It is hoped that much better results will be obtained with continuous flooding than with the dry land culture previously practised.

Sisal.—Test plots have been planted on a range of soils in the drier parts of the Markham Valley.

Pyrethrum.—Good progress has been made in producing seed from biconal gardens in which clones have been tested for pyrethrins content and seed will be available for distribution to indigenous and European planters in sufficient quantity to establish pilot plots.

Pastures.—The introduction of suitable pasture species and the establishment of collections and testing experiments in the dry belt of the Markham Valley and at the Highlands Agricultural Experiment Station, Aiyura, continued.

Tobacco.—Small scale commercial tobacco leaf production has begun in the highlands and pure seed of suitable varieties is being maintained at Aiyura.

Manila Hemp.—Clonal testing with this crop is continuing but the process is a long one and early results cannot be expected.

Plant Introduction and Quarantine.

The Plant Introduction and Quarantine Station at Laloki, Papua, serves both Papua and New Guinea. Some of the more important introductions during 1960-61 were as follows:—

(a) *Food crops*—

Soy beans.—Eleven varieties from Philippines and three from South Africa.

Peas.—Three varieties from United States of America.

Rice.—Nineteen varieties from Australia. (These are "Eulu" varieties of the sub-japonica type; all except one variety are non-sensitive to photoperiodism.) Seven varieties from Fiji.

Sugar Cane.—Four varieties from Queensland.

Onions.—Two varieties from South Africa, adapted to short photoperiods.

Dates.—Four varieties from Queensland.

Tropical fruit trees.—Twelve varieties from Indonesia.

(b) *Plantation Crops*—

Arabica coffee.—Seven rust-resistant varieties from United States of America.

Cocoa.—Twenty-six crosses from Trinidad.

Nutmeg.—From Netherlands New Guinea.

Castor bean.—One variety from South Africa.

Rubber.—Four clones from the Rubber Research Institute of Malaya.

Kenaf.—Four varieties from United States of America.

Cotton.—Eleven varieties from United States of America and four from the Congo.

Coconuts.—Malayan Dwarf X Niuleka and "Rotuma" from Fiji.

(c) *Pasture Species*—

Glycine javanica.—From South Africa and Queensland.

Cenchrus ciliaris.—South Africa.

Ehrharta calycina.—South Africa.

Lotononis bainesii.—Queensland.

Phaseolus atropurpureus.—Queensland.

Sorghum almum.—Australia.

Agricultural Extension.

To achieve the aims of agricultural extension work, which have been stated in detail in earlier reports, the Division of Extension and Marketing draws up extension programmes based on the particular needs, opportunities and problems of each district; due regard is paid to the principle that, to be effective, changes must be introduced gradually and must be accepted voluntarily by the people. The programmes, which are kept under continual review and adjusted to meet changing circumstances, are concerned not only with increasing and diversifying production but with preserving resources by sound and conservational methods. At their present levels of social and educational advancement it is difficult for most of the indigenous farming community to think of land use procedures as rational systems or to conceive of the conservation of agricultural resources as a national or territorial aim. For some years, therefore, the Administration must continue to accept complete responsibility for this aspect of development, but meanwhile through consultation with the people some understanding of the importance of conservational methods and their local application can be achieved.

The extension activities of the division may be broadly grouped under the headings of contact, demonstration and training and take the following forms:—

(a) Contact with the farming community is made and maintained in various ways—through field days, agricultural patrolling and village visiting, the development of agricultural extension centres, rural organizations of various kinds, the provision of marketing facilities and assistance in the provision of implements and machinery, or through the activities of trained intermediaries. Land settlement schemes aimed at providing improved opportunities for progressive farmers make possible a special type of contact.

Such extension aids as films, film strips, photographic and poster displays, pamphlets and recorded talks are primarily a means of support for contact procedures, although they also have an important function in training programmes.

(b) Demonstration work involves both field activity in the form of demonstrations on the farmer's own land or crops and the provision of demonstrations on agricultural extension stations.

- (c) Training activities take place at three levels—
- (i) higher training aimed at producing a local supply of professional and semi-professional agriculturalists for the Territory's future needs, both public and private;
 - (ii) training of indigenous intermediaries to assist in agricultural extension programmes; and
 - (iii) training of farmers themselves to increase the numbers of expert farmers in rural communities.

During the re-organization of the division which took place in 1959-60 provision was made for the development of specialized sections dealing with agricultural training, crop processing and marketing, and mechanization services for cultivation and processing equipment. The establishment of the agricultural training section includes teaching staff for proposed higher level training institutions and for the supervision of in-service and field training curricula. The marketing section embraces the produce inspection service already established and provides for a force of project managers to supervise major processing and marketing projects for indigenous farmers in field areas. A close relationship between the extension and marketing functions is considered to be specially important at the present stage of farming development.

Agricultural Extension Staff.—Intensified recruitment and training are bringing about a rapid expansion of agricultural extension staff at all levels; in the case of trained indigenous assistants the aim is to increase their numbers until there is one for every 5,000 of rural population. During 1960-61 the staff engaged on extension work increased to 109 professional and sub-professional officers, 32 Auxiliary Division officers and 410 trained and partly trained indigenous assistants. Of these, 68, 13 and 201 respectively were engaged on extension work in the Trust Territory.

Agricultural training.—Approved training proposals are as follows:—

- (a) Full diploma courses will be given at a college on a 700-acre site at Vudal, near Keravat, in the New Britain District, to students who have successfully completed three years, post primary studies (Standard 9).
- (b) Sub-diploma course will be provided for students with qualifications below Standard 9 who desire a specialized training in agriculture. It is proposed to develop the Agricultural Extension Station at Popondetta in Papua into an institution for this purpose.
- (c) Farmer training course of 9-12 months' duration will be given at agricultural extension stations, and, as field training, to small groups at extension centres. Full training facilities have been completed at the Madang Extension Station, the Taliligap Extension Centre (New

Britain District) and the Bainyik Extension Station (Sepik District) while temporary facilities are in use at the extension stations at Mount Hagen (Western Highlands), Sohano (Bougainville), Kavieng (New Ireland), and Goroka (Eastern Highlands). At June 30th, 1961, 394 farmer trainees were undergoing courses at stations and centres in the Trust Territory.

Until the institutions mentioned at (a) and (b) above are established, higher level training can be provided for 25 students a year at a temporary training centre at Mageri near Port Moresby. Fifteen students of whom ten were from the Trust Territory attended the course during the year.

A copra training school was opened at Aitape in the Sepik District early in 1961 with the aim of improving the output and quality of copra in the district. The school has accommodation for sixteen trainees and conducts courses of six weeks' duration covering the establishment and management of village copra plantations and the erection and operation of hot-air copra dryers of the "New Ireland" type. Villagers are selecting leaders of their communities to attend the school which has a staff of four indigenous instructors under the general supervision of the agricultural officer at Aitape.

Agricultural Extension Stations.—These stations serve as district regional bases for agricultural extension activities and combine the functions of static demonstration, farmer training, local experimentation and seed production. The stations at Bainyik (Sepik District), Madang (Madang District), Mount Hagen (Western Highlands District), Goroka (Eastern Highlands District), Sohano (Bougainville District) and Kavieng (New Ireland District) are being developed for the exercise of these functions.

During 1960-61, in addition to farmer training, the stations at Bainyik, Madang, Mount Hagen, Sohano, Kavieng and Goroka continued to provide crop production and processing demonstrations, local experimentation, and production and distribution facilities for seed and planting material.

Agricultural Extension Centres.—These are small establishments which serve as local bases at the sub-district or area level for such field extension activities as patrolling, rural organization and marketing assistance, field training and the distribution of seed and planting material. It is the policy to expand the services available to indigenous farmers by developing additional extension centres in all districts of the Territory. During 1960-61 new centres were established at Namatanai in the New Ireland District, Turibofiru in the Bougainville District and Pomio in the New Britain District, and extension work was continued from the following centres: Taliligap, Talasea and Kandrian in the New Britain District; Wewak, Aitape, Yangoru and Angoram in the Sepik District; Lae, Wau, Kaiapit, Finschhafen and Pindiu in the Morobe District; Kundiawa, Chuave, Henganofi, Kainantu, Okapa and

Onamuga in the Eastern Highlands District; Bogia, Saidor and Kar Kar in the Madang District; Konga and Kieta in the Bougainville District; Wabag and Minj in the Western Highlands District and Lorengau in the Manus District.

Patrols involving 2,504 days in the field by professional officers and 55,289 days by trained indigenous assistants were carried out. In addition to the normal extension patrols, patrols to sample villages visited in association with the F.A.O. Survey of Indigenous Agriculture involved more than 1,000 days by both professional officers and indigenous assistants. As a result of these activities contact was made with a greater proportion of the rural population and was more intensive than previously.

Development of Major Programmes of Rural Organization and Marketing.—To cater for the considerable expansion of commercial production taking place throughout the Territory, a series of major marketing projects has been organized on an area basis in various districts by the special marketing section set up within the Division of Extension and Marketing to provide processing and marketing facilities for indigenous producers. The projects are organized in such a way as to integrate them with the work on rural organization and marketing being carried out in connexion with such organizations as rural progress societies, co-operative societies, and local government councils, and to allow the development of individual enterprise by the indigenes within their framework. The following projects, one of which was started during the year, have been established:—

(a) *Finschhafen Project.*—This project is based on the operations of the Finschhafen Marketing and Development Society, which was placed on a firm footing during 1959-60. The society, whose membership is drawn from all sections of the Finschhafen Sub-District, is organized on co-operative lines and supplies marketing services throughout the sub-district, including sea transport for coffee and copra; it also operates a wholesale distributing service for consumer goods. Within the framework afforded by the society individual enterprise is developing at the village level in such fields as coffee pulping and copra drying. During the year the supervision of this society was taken over by the Registry of Co-operatives with officers of the Department of Agriculture, Stock and Fisheries assisting in the practical side of marketing primary produce. In the coming year a produce committee is to be set up within the society to handle all primary produce and marketing under the supervision of extension officers.

(b) *Inland Sepik Project.*—This project embraces the activities of the four rural progress societies organized in the inland foothill areas on the northern side of the Sepik Valley. A project manager is located at the Bainyik

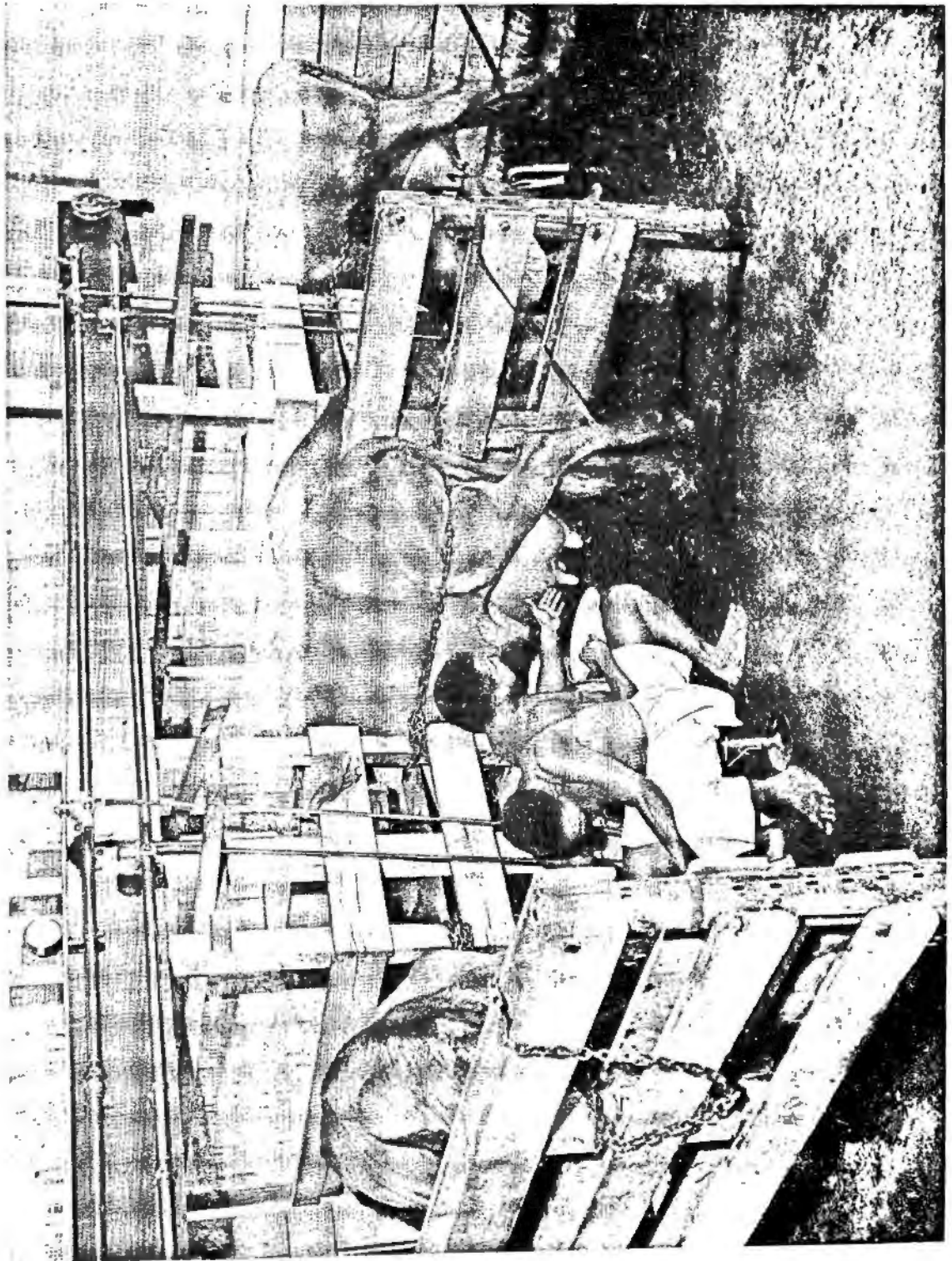
Agricultural Extension Station to give continuous assistance to these societies, and a central rice mill is established at the same station to process paddy rice marketed by them. During 1960-61 the societies again marketed over 100 tons of rice and smaller quantities of peanuts. One ton of Robusta coffee from recently established trees was produced in the district during the year and was purchased and sold in Australia by the Administration. As production increases and good marketing conditions are established the marketing of coffee will be handed over to the societies.

(c) *Tolai Cocoa Project.*—The background to this project has been described in earlier reports. It involves the operation by local government councils in the Gazelle Peninsula area of New Britain of central fermentaries for the processing and marketing of the crop from the very large cacao plantings in the area. The seventeen fermentaries (including two privately owned) now established processed over 1,250 tons of cacao in 1960-61. One agricultural officer and two project managers render full-time assistance with the project.

(d) *Asaro-Bena Project.*—This project which was started during the year in the Asaro-Bena area of the Eastern Highlands District covers the production of coffee, peanuts, passionfruit and tobacco and has a staff of five extension officers and a senior project manager.

Continuous attention was also given during the year to other aspects of rural organization and marketing, which have been reported in previous annual reports. In future years many of these activities will probably be included in area projects of the type mentioned above. Brief reference is made to the following:—

(a) *Rural Progress Societies.*—The association of four coastal and four inland societies which continued to operate in the Sepik District during the year had a turnover of 54 tons of peanuts and over 300 tons of copra. In Madang District six societies marketing mainly rice had a turnover of 100 tons. In Morobe District the Bangalam Society continued to engage in the processing and marketing of rice, while the two societies engaged in copra and cacao marketing at Morobe and Bukaua became established and a similar one was formed at Lei-Wompa. Four societies are operating in South Bougainville, one at Kieta and three in Buin sub-district. The Kieta Society is engaged in cacao marketing while those in Buin sub-district market rice, peanuts, copra and basketware.



Modern milking methods are employed on the Administration Livestock Station at Goroka.

- (b) *Co-operative Societies.*—The main activity of these societies in relation to primary production is copra marketing. Continued assistance was provided in the form of training and advice in all areas of the Territory where they operate.
- (c) *Local Government Organizations.*—The Division of Extension and Marketing continued to maintain close liaison with local government councils on matters affecting rural economic development. Particularly valuable assistance was again given by councils in the Eastern Highlands in organizing field days for demonstrations of production techniques for peanuts and coffee.
- (d) *Direct Purchase of Cash Crops.*—In areas where marketing facilities are either non-existent or ineffective direct assistance was given to native farmers through the purchase of their crops by extension officers. During 1960-61 crops to the value of £67,000 were purchased in this way, including copra, cacao, coffee, rice, peanuts, castor seed, tobacco, potatoes and vegetables. This service provided a particular stimulus to producers in isolated and backward areas.

Land Settlement Projects.—The aim of these projects, a series of which is to be established in suitable localities, is to give advanced farmers an opportunity to develop individual holdings under secure conditions of tenure and at the same time demonstrate to other farmers in tribal areas the advantages of individual tenure. During 1960-61 52 blocks of land suitable for combined cacao and food crop farming were allocated to selected applicants in the Warangoi Valley area of New Britain. The settlers in this project continued to make good progress with the development of their blocks under the guidance of a full-time extension officer. Information on native local government council land settlement schemes is given in Chapter 3 of Part V.

Operation of Mechanization Services.—Services to rural producers in regard to both cultivation and processing equipment were maintained by mechanical equipment inspectors located at Baiyik (Sepik District), Lae (Morobe District)—from which point two inspectors serve the Morobe and highlands districts—and Rabaul (New Britain District). Regional services are provided from Rabaul for the islands lying to the north of New Guinea.

Produce Inspection Service.—All copra and cacao 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 commercial plantations operated by the Administration in the Trust Territory.

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

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 native public servants as research and extension assistants in the Department of Agriculture, Stock and Fisheries provides the basis for a greater degree of native 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 native officers 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 1960-61.—

Copra.—Copra exports increased from 50,747 tons in 1959-60 to 60,946 tons in 1960-61. Coconut oil production fell from 25,526 tons to 20,429 tons.

Indigenous production of copra was approximately 20,660 tons. The total value of coconut products exported fell from £8,936,120 to £6,736,818.

Cacao.—Exports of cacao beans rose from 5,802 tons in 1959-60 to 7,170 tons in 1960-61, 1,908 tons of which was produced by indigenous growers mainly in the Gazelle Peninsula area, New Britain.

Coffee.—Exports increased from 1,463 tons in 1959-60 to 2,263 tons in 1960-61, 710 tons being contributed by indigenous growers.

Passionfruit.—Production decreased from 670 tons to 418 tons.

Peanuts.—Exports increased from 1,844 tons in 1959-60 to 2,007 tons in 1960-61.

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 raise the level and improve the quality of food production in indigenous agriculture.

Special food production problems and the corrective action being taken have been described above in the section on *Cultivation Methods of the Indigenes*.

Control of Production by Indigenes.

Indigenous farmers are not subject to any kind of compulsion or restriction in regard to crop production. The Administrator has power under the Native Administration Regulations to compel the planting and cultivation of crops in an area declared to be liable to famine or scarcity, but in practice recourse to compulsion is not necessary. In the case of industries where overall provisions or regulations aimed at the control of plant and animal diseases exist, indigenous inhabitants are required to observe the same measures as other producers, e.g., the registration of cacao trees, animal disease control measures (particularly in relation to pigs) and internal quarantine measures restricting the distribution of seed and planting material. There are no special measures of the 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. Because 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 in a number of farming and agricultural ventures but rice has been grown by farmers 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 control and disease and pest eradication. The division also provides 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.

Five stations were in operation during the year—

- New Guinea Lowlands Livestock Station, Erap, Morobe District;
- Animal Industry Centre, Goroka;
- Western Highlands Livestock Station, Baiyer River;
- Animal Industry Centre, Kurakakaul, Rabaul; and
- Animal Industry Centre, Lac (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 Upper Ramu Livestock Station was sold by public tender during the year. As the land use pattern in the highlands is tending towards one of mixed agriculture, the cattle investigation work previously conducted at the Upper Ramu Livestock Station has been integrated with the investigations being conducted at the Highlands Agricultural Experiment Station, Aiyura.

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 mainly by Europeans, and pigs, owned mainly by the 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—open range grazing, in which breeding and management in general are but loosely controlled, and housing, in which pigs sometimes share the same dwelling as their owners. Pigs in the latter category are usually better cared for. As the pig is regarded primarily as an indication of wealth and is used mainly for ceremonial purposes, pig meat contributes very little to the diet of the people.

At the Animal Industry Centre, Goroka, farmer trainees from the Extension Centre, Goroka, are given a short course in pig husbandry as part of their training.

At four centres in the Eastern Highlands District the Administration has established sties where the indigenes may bring their sows to be mated with pure-bred boars at a nominal charge.

On the New Guinea Lowlands Livestock Station, Erap, pigs are bred for distribution to improve the quality of village pigs. During the year 349 breeding animals were sold from these piggeries—about three-quarters of the total to indigenes—for an average price of £10.

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.

Importation 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 to work on plantations and as a source of fresh meat for plantation personnel; the grazing of animals on 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.

At 30th June, 1961, there were approximately 14,700 head of cattle and 1,195 buffaloes in the Territory.

The quality of the stock is quite good but the quantity is inadequate and locally killed beef supplies only a fraction of the Territory's requirements. The importation of cattle from Australia is being encouraged by the granting of freight subsidies for animals of above average quality.

The number of cattle imported into New Guinea under this scheme during 1960-61 was 454 head, comprising 432 cows and 22 bulls. The cost to the Administration in subsidy was £12,150.

Two pure-bred Africander bulls and four F1 Africander Shorthorn bulls are being used in cross-breeding experiments at the New Guinea Lowlands Livestock Station, Erap, aimed at producing a type of cattle suitable for the hot lowland environment.

Beef shorthorn cattle are carried on the New Guinea Lowlands Livestock Station, Erap, and the Western Highlands Livestock Station, Baiyer River. The Animal Industry Centre, Goroka, carries Australian Illawarra-Shorthorn cattle, and the herd at the Animal Industry Centre, Kurakakaul (Rabaul), consists mainly of 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 near the main towns of the Territory where there is a ready market for dairy products and no transport difficulties. 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.

A dairy cattle improvement programme is established on departmental stations in Rabaul and Goroka, based upon the production per lactation of cows in these herds. Bull calves from the highest producing cows are being retained for sale.

Many native consumers are becoming more aware of the advantages of using animal protein, particularly milk protein, for infant welfare. Most of the native-owned cattle (approximately 320 head) are in the Morobe District. The three projects in the Eastern Highlands for the introduction of cattle to the native village economy are proving successful and work on two additional projects in the Eastern Highlands was begun with assistance from the Rural Credits Fund of the Commonwealth Bank of Australia. There are now 81 head of cattle under indigenous control in the Highlands Districts.

A central abattoir, controlled by the Administration, is to be established at Lac to provide slaughtering facilities for beef producers in the Wau-Bulolo area, the Markham and Ramu valleys and part of the Eastern Highlands District. At first provision will be made only for immediate needs but the design and layout will make it possible to expand the abattoir to handle smallgoods manufacture, snap freezing and canning as the need develops. Construction will begin in the 1962-63 financial year.

Other Livestock.

Horses.—Horses are held at the New Guinea Lowlands Livestock Station, Erap, the Western Highlands Livestock Station, Baiyer River, and a few on the animal industry centres at Goroka and Kurakakaul. An attempt is being made to improve the type of stock horse used in the pastoral industry by the use of thoroughbred stallions imported by the Administration.

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

Sheep.—Sheep are carried on the Hallstrom Livestock and Fauna (Papua and New Guinea) Trust Station at Noncugl, Western Highlands District, where experiments have shown that they can be maintained in the Territory provided satisfactory pastures are established and advanced methods of animal husbandry are practised. The indigenous people, however, at their present stage of development, cannot give the skilled care that sheep require under highland conditions, and there is little prospect of sheep becoming part of their economy in the foreseeable future.

Poultry.—During the year 49,184 day-old chickens, 286 day-old ducklings and 280 day-old turkey poults 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 are 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 pasture available to the sheep.

The grasses which have shown most promise to date are Guinea grass (*Panicum maximum*), Elephant grass (*Pennisetum purpureum*), Pora grass (*Brachiaria mutica*) and Molasses grass (*Melinis minutiflora*). These have been planted in mixed pastures with the vine legumes *Centrosema pubescens*, *Pueraria Phaseoloides* and *Calopogonium mucunoides*. Many other species have been planted in trial plots to observe their production and some are worthy of further experimentation.

Control of Pests and Diseases.

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

Screw-worm fly strike, cattle tick, tuberculosis and brucellosis are virtually the only serious diseases affecting the cattle 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 new insecticides has greatly reduced the incidence of strike. A special investigation into screw-worm fly is to be undertaken in 1962.

Efforts are being made to eradicate tuberculosis and all cattle in the major raising areas have been tested. The incidence of the disease over the last three years is shown in the following table:—

Year.	Properties Tested.	Properties Affected.	Animals Tested.	Reactors.	Per cent. Reactors.
1958-59 ..	23	2	4,204	3	0.07
1959-60 ..	64	13	8,449	42	0.49
1960-61 ..	57	6	8,687	18	0.21

During the year, 6,374 cattle were tested for brucellosis, the incidence of which, during the past five years, has been as follows:—

Year.	Number Tested.	Reactors.	Per cent.
1956-57	2,321	117	5.04
1957-58	4,178	94	2.25
1958-59	4,847	37	0.76
1959-60	5,651	65	1.15
1960-61	6,374	12	0.19

All reactors have come from one herd in the Morobe District, but none were found during the last three months of the year.

The vaccination of village pigs against the atypical anthrax found in pigs in the highlands has continued and has shown the efficacy of Australian vaccines in preventing the disease and stopping the outbreaks.

At the end of the year, following an outbreak of swine fever in Australia, the importation into the Territory from Australia of all pigs and pig meats—fresh, salted and canned—was prohibited except for certain canned meats complying with the quarantine requirements.

The ban will continue until the disease has been eradicated.

The veterinary laboratory at Port Moresby provides diagnoses on specimens forwarded from areas in the Territory of New Guinea.

Extension Activity.

Steady progress is being made in the training of native people 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 buy animals from the stud herd to take back to their villages where they can manage them in conformity with the practices they have learned. The success of the cattle management projects supervised by officers of the Department of Health and the Department of Agriculture, Stock and Fisheries in the Eastern Highlands District, has been referred to above.

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, which provides for the protection and use of the fishing resources, the control and regulation of fishing by a licensing system, and the payment and collection of licence fees, is contained mainly 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.

The export of fish and fish products is controlled under the *Customs Ordinance 1951-1959* and the *Commerce (Trade Descriptions) Ordinance 1952*, and in the Export (Fish) Regulations 1953, made under these two Ordinances. 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 snapper 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 yellow-fin tuna sometimes abound and sailfish, dolphin fish and sharks are also seen.

The narrow barred Spanish mackerel (*Scomberomorous commerson*) frequent territorial waters throughout the year, but are concentrated in schools of a commercial size only from August to November.

Fish taken in commercial numbers by trolling are two species of the sea pike or barracuda (*Sphyræna* sp.) and reef fish, mainly coral trout.

In the rivers of the Gazelle Peninsula and those discharging on the north-west coast of New Britain, white-bait (*Gobiidae* family) often run in large numbers over the period of the new moon and large quantities may be taken when they school near the river mouths.

Crayfish are plentiful in shallow reef waters on the northern coast of New Ireland. They are present throughout most of the year and are generally captured by spearing and by hand by native fishermen.

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 food requirements are normally used to barter with the hinterland people or sold at town markets. There is one commercial fishing venture based on Rabaul. Better equipment and techniques are continuing to improve catches and more fish are being produced for cash sale by organized village groups.

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

The principal marine products exported are trochus shell and green snail shell. Exports remained fairly constant. The bêche-de-mer fishing has shown little improvement and the amount prepared for export is small.

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.

Improved facilities and additional staff at the marine biological station at Kanudi, near Port Moresby, Papua, have permitted technical training to be continued at a high level and the standard of fishing gear being developed is improving rapidly. The main improvements are in the field of modern net designs being used with success in Australia and in older techniques adaptable to the local fishing craft. The Kanudi station is being constructed in stages and the first two stages, involving the erection of a gear technology building and a laboratory, have been completed.

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

Pond Fisheries.—Since their introduction in 1954 *Tilapia mossambica* have thrived in ponds and natural swamps in lowland areas and fish up to two and a half pounds are not uncommon. At higher altitudes, however, the growth rate, though not the breeding rate, decreases and few fish weighing more than half a pound have been recorded. Experiments are in progress at Mt. Hagen to increase the growth rate and maximum weight of *Tilapia* by stocking ponds with male fish only. Although the indigenous peoples eat fish of only a few ounces in weight and are quite content with small *Tilapia*, investigations are continuing to determine other species more suitable for highland conditions. The distribution of *Tilapia* is therefore being restricted to bodies of water where a mosquito problem exists and they have been released to a form of biological control into swamps and lagoons carrying large numbers of mosquito larvae and in other areas where spraying is not practicable.

Two important species of pond-cultured tropical fish, *Trichogaster pectoralis* and *Osphronemus gouramy*, have been introduced under both highland and lowland conditions. The breeding programme at Dobel, Mt. Hagen, has

not proved satisfactory and it is considered that the altitude (5,000 ft.) is too great for the fish to breed. Although the growth rate is slow the giant gouramy have grown to three pounds.

The growth of the giant gouramy in small fertilized ponds in the Warangoi valley, Gazelle Peninsula, New Britain, is excellent, the fish having attained an average weight of 2 lb. in ten months.

The Cantonese and Singapore varieties of carp which were introduced last year are both well established and, although breeding is not sufficient to ensure propagation on a large scale some fry have been produced and distributed. The Cantonese variety is the smaller and grows quickly to maturity, those at Dobel having reached 3 lb. in weight. The Singapore carp at Dobel have grown to 3½ lb. and would appear to be ideally suited to pond culture under highland conditions. Depredations by birds, particularly cranes and cormorants, however, have taken toll of the easily visible Singapore carp fingerlings and it is planned to import two new species of silver-coloured carp to take their place.

Living quarters and a small laboratory have been erected at the experimental station at Dobel and a freshwater biologist is stationed permanently in the area. This is now the headquarters for pond culture work in the highlands.

Water temperatures are important to fish cultivation in the highlands. The surface temperature of a pond may simulate tropical conditions even at 5,000 ft., while the bottom temperature probably seldom rises above 75° F. and at night falls below 60° F.

Part of the problem in stocking natural waters is that the temperature of the larger rivers on the highland plateau at 5,000 ft. often exceeds 80° F. and in this transitional zone the fauna are not well developed.

Preservation.—Experiments to improve the standards of fish preservation are continuing and have included work on a process of smoke-curing in a smoke house of a simple design suitable for village use. An officer of the Division attended a six-weeks course on fish preservation in Manila.

Handbook of New Guinea Fishes.—A handbook, being prepared by the Division of Fisheries and Oceanography of the Commonwealth Scientific and Industrial Research Organisation at Cronulla, Sydney, is expected to be published in 1962-63. In addition to fishes of Papua and New Guinea the book will relate to fish from Netherlands New Guinea and the British Solomon Islands Protectorate.

Training.

Ten fishery assistants from the Territory are being trained by 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, the construction and repair of different types of fishing gear, seamanship and fishing operations.

Those who pass their examinations may proceed to more complex training leading to qualifications which will enable them to give instruction in villages on fishing methods and the 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.

Four fishery assistants have recently qualified for the position of fishery fieldworker and are carrying out fisheries work in various parts of the Territory.

Two trainees from the Territory were selected to attend the South Pacific Commission's sub-regional boat building course at Honiara in the British Solomon Islands Protectorate. The course began in July, 1960, and is of two years' duration.

The training of indigenous fishermen continued during 1960-61 and direct assistance was given to a number of fishermen in catching and marketing fish.

CHAPTER 6.

FORESTS.

General.

Forests cover more than 70 per cent. of the total area of the Territory. In type they vary from the swamp and lowland forests of the coastal plain to the alpine vegetation and moss forests. The lowland forests contain most of the readily accessible, millable timber. Although the mid-mountain forest types, lying between an altitude of 1,500 feet and 7,000 feet, contain the greatest forest potential, access to this timber is difficult.

Generally the coastal forests are very complex in structure, but there are substantial areas of the foothill forests in northern New Guinea where a dipterocarp (*Anisoptera polyandra*) forms a considerable portion of the stand.

Legislation and Policy.

The forest law of the Territory is embodied in the *Forestry Ordinance 1936-1951* and *Forestry Regulations* which provide 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.

Under the provisions of the *Forestry Ordinance 1936-1951* the Department of Forests controls two types of land—

- (a) land purchased by the Administration, which may be subdivided into—
 - (i) territorial forest—dedicated and declared for perpetual management;
 - (ii) timber reserves;

- (iii) land purchased for forestry purposes, but for various reasons not yet classified or dedicated as a territorial forest or timber reserve;
 - (iv) land purchased for non-forestry purposes such as agriculture, but which is under forest at the time of purchase. Removal of timber from such land is regulated by means of timber permits and licences; and
- (b) land over which timber rights only have been purchased. Timber removal is regulated and the land is declared Administration land for the purposes of the Forestry Ordinance. Timber rights are purchased to permit controlled exploitation of areas over which land alienation is not possible at the present time.

The conditions under which land may be acquired by the Administration for forestry and other purposes are described in Chapter 3 (a) 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.

The average population density of the Territory is estimated to be between fourteen and fifteen persons per square mile. This is comparatively light and 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 indigenous owners. In such cases the granting of timber concessions ensures that the timber is used and not wasted in agricultural clearing operations.

Attitude of and Effect on Indigenous Inhabitants.

The attitude of the indigenous inhabitants is generally favourable to the granting of timber concessions. They realize that the establishment of substantial milling and logging operations in their respective areas leads to the development of better access facilities and provides not only marketing opportunities for them but also opportunities for gainful employment.

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 with headquarters in Port Moresby. The organization within the Trust Territory consists of two regions, headed by regional forest officers stationed at Rabaul and Lae. The Division of Botany has its headquarters 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 of the Department of Forests is 135 officers, 112 Administration servants and 960 general employees giving a total of 1,207, 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, including identification of wood samples and determination of uses of various species.

Forestry stations and research centres and nurseries are established at Bulolo, Wau and Lae in the Morobe District, Goroka in the Eastern Highlands District and Keravat in the New Britain District.

A forestry office which was opened at Angoram during 1959-60 has been temporarily closed to assist concentration on extension activity in the highlands regions. An extension station has been opened at Goroka.

For many years the Department of Forests has been carrying out extension work in the Highlands through the agencies of the Departments of Native Affairs, and Agriculture, Stock and Fisheries. During 1960-61 a Forest Officer was posted to Goroka to take charge of this work, to improve techniques and increase the tempo of the operation. To date he has improved nursery techniques at the various nurseries which had already been established throughout the highlands, by building permanent nursery beds and demonstrating care and treatment of seed and seedlings.

The Lac Botanical nursery provides a limited number of ornamental plants for distribution to the public, mostly on an exchange basis. Because of the establishment of nurseries in the highlands districts, the distribution of tree seedlings to the highlands is now limited to special species required for trial purposes.

Recruitment and Training.

Ten students are in training under the cadet scheme for training selected undergraduates in forestry science for work with the Department of Forests in Papua and New Guinea. The course, a five-year one, 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. Each year candidates are selected from students who have qualified for admission to a university science course in forestry and who have shown an aptitude for forestry work and are medically fit. Three cadets graduated during the year, one with the highest forestry honours in Australia. Eleven cadets have graduated 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. Three officers were in training during 1960-61. Plans have been made to train twelve more officers from early in 1962, and it is hoped that in the following year sufficient Papuans and New Guineans with adequate educational qualifications and aptitude will be available to meet the future intake needs of assistant forest rangers.

Papuans and New Guineans are also being trained to occupy supervisory positions in survey and silviculture. A special training course is provided at Bulolo, Lac and Port Moresby to enable employees to qualify for entry into the Auxiliary Division of the Public Service. During the year thirteen employees from the Trust Territory were in training—eleven at Bulolo, one at Lac and one at Port Moresby. Skilled workers such as sawyers, mechanics, saw-sharpeners, fallers and tractor operators are trained at the Administration sawmills.

Construction of the Forestry School at Bulolo will commence in the financial year 1962-63.

Silviculture.

The tempo of silvicultural operations will be determined by the area of land dedicated to permanent territorial forests and the use of 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 has been initiated on the extensive grasslands of the highlands to provide basic information on suitable silvicultural techniques for use in erosion control and the reclamation of grassland areas. This work has been given added impetus by the appointment of a Forest Officer who is located at the Goroka Extension Station. Already villagers are showing a keen interest in afforestation work on their lands.

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 sawmilling and plywood manufacturing industry.

The total plantings up to 30th June, 1961, were:—Bulolo-Wau 5,514 acres of hoop and klinkii pine and 37 acres of miscellaneous species; Keravat 1,711 acres of mainly teak, kamarere and balsa. This represents an increase of 819 acres for the year; some curtailment in the establishment programme was caused by a shortage of planting stock following a poor seed fall the previous year.

Further expansion of reforestation in the Bulolo and Wau valleys has necessitated the building of an additional five and a half miles of road suitable for vehicular traffic. A management survey unit has been established in the Bulolo-Wau area and intensive surveys covering silvicultural and road-building activities have continued. Three and a half miles of road were built at Keravat during the year. A permanent survey officer is stationed at Keravat to service the reforestation project.

At Bulolo rainfall for the year was 75.21 inches, compared with an average of 62.89 inches over ten years, with no marked dry period during 1961. The absolute maximum temperature was 93° F. in November, 1960, and the absolute minimum was 50° F. which occurred twice, once in July and once in August, 1960.

At Keravat rainfall for the year totalled 141.71 inches, somewhat higher than the nine-year average of 115.39 inches. The absolute maximum temperature was 91 degrees in both August and September, 1960, and the absolute minimum was 68 degrees in September, 1960.

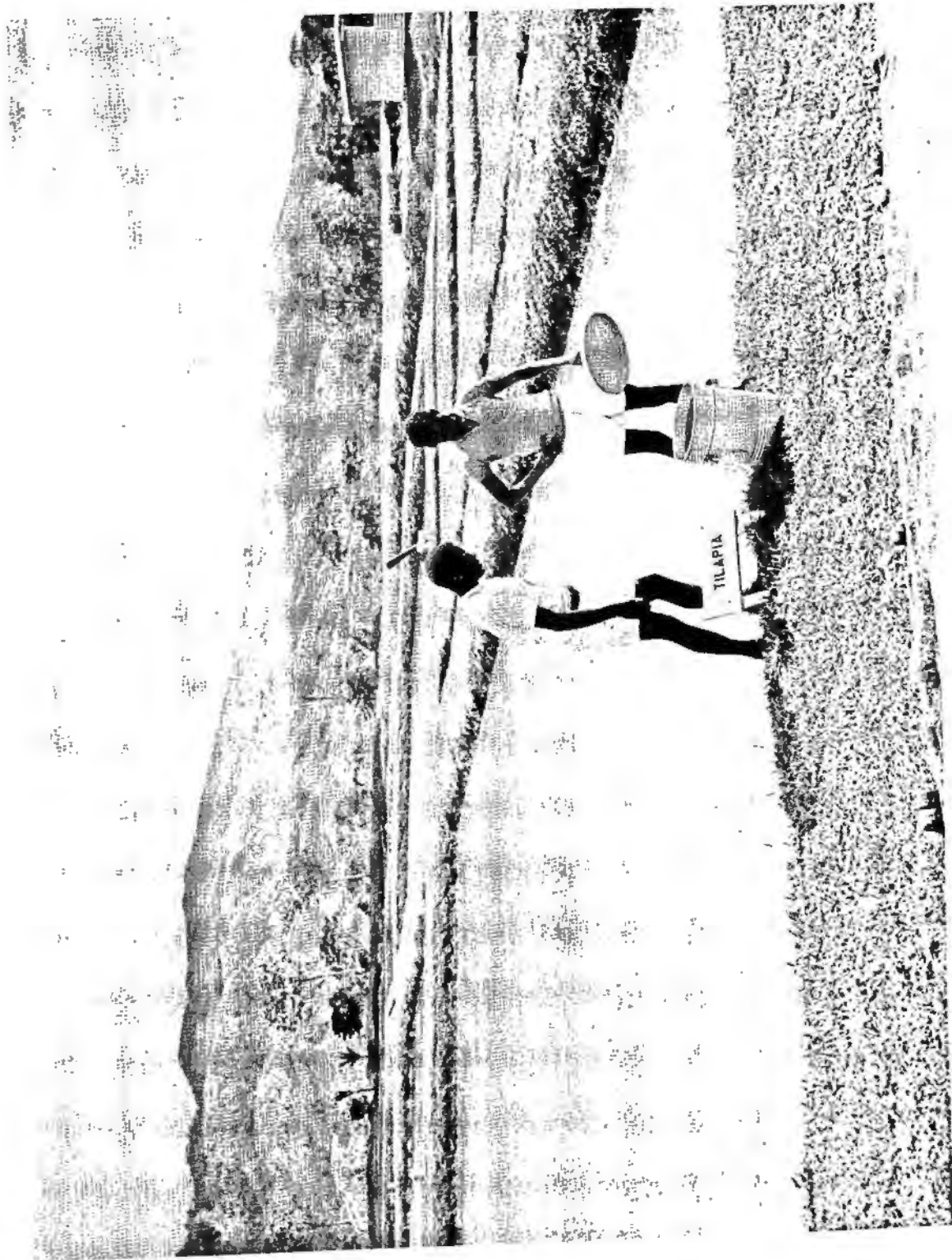
Nurseries.

At the Bulolo and Wau nurseries, which cater for the *Arancaria* planting programme, 319,150 tubed seedlings of hoop pine and 111,950 of klinkii pine were despatched for planting. It is estimated that there will be 1.4 million hoop pine and 700,000 klinkii pine available from the 1961-62 planting programme.

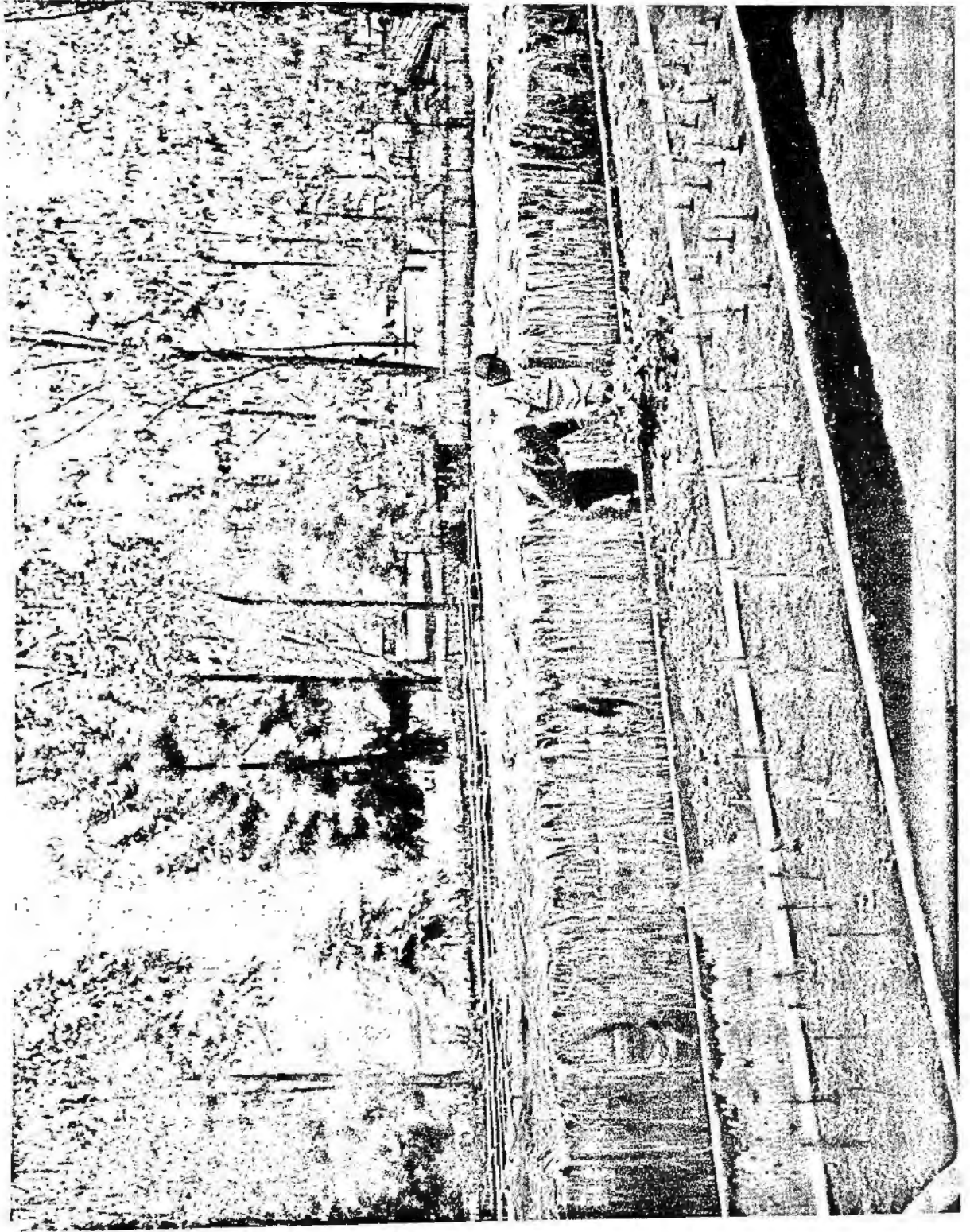
In the Keravat nursery by the end of the year there were 45,700 teak, 18,200 kamarere, 18,200 balsa as well as 4,000 other miscellaneous species ready for planting.

In the Highlands Districts thirteen nurseries are established and provide stock for distribution to villages, Administration centres and mission stations for general and ornamental purposes and for arboreta and test species for afforestation of grassland. These nurseries were established before 1960-61 with the assistance of officers

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Experimental fishponds at Dobel, Mt. Hagen.



Forestry Nursery, Goroka.

of the Departments of Native Affairs, and Agriculture, Stock and Fisheries and from this year are receiving full time attention by a forest officer.

Seed of klinki pine, hoop pine, kamarere and various other minor species was distributed to overseas governmental agencies as required.

Natural Regeneration.

The area under natural regeneration at Keravat has remained at 877 acres in various stages of treatment. Further extensive treatment is being carried out over this area and an assessment made of the results of earlier treatment.

Research.

The large-scale expansion of research work forecast in the 1959-60 Report has been deferred pending the construction of a research institute at Lae.

Research in silvicultural treatment has included the use of weedicides in teak nurseries and plastic tubes to replace the more expensive galvanized iron, especially in extension work.

The rapid development of the *Araucaria* plantations has focussed attention on the necessity for early pruning and thinning in order to produce high quality timber and experiments have been prepared to determine the most suitable techniques to be adopted.

The Division of Utilization, with the co-operation of the Commonwealth Scientific and Industrial Research Organization, has continued to investigate possible utilization of the various forest species. In particular work has included (a) the possibility of developing a rattan industry, (b) the application of preservatives to increase use of borer and fungus susceptible timber, (c) the possibility of developing a pulp or particle board industry which could utilize thinning material from Bulolo, (d) testing of sap replacement techniques to enable better use of round timbers.

Utilization.

The history of utilization of the Territory's forests has been briefly stated in earlier reports.

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 for the local market and for export.

As a result of these developments the indigenous population, particularly in areas of closer contact, are making more use of sawn timber in their own building programmes and are appreciating the opportunities for employment in the sawmilling and logging activities adjacent to their home localities. This is noticeable in the Morobe, New Britain and Sepik Districts.

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 have created the main market for the sawmilling industry. Normally any surplus to local needs is sold overseas. In this environment there has been no need to protect the local sawmilling industry

from adverse price fluctuations. The customs tariff gives a slight measure of protection to the sawmilling and plywood industries with a view to enabling the young industry to amortize its heavy establishment costs.

With the exception of plywood, the bulk of which is exported, only limited quantities of forest produce are as yet available for export. Most of the sawn exports go to Australia. As the material exported is usually of the highest grade and commands premium prices, exporters generally find ready markets. Lower-grade products, however, find difficulty in competing on the export market.

All royalty is paid into revenue which benefits the general economy of the Territory and is not specifically used for the benefit of the sawmilling industry. Nevertheless, the Administration, in its development policy, is carefully watching the balanced development of the Territory and its decisions on road development have been influenced by the need to bring access to forest areas. In addition expenditures on reforestation, aiming towards the permanence of raw material supplies for the sawmilling industry, have been substantial and these bring both direct and indirect benefits to the peoples in the vicinity of the managed forests.

Harvesting and Marketing.—Log timber harvested during the year totalled 56,373,867 super. feet. The total value of all forest production is estimated to have exceeded £2,750,000.

Permits and Licences.—Thirty-five permits covering 244,599 acres and four licences covering 8,203 acres were current during the year.

Sawmills.—The Administration Sawmill at Lae produced 1,593,300 super. feet of sawn timber and output from private mills exceeded 20,000,000 super. feet. The cut of conifer material for the year, mainly from Bulolo and Wau, exceeded 19,000,000 super. feet of logs. There were 48 timber production units in the Territory of which thirteen cut in excess of 10,000 super. feet of log per shift.

Plywood and Veneers.—Approximately 30,632,000 (3/16 inch basis) square feet of plywood were produced during 1960-61. Production of veneer at Lae was 47,097,000 square feet, the bulk of which was taken up in the production of plywood at Bulolo.

Exports and Imports.—Exports were made up of unsawn logs, 1,227,701 super. feet; sawn timber and fitches 3,250,629 super. feet; plywood 21,861,804 square feet and veneer 4,559,165 square feet.

Imports of sawn timber totalled 83,840 super. feet valued at £9,494 compared with the previous year's imports of 50,014 super. feet valued at £4,494.

Surveys and Acquisitions.

Timber rights were purchased during the year over areas totalling 50,750 acres, made up of three areas totalling 34,450 acres in the New Britain District, two areas totalling 15,060 acres in the Morobe District, and one area totalling 1,240 acres in the Western Highlands District.

During the year the following survey work was carried out:—reconnaissance and preliminary investigations, 29,400 acres; timber assessments, 204,616 acres; and management surveys, 1,560 acres. In addition 4,600 feet of roadway was located.

Forest Botany.

The Department of Forests added 2,571 specimens to its herbarium collection, bringing the total to 32,161; 171 specimens were despatched overseas and in return 2,716 specimens were received from a number of authorities including the Risksherbian Leiden Netherlands Forest Service, Singapore Herbarium, and the Commonwealth Scientific and Industrial Research Organization, Canberra. In addition 675 field collections were made and the department has continued to supply samples of bark, leaves and wood for investigations by the Commonwealth Scientific and Industrial Research Organization.

Development of the Botanical Reserve in Lac has continued—the area being increased by 70 acres making a total of 140 acres within the reserve. The Reserve, with its large collection of orchids, shade plants as well as its multitude of tropical plant and tree specimens and its collection of birds and animal life, draws many visitors. Specimens of all items are continuously being exchanged with overseas organizations.

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. Most of the gold is won from the Wau-Bulolo area in the Morobe District—by dredging, ground sluicing and other alluvial mining methods and, in the case of the mangano-calcite lodes near Wau, by open cut and underground mining.

Alluvial gold is produced by many small groups of native miners from localities widely scattered throughout the Morobe, Eastern Highlands, Western Highlands and Sepik Districts. Production by indigenous miners has risen to about 12 per cent. of the total gold production.

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

Oil seepages are also found near the coast in the Sepik District, but exploration which has been carried out in the past has not resulted in the discovery of prospects which would justify drilling.

Policy and Legislation.

The laws in operation governing mining are the *Mining Ordinance 1928-1959*, the *Mines and Works Regulation Ordinance 1935-1956*, the *Petroleum (Prospecting and Mining) Ordinance 1951-1958*, the *Mining Development Ordinance 1955-1960*, and the regulations made under these ordinances.

The Mining Ordinance governs prospecting and mining for minerals generally, and provides for the issue of miner's rights, the grant of specified mining tenements, the registration of agreements and the payment of royalty and other fees. It also provides for the appointment of officers to administer the ordinance, confers powers on wardens and warden's courts and defines their duties.

Mining operations are permitted on native-owned land and alienated 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 to the surface of the land or to any improvements. 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 Mining Ordinance provides for entry for prospecting purposes on native-owned land by the holder of a miner's right and for entry upon alienated land by the holder of an authority issued by the warden.

Under 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 making, operation and development of mines, and their technical administration. It 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 cover more than 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 favourable mineral deposits, advances for cross-cutting, drainage or road-making, the establishment of crushing plants, and the payment of advances on ores to be marketed outside the Territory. Provision is made for the Administration to undertake any of the above operations where it is considered that to do so 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 it may be reviewed if it becomes apparent that the industry will support this impost.

Non-indigenous producers are required to pay royalty at the rate of 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 1960-61 was £7,417.

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 under the *Mining Ordinance* 1928-1959, to issue miner's rights, grant and register claims, hear applications and objections in relation to the granting of mining tenements generally, arbitrate mining disputes and make 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 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 251 claims were registered in the names of indigenous miners and 538 other groups were operating on unregistered claims.

The subsidy payable to small producers by the Commonwealth Government of Australia is payable to indigenous miners under the same conditions as to non-indigenous miners. The rate of subsidy was £2 8s. a fine ounce during the year under review and indigenous miners qualified for payments amounting to £12,363.

The Division of Mines maintains a technical section responsible for the operation of boring plants owned by the Administration and hired at nominal rates to individuals or mining companies for approved developmental drilling projects. Two diamond drills and three percussion drills have been in operation during the year. The division also employs field assistants to assist and encourage alluvial gold mining by indigenous people; staff at 30th June, 1961, included one senior field assistant and five field assistants.

Production.

Annual production figures and figures for the values of minerals produced for the five-year period ended 30th June, 1961, are given in Appendix XII.

Gold.—Production of gold for the year was 42,784 fine ounces valued at £668,506. The corresponding figures for the previous year were 45,132 fine ounces and

£705,181. Of the total production for the year under review 35 per cent. (by value) was obtained from dredging operations, 33 per cent. from alluvial workings and 32 per cent. from lode mining.

Large-scale gold production dates from the discovery of rich alluvial deposits in the Morobe District in 1920. Production was greatly increased in 1930 by the installation of dredges and by 1940 the gold output of the Territory reached 270,000 fine ounces per annum.

The continued decline in production over the last several years is due to known payable areas being worked out and to the progressive abandonment of areas of marginal value under the influence of rising costs. Only one of the original eight dredges is now operating in the Bulolo area.

Lode mining is carried out on a comparatively small scale by two organizations in the Wau area. The treatment plants recovered 13,327 fine ounces, compared with 13,003 fine ounces in the previous year. The value of gold production from lode mining is likely to be fairly stable during the next few years.

Production of gold from alluvial workings by indigenous miners rose substantially above that of the previous year. The value of gold and associated silver produced was £80,909 compared with £57,983 for the previous year.

Silver.—A total of 32,278 fine ounces of silver valued at £12,729 was produced in association with the production of gold.

Mining by Indigenous Inhabitants.

It is the policy to improve the knowledge of indigenous miners about the technical, legal and administrative aspects of the mining industry and to encourage them to search for and exploit the primary sources of gold and other minerals.

Organized mining for alluvial gold is carried out in the Sepik, Eastern Highlands, Morobe and Western Highlands District.

Production of gold by indigenous miners in the various districts for the year under review was—

District.	Quantity (fine oz.).	Value (including Silver).
		£
Morobe	3,015	47,453
Eastern Highlands	892	13,967
Sepik	815	12,757
Western Highlands	429	6,732
Total	5,151	80,909

Administration field assistants patrolling the mining areas supervise indigenous miners and instruct them in the types of alluvial methods best suited to specific claims and in mining law. They also help them mark out and register new claims and procure mining tools.

Where banking facilities are available, the indigenous miner is encouraged to operate as an independent client of the bank, lodging his gold at the bank and receiving proceeds through a bank account. In areas not possessing local banking facilities the Administration receives gold parcels, and makes an immediate advance of 50 per cent. of the estimated value, followed by a final payment of the balance when the exact value has been notified after refining in Australia.

The difficulties of maintaining accurate official records of business with indigenous miners have been overcome by the issue of identity documents, including a photograph of the miner.

Mining Development.

Measures being taken to stimulate mineral production include—

- (i) a progressive regional geological survey of the Territory by officers of the Australian Bureau of Mineral Resources;
- (ii) detailed geological surveys, as necessary, of mines, mineral fields and ore deposits;
- (iii) geophysical surveys to assist work under (i) and (ii);
- (iv) establishment of an assay laboratory to provide a free assay service to mines under active development;
- (v) provision of assistance for developmental mining by way of loans and exploratory drilling; and
- (vi) extension of the field service to assist mining by indigenous people.

Assistance to Mining.—Drills operated by the Administration completed a total of 3,394 feet of exploratory drilling during the year. These operations were carried out at Wau (Morobe District) and Kainantu (Eastern Highlands District).

A free assay service is available to prospectors and to the operators of developing mines.

The establishment of the Division of Mines enables the training and employment of indigenous workers on Administration drilling plants. The minimum qualification for entry is educational Standard 5. 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. Three employees have completed the training course and four others are in various stages of training.

Geological Surveys.—Regional surveys and detailed investigations were carried out on the New Guinea mainland by two geologists of the Bureau of Mineral Resources who are resident at Wau.

Regional investigations included—

- (a) Mapping of the Kainantu area on a scale of one inch to one mile.
- (b) A reconnaissance survey of the Bowutu Mountains between Salamaua and the Waria River to extend knowledge of the Papuan ultra-basic belt which contains nickel and chrome mineralization.
- (c) Reconnaissance surveys of the Jimi and Simbai River areas where low grade auriferous gravels are present.

Detailed investigations to assist active mining interests included—

- (i) Surface mapping and testing of gold deposits—
 - (a) in the Wau-Edie Creek area, including the Day Dawn mine and the Golden Peaks open cut; and
 - (b) in the Kainantu District, including the Kumbraf gold prospect and the Barola Reefs.
- (ii) Underground mapping of the Golden Ridges mine at Wau.
- (iii) Supervision of exploratory percussion drilling for gold in the Wau-Edie Creek area covering work carried out at Cleopatra leases and Golden Peaks, Prykes Face, and Golden Gates open cut mines.

Duration of Mineral Resources.

It is not possible to estimate the long-term future duration of mineral resources. Mineral production has been substantially the same as for the previous year and any advance in output in the immediate future is likely to depend on the discovery of new deposits.

Vulcanological Surveys.

Staffed by two geologists and four indigenous assistants, the Central Observatory at Rabaul has maintained continuous vulcanological observations at Rabaul and at Manam Island. Other volcanic centres of the Territory have been investigated in response to reports of increased volcanic activity.

At Rabaul seismic, tilt, temperature and tidal recordings have been maintained continuously throughout the year. Records from the three component Benioff and the heavy motion Omori-type seismographs have been analysed for local and teleseismic disturbances. Weekly bulletins on data from teleseismic disturbances have been distributed to international centres. Field investigations have been carried out with Willmore seismographs to locate the source of persistent local disturbance and to determine suitable sites for the re-establishment of the tri-partite seismic network in the harbour area. Tilt readings have been made from new water-tube instruments installed at the observatory and at a station sited near Rabalanakaia, the volcano nearest to the town of Rabaul. Temperature measurements of crater vents and thermal points have been made at regular weekly intervals.

At Manam, an indigenous member of the vulcanological staff has maintained continuous observations at a temporary station located on the eastern side of the island. Daily radio signals supplying data on instrumental and observational data have been forwarded to the Central Observatory at Rabaul. This basic observational work has been supplemented by detailed checking of seismic, tilt and crater conditions by professional staff who visited the island for periods of a week to a month. This volcano has given no signs of returning to the dormant state.

On neighbouring Bam volcano a tiltmeter station is set up to enable the vulcanologist to check slow distortional movements of the cone structure during periodic visits to the island.

In response to reports of increased activity air inspections and/or field investigations have been carried out on volcanic areas—Bagana and Loloru volcanoes on Bougainville Island; The Father, Lolobau, Garbuna, Talasea and Langila on New Britain Island; Long Island off the coast of New Guinea and Mount Lamington in Papua.

Work has proceeded on the preparation of plans and specifications for the establishment of permanent vulcanological stations at Manam Island and also at Esa'ala (in Papua). The necessary land for these installations has been purchased from the local owners.

A seismic party from the Bureau of Mineral Resources visited Rabaul to investigate subsurface structures in connexion with the proposal to drill for geothermal steam.

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 some also for local consumption. In some instances, e.g. production of copra, fermenting and drying of coffee and 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 joinery and furniture, boat-building, the manufacture of biscuits and baking generally, brewing, printing, and the manufacture of twist tobacco (mainly from imported leaf), cordials, concrete bricks and other concrete building materials.

Such services as air and sea transport, building construction, engineering and slipways which help to promote industrial expansion are being increasingly developed.

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.

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 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.

The promotion of industrial development is one of the functions of the new Department of Trade and Industry referred to in Chapter 4 of Part V.

Industrial Licensing.

There are no systems of industrial licensing or control.

Fuel and Power Facilities.

Fuel Distribution.—Two major oil companies import bulk fuels by oil tanker from Singapore and Palembang (Indonesia) to bulk fuel installations at Madang, Lae and Rabaul. Fuels imported in bulk include motor spirit, kerosene and some grades of aviation fuel, but 80 octane aviation gasoline is imported from Australia packed in drums. Oil company investment in fuel installations is considerable. A bulk fuel installation with a capacity of 2,000,000 gallons constructed by the Shell Company at Madang was opened in July, 1960. The lower charges made possible by bulk handling of aviation spirit will result in a saving of about £52,000 a year, and £50,000 will be saved in the handling of distillate and motor spirit. In all, reduced costs will apply to the 1,600,000 gallons of fuel, which is the present yearly total of fuel oils imported through Madang. The Shell Company also completed bulk installations at Kavieng and Manus during the preceding twelve months.

Bulk distribution is made from the Madang, Lae and Rabaul depots to smaller depots at Kavieng and Lorengau and at Angoram, Wewak and Aitape in the Sepik District by sea. Distribution to Goroka is made by air in re-usable plastic bags to reduce the air transport costs and backloading to a minimum.

Road tankers distribute fuel to town areas and plantations connected by road to the main towns. Small consumers not catered for by road tankers obtain supplies in re-packed fuel drums.

Electricity.—The Administration supplies electricity to the public in the principal towns and stations of the Territory by means of diesel generating plant, except at Goroka where a hydro-electric plant is operated. 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—

	Installed Capacity at 30th June, 1960.
	kW.
Rabaul	2,960
Lae	2,640
Madang	870
Wewak	400
Goroka	400
Lorengau	76
Kavieng	194
Kokopo	32
Sohano	32

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.

Electricity charges and the supply of electricity for lighting and other purposes 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.

Postal services in New Guinea are provided under the *Postal and Telegraph Ordinance 1912-1916 (Papua, adopted)* in its application to the Territory of New Guinea and the *Postal (New Guinea) Regulations, 1959*.

Postal Facilities.—The Administration provides a full range of mail and postal services with the exception of house-to-house deliveries by postmen. Mail is delivered by means of private bags, private boxes and *poste restante*. Facilities are available for registration and cash-on-delivery parcels services and provision is made for air letters and air parcels.

Post offices providing full postal and telegraph facilities are established at the following centres:—

Aitape*	Kavieng	Mount Hagen
Angoram	Kieta*	Namatani*
Banz*	Kokopo	Rabaul
Bogia*	Kundiawa*	Sohano
Buin*	Lae	Talasea*
Bulolo	Lorengau	Ukarumpa*
Finschhafen	Madang	Wabag*
Goroka	Maprik*	Wau
Kainantu*	Minj*	Wewak
Kandrian*		

* Money order facilities are not provided at present. Ukarumpa Post Office was opened for business on 24th March, 1961.

Agency post offices which are conducted by field staff of the Department of Native Affairs on behalf of the Department of Posts and Telegraphs are being converted, wherever possible, to non-official status in order to relieve Native Affairs officers of post and telegraph duties.

Details of postal articles handled and money orders issued and paid are contained in Appendix XV.

Carriage of Mails.—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.

Surface mails are conveyed to and from Netherlands New Guinea by ships of the N.V. Koninklijke Paketvaart-Maatschappij Line. Exchanges are made approximately once in every three weeks.

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

In addition there are weekly services for the exchange of air mails between Lae and Honiara (British Solomon Islands), between Lae and Hollandia (Netherlands New Guinea), and a twice weekly service via Port Moresby, Papua, with Hong Kong. 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.

The Universal Postal Convention (Ottawa, 1957) applies to the Territory.

A parcel mail exchange operates between the Territory and the United States of America. The arrangement for the exchange of uninsured parcels with Netherlands New Guinea, introduced on a trial basis for six months from 1st April, 1960, is now being placed on a permanent basis and the constitutional approval of the Netherlands Government was awaited at 30th June, 1961.

Postal Charges.—Internal surface rates of postage are prescribed from time to time. From 1st December, 1959, the rate for first-class mail matter was fixed at 5d. for the first ounce and 3d. for each additional ounce. Other rates apply to mail matter according to classification and weight.

Letter-class articles, and other categories of mail matter in letter form not exceeding ten inches in length, five inches in width and three-sixteenths of an inch in thickness, are conveyed by air free of air-mail fee to the post office nearest the office of delivery when such treatment expedites delivery of the articles. Business papers, printed papers, merchandise, newspapers, periodicals and books, the dimensions of which exceed those referred to above, if to be conveyed by air, may be accepted at letter rate, air parcel rate, or the rate for the category to which they belong plus an air-mail fee of 3d. per ounce. The rate applicable depends on the weight of the article. Parcels posted within the Territory are conveyed by air free of surcharge if the weight of the article does not exceed one pound. Parcels weighing more than one pound, if conveyed by air, continue to be surcharged one shilling per

pound after the first pound. Parcels posted overseas, prepaid at surface rate of postage and for delivery at Territory destinations to which air carriage is the only means of conveyance, are surcharged at the rate of ninepence per pound or portion thereof. All other classes of mail matter received from overseas and mail matter posted within New Guinea for delivery in overseas countries are transported within the Territory by the first available shipping or air service.

Charges for private boxes range from £1 to £8 per annum according to the size of the box and the location of the post office. For private bags a basic rate of £1 10s. per annum applies but the rate is increased in proportion to 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.

New Issues of Postage Stamps.—A new issue of postage stamps in the denominations 5d., 8d., and 2s. 5d., depicting local industries, was made throughout Papua and New Guinea on 10th November, 1960.

The 5d. stamp is green in colour and pictures cacao pods on a branch. A view of the plymill at Bulolo is featured on the 8d. stamp which is blue in colour. A herd of poll Shorthorn cattle on the Baiyer River Livestock Station near Mount Hagen has been used for the design of the 2s. 5d. stamp. A second new issue of postage stamps in the denominations 5d. and 2s. 3d. was made on 10th April, 1961, to commemorate the reconstitution of the Legislative Council. The same design, depicting a view of the Legislative Council Chambers, Port Moresby, was used for both stamps which were printed by photogravure process in two colours.

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, Kokopo, Lae, Madang, Mount Hagen, Rabaul, Wau and Wewak, and services on a limited basis are available at Bulolo, Finschhafen, Lorengau and Tolcap.

Improvements to the telephone service during the year included the installation of an automatic exchange at Kokopo on 20th December, 1960, to replace the existing magneto system and the introduction of continuous service as from that date. Common battery manual exchanges were installed at Wewak in October, 1960, and at Bulolo on 22nd May, 1961, to replace the existing magneto systems, and a continuous telephone service was offered at Mount Hagen Telephone Exchange from 13th April, 1961. The total number of telephones in use increased from 2,666 to 3,096. Details of services provided are shown in Appendix XV.

Rates for exclusive telephone services are as follows:—

(a) *Measured Rate Service*.—Subscribers connected to and within a radius of 25 miles of an exchange with unit fee automatic metering facilities and having access to the stated number of subscribers at the unit fee—

<i>Business—</i>	per annum.
	£ s. d.
(i) from 1 to 2,000 subscribers ..	7 12 6
(ii) From 2,001 to 7,500 subscribers ..	8 17 6
The unit fee is 4d.	
<i>Residence—</i>	
(i) From 1 to 2,000 subscribers ..	6 12 6
(ii) From 2,001 to 7,500 subscribers ..	7 17 6
The unit fee is 4d.	

(b) *Flat Rate Service*.—Subscribers connected to and within a radius of 25 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 2,000 subscribers ..	33 15 0
(ii) From 2,001 to 7,500 subscribers ..	35 0 0
<i>Residence—</i>	
(i) From 1 to 2,000 subscribers ..	16 15 0
(ii) From 2,001 to 7,500 subscribers ..	18 0 0
Local calls are free.	

Trunk line service is available at Bulolo, Goroka, Kavieng, Lae, Lorengau, Madang, Mount Hagen, Rabaul, Wau and Wewak.

Trunk line calls are charged on a zone system. The following charges apply:—

Intra-zone calls—3s. for three minutes or part thereof.

From one zone network to an adjoining zone network—6s. for three minutes or part thereof.

From one zone network to other than an adjoining zone network—9s. for three minutes or part thereof.

Particular person call fees are also payable.

The total of trunk line calls originated during the year and handled via the Territory internal telephone network was 65,625.

The New Guinea trunk network is linked to the Papuan trunk network.

An administrative radio-telephone channel operates on schedules between Port Moresby and Hollandia.

Field tests of V.H.F. radio-telephone equipment specially designed for remote tropical locations and operating in either the 80 or 160 megacycle band have been discontinued because the equipment has not proved sufficiently reliable. Modifications are being made and tests of the modified equipment will be conducted as soon as it is received from the manufacturer.

Telegraph Services.

For radio-telegraph purposes the Territory is divided into zones with zone centre stations at Lae, Rabaul, Kavieng, Lorengau, Madang, Mount Hagen, Wewak, Sohano and Goroka. Within these zones there are now 253 outstations equipped with radio transceiver equipment—an increase of forty-three for the year.

The Administration owns and operates all internal telegraph services and also operates the ship-to-shore services at Kavieng, Madang and Wewak on behalf of the Overseas Telecommunications Commission (Australia). All other external services are owned and operated by the Commission. The radio stations for external telegraph circuits operated by the Overseas Telecommunications Commission (Australia) are located at Lae and Rabaul and both stations transmit direct to Australia.

A direct telegraph circuit operated by the Overseas Telecommunications Commission, on a schedule basis, is in operation between Port Moresby and Hollandia.

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

The total number of telegraph messages handled increased from 578,059 to 705,391 during the year.

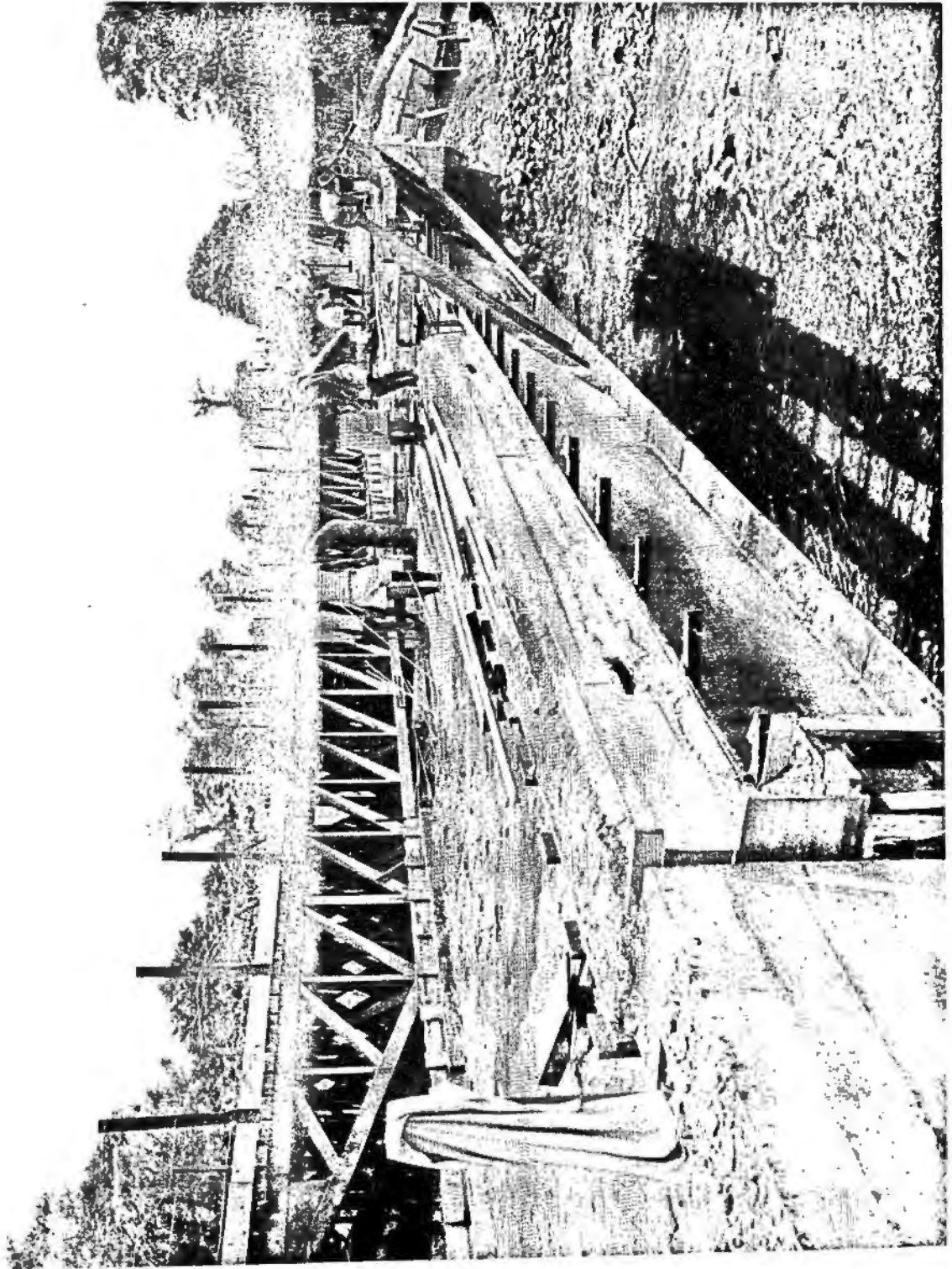
Planned Development.

As mentioned in the 1959-60 Report only three channels were available for service instead of the five originally planned for the VHF link between Port Moresby and Lae. It is expected that the equipment for the two additional channels, one of which will incorporate a six channel telegraph system, will be supplied in the near future and that the additional channels will be provided during 1962-63.

The installation of the Sohano magneto exchange has been deferred pending a decision on the resiting of the town. The delivery of equipment for the extension of the Lae Exchange was delayed, but installation is now in progress and is expected to be completed during the latter part of 1961. Automatic exchange equipment has been ordered to replace the present magneto service at Toleap. The magneto telephone exchange at Mount Hagen will be replaced by a common battery installation in 1961-62.

An improvement of trunk line services between Lae, Madang, Goroka and Mount Hagen is planned for 1961-62. When this project is complete, trunk line service will be available at these centres between the hours of 6 a.m. and 6 p.m. daily.

The emergency communication service, which operates on a duplex system on a 24-hour basis and is under the control of the Port Moresby zone centre, continued to function satisfactorily. Since its inception in September, 1957, this service has been of the utmost benefit to people residing in outlying areas of Papua and some areas in New Guinea. In order to extend this service to the more remote areas of New Guinea and provide a greater degree of reliability, it is planned during 1961 to open an additional control station at Rabaul.



Bridge construction near Lac.



Tabibuga airstrip (altitude 4,300 feet) under construction near the Jimi River Patrol Post in the Western Highlands.

Equipment to provide for a second outstation channel at Rabaul will be available late in 1961 and it is planned to install this equipment during 1962, thus providing traffic relief for the present heavily over-loaded channel.

Employment of Indigenous Staff.

Indigenous staff employed in the Trust Territory in connexion with the telephone, radio telephone and telegraph services total 122 including 1 telegraph operator, 35 telephonists, 23 messenger-cleaners, 23 technician assistants, 1 labour foreman, 3 clerical assistants, 3 store assistants, and 33 linemen assistants. All are employed as Administration servants or in the Auxiliary Division.

Post and Telegraph Training.

Two new buildings at the residential Posts and Telegraphs Training College, Port Moresby, which provides in-service technical training in a variety of postal and telecommunications occupations, were completed during 1960, and the planning of more buildings is in hand. Students (at present indigenous only) are trained, as far as is practicable, to a level which qualifies them for entry to the Third Division of the Public Service.

Radio and Telephone Technicians.—The minimum educational qualification for admission to this course is Standard 9. The course is a five-year one, the first two years being spent full-time at the college and the remainder mainly in the field. At 30th June, 1961, seven trainees from New Guinea were in training.

Communications Trainees.—This category includes telegraphists and teleprinter operators. The desirable entry qualification is Standard 9, although a minimum of Standard 7 has been accepted in some cases. The length of the course varies from three to four years, spent partly in the college and partly in the field. At 30th June, 1961, there were sixteen communications trainees from New Guinea.

Postal Trainees.—Clerical Assistants (Auxiliary Division) and postal officer's assistants possessing Standard 9 or higher educational qualifications may undergo the Postal Assistant Training Long Course of three to four years' duration. Training is given in all aspects of the operation and management of a post office. Approximately half of the course is devoted to training in the field and the remainder to study at the college. Successful completion of the course will qualify trainees for advancement to the position of postal assistant. At 30th June, 1961, five trainees from New Guinea attended this course in Port Moresby, Papua.

Postal officer's assistants with a qualification lower than Standard 9 receive on-the-job instruction, and selected persons attend a short term training course of eight weeks' duration. Twenty-two New Guinean trainees have successfully completed this course.

Linemen.—Training has so far been limited mainly to providing sixteen weeks' refresher courses for Administration servants, but when enough students at Standard 7 or above are available, a linemen's course at from two to

three years, depending on the past experience and educational standard of the trainees, will begin. At 30th June, 1961, sixteen linemen trainees from New Guinea were attending the college.

Radio Broadcasting Services.

As yet there is no broadcasting station in the Trust Territory, but arrangements are being made to establish an Administration broadcasting station at Rabaul during 1961-62. The station will use the high frequency communication transmitters of the Department of Posts and Telegraphs for evening broadcasting to areas in reasonable proximity to Rabaul. The programme content initially will be mainly of local interest.

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. The introduction of a system of licensing is still under consideration.

Roads.

Except for coastal shipping and a few inland waterways, road transport provides the only alternative to air transport and substantial sums of money for roads and other basic services necessary for economic advancement will continue to be provided. Terrain and climate, however, make the construction and maintenance of roads extraordinarily difficult.

The construction of major roads and bridges is carried out by the Commonwealth Department of Works and the Territory Department of Public Works, contracts being let by these departments to private enterprise for road construction and maintenance.

Most roads are of improved earth construction with gravel, &c., in the weaker sections. Bituminous surfacing is used in the main towns, whilst in the coastal regions some roads have been well constructed with crushed coral. In many areas the indigenous people co-operate with the Administration in the construction of roads.

An all-weather road from a coastal port to the highlands is necessary for the economic advancement of the area. It is considered to be in the best interests of the Territory to improve the existing road from Lae on which a great deal of work has already been carried out. Many sections have been completed to a fair standard, but substantial improvements are still required to make it trafficable throughout for medium weight vehicles. The bridge across the Leron River, a major job, is scheduled for completion during 1962, and when this bridge is open, an all-weather road will be available for almost the full length of the Markham Valley. The next major improvement is the track over the mountain range between the Markham Valley and the highlands. After extensive investigation of five routes over the mountains, all of which involved many difficulties, a route via the Kassam Pass has been selected. A road through this pass is being designed with a view to the commencement of construction in 1962-63.

The main road to the coast will connect with many feeder roads, built with local resources of labour and material, and link many highland centres.

The completion early in 1961 of a new road crossing the shoulder of Mount Hagen in the Western Highlands District at an altitude of 9,200 feet (the highest road in the Territory) has brought into full operation other formerly isolated road sections and added another 105 miles of continuous highway to the road system connecting Lae with the highlands. The new road, which crosses the Lai River by means of a steel wire suspension bridge of 120-ft. span (which took three years to complete) over a gorge 1,000 feet deep and winds through rugged limestone gorges, was built by the indigenous people of the area under the supervision of patrol officers.

The road network south and west of Mount Hagen serves a population of about 100,000, who will directly benefit both by the road transport of their coffee and other products and the more intensive administration of the area, which will be possible with the use of road transport.

The latest extension of the road system in the Western Highlands brings the total of trafficable roads in the district to 560 miles.

Special attention is at present being given to drawing up an integrated road and air transport development plan which will involve the construction of additional aerodromes as well as roads.

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

					£
1956-57	..	..	..	..	564,159
1957-58	..	..	..	..	564,152
1958-59	..	..	..	..	577,770
1959-60	..	..	..	..	648,380
1960-61	..	..	..	..	690,587

These figures do not include expenditure on roads laid down in timber logging operations under the provisions of the Forestry Ordinance.

At 30th June, 1961, there were 4,923 miles of vehicular road and approximately 21,000 miles of bridle paths in use. Of the vehicular roads, 1,948 miles were suitable for medium and heavy traffic and 2,975 miles for light traffic only. The bridle paths are designed for pedestrian traffic and in general are four feet or less in width and not fully bridged. Some of the light traffic roads are suitable only for motor cycles. Particulars of mileages of vehicular roads and bridle paths by district are given in Table 14 of Appendix XV.

Road Transport and Railway Services.

With the extension and improvement of the road system, road transport services continue to increase. The principal all-weather roads begin at the main ports and road transport services now carry a significant volume of inward and outward traffic in adjacent areas. The improvement of the light traffic roads in the highlands allows vehicles carrying heavier loads to operate and at certain times of the year trucks are able to travel from

Lae to Mount Hagen and beyond. The usefulness of this road will be increased when the difficult crossing of the Leron River has been eliminated by the bridge referred to above.

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.—Civil aviation in New Guinea faces hazards not normally encountered in every-day flying in other parts of the world. Operations are carried out in exceptional circumstances in the form of high mountains and heavy clouds, the latter building up to heights of 40,000 to 50,000 feet. Because of the lack of suitable sites it has been necessary often to build airstrips wherever sufficient suitable ground has been available, regardless of prevailing winds and other factors. As such strips are normally constructed from the natural surface, they are affected by even light rainfall.

These difficult conditions are offset in some measure by the requirement that pilots must obtain a good first-hand knowledge of a route before operating as pilot-in-command; by the aptitude of Territory pilots, especially in the highlands, in assessing weather conditions; and by special aids that have been developed on the spot. A comprehensive radio network between aerodromes and air traffic control centres ensures that reports on weather conditions, rainfall and the conditions of airstrips are available to pilots. Some air services operate in competition with land and sea transport, but in many cases they provide the only transport for inaccessible inland centres. Air services are a most important factor in the maintenance and development of such areas and operate in a pioneer atmosphere, much of the traffic being carried on a charter basis.

Aeronautical communication facilities and radio navigation aids are provided at all major airports. Because of steadily increasing air traffic, dual HF aeromobile networks were opened in May, 1961, to improve the capacity for communications between aircraft in flight and ground airways operations units. In addition to providing air-ground communications, the Commonwealth Department of Civil Aviation also has an extensive ground-to-ground communications system consisting of radio-teletype, wireless telegraphy and voice channels which facilitate immediate communications between Territory centres and Australia, Biak, Nauru and Honiara. The Department also provides communications between some 70 locations for the collection of regular weather observations and aerodrome serviceability reports.

To ensure the safe, orderly and expeditious flow of air traffic in the Territory, the Commonwealth Department of Civil Aviation maintains air traffic control centres at Lae and Madang and units at Wewak and Goroka. These establishments provide aeronautical information, traffic information and an advisory service to pilots in command. Positive control is also exercised over aircraft carrying out instrument approach procedures. This system has been evolved after several years' experience and has proved most satisfactory.

Capacity and Routes.—Scheduled and charter flights provide a network of air transport throughout the Territory and regular air services are maintained with Papua, the British Solomon Islands, Netherlands New Guinea 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 internal and external services are listed in Appendix XV.

Fares and Freight Rates.—Tariffs for the carriage of passengers and cargo are set out in operators' published time-tables and in various airline guides.

Owners.—During the year under review all services previously operated by Qantas Empire Airways, except for the international service from Australia to Manila and Hong Kong, were taken over by the Australian Government-owned domestic airline operator, Trans-Australia Airlines. Additionally, the other major Australian domestic operator, Ansett-Australian National Airways Pty. Ltd., was licensed to operate a parallel service from Sydney through Port Moresby to Lae, of the same frequency as that operated by Trans-Australia Airlines. Trans-Australia Airlines and Ansett-A.N.A. commenced their services from Sydney in July, 1960, and Trans-Australia Airlines took over the internal services from Qantas Empire Airways in September, 1960.

Two other changes of ownership took place during the year: firstly, by the purchase by Ansett Transport Industries of the assets of Mandated Airlines Ltd.; and, secondly, by the purchase by the resulting organization, Ansett-Mandated Airlines Ltd. of the charter operator, Madang Air Services Ltd.

None of the airlines conducting services in the Territory is owned by the Administration.

Subsidies.—Operators are indirectly subsidized by the provision of aerodromes and other facilities at charges which recover only a portion of the expenditure.

Improvements.—The issue of airline licences to the two main operating companies, Trans-Australia Airlines and Mandated Airlines Ltd., resulted in an improved standard of service to the travelling public and a re-organization of schedules and air routes. There were thirteen registered aircraft owners at 30th June, 1961, and 54 registered aircraft.

During the period under review the Department of Civil Aviation introduced higher safety standards for DC.3 aircraft operations. The Papua-New Guinea Interim Criterion Standards used for aerodromes by this type of aircraft were superseded and International Standards applied. This had the immediate effect of restricting DC.3 loadings from certain airstrips and resulted in the inauguration of an aerodrome improvement programme to restore airfreight economy.

A new medium capacity aerodrome was opened at Kandrian in February and the Talasea site is nearing completion. Eleven new private landing grounds were authorized and ten obsolete alighting areas closed.

Additional improvements to apron areas and ground facilities were made at various airstrips and the reconstruction of Madang, Lae, Rabaul, Goroka and Mount Hagen airports has reached an advanced stage of planning.

Investments.—Commonwealth Department of Civil Aviation investment in fixed assets at 30th June, 1961, was—

	£
Airways facilities	379,146
Buildings	893,259
Runways, taxiways and other improvements ..	199,847
Total	1,472,252

During 1960-61, capital expenditure by the Department of Civil Aviation was £177,080 and maintenance expenditure £262,834.

Expenditure by the Administration on aerodromes in the period 1956-57 to 1960-61 was—

	1956-57.	1957-58.	1958-59.	1959-60.	1960-61.
	£	£	£	£	£
Capital Expenditure	4,014	2,095	38,679	20,537	34,739
Maintenance Expenditure ..	18,343	20,937	19,690	44,731	37,914
Total ..	22,357	23,032	58,369	65,268	72,653

Capital investment by airlines, which is mainly of Australian origin, is substantial, as indicated by the following information relating to the Territory of Papua and New Guinea:—

- Commonwealth investment through the Australian National Airlines Commission (Trans-Australia Airlines)—£1,185,200.
- Estimated private investment—£1,300,000.

In addition, ten private firms, seven of which are located in the Trust Territory, provide charter and contract aerial services throughout Papua and New Guinea.

The New Guinea Aero Club at Lae provides aviation training for members.

External Services.—International air services are operated between the Territory, Netherlands New Guinea and the British Solomon Islands, and there are also regular services to the Territory of Papua and Australia. Details are contained in Appendix XV.

Restrictions.—International air operations are permitted only 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 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, Rabaul and Momote. 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, VJZ Rabaul, VIV Madang, VJW Wewak, VJY Kavieng, VIJ Samarai and VJV Lombrum. 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	1	1
	2	6
	3	Nil
	4	39
	5	2
	6	Nil
	7	5
Climatological	1	Nil
	2	4
Rainfall	Nil*	268

* Rainfall stations furnish a return once monthly.

Forecasts were issued during the year as follows:—

Aviation	9,877
Other	8,607

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 ships of the Burns Philp Line which call at Lae, Madang, Wewak, Lombrum-Lorengau, Kavieng, Rabaul and Bougainville ports, and ships of the New Guinea-Australia Line which call at Lae, Madang, Wewak, Kavieng and Rabaul with passengers and cargo. Two small ships of the Karlander (N.G.) Line leave Australia approximately monthly on a service to Rabaul, Lae and occasionally Madang with general cargo. A regular service from Japan and Hong Kong is maintained by ships of the China Navigation Company which call at Rabaul, Kavieng, Wewak, Madang and Lae on the southward voyage to Australia from the East. Ships of the Australia-West Pacific Line call at Rabaul, Madang and Lae on north and south bound voyages between Australia and the East. The Pacific Islands Transport Line provides a fairly regular service between North America and Lae. A small ship of the Koninklijke Paketvaart Maatschappij Line maintains a monthly service between Hollandia in Netherlands New Guinea and Wewak, Madang and Lae. Ships of the Austasia Line run a six-weekly service from Australia calling at Lae, Madang and Rabaul on the voyage from Australia to Borneo. Vessels of the N.V. Stoomvaart-Maatschappij Nederland and the Koninklijke Rotterdamsche Lloyd m.v. now operate a joint monthly service from European and United Kingdom ports. Their ships call at Rabaul, Madang and Lae. Vessels of the Bank Line commenced a monthly service from Europe and United Kingdom ports in February, 1961, calling at Rabaul, Madang, Lae and Kavieng. Vessels of the Crusader Line call at Rabaul approximately every four months on voyages from New Zealand to the East.

Oil products are transported to the Territory by tankers of the Shell Company Limited and the Standard Vacuum Oil Company. A coastal tanker, operated by the Standard Vacuum Oil Company, services small bulk oil installations at Wewak and Kavieng from Lae.

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 during the year are given in 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, Madang and Lae, but overseas vessels also call at Wewak, Kavieng, Lorengau and Kieta.

Rabaul.—The main wharf is 400 feet in length. The minimum depth of water is 29 feet. A second wharf, which is a converted war-time wreck, can accommodate a ship of about 450 feet in length and the depth of water is not less than 30 feet at low water.

With the completion of a new wharf for the Burns Philp Company, there are now four 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 to deal only 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 approximately 300 feet in length, with a depth alongside of 27 feet at low water. There are also two wharfs for coastal shipping, one of 80 feet in length and a depth alongside at low water of 21 feet, and the other of 98 feet in length with depths alongside varying from 3 feet to 12 feet at low water.

There are three main workshops and three slipways capable of accommodating vessels of up to 140 feet, 100 feet and 80 feet respectively.

A number of beacons have been erected during the course of the year to assist in the navigation of the approach channel.

Lae.—The wharf is 400 feet in length, with a depth alongside at low water of 32 feet.

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 37 feet at low water, but draughts are limited to 23 feet owing to the navigation of the approach channel. There is 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.

The erection of beacons to assist in the navigation of the approach channel has been completed.

Wewak.—Cargo is discharged and loaded by lighter at an anchorage.

The approach from seaward presents no difficulty and a good anchorage may be found in five fathoms of water close to the boat channel. Ship repair facilities are available for very small craft only.

Minor Ports.—Lorengau, Kieta, Finschhafen and Sohano are smaller ports where ships load and discharge at anchorage. Overseas vessels do not usually anchor at Sohano itself but at Soraken, a short distance away.

No repair facilities exist except for very small craft. Plans for the construction of a wharf at Kieta are being prepared.

Lighthouses.—During the year lights were established at four points on the New Guinea North-East Coast—Cape Moem, Cape Girgir, Condor Point and Cape Gourdon.

Distinctions in Use, Ownership, &c.

There is no discrimination on the 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 Customs, Immigration, and Quarantine Ordinances.

CHAPTER 10.

PUBLIC WORKS AND OTHER CAPITAL EXPENDITURE.

Administrative Organization.

Responsibility for works projects in the Territory is shared between the Commonwealth Department of Works and the Administration Department of Public Works. The activities of these two authorities do not overlap, but there is close co-ordination between them, 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 is chiefly concerned with the maintenance of buildings, roads, bridges and aerodromes, but as a constructing authority it is also responsible for executing new works to a limited extent, mainly in the remoter areas.

Expenditure.

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

Item.	Year ended 30th June, 1960.(a)	Year ended 30th June, 1961.(a)
New Works	£ 2,284,007	£ 2,721,191
Capital Purchases	541,028	389,235
Maintenance	1,204,329	1,319,105
Total	4,029,364	4,441,681

(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 £253,471 for 1959-60 and £266,090 for 1960-61 respectively.

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

Item.	Year ended 30th June, 1960.(a)	Year ended 30th June, 1961.(a)
	£	£
New Works—		
Residences, hostels and quarters ..	365,736	752,196
Hospitals and ancillary buildings ..	561,369	665,231
Schools and ancillary buildings ..	129,210	224,242
Other buildings	328,314	321,851
Roads	118,768	105,407
Bridges	58,371	64,064
Hydro-electric development	21,691	14,443
Special surveys and investigations ..	29,160	44,443
Power houses and electrical reticulation ..	353,853	239,031
Highlands development	19,949	18,986
Grants-in-aid for mission hospitals, pre-school centres and other approved construction	116,332	80,838
Minor new works	77,637	108,092
Capital purchases—		
Domestic and other furniture and fittings ..	108,953	143,897
Hospital and medical equipment	14,861	25,935
Purchase and lease of land	62,613	56,915
Motor and water transport	94,961	77,253
Agricultural machinery	23,189	11,365
General plant and machinery including highlands development	104,047	31,210
Purchase of buildings	129,753	42,238
Maintenance—		
Buildings	214,797	245,899
Water Supply	32,107	33,599
Electricity supply	(b)302,280	319,688
Roads and bridges	471,241	521,116
Plant, machinery and equipment	43,237	55,785
Hospital engineering	21,606	25,722
Vessels	35,139	43,984

(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 £253,471 for 1959-60 and £266,090 for 1960-61 respectively.
(b) Revised figure.

Works Activity.

As stated in earlier reports, many buildings, such as schools, hospital wards, market buildings and other structures directly beneficial to the indigenous people, are built by the people themselves, with the encouragement of Administration officers, in areas where a potential to carry out permanent public works has not yet been established. In such cases, labour and local materials are contributed by the community concerned and the Administration assists with the provision of other essential materials and by advice and supervision. In town areas, on the other hand, construction must in general conform with standard practices.

Madang Regional Hospital was completed and officially opened in April, 1961. Satisfactory progress was made in construction of the Wewak Regional Hospital, which is expected to be completed early in 1962. Work has

begun on the Lae General Hospital, which is estimated to cost £600,000, and on the Kundiawa Malaria Research Centre in the Eastern Highlands District. Lesser works and additions were made to other hospitals and maintenance was carried out as required.

Goroka Primary (A) School and Keravat Post-primary School have been completed. Additional works were constructed at the Malaguna Technical Training Centre to provide facilities for the training of teachers to meet the requirements of the accelerated education programme. Good progress was made on the manual arts block at the Madang Junior Technical School, while work on the Mount Hagen Primary (A) School and the Brandi and Utu Post-primary Schools began. As part of the programme to provide more schools over £160,000 was spent in building additional classrooms throughout the Territory. Many other smaller construction and maintenance works were also carried out.

Over £521,000 was spent on the maintenance and improvement of existing roads and bridges while £105,407 was allocated to the construction of new roads and £64,064 to bridge building. Additional information on roads is given in Chapter 9 of Section 4 of Part VI of this report.

Highlands Development Project.

This project takes in the whole of the Eastern and Western Highlands Districts with a population of approximately 600,000. The people are being progressively trained in road and bridge building, timber milling, mechanical work and power house operation with the object of developing a force of trained workers in their own environment. Capital expenditure of £26,150 in 1960-61 included construction of roads and bridges.

Planned Expenditure 1961-62.

Public works projects planned for 1961-62 include—

	£
Residences, hostels and quarters	453,000
Hospitals and ancillary buildings	240,000
Schools and ancillary buildings	463,000
Other buildings	503,000
Roads	199,000
Wharfs and beacons	78,000
Bridges	169,000
Aerodromes	41,000
Hydro-electric development	18,000
Power houses	14,000
Electrical reticulation	66,000
Water supply and sewerage	40,000
Grants-in-aid to missions and other organizations for constructing work on tuberculosis hospitals, hansenide colonies and pre-school play centres ..	89,000

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.

Organizations in addition to the various missionary societies which engage in work of a social nature include the Red Cross, the Junior Red Cross, the Boy Scouts, the Girl Guides, the Country Women's Association, ex-servicemen's associations and sporting and social clubs. Interest in youth organizations is strong.

Sporting activities have developed considerably in Rabaul and Lae since welfare officers have been stationed at those centres on a full-time basis. A Sports Development Board consisting of leading sporting identities has been appointed in Rabaul and given a grant-in-aid by the Administration to assist the development of sports in the area. At Lae, 26 soccer teams play in a regular competition. A New Guinea Rugby Football League embraces teams from Madang, Goroka, Wewak, Mount Hagen, Wau and Lae and annual matches are played with teams from Papua. Other sports sponsored in the Territory include basketball, tennis and cricket. The number of competitions involving all racial elements is increasing and non-indigenous sportsmen are actively engaged in coaching and supervising the various matches. The Administration has continued to support this voluntary effort by the provision of equipment and playing areas, and considerable sums have been allocated for the development of playing fields, club-rooms and other facilities.

Preparations are being made for the Territory of Papua and New Guinea to take part in the British Empire and Commonwealth Games to be held in Perth, Western Australia, in 1962.

Recreation centres usually associated with a playing area are being established in increasing numbers at the main centres and at smaller stations throughout the Territory. The club-rooms, which have been equipped with canteens and, in some cases 16-mm. film projectors, also serve as meeting places for women's clubs, youth organizations and sporting bodies.

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 with no discrimination as to race, sex,

language and religion, except to the extent that it is still considered necessary to preserve certain provisions in order to protect the interests of the indigenous people, particularly in such matters as land acquisition, trading and industrial employment.

The work of revising all legislation of the Territory is continuing with a view to the removal of any form of racial discrimination. Where necessary, legislation will be amended or repealed, so that, unless special provisions are needed to guard the well-being of the people, in defined circumstances, or to respect their own customs, the laws of the Territory will apply equally to all inhabitants of the Territory.

Freedom of thought and conscience and the free exercise of religious worship are enjoyed by all inhabitants.

The Declaration of Human Rights is expounded and explained in schools. As English is taught and used in the schools, the Declaration has not been translated into the numerous local languages.

No important judicial decisions concerning human rights were made during the year.

Slavery.

Slavery is expressly prohibited under the *Papua and New Guinea Act 1949-1960* 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* except in such circumstances as are permitted by the International Labour Organization Convention concerning Forced or Compulsory Labour.

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 rights of assembly or the activity of any group or 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 the payment of any penalty incurred by reason of anything published in the paper, and 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.

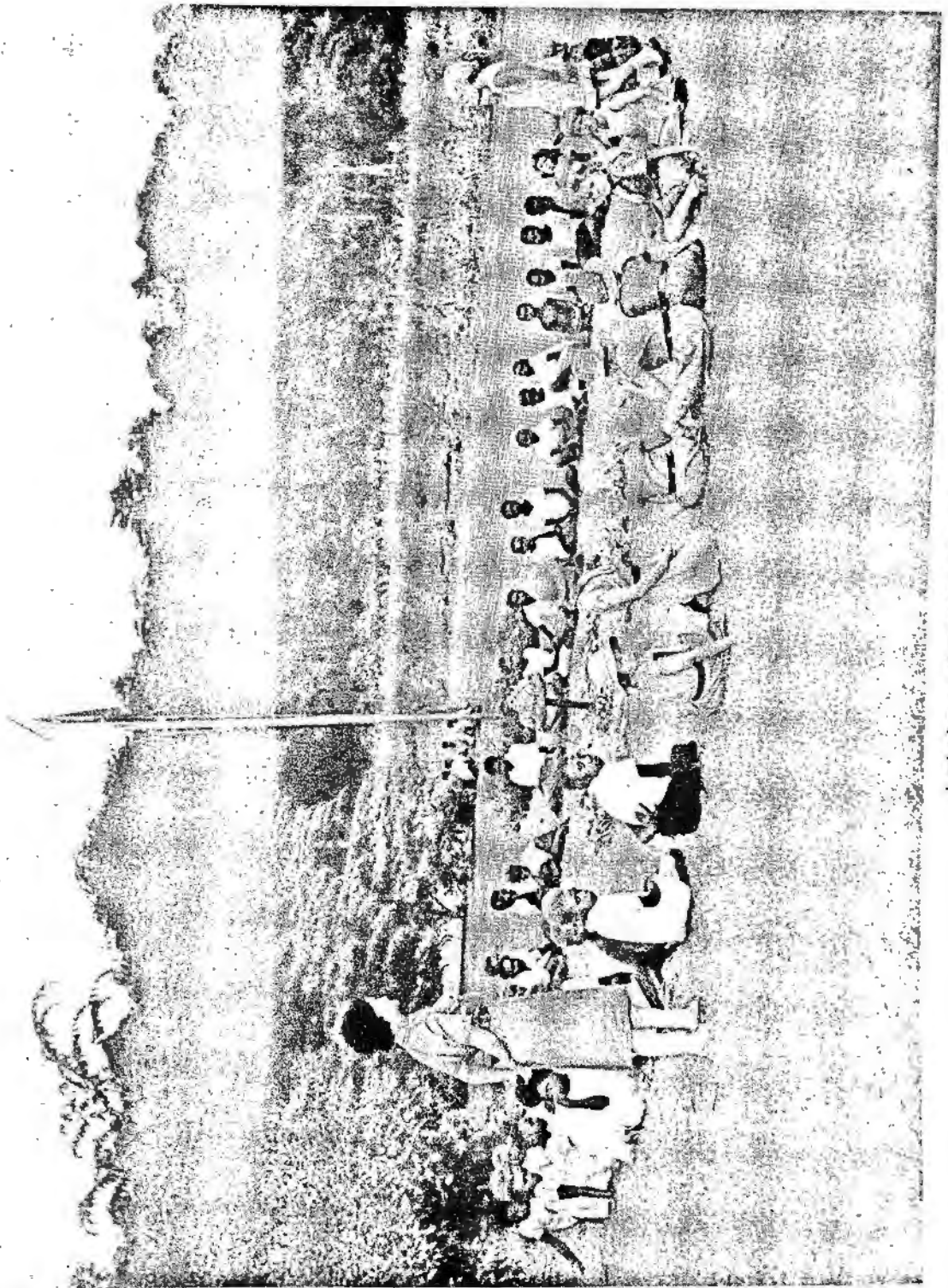
The *New Guinea Times-Courier*, which is a weekly newspaper, and the *South Pacific Post*, a bi-weekly newspaper, are printed in English and are published in Lae and Port Moresby respectively. A supplement to the *New Guinea Times-Courier* is printed in Melanesian Pidgin. These newspapers are delivered throughout the Territory by airmail. There are many subscribers to overseas publications. A number of news-sheets 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. There has been a noticeable increase during the year in the number of these publications, the contents of which usually consist of local news and contributions together with general news given a local bias. Those at present being produced include—

- Papua and New Guinea Villager* published monthly in English by the Department of Education;
- Katolik Nius* published monthly 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 at Vunapope;
- Aakesing* published monthly in the Kotte language and in Melanesian Pidgin by the Lutheran Mission at Madang;
- Aakesing* published monthly in the Kotte language by the Lutheran Mission at Lae;
- A Nilai ra Dovot* published monthly in Tinata Tuna, a Blanche Bay dialect, by the Methodist Overseas Mission at Rabaul;
- Lutheran Mission News* published monthly in the Yabim dialect and in Melanesian Pidgin by the Lutheran Mission at Lae;
- Jaeng Ng Ajim* published monthly in the Yabim dialect and in Melanesian Pidgin by the Lutheran Mission at Madang;
- Kris Medaeng Totol* published monthly in the Graged dialect and in Melanesian Pidgin by the Lutheran Mission at Madang;
- School News* published monthly in English by the Lutheran Mission at Lae;
- Our School News* published monthly in English by the Lutheran Mission at Madang;

- Idupa* published monthly in English and Melanesian Pidgin by the New Guinea Lutheran Mission, Missouri Synod, at Wabag;
- Topirpir* published monthly in a Tolai dialect by the Vunamami Local Government Council at Rabaul;
- Tok Tok Bilong Kaunsil* published monthly in Melanesian Pidgin by the Finschhafen Local Government Council at Gagidu, Morobe District;
- Missionary Stories* published quarterly in English by the Bismark-Solomons Union of Seventh Day Adventists at Rabaul;
- Tolai Cocoa Project News* published monthly in the Kuanua dialect by the Tolai Cocoa Project at Rabaul;
- Eastern Highlands Councillor* published monthly in Melanesian Pidgin by the Eastern Highlands Local Government Councils;
- Nius Bilong Yumi* published fortnightly in English and Melanesian Pidgin by the Division of Extension Services in Port Moresby, Papua;
- Madang District Council News* published monthly in Melanesian Pidgin by the Ambenob, Waskia and Takia Local Government Councils at Madang;
- Fatima Chronicle* published twice yearly in English by the Fatima College at Banz;
- Hahela Parish Bulletin* published monthly in English, Pidgin and Tasi by the Roman Catholic Mission at Hahela, Bougainville;
- Tikana News* published monthly in Melanesian Pidgin by the Department of Native Affairs at Kavieng;
- Wewak News* published monthly in Melanesian Pidgin by the Department of Native Affairs at Wewak;
- Kamonrai* published at two-monthly intervals in Melanesian Pidgin by the Baluan Local Government Council;
- Tok Tok Bilong Kiap* published monthly in Melanesian Pidgin by the Department of Native Affairs Welfare Office at Lae;
- Tambu*, a road safety news-sheet, published monthly in Melanesian Pidgin by the Department of Native Affairs Welfare Office at Lae;
- Lei-Wompa Council News* published monthly in Melanesian Pidgin by the Department of Native Affairs at Lae;
- Missionary Programme Guide* published quarterly in English by the Seventh Day Adventist Mission at Rabaul; and
- St. Michael's Messenger* published in Melanesian Pidgin by the Roman Catholic Mission at Kieta.

Indigenous Religions.

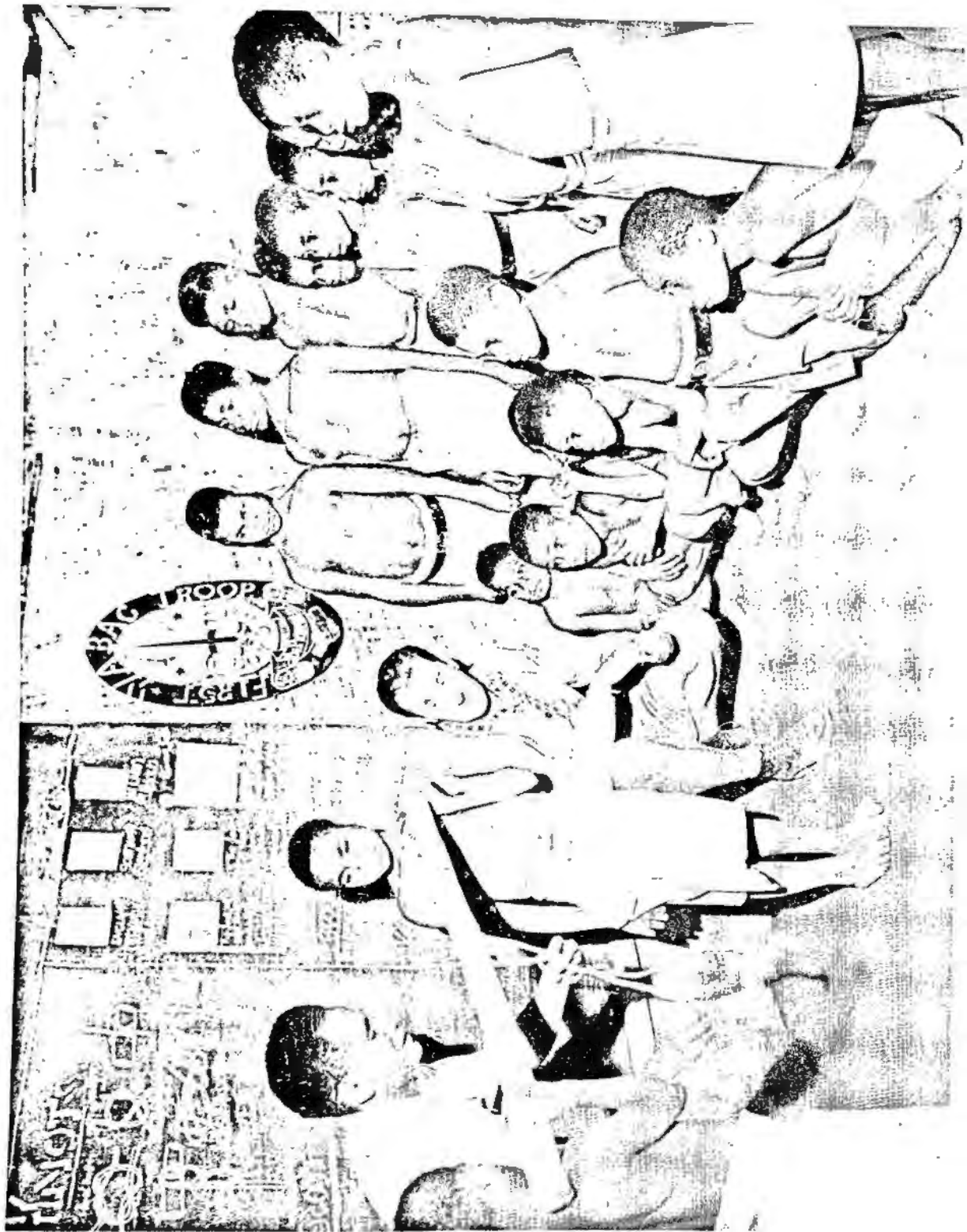
The religious beliefs and practices of the indigenous people receive protection and consideration under the provision of the law. This matter is dealt with more fully under Part I of the report.



A mixed group of Brownies at Rabaul.

[To face page 104.]

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Boy Scout Troop at Wahag Administration School.

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 assists missionary organizations through 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 Ordinance 1950* and the *Pari-Native Children 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 an additional mandate be issued in respect of that child. The adoption of non-indigenous children requires an order by the Supreme Court under the *Adoption of Children Ordinance 1951-1959* which establishes a relationship between the adopting parent or parents and the adopted child, as though the child had been born to the adopting parent or parents in lawful wedlock.

No specific provision has been made for a child itself to make an application in the case of ill-treatment or abuse, but adequate legal safeguards exist to protect children.

The legislation mentioned above will remain in force until the *Child Welfare Ordinance 1961*, which was passed by the Legislative Council during the year, is brought into force. The discrimination involved in having separate legislation for the various sections of the population was protective in aim but is no longer considered necessary and the new Child Welfare Ordinance, which repeals the existing legislation, applies to all children, irrespective of race, on such questions as adoption and the dealing with neglected, destitute, uncontrollable or incorrigible children.

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 indigenous persons born out of wedlock are determined by the customs of the community in which they live. To the knowledge of the Administering Authority no disabilities requiring legislative adjustment are placed on such persons in any particular community.

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.

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 homogenous indigenous society. *Bona fide* visitors for holiday or business purposes and transit travellers must be in possession of valid travel and health documents and non-negotiable steamer or air tickets for travel beyond the Territory. Additionally, assurances are required concerning accommodation and the availability of sufficient funds to cover the purposes of the visit. Applicants who have not acquired residential status and who wish to reside in the Territory must produce valid travel documents and evidence of sound health, good character and assured employment or the availability of sufficient funds; in addition they must enter into a guarantee of £70 or deposit that amount in cash with the Chief Collector of Customs. This deposit may be applied by the Administration towards the cost of maintenance of the immigrant or his transport to a place outside of the Territory if at any time within five years of entry he becomes a charge upon public funds.

CHAPTER 3.

STATUS OF WOMEN.

General.

The status of women in indigenous society varies according to social groups and a woman's influence in social matters is governed to some extent by such local circumstances as whether she lives after marriage in her husband's village or that of her own group. Where inheritance of property is based on matrilineal descent the status of women may be higher than in patrilineal society. Generally women own and may inherit various forms of

property. Women are not deprived of any essential human rights.

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 woman'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 and continue to be accepted as candidates for election to native local government councils, but 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 merely a first result of the extension of Administration control; 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 the young children. With the spread of education this disparity is being reduced, partly by men taking up paid employment, and partly through the introduction and expansion of cash cropping and other new forms of economic activity. 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 developments affecting the status of indigenous women have been the interest shown in the establishment and successful operation of maternity hospitals, welfare clinics and women's clubs and the increasing number of girls attending school and receiving vocational training. Not only are the clinics well attended but more and more native 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 women delegates from the Territory have attended South Pacific Conferences.

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*. 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.

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 regulation 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. Polygyny is widely practised but its incidence is decreasing. It forms an integral part of certain indigenous social

systems which would be disrupted by its sudden prohibition. 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. An additional 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 including, in a number of places, 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 mainly for women. Opportunities for indigenous women to enter the service of the Administration are still largely limited by a lack of education and training. The impact of accelerated teaching, nursing and infant and maternal welfare training, however, can already be observed.

The only legal restrictions imposed on the employment of women are contained in the *Native Employment Ordinance 1958-1960*, the *Native Women's Protection Ordinance 1951-1957* and the *Mines and Works Regulations Ordinance 1935-1956*.

The minimum wage rates prescribed by the Native Employment Ordinance and the Administration Servants Ordinance are the same for both men and women.

Organizations for the Advancement of Women.

The main agencies for promoting women's activities have been the Administration and such voluntary organizations as the Christian missions, the Red Cross and the Girl Guides, which have expanded their work in this particular field.

Co-ordination between the Administration and the voluntary organizations is achieved through a central advisory committee (made up of representatives of the

Administration, the various agencies and the indigenous people), which was set up in 1957, to stimulate the advancement of women and is assisted by district sub-committees constituted on similar lines. Through the medium of this consultative machinery a comprehensive programme of education and advancement has been developed, the success of which is illustrated by the increase in the number of women's organizations and training programmes and by the increasing participation of women in various aspects of public life.

Welfare officers have been appointed to four districts. Assisted by indigenous assistants they foster women's groups, organize training courses, cooking and sewing classes and sporting activities, give special assistance to women in urban housing settlements and visit female prisoners in corrective institutions.

Training courses include instruction in preparing 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 Department of Native Affairs provides funds for the payment of demonstrators and instructors and supplies equipment where necessary.

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

A conference of female welfare workers was held at Wewak in December, 1960, in conjunction with one of several training courses conducted by the South Pacific Commission's Women's Interests Officer, Miss Marjorie Stewart, who visited the Territory of Papua and New Guinea from November, 1960, to February, 1961. In the Eastern Highlands a training course for women leaders which was held in January attracted over 100 participants.

In January, 1961, the first of a series of short residential adult education courses for married couples from native local government council areas was held at Vunadadir. The influence of local government councils in raising the status of women is most marked. Not only are councils encouraging the promotion of women's groups by grants of equipment and transport and the employment of welfare assistants, but they are serving as a spur to women's wider interests. In the Eastern Highlands most women in council areas pay tax in order to vote at council elections and as the table of election results given in Chapter 5 of Part V shows, eligible female voters outnumbered the males at eight of the most recent elections held. Thirty-three women were nominated as candidates at the initial elections for the Lavongai Council (New Ireland) although none was elected, while at the Wewak Council election a woman candidate was only narrowly defeated.

A women's show at Kavieng in November, 1960, was attended by over 600 women who showed considerable interest in the wide range of handicrafts exhibited.

Added impetus will be given to the efforts being made to raise the status of women by the recent appointment of two women members to the Legislative Council—Miss

Alice Wedega, a Papuan, who has been very active in all matters connected with the advancement of women, especially in the Milne Bay District of Papua, and M. S. Roma Bates, an Australian, of Madang, who is a member of the Madang District Sub-committee for the Advancement of Native Women.

Women's Organizations.

At 30th June, 1961, there were 100 women's clubs as follows:—

Bougainville District	3
New Britain District	17
New Ireland District	15
Western Highlands District	2
Eastern Highlands District	22
Sepik District	24
Madang District	3
Merobe District	14

The popularity of the Girl Guide movement has continued and there are local associations with headquarters at Rabaul, Lorengau, Kavieng, Lae, Bulolo, Wau and Madang, while a Brownie pack has been established at Goroka. A satisfactory feature is the number of packs and companies made up of children of all races working together. An experienced Guider has been engaged in the Territory to train leaders amongst indigenous girls and women.

The Native People's Session broadcasts a weekly programme for women, in which there are special features, guest speakers and news items in English, Police Motu and Pidgin. The monthly *Papua and New Guinea Villager* and the news-sheet *Our News* devote sections to women's interests. A monthly newsletter, containing information on club activities and other items of interest to women, and pamphlets, posters and booklets on particular matters, prepared from time to time, are distributed to clubs.

CHAPTER 4.

LABOUR.

Policy.

Labour policy is an important part of general policy and cannot be developed in isolation from other activities in the Territory. Labour is one of the great resources of the Territory and its effective development will have a decisive influence on the rate and extent of economic progress. At the same time, wage employment is an important factor in social change; it provides one of the main points of contact between the indigenous people and the non-indigenous population and affords a practical channel for the educational advancement both of the individual and of the community. Labour policy is necessarily an evolving policy and as the rate of advancement of the population varies greatly from place to place, there are at any given time several different stages of evolution in active being.

Most of the Territory's indigenous population is engaged in subsistence agriculture and in providing for the needs of village life. The number of those engaged in remunerative work has been growing, however, and in recent years there has been a significant increase in the numbers self-employed in the production of cash crops or in various forms of contract work, or who are attracted into the new avenues of wage employment that have opened up—in the Public Service (including the fields of health and education), commerce and industry. Thus to-day, as well as the large body of unskilled workers, most of whom are under agreement with their employers, there is emerging a body of more highly skilled and more experienced wage-earners who are receiving either formal or on-the-job training for higher responsibilities. These latter workers are tending to concentrate in urban areas and settle there. Nevertheless, even those who are in regular employment do not as a general rule depend solely on wages for their livelihood. While some agreement workers are accompanied by their dependants, others leave them in the care of the village and casual workers employed close to their tribal areas usually obtain sustenance from their home villages. Workers engaged in wage employment away from their homes usually retain their village and tribal rights to property, as well as the obligations attendant on village and tribal life.

Since the Second World War labour policy has been adjusted both to keep pace with changing conditions and to anticipate prospective changes. The Native Labour Ordinance, which had for many years governed conditions of employment, was amended in 1950 to replace the indenture system by a system of labour under agreement, all penal sanctions for breaches of contract being removed. In 1952 and 1953 the Native Labour Ordinance was further amended so that, while the system of labour under agreement was maintained, the supervision over the engagement of labour and the conditions applying to the period of labour and the welfare of the worker were improved.

Until fairly recently, post-war policy has been based largely on the fact that most indigenous wage-earners were illiterate and were employed in unskilled or low-skilled occupations. One of the greatest problems has been to ensure that large-scale employment of indigenous persons away from their villages did not retard plans for the welfare and development of the people as a whole. It was considered that policy would best be served by measures that maintained village life and the attachment of the native inhabitant to his land. Thus, in 1956 the aims of labour policy were summarized 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 peoples;

- (ii) education of the indigenous people;
 - (iii) promotion of an association between the non-indigenous and indigenous communities favorable to the indigenes' own advancement and good relations between the races;
 - (iv) the association of both non-indigene and indigene in the development of the resources of the Territory in order to sustain a high 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 worker honour their obligations.

Pursuit of these aims involved continued Administration control of the recruitment of agreement labour and supervision of employment. These aims and the measures to implement them must continue to apply for some time to come to a large proportion of the people, mostly rural workers, whose interests can best be served by the supervision of the Administration.

At the same time it has been necessary to make proper provision for a growing body of more highly skilled workers emerging as a result of general social and economic progress. The Administration has introduced successive amendments to labour legislation affecting the various classes of skilled and unskilled workers it employs. The general purpose of these amendments has been to raise the standard of skill of the indigenous employee, to improve working conditions and wages and to introduce higher rewards for higher skill. Provision has also been made for the entry of native officers into the Public Service, either through the Auxiliary Division, which is a training division, or by direct appointment to the other divisions of the Public Service on the basis of the same entry qualifications as those required of non-native public servants. Information on the Public Service is contained in Part V., Chapter 4.

Other legislative measures have related to apprenticeship, industrial safety, the minimum age for employment at sea, workers' compensation, the protection of native workers entering into job contracts, and the establishment of a Native Employment Board to inquire into and advise the Administrator on matters relating to employment and wages. In association with a number of these measures, the provisions of which are described below under "Labour Legislation", the Legislative Council in 1958 enacted a completely new Native Employment Ordinance one of the main effects of which, in addition to improvements in working conditions, was the recognition of a class of freely-engaged labour consisting of those indigenous workers capable to a large extent of protecting their own interests.

To keep pace with the changes occurring, a Department of Labour has been created to take over from the Department of Native Affairs the function of administering labour legislation. While the new department will

continue to exercise in respect of the unsophisticated agreement worker the protective and supervisory functions previously carried out by the Department of Native Affairs, the more advanced workers are being encouraged to act and think for themselves and to accept some responsibility in the process of determining the terms and conditions of their employment.

In the past two years, indigenous workers have shown an awakening interest in the formation of trade unions and in improving wages and employment conditions. Their interest has already taken the form of joining in collective negotiations with employers and concluding industrial agreements covering two main urban areas, while at 30th June, 1961, negotiations in relation to a third area were in progress. In the light of these and other recent developments, the aims of labour policy as expressed in 1956 have now been enlarged by the addition of the following principles:—

- (a) to facilitate the growth of industrial organizations and to provide for their legal recognition;
- (b) to encourage good industrial relations;
- (c) to provide an orderly method for the determination of wages and terms of employment;
- (d) to assist in ensuring that the worker has stable employment and that industry has efficient labour;
- (e) to provide and encourage technical and vocational training directly related to the prospective market for labour;
- (f) to ensure protection and compensation in respect of all occupational hazards.

Legislation embodying these new aims of policy will shortly be introduced.

Labour Legislation.

The conditions of employment and welfare of indigenous workers in paid employment are governed by the *Native Employment Ordinance 1958-1960*, the *Transactions with Natives Ordinance 1958*, the *Workers' Compensation Ordinance 1958-1960*, the *Native Emigration Restriction Ordinance 1955-1958*, the *Administration Servants Ordinance 1958-1960*, the *Mines and Works Regulation Ordinance 1935-1956*, the *Minimum Age (Sea) Ordinance 1957-1958*, the *Native Apprenticeship Ordinance 1951-1960*, 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 first four of the above ordinances came into operation on 6th October, 1960, and the *Administration Servants Ordinance* on 1st December, 1960. (The *Native Labour Ordinance 1950-1956* and the *Natives' Contracts Protection Ordinance 1921-1952* were repealed by the *Native Employment Ordinance* and the *Transactions with Natives Ordinance* respectively.)

The most significant part of this legislation is the *Native Employment Ordinance*, which provides for two separate classes of agreement worker and two separate

classes of casual worker, and also makes special provision for safeguarding the health and welfare of female workers.

The ordinance lays down a comprehensive employment code and includes provisions covering the issue of clothing and other items of equipment, the provision of housing, messing, ablution, cooking and latrine facilities for employees and accompanying dependants, the payment of camping allowance, the supply and maintenance of tools of trade by employers (or alternatively payment of a tool allowance to employees) and the provision of medical requisites.

The Transactions with Natives Ordinance is designed to give protection to indigenous persons entering into job contracts by ensuring that both parties are aware of the nature of the contract and the requirements for its performance. Contracts, except those of a minor nature as described in the ordinance, are required to be in writing unless a district commissioner or district officer grants a written exemption, and are subject to inspection by the Labour Inspectorate. The Administrator has power under the ordinance to control grants or payments to a contractor of goods or commodities in lieu of money, advances in either cash or kind and the granting of credit.

The Workers' Compensation Ordinance establishes a single compensation code for all workers in respect of disease, injury or death arising out of or in the course of employment.

Under the Native Emigration Restriction Ordinance the Director of Native Affairs is empowered to authorize the employment of workers outside the Territories of Papua and New Guinea if he is satisfied that adequate arrangements have been made for their welfare and that the employment conditions are suitable.

The Administration Servants Ordinance provides for the determination of employment conditions and the training of indigenous people lacking the qualifications required for entry to the Auxiliary Division or any other division of the Service, but who wish to make a career with the Administration and to obtain the necessary qualifications through training. The ordinance, which is administered by the Public Service Commissioner, provides that the wages, allowances and other emoluments of an Administration servant and his conditions of service (other than the period of engagement) shall not be inferior to those prescribed under the Native Employment Ordinance in relation to agreement workers. More information on the employment and training of Administration servants is given in Chapter 4 of Part V, of this report.

Under the *Native Employment Board Ordinance 1957-1958*, a board of seven members has been established as an independent and representative body to advise the Administrator on employment and wage trends in the Territory. The board is empowered to hold inquiries on specific matters referred to it from time to time by the Administrator, as well as to advise on such factors as changes in cost of living likely to affect wage rates and periodically to review labour legislation.

The board consists of a chairman who is an officer of the Public Service, two indigenous representatives of indigenous employees, one of whom is from the Territory

of New Guinea and the other from the Territory of Papua, two representatives of employers of indigenous workers and two representatives of the Administration. Two inquiries (referred to below) have been completed by the board—one into wage scales for indigenous employees and the other into the minimum age for employment. A third inquiry, into wage scales in Madang, was in progress at 30th June, 1961.

Organization of the Department Responsible for the Administration of Labour Laws.

The administration of labour legislation was transferred on 24th March, 1961, from the Department of Native Affairs to the newly created Department of Labour. The new department, which is responsible for supervising the employment conditions of all workers other than those directly engaged under Public Service and Police Force statutes, has the following principal functions:—

- (a) the control of the registration of employee and employer organizations and the provision of the necessary registry facilities;
- (b) the development and encouragement of negotiations between employees and employers and their associations at the individual employer and industry levels and the provision of necessary conciliation facilities;
- (c) the establishment of a system of consultation between the Administration and representatives of employees and employers on labour legislation and other industrial matters;
- (d) the provision of an employment placement service, a vocational guidance service and a personnel management service to employers, and assistance and advice on health, welfare and safety matters;
- (e) the administration of legislation relating to employment in the Territory;
- (f) research into such labour matters as employment requirements, patterns and levels of wages and conditions of service, and means of promoting industrial safety, health and welfare;
- (g) the provision of advice on industrial and commercial training;
- (h) labour inspection; and
- (i) advice to workers on the formation of industrial organizations and on industrial relations matters.

The Department of Labour has absorbed the personnel of the former Native Labour Branch and additional staff will be recruited to enable the department to administer the new and wide range of employment and associated legislation efficiently and to give effect to overall policy.

At 30th June, 1961, the department had a field strength of nine labour officers and nine inspectors stationed in the Territory, in addition to its headquarters administrative personnel.

Indigenous personnel will be trained as labour officers and inspectors, as suitable applicants become available.

Opportunities for Employment.

At 31st March, 1961, there were 52,367 indigenous people in paid employment (including members of the Police Force but excluding members of the Public Service) compared with 50,175 at 31st March, 1960. Private industry employed 39,756 of whom 26,157 were general plantation workers. Native workers employed by the Administration and Commonwealth Government departments numbered 12,611 including 1,766 members of the Police Force. Of the total number employed, approximately 16,100 were engaged in skilled or semi-skilled occupations.

The increase in employment figures resulted mainly from accelerated Administration activities, particularly in the provision of improved education and health services. There were further signs of a tendency for privately employed workers to prefer casual employment to permanent employment under agreement. Last year there were 5,711 more agreement workers than casual workers in private employment whereas the difference this year has fallen to 3,620. Interest in job-contracting as distinct from normal employment is also increasing.

Terms and Conditions of Employment.

The conditions of employment outlined in this and the following sections apply to all indigenous workers, other than members of the Public Service, members of the Constabulary, Administration servants and contract workers under the Transactions with Natives Ordinance.

The Native Employment Ordinance provides for the following classes of indigenous workers:—

Agreement Workers (Classes 1 and 2).—Class 1 comprises single men or men who are not accompanied by their wives and families. The maximum period of employment for this group is two years, although married men who are joined by their wives and families during the period of agreement may enter into a further agreement for a maximum additional period of two years. Class 2 comprises married men accompanied by dependants. Men in this group may engage for a period of up to three years, with the option of re-engaging at the expiry of the agreement for a further year, giving a maximum of four years. Apart from the cases of immediate re-engagement referred to above a lapse of at least three months must take place between successive agreements entered into by either class of worker.

An agreement may be terminated before the date of expiry on application by either party to a court or an employment officer, on compliance with conditions specified in the ordinance. Subject to proclamations directed at regulating the employment of indigenous workers from or in certain areas, an agreement worker may be employed anywhere within the Territory. Agreement 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 the place of employment, and to their

homes on completion of employment. Civil remedies are open to both parties for breach of agreement. Details of the action taken in relation to breaches of agreement are contained in Tables 13, 14 and 15 of Appendix XVII.

Casual Workers.—Casual workers are employed without an agreement and their employment may be terminated without notice at any time by either the employer or the worker. Casual workers (other than advanced workers—see below) may be employed only within their own home sub-district or within 25 miles of their homes. The Administrator may declare that the distance limitations do not apply to employment in specified areas or to individuals or classes of workers. The Administrator has so far declared that the distance limitations do not apply in the case of persons employed as a member of a boat's crew, in domestic service, in stevedoring, in mineral exploration, in the construction and maintenance of aerodromes, in the seasonal harvesting of coffee, or in any other occupations where a cash wage of not less than £2 a week is paid in addition to the provision of clothing, other articles and accommodation.

Advanced Workers.—A worker who has reached a certain stage of advancement may be issued by a district officer with an Advanced Worker's Certificate permitting him to be employed anywhere in the Territory on a cash wage basis. This cash wage includes cash in lieu of the rations, clothing and other articles prescribed in the ordinance.

Females and Juveniles.—Women may be employed under agreement for a two-year maximum period in specified occupations, e.g., nursing, teaching and domestic service; and as casual workers in these and other specified occupations, e.g., clerical work, factory work, and cocoa-, coffee- or tea-picking. Additional information about the special conditions applying to the employment of female workers is given later in this chapter. The employment of persons under the age of sixteen years is forbidden.

Recruitment of Workers.

Recruitment is voluntary and workers are free to choose the occupations in which they wish to work. Employers and native employment agents, duly licensed by district officers, may engage workers.

Special health conditions (described later in this chapter) apply to the engagement of workers from high altitude areas (above 3,500 feet) and their recruitment is undertaken by Administration officers to ensure observance of the measures prescribed. Such workers may be engaged under agreement for the normal prescribed periods of service, but their employment on a casual basis is subject to the prior written approval of the Secretary for Labour.

Remuneration.

Wages must be paid in coin or notes which are legal tender in the Territory.

At least one-half of the wages of an agreement worker (Class 1) and at least one-third of the wages of an agreement worker (Class 2) must be deferred. An advance

against deferred wages, not exceeding half the total deferred wages at any one time, may be paid to the employee for urgent reasons. Casual workers must be paid their cash wages in full at lunar-monthly or more frequent intervals.

On a recommendation of the Native Employment Board, resulting from its inquiry into wage scales, the minimum annual cash wage, originally prescribed at 325 shillings with effect from 6th October, 1960, was increased as from 2nd January, 1961, to 390 shillings for first year employees and 455 shillings thereafter.

The new cash wage represents a minimum cash wage of 30 shillings per lunar month in the first year of employment and 35 shillings per lunar month thereafter, in addition to the free provision of accommodation, medical attention, food, clothing, cooking and eating utensils, blankets, towels, soap, tobacco, matches, and such other articles as are prescribed for the worker and his accompanying dependants.

Persons employed in heavy labour are paid an additional cash wage of 130s. per year, and an allowance at the rate of 65s. per year is payable to men working under "camp" conditions.

As a rule only completely unskilled or trainee workers are paid the minimum cash wage specified in the Native Employment Ordinance, skilled and semi-skilled workers being paid according to their qualifications and abilities. Tables 5, 6 and 7 of Appendix XVII indicates the range of wages paid in various skilled and semi-skilled occupations.

For the purpose of calculating overtime payments, the prescribed annual value of food, clothing and other articles (currently £71 10s. per annum) is added to the annual cash wage. The legislation prescribes a higher rate for overtime payments than formerly. Time and one half is payable for ordinary overtime, double time for Sundays and "time-on time" (equivalent to double time) for holiday overtime, with a minimum hourly rate of 1s. 6d. for ordinary overtime, 2s. for Sunday overtime and 1s. for holiday overtime. An employee may be given time off in lieu of overtime payments.

Payment for "stand-by" duty at one-tenth of the hourly rate and for "call-out" duty at normal overtime rates plus 2s. an hour is also prescribed. Where the period of "call-out" duty is less than three hours, overtime for three hours is paid.

The prescribed free issue of rations at daily and weekly intervals provides a wide range of alternative foods for employees and their dependants. The scale, which is set out in the Fourth Schedule to the Native Employment Ordinance, was drawn up by nutritional experts in collaboration with the Department of Public Health.

A worker who is considered competent to purchase a balanced diet or who has an ample supply of locally produced foods available to him may be issued by the district officer with a permit to enable him to be paid, in lieu of rations for himself and his accompanying dependants, a monetary allowance calculated on the

average retail prices within the sub-district where he is employed. Payment of an allowance in lieu of the issue of prescribed clothing and other articles is not permitted.

The monetary value of food, clothing and other prescribed free issues varies from time to time and from place to place; at the close of the year under review it was estimated to average £5 19s. 2d. per calendar month.

There is no provision for compulsory saving other than the deferred wages system for agreement workers. Deductions from deferred wages may be authorized only by a court, upon application by 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.

Urban Cash Wage Agreement.—During the inquiry into wages scales by the Native Employment Board representatives of employers and indigenous employees held discussions and reached agreement for the payment of a cash wage to unskilled workers in the urban areas of Rabaul and Lae (and also Port Moresby). On the recommendation of the Native Employment Board (made at the request of the representatives) the Native Employment Ordinance was amended with effect from 2nd January, 1961, to enable the Administrator, on the recommendation of the Board, to approve agreements of this kind by notice in the Gazette and also to declare such an agreement to be a common rule in relation to groups of employers and employees in certain areas. The Rabaul-Lae Agreement was approved with effect from 2nd January, 1961, and was made a common rule with effect from 16th January, 1961, in relation to all employers and employees in or near Rabaul and Lae excepting those employed in domestic service, stevedoring and shipping services and primary production. Workers employed in stevedoring operations and shipping services were exempted from the terms of the agreement pending negotiations on their conditions of employment and rates of pay. The agreement also gave the Chairman of the Board power of determination in the event of dispute as to the terms of the agreement.

Under the agreement, employers, including the Administration, are required to pay to unskilled workers, at intervals no greater than a fortnight, a minimum cash wage of £3 a week. In the case of an employee living away from his home village, the employer is obliged to provide accommodation, food, clothing and other articles for his accompanying dependants without deduction from the cash wage. Where the employee is living in or near the urban area, the employer may make deductions in respect of food supplied to the employee (at actual cost) and accommodation or transport provided for him (at rates to be assessed by the Chairman of the Native Employment Board, subject to a maximum of 12s. a week for accommodation and 9s. a week for transport). Items of food or meals are supplied only if the employee so requests, or in certain cases with the approval of the Chairman of the Native Employment Board.

Overtime is payable at time and one-half for week days (with a minimum rate of 2s. an hour) and at double time for Sundays and holidays (with a minimum rate of 2s. 9d. an hour). Workers employed by the day or in shifts are paid at the rate of 12s. a day for shifts of eight hours, with double rates on Sundays and holidays; no deductions are permissible. Except for employment in domestic service, stevedoring and shipping services, and in primary production, employment in or near Lae is restricted, under the terms of the Agreement, to casual workers; in Rabaul agreement workers also may be employed but must receive a wage of not less than £3 a week.

Stevedoring Agreements.—On 21st April, 1961, the Chairman of the Native Employment Board (in accordance with the power given to him under the Urban Cash Wage Agreement) ruled that the appropriate provisions of the Urban Cash Wage Agreement should apply to workers engaged in stevedoring operations in Rabaul and Lae. (These workers had been conditionally exempted from the provisions of the Urban Cash Wage Agreement pending further negotiation as to their rates of pay and conditions of employment.) As a result the following rates now apply for waterside workers in Rabaul and Lae:—

- Senior native foreman—20s. a shift of eight hours;
- Winchmen and hatchmen—17s. 6d. a shift of eight hours;
- General labourers—12s. (Rabaul) and 11s. (Lae) a shift of eight hours.

The difference of 1s. a shift of eight hours between Lae and Rabaul rates is based on the fact that in Rabaul stevedores are transported to and from their places of residence each day, whereas in Lae, because of the distances involved, they must be housed by the employer for varying periods of time, during which full accommodation and meals are provided free of charge.

Except for the changes introduced by the Stevedoring Agreement for Lae and the application of the Urban Cash Wage Agreement to stevedores at Rabaul, stevedoring employees work under the general provisions of the Native Employment Ordinance applicable to casual workers.

Apprentices.—From 2nd January, 1961, the wages of indigenous apprentices were raised, on the recommendation of the Native Employment Board, to £3 5s. a week for the first year, rising by annual increments to £6 10s. a week in the fifth year in the case of the first class trades, and £4 10s. a week in the fourth year in the case of second class trades. Deductions from these wages for accommodation, food and transport may be made at the same rates to those prescribed under the Urban Cash Wage Agreement.

Discrimination and Equal Remuneration.

The differences that exist between sections of the community with regard to opportunities for employment and wages rates are not due to discrimination on grounds of

race but result from 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.

Hours of Work.

The hours of work are forty-four hours a week from Monday to Saturday inclusive, with a break of one hour after each period of four hours' work (or a break of one hour after five hours' work where a tea break of not less than ten minutes has been given during the five hours). Employees other than shift workers must be given a rest period of at least twenty-four consecutive hours in every week, while shift workers must be given, in every period of twenty-eight days, rest periods which in the aggregate total not less than ninety-six hours and which in each instance shall not be less than twenty-four consecutive hours.

All time worked in excess of eight hours in any one day from Monday to Friday, or afternoon on Saturday, and all work on a Sunday or public holiday are treated as overtime for which special rates are paid. Overtime for shift workers is all time worked in excess of eight hours in any one day, all time worked on a public holiday and all time worked in excess of forty-four hours in any period of seven days. Except in emergencies as prescribed, the maximum hours which may be worked in any one day by any employee may not exceed twelve, including overtime.

Special payments are prescribed in respect of workers on "stand-by" duty, i.e. workers under request to hold themselves in readiness for possible duty, and those on "call-out" duty, i.e. emergency overtime.

Medical Inspection and Treatment.

The Native Employment Ordinance provides that a prospective employee shall undergo medical examination before entering into a written agreement for employment, and upon termination of the agreement. An employer is required to provide at the place of employment free medical treatment for all his employees and the wives and children accompanying them 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 and dependants at places of employment.

Special medical safeguards are prescribed in relation to workers from high altitude areas (above 3,500 feet) who proceed to places of employment at 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.

No illnesses or deaths amongst indigenous workers attributable to occupational diseases were reported during the year. Industrial accidents reported totalled 117 of which 24 were fatal.

Housing and Sanitary Conditions at Places of Employment.

The Native Employment Ordinance prescribes the types and minimum dimensions of houses for the accommodation of indigenous employees and their accompanying dependants. The previous minimum standards for sleeping, cooking, messing, ablution and sanitary facilities have been substantially improved. Standards of construction are now specified in the Native Employment Ordinance, whereas previously they were merely required to be of a reasonable nature.

Workers' Compensation.

Compensation for disease, injury or death arising out of or in the course of employment is provided for under the *Workers' Compensation Ordinance 1958-1960* which lays down a single code of compensation for all workers with scales of compensation payments related to wage levels. The maximum amount of compensation in respect of death or for specified injuries is £2,350 with a minimum of £141 for specified injuries. Provision is made for the payment of £100 in respect of each fully dependent child under the age of sixteen years of a deceased worker, for payment of medical and funeral expenses and for weekly payments (not exceeding the amount of the weekly wage) to totally or partially incapacitated workers.

When payment of compensation is authorized in the case of a worker whose wages are less than £400 a year, 27 per cent. of the prescribed maximum is payable, and where the wages are £400 a year or more, but less than £668, 60 per cent. of the maximum is payable. In calculating the wages of indigenous workers the value of accommodation, rations, clothing and other issues (prescribed as £165 a year) is added to the cash wage.

In cases of partial incapacity the court has power to award a lump sum in compensation. When a worker sustains injury causing temporary incapacity he suffers no economic disadvantage inasmuch as his employer continues to supply wages, food, accommodation, &c., as if he were still working.

The legislation provides that where a Court for Native Affairs certifies that any dependants of an indigenous worker are dependants by native custom, the total amount of compensation payable to all such dependants shall not exceed £100.

Except where the Administrator authorises an employer to undertake the liability to pay compensation to his own workers the ordinance provides that an employer shall obtain from an approved insurer a policy of insurance for the full amount of his liability.

Provision is made for the appointment of medical referees and for disputed cases to be settled by arbitration, with the right of appeal to the Supreme Court.

There are as yet no positive provisions for the rehabilitation of injured workers. Tables 10 and 11 of Appendix XVII give details of workers' compensation cases handled during the year.

Employment of Women and Juveniles.

As mentioned earlier new provisions are included in the Native Employment Ordinance to encourage the employment of females while at the same time protecting their health and welfare. Occupations in which they may be employed under Agreement or as casual workers are prescribed. Employment in heavy labour is prohibited and provision is made for the granting of maternity leave of absence and for rest periods. The minimum wages for males have equal application to females.

The employment of persons under the age of sixteen years is forbidden, except as apprentices under the Native Apprenticeship Ordinance which prescribes a minimum age of fifteen years, or for service at sea under the Minimum Age (Sea) Ordinance which permits a minimum age of fourteen years under prescribed circumstances. The Native Employment Board has completed an inquiry into the minimum ages for employment and its recommendations are under consideration.

The employment of women and juveniles in underground work is forbidden by the mining legislation.

Underground and Night Work.

The Native Employment Ordinance 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. The legislation excludes the employment of women and juveniles underground. 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 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.

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 *Explosives Ordinance 1928-1953*, 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.

A comprehensive draft law to provide appropriate industrial safety, health and welfare measures for all workers came before the Legislative Council in June, 1961, and is being examined by the Council.

Compulsory Labour.

The *Papua and New Guinea Act 1949-1961* prohibits forced labour except in accordance with the provisions of the Convention concerning Forced and Compulsory Labour. The Native Administration Regulations provide for the compulsory planting and cultivation of food crops in an area which has been declared by the Administrator to be liable to a famine or deficiency in food supplies. Such work 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 are no other statutory provisions in respect of compulsory labour.

Training of Skilled and Other Workers.

The technical training schools, both Administration and mission, as part of their functions prepare students for apprenticeship. Students who do not enter apprenticeship are given two additional years of trade training on completion of which they are qualified to take positions as improvers or trade assistants and engage in simple contract work for their communities. At 30th June, 1961, 390 students were attending technical training schools.

As indicated in the relevant chapters of this report, vocational training is provided by various Public Service departments, in particular, the Departments of Public Health, Native Affairs, Posts and Telegraphs, Customs and Marine, Forests, and Agriculture, Stock and Fisheries, and on-the-job training is also carried out in private industry. The training of officers of the Public Service is described in Chapter 4 of Part V.

Plans for the training ship on which indigenes will be given higher-level training for service in coastal vessels are well advanced. On completion of the courses these trainees will be eligible to qualify by examination for a Coastal Master's Certificate, a Coastal Officer's Certificate or a Coastal Engineer's Certificate.

Land has been acquired near Port Moresby for the establishment of an artisan training centre in ship repair trades and a school of nautical training. Meanwhile the training of seamen and engine-room operators at the Nautical Training School, Hollandia, Netherlands New Guinea, is continuing. A group of trainees completed a ten months' course in pre-sea training at the Hollandia School at the end of 1960 and joined the crews of Administration- and privately-owned coastal ships in the Territory. A second group entered the School in April, 1961.

The *Native Apprenticeship Ordinance 1951-1960* provides for apprenticeship in specific trades leading to the granting of trade certificates. Apprenticeship is controlled by an Apprenticeship Board consisting of seven members of whom three are representatives of interests outside the Administration and four are officers of the Administration. In addition, the board has a permanent executive officer. The apprenticeship scheme enables apprentices who complete their indentures and pass their final trade examinations to gain recognition as skilled tradesmen, and industry benefits by the establishment of fixed standards. As the level of standards in primary education is raised, apprenticeship standards also will be raised. The apprenticeship system in operation is based on the same principles as those which have applied in Australian industry for many years.

The courses of training, which are defined by panels of experts in the various trades, include both theoretical and practical work and are designed to suit Territory conditions. All apprentices receive on-the-job training and additional training at the technical education centre, where they also continue their general education in English and arithmetic.

Trades provided for under the scheme are classified as either first-class or second-class. First-class trades are those which have an equivalent in other countries and require a five-year period of training. Second-class trades are those which are suited to Territory requirements but have no equivalent elsewhere, or in which a shorter period of training (four years) can give the level of competence needed in the Territory.

The following trades, all of which except driver-mechanic and radio telegraphist are first-class trades, have so far been covered:—

Bookbinders;	Mechanic—Refrigerator;
Carpenter and Joiner;	Mechanic—Electrical;
Draughtsman;	Machinist—Wood;
Driver—Mechanic;	Plumber;
Electrician;	Printer—Compositor;
Fitter—Diesel;	Printer—Letterpress
Fitter—Machinist;	Machinist;
Mechanic—Aircraft	Radio Telegraphist;
Assistant;	Shipwright;
Mechanic—Diesel;	Welder.
Mechanic—Motor;	

There are now 111 trainees under apprenticeship agreement, and fourteen who have completed their indentures but are continuing with technical training to qualify for their certificates. Since the inception of the scheme nineteen New Guinea apprentices have qualified for their certificates.

An arrangement exists whereby youths of all races within the Territory who have reached the required educational standard may be apprenticed under the apprenticeship system of one or other of the Australian States. Twenty youths are so indentured, including an indigenous

apprentice from New Guinea who is receiving trade instruction as a motor mechanic with the Shell Oil Company Limited, Brisbane, and who received an honours pass in his first year examinations.

Freedom of Movement of Persons to Neighbouring Territories for Employment Purposes.

Except for the distance limitations associated with the employment of casual workers other than advanced workers, referred to earlier in this chapter, there is no restriction on the employment of indigenous inhabitants of the Territory of New Guinea in Papua or *vice versa*.

At the close of the year 5,619 workers from New Guinea were employed in Papua and 1,125 Papuans were employed in New Guinea.

Permanent 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 permanent employment elsewhere and none has done so. A number of indigenous people have been authorized to leave the Territory for specified periods for purposes associated with their employment or for specialized training.

There is no provision under the labour legislation for a system of labour passes or work books.

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, as for all other indigenous workers employed in the Territory, is required to meet the standards prescribed under the Native Employment Ordinance.

Unemployment.

No problem of unemployment exists in the Territory. Visitors to towns for the most part are country people who, in some cases, may be seeking employment on the urban labour market but are also able to practise subsistence agriculture or forms of cash cropping for a living and need not depend on wage employment as their only means of economic support. Among workers who have adopted wage-earning as a stable way of life, a small amount of temporary unemployment may exist from time to time as a result of voluntary changes of employment or unwillingness to accept work in rural areas adjacent to the main urban centres.

Indebtedness.

Indebtedness among wage-earners and salaried workers is negligible and does not present any problems.

Trade Unions.

An organization of indigenous workers known as *The Madang Workers' Association* has been formed in Madang, following the formation of similar organizations

in the Territory of Papua, viz., the *Kerema Welfare Association* and the *Papua and New Guinea Workers' Association*. Like its Papuan counterparts, *The Madang Workers' Association* has taken an active interest in the inquiries conducted by the Native Employment Board and has negotiated with employers' representatives for improved conditions.

Special attention is being given to such organizations to ensure that they are founded on sound principles and develop along constructive lines, and an officer of the Administration has assisted them in their formative stages. More recently a full-time Industrial Organizations Officer has been appointed to advise Territory workers on the formation of industrial organizations; to train officers and members of organizations in management and financial procedures and other matters associated with the daily conduct of their affairs; and to assist organizations in the exchange of information and opinions and in the development of unity and good relations between organization members of various districts. Other duties include the promotion of social and welfare activities within organizations, in liaison with officers of the Department of Native Affairs. Draft legislation designed to facilitate the carrying out of these functions is being prepared.

Until indigenous industrial organizations have progressed to the stage where they can engage and instruct their own advocates, arrangements have been made for the Public Solicitor, who already performs the functions of providing legal advice and assistance to the indigenous people, to help them in the preparation and conduct of any industrial claims they may wish to make.

Settlement of Labour Disputes.

Workers are encouraged to report complaints that may lead to a stoppage or dispute to the nearest government station before a stoppage occurs. 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.

Particulars of industrial disputes and of complaints received are given in Tables 16 and 17 of Appendix XVII. In keeping with the development of employer and employee organizations, legislation is being drafted to provide for the establishment of legally recognized institutions designed to assist the development of harmonious industrial relations.

The right to strike will continue to be recognized under the provisions of the Criminal Code.

Application of International Labour Organization Conventions.

The following Conventions adopted by the International Labour Organization which have been ratified by Australia, have been extended to the Territory from the dates shown—

No. 7—Convention Fixing the Minimum Age for the Admission of Children to Employment at Sea, 1920; 8th July, 1959.

- No. 8—Convention Concerning Unemployment Indemnity in Case of Loss or Foundering of the Ship, 1920; 6th November, 1937.
- No. 10—Minimum Age (Agriculture) Convention, 1921; 8th July, 1959.
- No. 11—Convention Concerning the Rights of Association and Combination of Agricultural Workers, 1921; 8th July, 1959.
- No. 18—Workmen's Compensation (Occupational Diseases) Convention, 1925; 8th February, 1961.
- No. 19—Equality of Treatment (Accident Compensation) Convention, 1925; 8th February, 1961.
- No. 27—Marking of Weights (Packages Transported by Vessels) Convention, 1929; 6th August, 1931.
- No. 29—Convention Concerning Forced or Compulsory Labour, 1930; 2nd January, 1932.
- No. 42—Workmen's Compensation (Occupational Diseases) Convention (Revised), 1934; 8th February, 1961.
- No. 45—Convention Concerning the Employment of Women on Underground Work in Mines of all Kinds, 1935; 14th December, 1954.
- No. 85—Labour Inspectorates (Non-Metropolitan Territories) Convention, 1947; 30th September, 1954.
- No. 105—Abolition of Forced Labour Convention, 1957; 8th February, 1961.

CHAPTER 5.

SOCIAL SECURITY AND WELFARE SERVICES.

There is no special legislation dealing with social security on a broad basis and, as far as most 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 organisation, which provides 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 and surgical 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 officers of the Public Service. (*The Papua and New Guinea Retirement Benefits Ordinance 1960 and Regulations*, which provide a retirement benefits scheme for officers of the Public Service who were born or are deemed to have been born in the Territory, came into force on 8th June, 1961).

A Child Welfare Ordinance providing for the establishment of children's courts, recognized institutions and associated welfare organizations has been passed by the Legislative Council, but is not yet in force.

CHAPTER 6.

STANDARDS OF LIVING.

A survey of the cost of living for the indigenous people has not been practicable. In their social system the people can 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. This system still provides a basic livelihood for the great majority of the people but they are gradually entering into a more complex system of production.

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 native farmers to clear large areas for gardens, to cultivate them better and to increase production. As soon as possible, officers of the extension service 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 people to adopt improved methods of agriculture. This usually leads to a further increase in production and a surplus for sale, the proceeds of which 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 commercial activity, in fact the whole effect of culture contact, is rapidly improving living standards.

The administration is trying to improve standards of health and general welfare; yaws have been largely eradicated; and particular attention is being paid to nutrition and hygiene, the elimination of tuberculosis and malaria, the extension of education and training in more efficient and productive techniques.

Clothing standards are improving; the use of the lavalava is widespread and western types of clothing are common in or near towns and other settlements. 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 built of permanent materials are gaining 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) an amendment to the Restaurants (Licensing) Ordinance to control the sale of food in mobile stores, to provide for temporary licences and to give health inspectors and assistant health inspectors powers and functions similar to those of a local medical authority;
- (b) amendments to the Dangerous Drugs Ordinance to bring the definition of morphine and cocaine into line with the requirements of the Geneva Convention; and
- (c) an amendment to the Public Health Ordinance to give the power, to a legally qualified medical practitioner, of performing blood transfusions on minors in cases where it is necessary to save life and the guardian of the minor has refused consent.

The *Anatomy Ordinance* 1961, which was assented to on 19th June, 1961, but has not yet been brought into operation, provides for the practice of anatomy and sets out detailed provisions for the establishment of schools of anatomy in the Territory.

Departmental Organization.

The Department of Public Health, headquarters of which are in Port Moresby, Papua, is under the control of the Director of Public Health.

The Department has seven functional divisions as follows, each under the supervision of an assistant director:—Medical Services; Preventive Medicine; Medical Training; Infant, Child and Maternal Health; Medical Research; Mental Health; and Administration. In May, 1961, a

Medical Statistics and Evaluation Section was created in the Department of Public Health, to provide expert epidemiological and statistical assistance to all special divisions and sections as required, and especially in connexion with the proper design, interpretation and evaluation of medical research and the future planning of the malaria control programme and such other long standing campaigns as those against tuberculosis and leprosy.

For the purposes of public health administration the Trust Territory is divided into three geographical regions—the New Guinea Mainland, New Guinea Highlands and New Guinea Islands Regions—each under the administrative control of a regional medical officer; the headquarters of the regions are at Lae, Goroka and Rabaul, respectively.

Staff.—Table 1 of Appendix XIX sets out, by occupation, the numbers of both medical and non-medical staff at 30th June, 1961.

Seven medical officers trained under the cadetship scheme were appointed during the year, and six of these are now serving in New Guinea. An additional twelve cadets have been appointed and are studying at universities in Australia.

Indigenous staff employed include 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. Three assistant medical practitioners were stationed in New Guinea at 30th June, 1961. Thirty members of the indigenous staff in New Guinea 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.

Most of the mission organizations provide medical services. These comprise 76 hospitals, 274 aid posts or medical centres, 82 welfare clinics, three hansenide colonies and one tuberculosis hospital, which are staffed by 578 indigenes and 211 others including 12 medical practitioners. A 40-bed tuberculosis hospital has been opened at Tung in the Madang District. 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 £186,308 for the year under review. Grants-in-aid for the construction of mission hospitals and pre-school play centres amounted to £80,838.

Three Administration hansenide colonies, two tuberculosis hospitals and one combined hansenide and tuberculosis hospital are staffed and administered by missions on behalf of the Administration. The expenditure on these institutions totalled £116,779, all of which was met by the Administration.

There are no private hospitals other than those conducted by missions, but five medical practitioners, four dental surgeons, three pharmacists and an optician are in private practice. One hundred and twenty-nine medical assistants are employed on various plantations.

The *Medical Ordinance* 1952-1960 provides for registration of physicians, dentists and pharmacists and strict control is exercised to prevent practice by unauthorized persons.

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 and regular reports of infectious diseases are sent to the two latter bodies. The Director of Public Health is a member of the Research Council of the South Pacific Commission.

In November, 1960, the Assistant Director (Medical Training) began a four months' World Health Organization fellowship tour to study medical training in Manila, Singapore, Malaya, Vietnam, India, Ceylon, Sudan, Nigeria and Uganda, and in March, 1961, the Assistant Director (Research) took up a three months' World Health Organization fellowship to study medical research in the United States of America.

The Specialist Medical Officer (Tuberculosis) was granted a six weeks' World Health Organization fellowship tour in tuberculosis research, which began in March, 1961, and involved visits to the Philippines, Formosa, Japan, Hong Kong, India and Singapore.

The Assistant Director (Medical Training) represented the Director of Public Health at the conference of Directors of Territorial Health Services held in Noumea, New Caledonia, during May, 1961.

The Director of Public Health is a member of the National Health and Medical Research Council of the Commonwealth of Australia and was represented by the Acting Director of Public Health at the meeting held in November, 1960. The Director attended the May, 1961, meeting. Both meetings were held in Canberra.

In May, 1960, a medical assistant was granted a twelve months' World Health Organization fellowship to study health education in Manila.

One assistant medical practitioner attended each of the two six months' courses held to date, one in 1960 and one in 1961, at the Central Medical School, Suva, for the post-graduate Certificate of Public Health.

During the year, the Director of Public Health and specialists in malaria, Hansen's disease and nutritional diseases of the Department of Public Health of Netherlands New Guinea visited the Territory, and reciprocal visits were made by officers of the Administration's Department of Public Health.

The Administration takes the usual measures for the control of epidemic diseases and carries out the usual quarantine procedures.

Finance.

Expenditure on health services totalled £1,644,306 and expenditure on works and services of a capital nature and on the improvement and maintenance of hospital buildings and equipment amounted to £836,734. The principal new works carried out included the continuation of construction on the general hospitals at Wewak and Madang, the tuberculosis hospitals at Bita Paka and Butaweng, the Hansen's disease colonies at Togoba and Aitape, and the Hansen's disease and tuberculosis hospital at Hatzfeldhaven. Buildings at several established hospitals were replaced during the year.

The ascertainable expenditure by missions from their own funds on medical services totalled £171,966. Native local government councils reported an expenditure of £14,237.

(b) MEDICAL FACILITIES.

Hospitals.

There are 73 Administration hospitals in the Territory (including three Hansen's disease colonies, two tuberculosis hospitals and one Hansen's disease and tuberculosis hospital) which are staffed and administered by missions on behalf of the Administration. Admission to hospitals is free to the native people except in the case of ten paying hospitals at centres where free hospitals are also established.

Specialist surgeons are located at Rabaul, Lae and Goroka. Ophthalmologists are stationed at Lae and Rabaul. Pathology and radiography facilities are widely available throughout the Territory. When necessary patients are evacuated for medical treatment to a main hospital.

At all main centres there is an ambulance service manned by crews trained in first aid procedures to attend to accident cases and the transport of patients.

In addition to the medical facilities prescribed by employment legislation, all plantations, irrespective of size, are encouraged to provide an efficient preventive and emergency medical service for their employees.

The general hospital at Madang was completed during the year and was officially opened on the 7th April, 1961, by the Minister for Territories, the Honorable Paul Hasluck, M.P.

Work begun in 1959-60 on the construction of three small hospitals to replace existing hospitals at Mumeng and Menyama (Morobe District) and Kar Kar (Madang District) continued.

Estimated expenditure on the hospital building programme for 1961-62 is £240,000. Planned works include a regional hospital at Lae and a malarial research centre at Kundiawa. The construction of the general hospital at Wewak and of two Hansen's disease, two tuberculosis and one Hansen's disease-tuberculosis hospital by the various missions on behalf of the Administration will be continued.

Medical Aid Posts (Village Dispensaries).

Medical aid posts are set up to service groups of villages throughout the Territory and are staffed by indigenous aid post orderlies or by hospital 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 areas. The number of Administration aid posts increased from 998 to 1,016 and those operated by missions decreased from 321 to 274.

The following table shows the distribution by district of Administration aid posts and posts staffed by aid post orderlies. The remaining posts are staffed by hospital orderlies.

District.	Aid Posts.	Posts Staffed by Aid Post Orderlies.
Morobe	224	209
Madang	76	60
Sepik	158	132
Eastern Highlands	156	132
Western Highlands	122	84
New Britain	102	102
New Ireland	53	53
Bougainville	90	90
Manus	35	35
Total	1,016	897

It is estimated that over 2,300,000 treatments were given at these posts during 1960-61.

Administration Medical Patrols.

The number of medical patrols carried out by European medical officers and medical assistants was 254 compared with 222 for the previous year. During these patrols, 279,456 people from 1,940 villages were examined and treatments given or arranged for the following cases:—

Disease.	Number treated.
Yaws	209
Tropical ulcers	2,328
Scabies	4,640
Tinea	17,411
Hansen's disease	551
Elephantiasis	590
Veneral diseases	38
Conjunctivitis	2,448
Other eye conditions	1,788
Severe anaemia	950
Pulmonary tuberculosis	157
Tuberculosis glands	145
Congenital abnormalities	338
Dental attention	10,383
Deformities and spastic conditions	1,126
Nutritional diseases	206
Enlarged liver	864
Fevers	864
Other treatments	3,702
Total	48,747

In addition 258 patrols were undertaken by indigenous hospital assistants and orderlies.

Specialist Services.

Maternity and Child Health Service.—At the end of the year there were 393 Administration clinic centres, including fourteen main centres. The 379 rural clinic centres were serving 1,449 villages with a population of 280,605. (The apparent drop in villages and population served is due to more accurate methods of recording.) Children under school age who were enrolled totalled 26,995 and attendances by children at clinics increased by more than 48,000. Pre-natal attendances increased by over 3,500. Details are given in Tables 12, 13 and 14 of Appendix XIX.

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. Minor ailments are treated and sick children are referred for medical attention.

School medical examinations, immunization against whooping cough, diphtheria and tetanus, pre-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. Enrolments under the school medical service totalled 8,466 and 9,301 examinations were made by the service during the year. The training courses provided are described in Section (f) of this chapter.

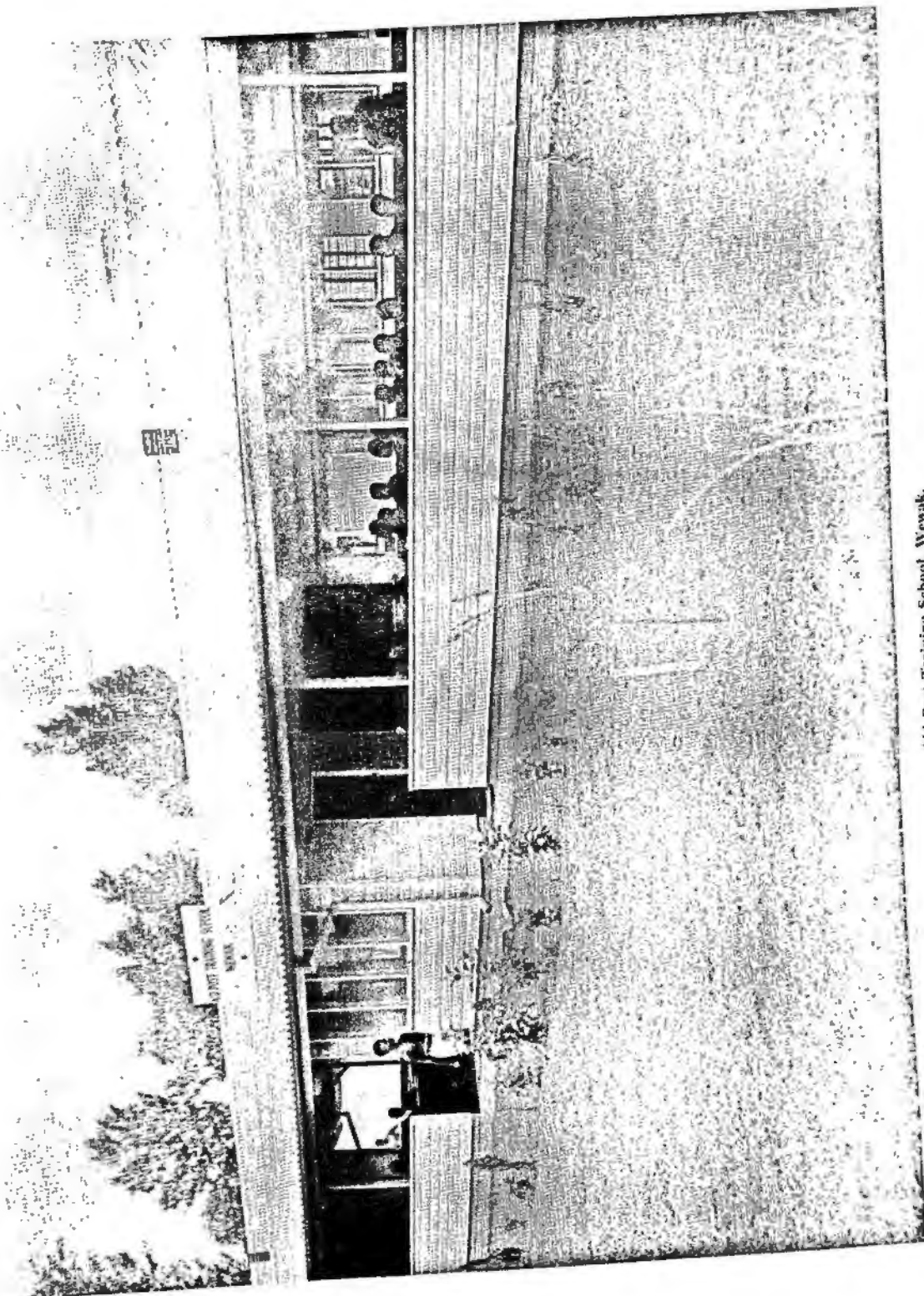
The religious missions also maintain clinics and 82 of their stations submit regular reports to the Administration on their activities. Details are given in Tables 15 and 16 of Appendix XIX.

There are eighteen pre-school centres with a total enrolment of 557 children and a daily average attendance of 510. The Administration finances up to 60 per cent. of the building costs for the establishment of these centres and at thirteen of them it also provides the services of qualified pre-school teachers. 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 centres are managed by local pre-school committees which determine attendance fees.

Village play centres are being provided by the Administration for indigenous children free of charge and so far two have been established in the Rabaul area and one each at Madang, Bulolo and Kavieng. The playgrounds are under the control of a trained pre-school teacher assisted in some cases by indigenous pre-school assistants.

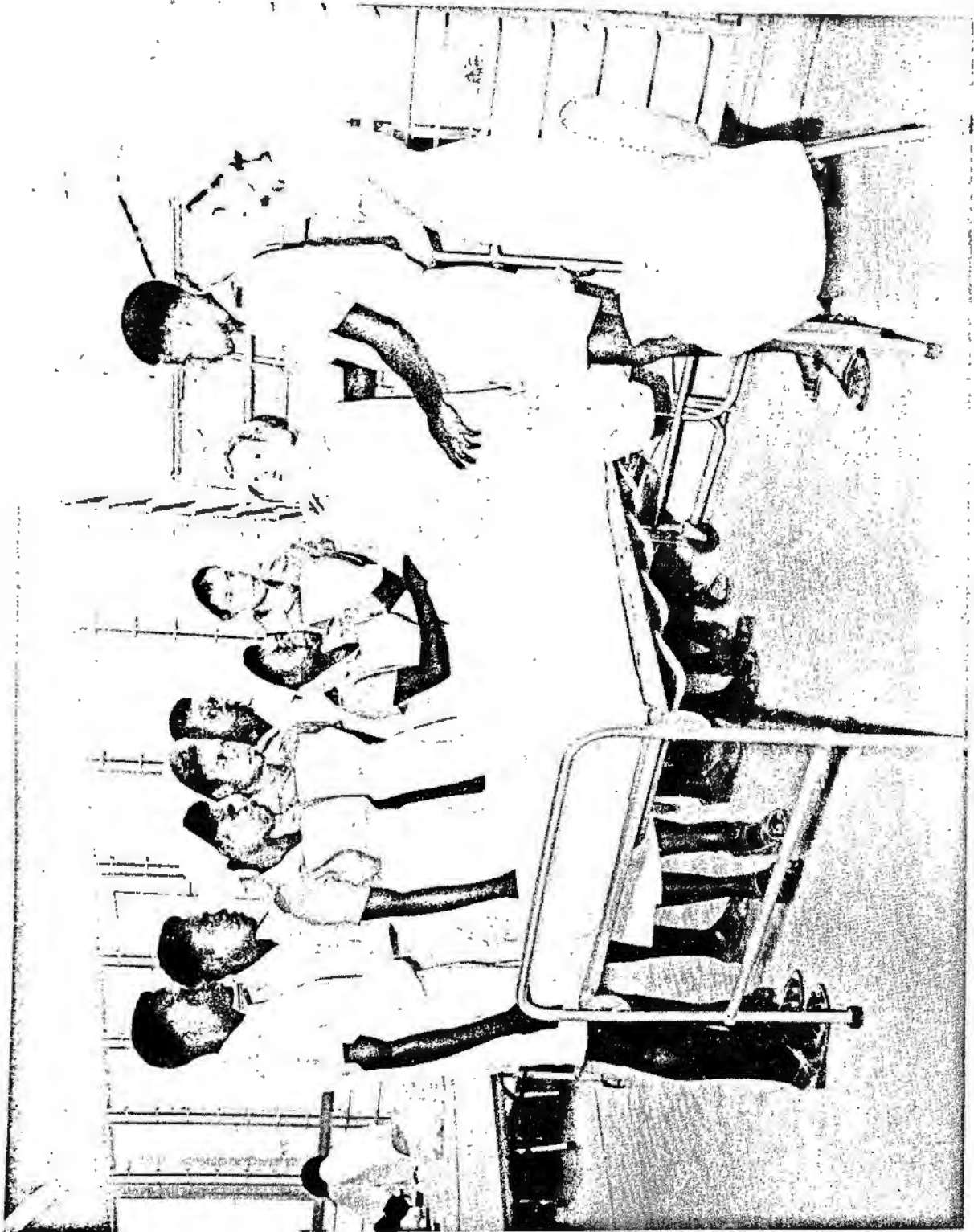
All children at pre-school centres and village playgrounds are given regular medical inspections and a full medical examination once a year.

Malaria Control.—Malaria continues to be the most widespread disease and the greatest cause of morbidity in the Territory and a high priority is given to its control.



Aid Post Training School, Wewak.

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Nursing trainees at Rabaul General Hospital.

Two pilot projects, which investigated the effectiveness of residual spraying of houses with various insecticides, were conducted at Maprik in the Sepik District and in the D'Entrecasteaux Islands in the Milne Bay District of Papua. Following the encouraging results obtained, malaria control activities were extended to the New Guinea Islands Region, beginning in the New Ireland District in 1959. Expansion has continued to give total coverage of New Ireland and Bougainville, and part of New Britain, including the Gazelle Peninsula, Witu Island, Umboi Island, Long Island, the Duke of York Islands and the Talasea Sub-district. Preparations for spraying operations in the Manus District have been completed.

The following table shows the area and population covered by spraying operations at 30th June, 1961:—

District.	Sub-district.	Area (square miles).	Population under Protection.
Sepik ..	Wewak ..	1,104	24,411
	Maprik ..	1,830	26,811
New Britain ..	Rabaul ..	1,466	33,634
	Kokopo ..	1,974	8,717
	Talasea ..	750	4,450
New Ireland ..	..	3,684	36,176
Bougainville ..	..	3,998	51,592
Total ..	..	14,806	195,791

Exploratory surveys are being conducted in the Kandrian, Pomio and Cape Gloucester areas of New Britain. The assessment laboratory in Rabaul, which is under the direction of a specialist medical officer (Assistant Malariologist), evaluates the effectiveness of the spraying campaign by means of clinical and entomological surveys. Encouraging results were obtained from investigations carried out at Maprik into the interruption of transmission using residual spraying only and residual spraying combined with chemotherapy.

A changeover from voluntary to paid spray men was made during the year. Health education activities were expanded during the year and continued to play a vital part in the campaign. The village aid post network is being used to the fullest advantage to obtain the co-operation and enthusiasm of the village people in all districts.

Departmental malaria control field supervisors undergo an intensive eight weeks' course of training at the Department's Malaria Control School at Minj in the Western Highlands District, which also conduct courses of training for indigenous personnel engaged in the campaign.

Routine malaria control measures in the form of mechanical fogging, oiling and drainage were continued in urban areas. Malaria suppressives are issued free of charge to the indigenous people and to Administration personnel. The infant, child and maternal welfare services and aid posts play a considerable part in distributing suppressives to the indigenous population.

Tuberculosis Control.—Three survey units conducted epidemiological surveys and vaccination and case-finding programmes in the Madang, New Ireland, Bougainville and Morobe Districts. The percentage cover achieved ranged from 85 per cent. to 95 per cent. of the census population at the time the surveys were carried out. A new tuberculosis control unit was formed at Goroka, Eastern Highlands District, to undertake control measures in the Highlands Region.

Each survey unit is fully equipped for field laboratory and X-ray work. Arrangements were made during the year to establish a central laboratory at Lae to handle all bacteriological examinations of tuberculosis patients in the Territory. Complete regional case history registers were established and are operating satisfactorily.

Arrangements have been made for a planned health education campaign in relation to tuberculosis and the improvement of housing.

A chemo-therapeutic scheme for children over the age of six years was begun in the Sidor area of the Madang District.

In the New Guinea Islands Region an investigation was undertaken into the incidence of tuberculosis in domestic animals.

In-patient treatment was provided at Administration and mission hospitals (general and special tuberculosis) for approximately 1,980 patients. Construction of the tuberculosis hospitals at Bita Paka and Butaweng is nearing completion. In addition domiciliary treatment services were consolidated and expanded in the Gazelle Peninsula and continued in New Ireland.

New domiciliary services were commenced in the Morobe District. These services will be started in the Territory wherever they can be adequately supervised.

Patients discharged from hospital to domiciliary care are issued with full written instructions for supervised village treatments and are brought to centres at regular intervals for laboratory and X-ray checks.

Two thoracic surgical units visited Port Moresby during the year and operated on 42 patients from the Trust Territory, including one European.

Veneral Disease.—The incidence of diseases in this group is very low. Treatment is available at all hospitals.

Hansen's Disease.—There are four Administration and three mission hansenide colonies in New Guinea as follows:—

District.	Colony.	Patients at 31st March, 1961.
Madang ..	Hatzfeldhaven (a) ..	176
Western Highlands ..	Togoba ..	405
Western Highlands ..	Yampu ..	337
Sepik ..	Aitape ..	388
Bougainville ..	Torokina ..	40
Morobe ..	Etap ..	67
New Ireland ..	Anelaua ..	187

(a) This establishment is now a combined hansenide-tuberculosis hospital.

There are also the following Administration and mission hansenide wards:—

District.	Hansenide Ward.	Patients at 31st March, 1961.
Madang	Yaguam	85
Eastern Highlands	Kundiawa	54
Eastern Highlands	Okapa	52

Out-patient treatment is available at all Administration and mission general hospitals and at aid posts, and during the year 1,457 patients were treated at these establishments. Patients admitted to hansenide colonies totalled 867, and 1,076 patients were discharged to continue their treatment on a domiciliary basis. Domiciliary treatment is being given in the Wabag Sub-District and the Madang District.

Four fact-finding surveys were conducted in the Sepik, Madang and Eastern Highlands Districts and all hansenide colonies were visited by the Specialist Medical Officer (Leprotology) to assess the progress of patients.

A trial of two new anti-leprosy drugs was begun but no conclusive results have so far been obtained.

Progressive case-finding surveys to estimate the incidence of the disease in all parts of the Territory will be continued.

Medical Research.—The Malaria Control Section, Maprik, is carrying out malaria surveillance following residual spraying in the Wingei area. In association with this a study is under way to determine the effect of the spraying on mortality in the various age groups, on birth weights, growth rates, haemoglobin levels, and various clinical indices. With the assistance of workers in Australia and abroad, studies are being made of possible changes in serum protein patterns, haptoglobins and virus antibody patterns which may follow the anti-malarial spraying.

Research into filariasis is being continued by a medical research officer from the Sydney School of Public Health and Tropical Medicine. This work includes surveys and assessment of control by the use of diethylcarbamazine.

Research into neonatal tetanus and an investigation into the efficiency of active immunization with tetanus toxoid of mothers in pregnancy is being continued in the Maprik-Wingei-Wosera areas.

The register of tumor cases being compiled by surgeons situated in the main centres has yielded much important information particularly in regard to the advanced nature of some of the pathological conditions found.

Research is still being directed to the disease known as kuru. The Department of Public Health provides assistance to research workers from the Adelaide University and from the National Institutes of Health, Maryland, United States of America, who are carrying out investigations into this disease.

Plans were made to prohibit the movement of persons into and out of the kuru area, but were deferred pending the outcome of discussions on the genetical hypothesis of the disease held recently during the Pan-Pacific Science Congress at Honolulu.

During 1960-61, the area was placed under close surveillance and a census was compiled in which all persons who had left the area during the previous five years were included. A check of all movements, marriages and births is now kept and will be maintained until the precise cause of the disease is known.

A Nutrition Section of the Medical Research Division of the Department of Public Health was established at Kundiawa in the Eastern Highlands District of New Guinea and research on hospitalized patients suffering from marasmus and kwashiorkor has begun. The aim is to find suitable locally produced protein-rich foods to treat these conditions.

Dental Service.—During the year school dental services were extended as planned to include children at Standard 4. The inspection of treatment groups by the senior dental officer revealed that in such groups the state of dental health had significantly improved, particularly in areas where the incidence of dental disease was highest. No difficulty is expected in expanding the service during 1961-62 to include children at Standard 5.

At the 30th June, 1961, 132 schools and 7,635 pupils were registered under the school service and the revision of patients already registered formed a much more significant part of the treatment.

Regular treatment tours to outstations are made by dental officers so that each centre to be visited has the service of a dental team every nine months.

Treatments given in the Trust Territory during the year are shown in the following table:—

Type of Treatment.	School.	General.	Mission.	Total.
Total attendances (a) ..	9,668	9,451	2,076	21,195
Initial examinations ..	6,007	7,789	417	14,213
Revision examinations ..	1,980	100	227	2,307
Restorations	3,589	5,128	2,792	11,509
Extractions	1,636	8,757	1,008	11,401
Periodental treatment ..	6,957	958	360	8,275
Root therapy	3	36	62	101
Oral surgery .. ..	..	24	30	54
X-rays	38	766	108	912
Prostheses	24	718	156	898
Miscellaneous operations	551	470	65	1,086

(a) Attendances are based on the number of persons treated during a calendar month and not on the number of treatments given.

A Maxillo Facial Unit is established in Port Moresby at the Administration General Hospital. This unit, in co-operation with the hospital's general surgery team, treats all major oral surgical cases from the Trust Territory. The need for this type of treatment is considerable and 30 major and 198 minor operations were carried out during the year.

Ophthalmology.—Specialist ophthalmologists are based at each of the regional headquarters at Rabaul and Lae and cases are referred to them from all hospitals. Routine medical patrols record eye cases requiring non-immediate specialist attention and at intervals selected patients are brought together at convenient centres for treatment by the ophthalmologists.

Extensive trachoma campaigns 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 they arise.

Mental Health.—The Assistant Director (Mental Health) completed a course of social anthropological studies in Australia during the year which will further his work in the mental health field.

Work began on the first stage of a new psychiatric centre near Port Moresby which when complete, will cater for 300 patients from the combined Territories of Papua and New Guinea. An air-conditioned psychiatric annexe was completed at the Madang hospital and a similar building is nearing completion at Wewak.

Treatment of the mentally ill is undertaken at all Administration general hospitals.

Artificial Limb Factory.—This establishment caters for the needs of indigenous amputees many of whom would otherwise have remained permanently incapacitated. During the year 72 prostheses were manufactured and fitted. In addition a limited variety of orthopaedic appliances are manufactured and 404 such items were supplied.

Health Centres.—The health centre at Tapipipi, near Rabaul, has consolidated much of its activity and its positive approach to health is now well appreciated by the Council and the community.

The general standard of health in the Council area reflects the regular attention of the assistant medical practitioner and the assistant health inspector.

The work of this health centre has followed the pattern outlined in previous reports with the inclusion of a trachoma survey and treatment among school children within the Vunadadir-Toma-Nanga-Nanga Council area.

A second health centre in the nearby Reimber-Livuan Council area, serving some 9,000 people and controlling seven aid posts, was established in October, 1960. The people of the community contributed over £2,000 toward the erection of permanent buildings for the health centre which is situated at Vunapaka. Additional permanent material buildings are at present under construction at this centre. Considerable progress has been made in gaining the confidence and understanding of the people in this area, and the centre now operates in an atmosphere of appreciation and co-operation. This centre is staffed by an assistant medical practitioner with the part-time assistance of

an assistant health inspector. As more accommodation becomes available two indigenous infant welfare nurses will be appointed.

Further health centres are planned for the New Guinea Mainland Region in the near future.

(c) ENVIRONMENTAL SANITATION.

Removal and Treatment of Waste Matter.

Night soil is disposed of by means of septic tanks, conservancy methods, or by sea disposal where there are suitable currents.

Refuse is disposed of by controlled tipping, dumping in the sea or incineration. Controlled tipping has been used very effectively to reclaim various waste areas of land in Rabaul and Wewak.

Instruction and supervision in the correct disposal of wastes in indigenous communities is being carried out by assistant health inspectors. In the rural villages, the disposal of refuse and night soil is supervised by aid post orderlies, who are assisted and advised by officers of the Departments of Public Health and Native Affairs.

Native local government councils are showing an increasing interest in environmental sanitation matters and each year there is an overall increase in council expenditure in this field. Reference is made in Chapter 3 of Part V to proposals for financial assistance to councils designed to encourage increased expenditure on environmental sanitation and the improvement of water supplies.

Water Supplies.

Reticulated water supplies are available in some parts of the township of Lae.

In other Territory towns, reliance is placed on rain-water storage supplemented by water from deep wells. In Rabaul a water treatment plant is installed on a well in the town area and is functioning to the satisfaction of the health authorities. Every attempt is being made to find suitable water supplies for reticulation in this area. Boring tests are still being carried out.

Reticulated and well water are periodically sampled and bacteriologically tested by the laboratories of the Department of Public Health. Rural communities are encouraged to forward samples for analysis.

Health education instruction in regard to safe water supplies and water-borne diseases at the village level is given by a health education officer in the Gazelle Peninsula and by medical personnel in other parts of the Territory.

Food Inspection.

Health inspectors and medical officers inspect food at all shops and places where food is manufactured or stored for sale and at town markets where locally grown fruits and vegetables are offered for sale.

The dairying industry, although small, is now well established in Wau, Lae and Rabaul. Dairies are inspected frequently and all dairy cows are tested for tuberculosis and brucellosis.

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 equipment for the eradication of pests dangerous to health is available in many towns throughout the Territory.

Rodent control is rigidly implemented at all ports of entry and trapping is encouraged. Rat poison is issued free of charge.

Private pest exterminators usually attend to the spraying of dwellings for insect infestation, but Administration personnel carry out spraying in isolated 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, gastro-enteritis and respiratory tract infections.

Seasonal outbreaks of pneumonia, resulting in some deaths, mainly among infants and elderly people, occurred in the Highlands Region during the year and were dealt with through medical patrols and aid posts.

Principal Causes of Death.

The pattern has not altered substantially from that of the preceding year and pneumonia, tuberculosis, dysentery and malaria were the chief causes of death.

Table 7 of Appendix XIX. sets out, for the indigenous population during the period under review, the incidence of the principal diseases treated and the principal causes of death in Administration hospitals, and important case mortality rates in percentages.

Vital Statistics.

There are still no valid vital statistics available. Information being obtained by the increasing numbers 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 child welfare clinics. Vaccination with Salk vaccine is being continued as part of a campaign against poliomyelitis and approximately 10,500 injections were given during the year.

Control of Infectious and Contagious Diseases.

Compulsory notification of infectious diseases and the precautions to be taken against the spreading of diseases are prescribed principally in the *Public Health Ordinance*

1932-1960; the Public Health (General Sanitation) Regulations; the Mosquito Prevention and Destruction Regulations; the *Suppression of Hansen's Disease Ordinance* 1952-1953; and the Infectious Diseases Regulations.

Under the latter regulations local medical authorities must be notified immediately of cases of any of the prescribed infectious diseases.

Quarantine.

There are two international air routes in New Guinea—one through Bougainville to the British Solomon Islands Protectorate and the other through Wewak to Netherlands New Guinea—and 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 the 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. Considerable expansion in the training of indigenous medical personnel in all categories has taken place during the year under review.

Assistant Medical Practitioners.—The Papuan Medical College, which is associated with the Port Moresby General Hospital, provides a course of training for assistant medical practitioners, consisting of a preliminary year and five years of further study along the lines established at the Central Medical School, Suva. Four male students from New Guinea have progressed to the first year of the course and are studying physics, chemistry, zoology, botany and sociology. One female and three male students are in the second year of the course and are studying anatomy, histology, physiology, biochemistry, sociology and normal psychology.

Entrance to the first year of the course is limited to students who have passed the Queensland Junior Public Examination or its equivalent; with a lesser qualification than the Junior students must undertake at least one year of preliminary training.

Nurses.—General nursing training is in progress at the Rabaul General Hospital (Nonga), New Britain. The course follows the Australian pattern and successful students will be designated territorial nurses.

At 30th June, 1961, 42 males and 30 females were in training at Rabaul and in addition 26 males and 17 females from New Guinea were undergoing nursing training at the General Hospital, Port Moresby.

The first group of students to complete the three-year course for their General Certificate at Port Moresby graduated in February, 1961, and included one New Guinean who is remaining at Port Moresby on a twelve months' post-graduate course.

Aid Post Orderlies.—The training of aid post orderlies—male native workers who staff the medical service at the village level—is one of the most important parts of the overall training programme. The training is carried out at aid post training schools at Lae, Wewak, Goroka and Mount Hagen, the Rabaul school having been closed to permit expansion of nursing training at Rabaul General Hospital. The schools are in the charge of full-time European medical instructors assisted by native instructors who have been trained for this work and students undergo a two-year course in the theory and practice of medicine and hygiene as it applies to their work at aid posts. At the end of the year, 192 aid post orderlies were in training.

Hospital Orderlies.—Hospital orderlies carry out routine nursing duties and are trained in hospitals by medical assistants under the supervision of the medical officer in charge. At 30th June, 1961, 66 males and 37 females were undergoing training in Territory hospitals.

Infant and Maternal Welfare.—The Infant, Child and Maternal Health Division trains girls as midwifery orderlies, infant welfare orderlies, midwifery assistants and infant welfare assistants. The Administration is assisted in this training by the religious missions who are subsidized for the work. There are eight Administration and five mission training centres from which sixteen infant welfare assistants, eighteen midwifery assistants, two infant welfare orderlies and one midwifery orderly graduated in 1960-61. At the 30th June, 1961, 43 orderlies and thirteen assistants were in training at Administration centres, and 64 assistants and two orderlies at mission centres.

Midwifery assistants and infant welfare assistants are admitted to training at educational Standard 5. The initial course takes a period of two years at the end of which students are qualified as infant welfare assistants. An additional 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 course is of two years' duration and educational Standard 6 is required for entry. After graduation and an additional year's supervised work with village groups, pre-school assistants are qualified to accept full responsibility for the supervision of village playgrounds in urban and rural areas. Eleven New Guinea students are at present in training, and two graduated during the year.

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 takes three years and is carried out at the Rabaul and Port Moresby General Hospitals. Dental, X-ray, and laboratory orderlies receive a lower standard of training and work under supervision.

At the present time the following trainees in these categories are undergoing training in the Territory and at Port Moresby:—

Dental Assistants	..	..	..	..	2
X-ray Assistants	..	..	..	..	6
Laboratory Assistants	..	..	..	..	4
Laboratory Orderlies	..	..	..	..	5
Dental Orderlies	..	..	..	..	2

Malaria Control Assistants.—Malaria control assistants—male indigenous staff of educational Standard 7—undergo a two months' course of training to fit them for malaria control work and supervision in the field. Fourteen were trained for this work during the year.

Assistant Health Inspectors.—Courses are being planned at the Papuan Medical College, Port Moresby, for the training of selected Papuans and New Guineans as assistant health inspectors. At present one New Guinean is undergoing this training at the Central Medical School, Suva, Fiji.

Central Medical School, Suva, Fiji.—Provision is made for indigenous students who have reached the required educational standard to attend the Central Medical, Dental and Nursing Schools at Suva, Fiji.

At 30th June, 1961, six students from New Guinea were attending the following courses:—

Assistant Medical Practitioner	..	..	..	3
Assistant Dental Officer	..	..	..	1
Assistant Health Inspector	..	..	..	1
Laboratory Assistant	..	..	..	1
				—
			Total	6

The last intake of students for the Assistant Medical Practitioner course was in January, 1960, and in the future, all such students will undertake their training at the Papuan Medical College, Port Moresby. Only post-graduate studies will be undertaken at Suva.

Health Education.

During the year thirteen aid post orderlies were given a five weeks' course of training in health education methods and all are now actively engaged in this field in their districts. Short courses in health education have been conducted for field supervisors engaged in the malaria eradication campaign. Orientation courses conducted in the Territory and at the Australian School of Pacific Administration for officers of the Public Service include health education, and a series of lectures on general health education for teaching purposes, is included in the course for Cadet Education Officers.

A close liaison in health education activity was maintained with the local government councils, particularly in the New Guinea Islands Region, and much work has been done in promoting a subsidy scheme for improved rural sanitation.

A health education workshop has been established at Rabaul and limited quantities of posters and pamphlets are being produced.

A central Health Education Council which includes officers of the Department of Public Health, Education, Native Affairs and Agriculture, Stock and Fisheries, ensures that health education is brought into the activities of all field departments.

The Territory-wide survey of attitudes and beliefs in health and allied matters, which was organized by the Health Education Council and is being conducted by field officers of all departments of the Administration, continued during the year and will continue indefinitely. The aim of this survey is to assist an organized health education approach to the problem of preserving customs which are beneficial from a health and social standpoint, and of educating communities at the same time in the need to discard customs detrimental to their health.

The survey now covers most districts in the Territory and much valuable information has been gained during the year.

(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 is 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 mainly carried out by the Division of Extension and Marketing 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 promoting the development of fisheries and the introduction of animal husbandry into the farming system to ensure a larger source of protein.

Better methods of fishing are being taught and improved types of fishing gear are being supplied to the people. Experimental work in the introduction and breeding of various species of fish in ponds has continued. Pigs are being bred and distributed to the people to improve the strain of local animals, and cattle from Administration livestock stations are being supplied to farmers in the highlands areas.

When stores are within reach, imported foods such as bread, butter, fortified margarine, meat, rice, sugar, tea, milk, biscuits, soft drinks, &c., may be bought as a supplement to local foods.

In the larger centres such as Lae, Rabaul, Kavieng, Madang and Wewak, people who do not have gardens buy a large percentage of their food from local supplies at the markets. Wherever bakeries are established they are encouraged to use wholemeal flour in the manufacture of bread and non-sweetened biscuits.

A ration scale prescribed by the Native Employment 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.

Outside areas covered by industrial agreements prescribing cash wages and in cases where officers of the Department of Native Affairs are satisfied that an employee is competent to purchase adequate food, or he has enough food from his own gardens, the employee is allowed to receive payment of cash in lieu of rations and to make his own purchases. In urban areas where employees are employed under an urban wage agreement, rations are issued in respect of the dependants of the employee only. Allowance is made in the employee's wages for the purchase of his individual foodstuffs.

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 have been compiled for use in girls' schools and women's clubs and in the training of infant welfare workers.

CHAPTER 8. NARCOTIC DRUGS.

Narcotic drugs are not manufactured or produced in the Territory or exported from the Territory. Importation is controlled by the *Dangerous Drugs Ordinance 1952-1960*. (Power to control the importation of dangerous drugs also exists under the Customs Ordinance, but in practice, it is the Dangerous Drugs Ordinance that is used.) Labelling, distribution and sale are controlled under the *Poisons and Dangerous Substances Ordinance 1952-1958*.* The *Medical Ordinance 1952-1960* provides for the registration of pharmacists and the *Pharmacy Ordinance 1952-1953* for the control of the practice of pharmacy.

The importation of dangerous drugs is not permitted without a licence from 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:—

International Convention relating to Dangerous Drugs, with Protocol 1925; and

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	77
Opium in the form of tinctures, extracts, &c. ..	22 ^(a)
Cocaine	51
Codeine	99
Ethylmorphine	7
Pethidine	787
Levorphanol	1

^(a) Morphine content.

The importation of diacetylmorphine (heroin) and diphenoxylate is prohibited for all purposes. Territory residue of 137.5 gms. of heroin was destroyed under Administration supervision during the year. No further supplies are held.

CHAPTER 9. DRUGS.

The importation, distribution, storage, use and sale of drugs and pharmaceuticals are controlled by the *Poisons and Dangerous Substances Ordinance 1952-1958* and Regulations and the *Drugs Ordinance 1952* and Regulations, in addition to the ordinances referred to in the preceding chapter.

* Statements in previous reports that these aspects were controlled under the Dangerous Drugs Ordinance were incorrect.

CHAPTER 10. ALCOHOL AND SPIRITS.

Legislation.

The *Excise (Beer) Ordinance 1952-1960* 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 1955-1960*.

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.

As a means of curtailing the sale of liquor to unauthorized persons, licensees are obliged, under the Liquor Ordinance, to keep a record of stocks of liquor and of sales.

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 1959-60 and 1960-61 were as follows:—

	1959-60.	1960-61.
	Imperial gallons.	Imperial gallons.
Ale, beer, stout, cider, &c.	308,416	374,285
Spirits—		
Brandy	3,429	2,880
Gin	4,036	4,748
Whisky	7,588	8,617
Rum (underproof)	13,656	15,583
Rum (overproof)	2,773	2,447
Other spirits	2,505	2,568
Wines—		
Sparkling	1,076	1,262
Still	7,580	9,827
Still (sacramental)	2,145	2,240
Total	353,204	424,457

Import Duties.

The following import duties are levied on alcoholic liquors:—

(a) Ales, beers, &c.—

(1) 4s. 9d. per gallon.

(2) for corresponding non-alcoholic beverages, 2s. 6d. per gallon.

(b) Spirituous liquors—

- (1) Rum, when not exceeding the strength of proof, 69s. per gallon.
- (2) Rum, when exceeding the strength of proof, 69s. per proof gallon.
- (3) Spirituous liquors, n.e.i., when not exceeding the strength of proof, 75s. per gallon.
- (4) Spirituous liquors, n.e.i., when exceeding the strength of proof, 75s. per proof gallon.

(c) Wines—

- (1) Sparkling, 35s. per gallon.
- (2) Still, containing less than 27 per cent. proof spirit, 3s. per gallon.
- (3) Still, including medicated and vermouth, 6s. per gallon.
- (4) Grape, unfermented, 10 per cent. *ad valorem*.
- (5) Other than grape, n.e.i., including Sake—
 - (a) when not exceeding the strength of proof, 39s. per gallon.
 - (b) when exceeding the strength of proof, 56s. per proof gallon.
- (6) 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—

- (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* 1952-1959 which provides for the planning and development of towns, the establishment of a Town Planning Board and the division of towns into zones for residential, commercial, industrial and other purposes; and
- (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 most 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 there has been extensive building, but building capacity has been unable to keep pace with the increase in urban population and a housing shortage remains. The problem is now being overcome, however, by an expanded building programme. During the year 56 two-bedroom housing units were erected as 28 duplex buildings at Rabaul for Administration servants and plans for constructing low cost housing for purchase or rental at Rabaul and Lae have been made.

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, stabilized earth and bricks.

Housing loans to a maximum of £2,750 may be made under the *Housing Loans Ordinance* 1953-1958 to any member of the community to buy, build or enlarge a home. Such loans are limited to township areas and are repayable over a maximum period of 35 years. Interest charged on loans was raised from 5 per cent. to 5½ per cent. from 31st March, 1961.

The War Service 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., and loans are repayable over a period of 30 years or 45 years, depending on the nature of the materials used in construction. The Native Employment Ordinance and allied employment legislation prescribe the minimum standards of housing for indigenous workers.

Town Planning.

Authority to supervise the planning and development of towns is vested in a Town Planning Board advised by a Town Planner.

During the year fact finding surveys were made of Rabaul, Kavieng and Madang, amended zoning plans of Mount Hagen were prepared and draft plans were made for Talasea (New Britain District) and Kieta (Bougainville District).

Negotiations to acquire additional land at Kokopo for future town expansion are still proceeding.

Training and Research.

Both practical and theoretical training in the building and associated trades is given at the technical schools, and under the provisions of the Native Apprenticeship Scheme, and indigenous artisans employed by the Administration and the missions in the construction of hospitals, schools and other buildings, receive practical training on the job. Village communities wishing to erect such buildings, using local materials and labour are advised by the Administration on the most suitable method of construction and design. The operation of co-operative societies has further expanded the building activities of the indigenous people.

Experiments with building materials and techniques are being 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; pise 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.

A desire to improve their standards of housing is becoming evident among the indigenous people as a result of economic prosperity and they are making more use of new building practices to replace their own.

CHAPTER 12.

PROSTITUTION.

There is no problem of prostitution or brothel-keeping, and, therefore, legislative or administrative measures are not necessary.

CHAPTER 13.

PENAL ORGANIZATION.

Factors Responsible for Crime.

Apart from sporadic tribal fighting in the areas which have not yet been brought under full Administration control there are no special factors responsible for serious crime and the incidence of such crime continues to be low.

Legislation.

The *Corrective Institutions Ordinance 1957-1959* and Regulations provide for the administration of corrective institutions and for the education of persons under detention.

Administrative Organization.

The Controller of Corrective Institutions is responsible for the management of all institutions and all detainees are deemed to be in his custody. At 30th June, 1961, there were 63 corrective institutions with a staff of 65 European male officers, 27 female and 337 male warders. (Under the *Corrective Institutions Ordinance* all warders must be indigenes.)

Institutions are divided into three categories—central, district and subsidiary. The central institutions are located at Lae, Keravat (near Rabaul), Boram (near Wewak) and Goroka; the district institutions at Lorengau, Kavieng, Sohano, Madang and Mount Hagen; and subsidiary institutions at various suitable locations.

The sites of the new central corrective institutions are in picturesque rural surroundings which provide good agricultural, forestry and animal husbandry potential and adequate playing fields.

The Rabaul Institution has been replaced on a new site by the Keravat Institution which is fully in operation although building is still in progress. Detainees are employed on building projects as a medium of trade training, and forestry and agriculture will provide additional training at a later stage. The institution incorporates a hospital unit, has its own power plant and will have a reticulated water supply and septic system.

The Lae Institution has been re-sited and is partly in operation. Building is still in progress. Trusted detainees are accommodated at the new site and, together with other detainees, are receiving trade training on construction work. Extensive agricultural work and animal husbandry are also undertaken. Trade training will continue in the future and training will be given in certain aspects of forestry. An access road is nearing completion and communications are maintained by telephone. Power, a reticulated water supply and a septic system will be provided and hospital facilities are readily available.

Land has been set aside in the New Ireland, Bougainville, Manus, Madang and Sepik Districts for district and subsidiary institutions.

Additional officers have been appointed to the central institutions at Lae, Boram and Keravat. With the concentration of long-term detainees at the central institutions and the emphasis on providing them with trade and other forms of training, a need for additional staff at such centres arose. Staff previously intended for district institutions were therefore diverted to central institutions and the staffing of the former by officers of the Corrective Institutions Service has been deferred until additional trained officers become available. As far as possible officers are recruited from within the Public Service.

Members of the Royal Papua and New Guinea Constabulary who previously undertook all prison duties are being progressively relieved of these duties at a steady rate. All central institutions now have their own warder staff and postings have also been made to district institutions.

All officers and warders are given special training for a period of three months at the Bomana Central Institution near Port Moresby in institution management, treatment and care of detainees, training, correction and rehabilitation. Officers selected for service in New Guinea are given a further six months' training by trained and experienced senior officers in central institutions in New Guinea. As far as practicable, warders likewise receive a further six months' training at central institutions in New Guinea before being posted to other institutions in that Territory.

The initial training at Bomana gives officers and warders a uniform approach to the treatment, correction and rehabilitation of detainees under well-established conditions. The further period of six months' training at central institutions in New Guinea introduces some diversity in relation to agricultural methods, building and construction projects, language and culture, and permits more individual instruction to be given to trainee officers and warders.

Classification of Detainees.

Detainees are committed to the institution nearest the place where sentence was imposed, but those serving a long-term sentence may be transferred to a central institution for more effective supervision, training and specialist medical treatment. Detainees may also be transferred before release to the institutions nearest to their homes to help them re-establish their family relationships and assist them in their rehabilitation. (Under the *Removal of*

Prisoners (Territories) Act 1923-1957 Europeans sentenced to imprisonment for a term of more than six months are transferred to a prison in Australia and discharged from prison there on completion of their sentence.)

On their admission to an institution, detainees are classified as follows:—

First Class—Detainees held under investigation, remanded in custody or awaiting trial and those who have appealed against their conviction.

Second Class—Persons imprisoned for contempt of court or for failing to give security for the peace or good behaviour; those imprisoned for failure to comply with an order made under a law of the Territory relating to maintenance or affiliation orders; and detainees who have appealed against sentence, until such time as the appeal is determined.

Third Class—Detainees other than those of the first and second classes who—

- (a) have not been previously imprisoned in the Territory or elsewhere; or
- (b) in the opinion of the Controller, are likely to co-operate in and benefit by training.

Fourth Class—

- (a) Detainees, other than those of the first, second and third classes, who have been previously imprisoned in the Territory or elsewhere; and
- (b) Detainees who, in the opinion of the Controller of Corrective Institutions, should not be associated with detainees of any other class.

In addition, detainees in respect of whom any investigation is proceeding to determine their classification, may be placed in a fifth class.

As far as practicable detainees of one class are kept separate from those of any other class. The Controller may order the transfer of detainees from one class to another and the separation of juveniles or recidivists within a class. Separate quarters beyond the walls of the main compound of each institution are provided for the exclusive use of female detainees.

Conditions of Institution 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. Detainees sentenced to imprisonment with hard labour are employed on Administration undertakings as the Controller directs.

Except as specially provided in the Regulations, hours of work may not exceed eight and a half hours a day and there is no work on Saturday afternoon or on Sunday.

Detainees may be employed both inside and outside an institution and most work outside where they receive, as far as possible, practical training in agriculture, plant

operation and a number of trades. Training techniques are kept at a level consistent with the economic resources of village communities. For instance, simple brickmaking machines use coral and gravel as raw materials. No artificial fertilizers are used in agriculture, reliance being placed on the use of legumes as "green manure", and rotation cropping is practised.

Detainees of the first and second classes may be required to keep the institution in a clean and sanitary condition.

Female prisoners are employed on such tasks as sewing, washing and weeding.

Payment at the rate of 8s. a month for the full period of sentences is made to detainees serving a sentence of 24 months or over to assist in their rehabilitation on release.

Institution Conditions.

Welfare.—All detainees are medically examined on admission, transfer and discharge and are regularly seen by visiting medical officers. When adequate treatment cannot be given in an institution, sick persons are removed to a hospital for specialist treatment. Provision is also made for the treatment of psychiatric cases and for the criminal insane.

Visiting medical officers inspect institution buildings and services, examine clothing, bedding and food and may order bedding or clothes additional to those items laid down in the regulations to be issued. The number of blankets and woollen garments issued varies according to the height of the institution above sea level. Mass X-ray examinations of long term detainees, warders and their dependants are provided.

There is an average of 374 cubic feet of cell space for each detainee. Detainees are housed in either cells or wards, there being 43 cells and 96 wards for indigenous males, 4 cells and 43 wards for indigenous females, 17 cells for non-indigenous males and 2 wards for non-indigenous females, at 30th June, 1961.

Under the Ordinance, provision is made for the appointment of chaplains and for religious services.

Visiting Justices.—Visiting justices, appointed so that each institution in the Territory is covered, are empowered to visit at any time of the day or night; to have access to all parts of an institution and to all detainees; to inspect all institution records, and to obtain any information required. No institution official may be present at an interview of a detainee by a visiting justice. Judges of the Supreme Court are *ex officio* visiting justices and magistrates of the Department of Law, and certain other officers of the Administration are appointed visiting justices to all institutions in the Territory.

Discipline.—Visiting justices try breaches of discipline and may impose a penalty of imprisonment for a term not exceeding one month in addition to the term being served by the detainee at the time of the offence. Offences aggravated by repetition or otherwise are tried by a magistrate who may impose a sentence not exceeding six months. Such sentence is cumulative with any

sentence the prisoner is serving at the time. Witnesses called are sworn or affirmed in the manner usual in courts of justice.

Remissions.—Male detainees serving a sentence of more than three months are eligible for a remission of eight days a month while females serving a sentence of more than one month are eligible for a remission of ten days a month. Detainees serving a life sentence have their sentences reviewed at the end of twelve years from the time the life sentence was imposed. Another review is made three years later when the detainee may be released.

Training, Amenities and Rehabilitation.

Training is given in technical trades such as motor maintenance, plumbing and tinsmithing, carpentry, brick-making, bricklaying, building and sawmilling, in the operation of heavy equipment and in agriculture, animal husbandry and forestry. At Lae, Keravat and Boram, detainees undertake project training in building construction and allied trades and instruction and practical experience in brickmaking is provided at Kevicng, Namatauai, Boram and Mount Hagen. Special funds are provided to buy equipment and training materials and close liaison is maintained with the Departments of Agriculture, Stock and Fisheries, Public Works, Forests and Education. These departments examine detainees who have become proficient in various pursuits. Training records are maintained for long term detainees. Formal education is at present given only to juvenile offenders. The question of formal education for selected adult detainees is being examined.

Recreations include football, cricket, basketball, baseball and handicrafts. Detainees may buy or be given books, magazines, religious literature and additional stationery and

toilet items. They may also correspond with relatives and friends at frequent intervals. Motion pictures and the supply of suitable library books for the main institutions are arranged through the Division of Extension Services.

On discharge, indigenous detainees usually return to their villages. Sustenance is provided for the journey, and land, sea or air transport is provided free if the discharged person elects to return to his village within a month of his release.

Both the Corrective Institutions Branch and the Department of Native Affairs assist in finding employment for discharged persons. The Department of Native Affairs investigates any problems discharged persons may have, arranges continued medical treatment, if this should be necessary, and provides general after-care and assistance.

Juvenile Delinquency.

The number of juvenile offenders sentenced to imprisonment in the Territory is very small. Any detainee known or believed to be under eighteen years of age is classified as a juvenile offender and is segregated from adult detainees. Special steps are taken to ensure that such segregation does not amount to solitary confinement and, under the Corrective Institutions Regulations, arrangements are made through the Department of Education for the removal of juvenile offenders from a corrective institution to a school or other establishment for training and education.

The Child Welfare Ordinance has been passed by the Legislative Council and on coming into force the Ordinance will establish new and separate procedures for dealing with juvenile offenders. Only in exceptional circumstances will juvenile offenders come within the jurisdiction of the Controller of Corrective Institutions.

PART VIII.—EDUCATIONAL ADVANCEMENT.

CHAPTER 1.

GENERAL EDUCATIONAL SYSTEM.

Legislation.

The education 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 1951-1955* regulates apprenticeship training and examinations. The *Education Ordinance* provides for the following:—

- (1) the establishment by the Administrator of schools, pre-school centres and other educational activities;
- (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 and consisting of the Director of Education, four members appointed by the Administrator to represent the 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, including at least one mission representative.

General Policy.

The broad objectives of educational policy include the following:—

- (a) the political, economic, social and educational advancement of the peoples of the Territory;
- (b) a blending of cultures; and
- (c) the voluntary acceptance of Christianity by the indigenous people in the absence of any indigenous body of religious faith founded on indigenous teaching or ritual.

To attain these objectives it is necessary to—

- (a) achieve mass literacy, i.e., 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 the indigenous groups will be able to manage their own affairs and regard themselves as a people with common bonds in spite of tribal differences; and
- (e) provide within the Territory, as a means of encompassing the above, 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 single means by which the progress of the people 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 some mission schools local vernaculars are used in the first years of primary education to teach reading and writing. The missions, however, are increasingly introducing English in the first years in conjunction with the vernacular.

In some areas Melanesian Pidgin is used as a means of introducing English. 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. Progress towards eliminating Melanesian Pidgin depends, therefore, upon the progress in the attainment of universal literacy in English. This is limited by the number 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 in the Territory rises.

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 Administration departments and other public and private institutions in improving hygiene, combating disease, and ensuring the understanding and co-operation of the people in the establishment and maintenance of law and order, the production and wider use of better food, the improvement of housing and the elimination of social customs which retard development. There is also a need for instruction in the use of tools, materials and methods by means of which other material improvements will take place; thus the provision of manual and technical training, at all levels, is a further important objective.

A special contribution of the Department of Education is to foster a willing acceptance of such changes in the minds of each new generation.

The closest possible co-operation is maintained between the Department of Education and other departments, especially Native Affairs, Public Health, and Agriculture, Stock and Fisheries.

Through the provisions of the *Education Ordinance* 1952-1957, and by means of a field supervisory force, the Administration controls the educational activities of the missions. The Administration co-operates with and has the closest co-operation from the missions to their mutual benefit. Full details of the part played by missions, and their relationship with the Administration in the field of education, are given under the heading "Non-Government Schools".

Subject to the approval of the Director of Education the New Guinea people may conduct schools. For this purpose each native local government council is legally an education agency and may vote a portion of its annual revenue for education 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 institutions. As a general rule each council has an education committee, the chairman of which transmits the committee's views 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 Regulations and is required to provide for the varying educational 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. Within the department are four functional divisions, viz.: Primary Education, Secondary Education, Teacher Training and Technical Education, each headed by a Chief of

Division responsible to the Director. The Chief of the Division of Secondary Education is responsible for girls' schools as well as post-primary (formerly 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 and have considerable autonomy in adapting the syllabi to the needs of the people in the various parts of their districts. They are also given considerable freedom in the placing of staff within the district. A conference of district education officers and inspectors, together with headquarters staff, is held in Port Moresby each year, and provides an opportunity for the discussion of all aspects of education. Both administrative and professional topics are discussed and the Director is kept in touch with his field staff and the field staff have a direct contact with headquarters.

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, New Britain, New Ireland, Madang and Bougainville Districts, those in the two last-mentioned districts having been set up during the past year. Suitable indigenous observers have been appointed to attend meetings of the committees and take part in the discussions.

The Education Advisory Board, which consists of the Director of Education, other departmental officers, and representatives of the missions, meets at least twice a year. It discusses and advises the Administrator on all aspects of educational policy and provides a useful means of co-operation between the Administration and the missions, in the solution of educational problems. The first indigenous member of the Board, Mr. Boski Tom of New Ireland, was appointed in 1960 as an Administration representative. Mr. Boski Tom, a teacher, has been an officer of the Auxiliary Division since 1957 and is also a member of the New Ireland District Advisory Council. Meetings of the Board are usually attended by native observers.

Apart from the Education Advisory Board liaison between the department and the missions is maintained through the Executive Officer for Mission Relations and the headquarters staff of the department, and also through meetings of the district education committees. The principal missions have appointed liaison officers to keep in touch with the department and with district education officers.

Inspection of Schools.

Schools are inspected regularly to maintain and improve their standards; to raise the professional standards of teachers; and in the case of mission schools to establish whether the conditions for registration and recognition exist.

There are three regional inspectors of schools. 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. 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.

In 1960 an additional inspector, the Inspector of Girls' Schools, who is based in Rabaul, was appointed.

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 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) increases in 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 members of the Auxiliary Division of the Public Service seeking higher academic qualifications and for Administration servants seeking admission to the Auxiliary Division.

Progress continued during the year along the lines of the plan approved in 1958-59 to establish universal primary education by an expanded programme of teacher training, including in-service training, and by continuous efforts on the part of inspectorial and supervisory staff to promote the efficiency of all schools whether Administration or mission. Plans to recruit and accommodate greatly increased numbers of expatriate teachers and to train them in the Territory are being put into effect. One aim of these plans, which envisage the annual recruitment of an additional 200 expatriate teachers, is to enable promising indigenous students who might otherwise be diverted to Course "A" teacher training to proceed with their general education and ultimately to a higher level of teacher training. This and other measures to bring about a rapid increase in the number of teachers are described in Chapter 6.

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. To achieve uniformity of standards in the assessment of schools and teachers the regional inspectors supervise the inspection standards and techniques of the district education officers and hold conferences with them at which these matters are discussed and adjusted. Each regional inspector also inspects personally all teacher-training institutions, post-primary and secondary schools, and primary (A) schools. The inspectorial group concentrates primarily on raising the standards of the exempt schools, as results in the past have been sufficiently encouraging to warrant further expansion of this work.

Increasing emphasis is being given to the in-service training of indigenous teachers, which is the responsibility of area education officers. Each officer operates from one centrally placed school which serves as his demonstration school and is responsible for the standards in a group of schools, both Administration and mission, within a limited area. At regular intervals he holds courses which he follows up by visits to the home schools of teachers who have attended. Special efforts are made to raise the standards of exempt schools in this way, although the basic problem will not be solved until many teachers with adequate qualifications are available.

Progress.

The number of Administration schools increased by 49 to 247, an increase of 25 per cent., and pupils attending these schools from 15,349 to 21,119, an increase of 37.6 per cent. Administration teachers increased from 573 to 776.

In the Administration Teachers' College at Goroka, there are 93 students enrolled for the "A" Course, of whom 50 male and 13 female students are from New Guinea, and 25 male and 5 female students are

from Papua. There are also 40 New Guinea students enrolled at the Port Moresby Teachers' College, Papua, 24 in Course "B" (entrance Standard IX.) and sixteen in Course "C" (entrance Junior Certificate). In addition, 60 trainees from Australia are undertaking the "E" Course at Rabaul.

Four teachers undertook a special course in diagnostic and remedial teaching at the University of Queensland in 1960-61, and a further two were awarded scholarships for overseas studies.

The number of registered and recognized mission schools increased from 583 schools with an enrolment of 43,914 pupils to 736 schools teaching 54,157 pupils. At the same time there was a decline in the number of exempt schools from 2,033 schools with 71,970 pupils to 1,535 schools with 59,090 pupils. The overall decrease in numbers of mission schools and pupils is a result of the raising of standards.

A raising of standards by missions in their efforts to comply with educational requirements is also reflected in the decline in the number of trainees admitted to teacher training in 1961. At 30th June, 1961, there were 312 native teacher trainees (including 38 who had not satisfied minimum educational requirements for grant-in-aid payments, and ten girls) at fifteen mission centres compared with 457 trainees at 30th June, 1960.

The integration of all races in Territory schools, which is proceeding as quickly as the standard of individual students permits, was carried a step further, without incident, with the opening of the Lae High School at the beginning of 1961.

Expenditure by the Administration on educational services (excluding the maintenance of buildings) rose from £1,096,325 to £1,602,933. Financial aid provided for mission schools rose from £153,689 to £283,095.

The following table shows the trend in educational expenditure over the past five years:—

EXPENDITURE ON EDUCATION 1956-1961.

	1956-57.	1957-58.	1958-59.	1959-60.	1960-61.
	£'000.	£'000.	£'000.	£'000.	£'000.
Department of Education—					
Departmental	480	518	641	719	1,003
Grants-in-aid	60	119	134	154	283
Total	540	637	775	873	1,286
(Percentage change from previous year)	(23%)	(18%)	(22%)	(13%)	(47%)
(Percentage of total government expenditure)	(6.6%)	(7.0%)	(7.6%)	(7.5%)	(9.5%)
Other departments, education and training	37	(a) 34	62	65	58
Public libraries	9	9	10	12	10
Building construction and equipment	53	85	171	145	249
Total Administration expenditure on education	639	765	1,018	1,095	1,603
(Percentage change from previous year)	(29%)	(20%)	(33%)	(8%)	(46%)
(Percentage of total government expenditure)	(7.8%)	(8.4%)	(9.9%)	(9.4%)	(12.2%)
Mission expenditure from own funds	376	368	433	435	(a)420

(a) This figure approximate only.

In the field of adult education, the number of women's clubs increased from 60 to 100. Libraries are maintained by the Division of Extension Services to meet the needs of the indigenous people for reading material.

At 30th June, 1961, 1,187 students throughout the Territory were receiving either direct day and evening class tuition or studying by correspondence with the Pre-Entry and Auxiliary Training Branch of the Department of Education. Of these 300 were taking studies at the secondary level and 887 at post-primary level.

Non-Government Schools.

All non-governmental schools in the Territory are conducted by missions which play an important part in the education 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.

Under the Education Ordinance all non-government schools, except religious institutions engaged exclusively in training religious personnel, are required to be registered, recognized or exempted by the Director of Education. A registered school is one which complies in every way with the requirements of the Ordinance; a recognized school is one which has reached a satisfactory standard but has not yet complied fully with the requirements of the Ordinance; schools not coming within either of these categories may be granted an exemption of 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. Many of the exempt schools are in primitive areas. 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, the suitability of the curriculum and the quality of the teaching. This control also ensures that there is a co-ordinated approach in providing for the educational needs of an area.

The inspection of all mission schools which have applied for registration or recognition was begun in 1956-57 and has continued ever since. Mission authorities have made considerable efforts to comply with the requirements of the Education Ordinance and this has resulted in increased efficiency.

To assist the missions in their educational work the Administration applies a system of financial grants-in-aid based on the professional qualifications of teachers. In

addition to the assistance provided in respect of fully qualified teachers a grant of £30 is paid for the maintenance during his training year of each indigenous teacher-trainee who has passed the departmental entrance examination. 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.

Non-indigenous teachers in mission schools must submit acceptable diplomas and certificates before registration is granted. In some cases proof of proficiency in English is also required. Special qualifying courses were established in previous years to assist missionaries with long experience but no formal teaching qualifications, and the final course of this nature was given at the end of 1960. As from 1961 all teachers must either hold suitable professional qualifications or enroll for the "E" Course training. Provision is made for up to ten teachers to be nominated by missions in each course for this latter training.

The system of educational grants-in-aid for missions, which operates in the case of schools following the Administration syllabus or other approved equivalent syllabus, was extended during the year to cover part-time teachers and teachers engaged in approved educational supervisory or administrative duties, and to provide assistance in respect of students enrolled in Standard 7 or Standard 8 in approved post-primary schools and payment of travelling allowance in certain cases for supervisory teachers. The following assistance is provided:—

- (i) £400 per annum for each registered non-indigenous teacher engaged full-time in teaching or approved educational supervisory or administrative duties and assistance on a *pro rata* basis in respect of such part-time teachers;
- (ii) £120 per annum for each indigenous teacher holding the "C" Class Teacher's Certificate;
- (iii) £100 per annum for each indigenous teacher holding the "B" Class Teacher's Certificate;
- (iv) £80 per annum for each indigenous teacher holding the "A" Class Teacher's Certificate.
- (v) £30 per annum maintenance allowance for each student undertaking the one-year teacher-training course.
- (vi) £20* for each technical student undertaking a full-time technical training course, this assistance being provided for a maximum period of three years beyond Standard 6.
- (vii) £20 per annum for each student enrolled in Standard 7 or Standard 8 in approved post-primary schools.
- (viii) A travelling allowance of 12s. 6d. per day for each supervisory teacher for each day spent on supervisory duties in schools away from the home school, paid only where a grant-in-aid under (i) is not made.

* Incorrectly stated as £30 in the 1959-60 report.

(ix) Provision of adequate classroom materials to permit the efficient conduct of schools regularly staffed by teachers under (i), (ii), (iii), and (iv) above.

In general, eligibility for the above grants depends on the observance in registered and recognized schools of a maximum pupil-teacher ratio of 40 pupils to one European teacher and 30 pupils to one indigenous teacher.

Educational grants-in-aid paid to missions in the financial year ending 30th June, 1961, totalled £283,095.

As the following analysis of mission schools shows that there has been a steady increase in the number of registered and recognized schools, while owing to the improvement in standards, which has resulted in the closing of some schools, the number of exempt schools has more that correspondingly declined.

Type of School.	Number of Schools.			Number of Pupils.		
	1958-59.	1959-60.	1960-61.	1958-59.	1959-60.	1960-61.
Registered and Recognized—						
Primary (A)	10	10	10	568	675	692
Primary (T)	329	548	692	29,239	42,182	52,409
Post-primary ..	10	6	15	296	469	626
Other Higher Training ..	15	19	19	427	588	430
Exempt Schools..	364	583	736	30,530	43,914	54,157
	2,413	2,033	1,535	81,612	71,970	59,090
	2,777	2,616	2,271	112,142	115,884	113,247

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 school and reach a common point at Standard 7. After this point, in addition to the technical training centres, three streams develop—one in the purely indigenous secondary schools leading to the Queensland University Public Examination four years later; the second in the integrated high schools, leading to the New South Wales public examinations; and the third stream in post-primary schools leading to Standard 9 whence students proceed to teacher training, medical training or other specialized training.

Students in the third stream are given the opportunity of taking public examinations and at both Standard 7 and Standard 9 are acceptable for entry into the various levels of the Auxiliary Division of the Public Service. The technical training centres follow the post-primary general syllabus.

High schools are in operation at Rabaul and Lae, the latter having been opened at the commencement of the 1961 school year, while the former was opened in 1959. Both schools are open to any academically qualified children and are fully integrated. The secondary school syllabus of the State of New South Wales is used in these schools, a factor which at present limits the number of New Guinea students who are academically qualified for admission. Those with the necessary background are increasing in number, however, and larger enrolments can be expected in succeeding years.

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 and attendance at the courses is subject to the consent 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 on the United Nations and the Specialized Agencies are prescribed, and the book "United Nations for the Classroom" is used in the 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 produced by the United Nations, is distributed to schools.

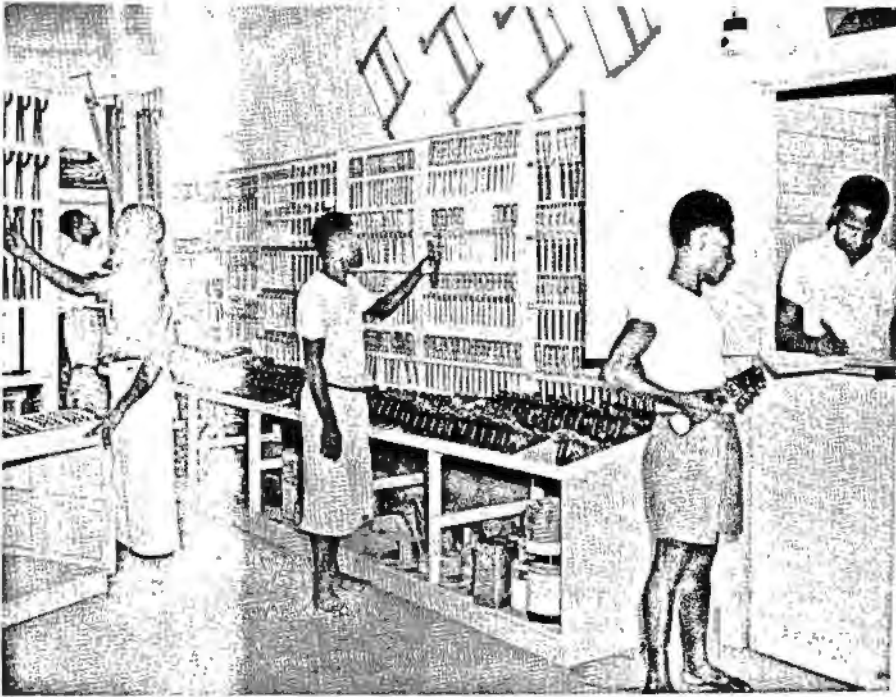
Camilla Wedgwood Memorial Lecture.

The Camilla Wedgwood Memorial Lecture and Seminar in honour of the late Honorable Camilla Wedgwood, who made notable contributions to education in the Territory, is an annual event. A visiting educationist of international standing delivers the lecture and conducts the seminar, and officers and mission representatives are invited to attend. The Director of Education of the Trust Territory of the Pacific Islands, Dr. R. Gibson, delivered the inaugural lecture, in 1959, and Dr. Richard Seddon, Executive Officer for Social Development, South Pacific Commission, delivered the 1960 lecture on "The Education of Women and Girls". Sixteen representatives from the Trust Territory attended.

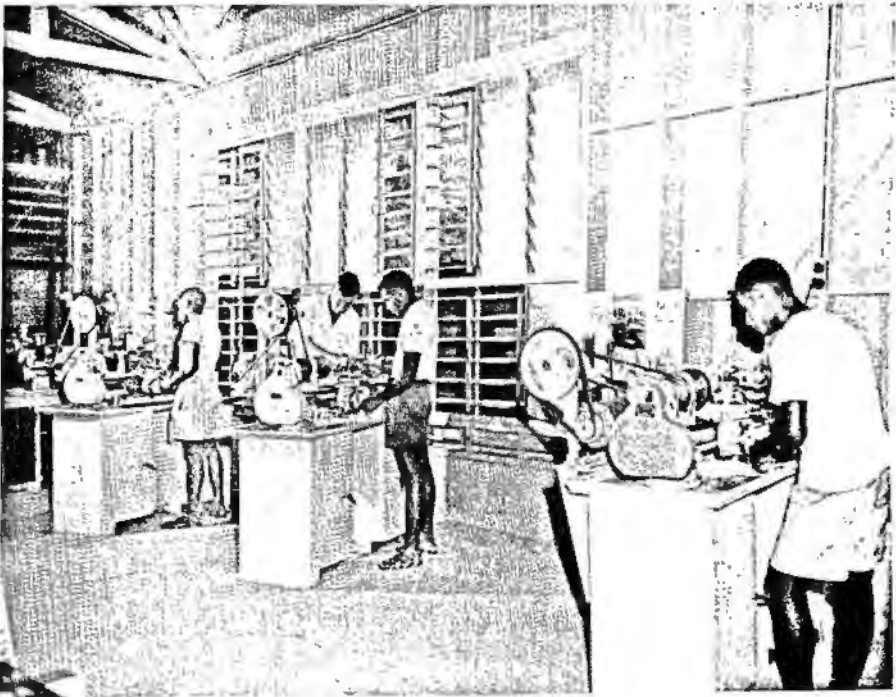
Compulsory Education.

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

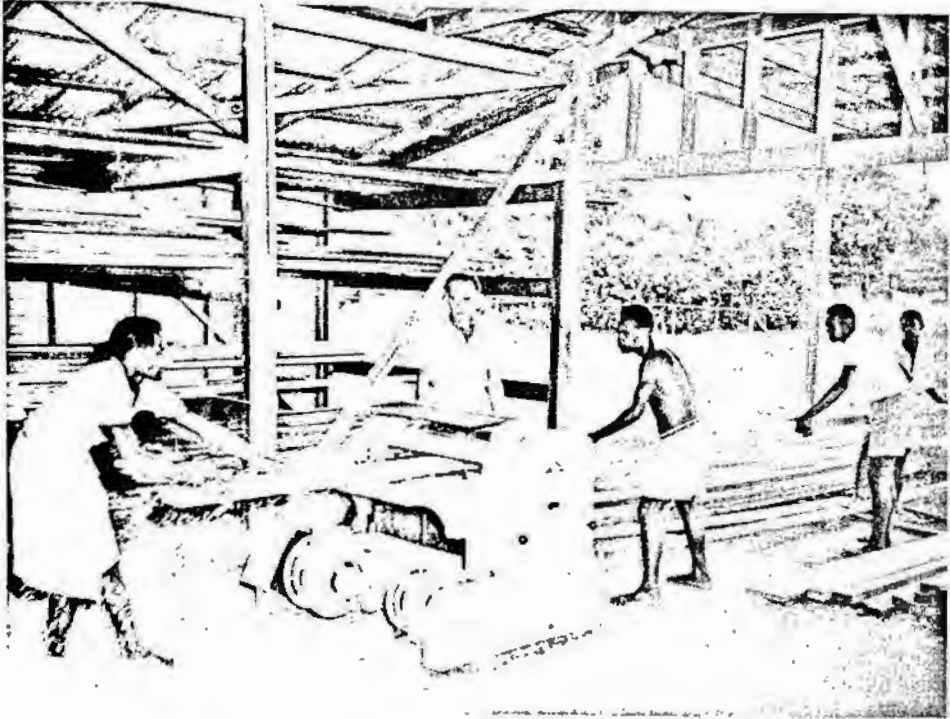
LAE TECHNICAL SCHOOL



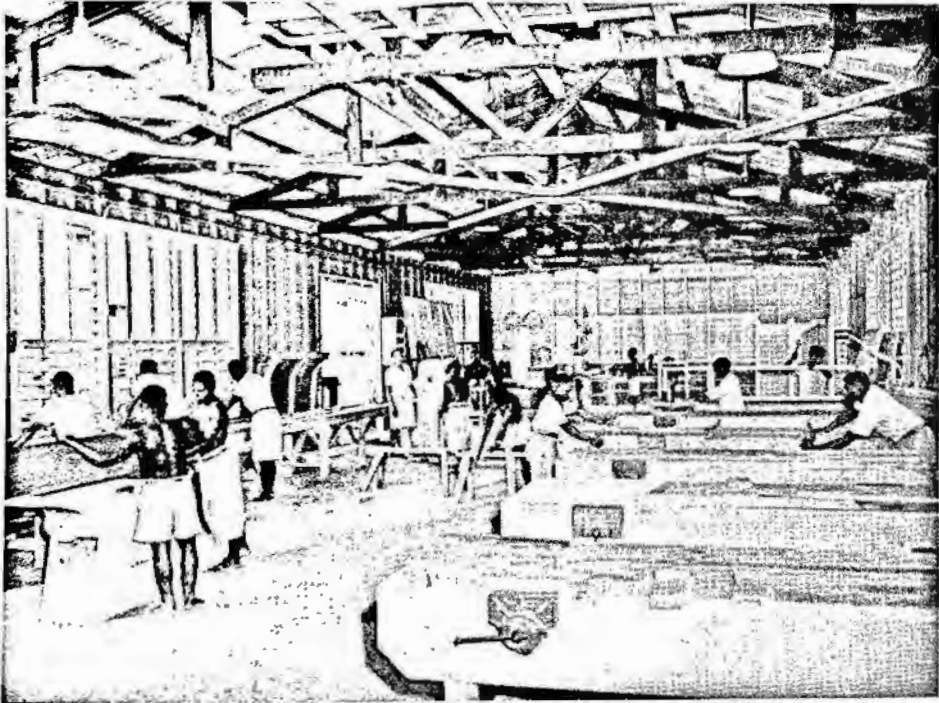
The tool store.



The machine shop.



Dressing timber.



The woodworking shop.

the circumstances warrant it consideration will be given to the introduction of this provision in 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 native 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.

It has been difficult to persuade the native people to move from their traditionally conservative attitude towards the educational advancement of women and girls, but prejudice is gradually breaking down as indigenous women fill more and more positions as teachers, nurses, shop assistants and typists and otherwise take a more prominent part in social life. Boys and girls at primary level follow the same syllabus except that from Standard 1 onwards the girls may be taught sewing and in Standards 5 and 6 domestic science. At 30th June, 1961, the total enrolment of indigenous girls in Administration schools was 6,178, and increase of 2,319 over the enrolment at 30th June, 1960. At the same date there were 45,124 indigenous girls attending mission schools. Included in the mission schools total were 150 girls receiving post-primary instruction, of whom ten were studying for teaching qualifications.

Both the Administration and the missions conduct post-primary girls' schools which provide courses in domestic science, mothercraft, laundry work and sewing, in addition to general school subjects. There are three Administration girls' schools; Tavui, New Britain District; Dregerhafen, Morobe District; and Madang, Madang District; with classes up to post-primary level. Dregerhafen Girls' School is also a secondary boarding school for girls, taking students to the Queensland Junior Certificate. Primary schools for girls have been opened at Madang, Madang District; Brandi, Sepik District, and Nalik, New Ireland District. There are also special schools for training teachers and nurses.

The Department of Education has prepared and distributed syllabi for home economics for Standards 5-9 and for sewing up to Standard 9 and a new syllabus for domestic science including midwifery is in the course of preparation.

Girls have won some of the scholarships for study in Australia and ten indigenous girls are at present attending the Rabaul High School. Women with the prescribed qualifications are eligible for admission to 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 annual return fare is made in respect of non-indigenous children. 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 pupils with the full cost of education in Australian schools including board, tuition, fares, clothing, equipment and incidental expenses.

The system of scholarships and allowances was introduced in 1954 when secondary education was not provided in the Territory. The availability of secondary education in the Territory has affected the flow to Australian secondary schools having regard to the overall increase in numbers of students.

The following table shows the number of children receiving educational assistance for secondary schooling in Australia at 30th June, 1960 and 1961:—

	1960.	1961.
Asian	174	188
European	401	452
Indigenous	26	33
Mixed-race	49	52
	650	725
Boys	371	417
Girls	279	308
	650	725

Fourteen European children are studying under 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 indigenous students. Secondary schooling is discussed in more detail in Chapter 3 of this Part.

School Buildings.

The native people have continued to give material help in the construction of school buildings, especially classrooms, and residences for indigenous teachers. Their work is assisted by the grant of funds by the Administration to cover procurement of materials not generally available from local resources. In many areas local government councils are constructing permanent buildings with assistance from the Administration in the form of supervision of construction and often provision of skilled labour. Where the native people assume responsibility for the provision of educational establishments, the Department of Education supplies teachers and equipment free of cost, and fully operates the school.

In 1960-1961, the school building programme consisted of two sections—a programme of major works undertaken by construction companies, and a more extensive programme of low-cost buildings. The former included construction of facilities for technical students at Madang, for post-primary schools at Brandi, Utu and Lae, and for the Teachers' College at Rabaul; and of primary schools at Brandi, Goroka, Aiyura, Mount Hagen and Sohano. Total expenditure was £34,990.

The low cost programme was designed to achieve a substantial increase in classroom facilities at the primary level and to provide living accommodation for indigenous and non-indigenous teachers at primary schools.

A total of 145 classrooms was constructed, allowing an increase in enrolment in a number of existing schools as well as provision for 50 new schools. As a result of this programme an additional enrolment of 5,475 pupils was accommodated. Residential units completed totalled 154, of which 70 were for non-indigenous teachers and 84 for indigenous teachers.

An amount of £189,251 was spent under the low cost building programme which, added to the cost of the major works programme of school construction, brought the gross total spent by the Administration on the provision of school facilities during the year to £224,242.

The works programme for 1961-1962, which is planned to follow the same pattern as that for 1960-1961, includes the following:—

- (a) *Major works programme*: Construction of facilities at a teachers' college, Madang; a secondary school at Keravat; girls' schools at Goroka and Dregerhafen; post-primary schools at Madang, Brandi and Utu; technical schools at Rabaul and Madang; and primary schools at Geroka, Mount Hagen, Kavieng, Rabaul and Sohano.
- (b) *Low cost programme*: Construction of 210 classrooms, 138 residential units for indigenous and expatriate staff and 59 units, including dormitories, ablution-toilet blocks and mess-kitchens, for boarding students.

Transportation of School Children.

Children usually travel free to and from school by Administration transport or subsidized private transport. Children travelling to and from boarding schools are provided with free transport where possible.

Fundamental Education.

Training centres for village men and women have been established in conjunction with the Local Government Training Centres at Vunadadir (New Britain District) and Ambenob (near Madang). The curriculum at these and other centres is designed to give elementary instruction in home crafts, hygiene, local government and simple technical skills such as house construction and well-digging. Parts of the curriculum are common to both men and women. Twenty married couples from local government council areas attended a three weeks' adult education course at Dregerhafen (Morobe District) in January, 1961, and two similar courses, each of two weeks' duration, were held at the Vunadadir Local Government Training Centre in February, 1961. Seventeen and eight married couples, respectively, attended these courses.

Text-Books and Class Materials.

Text-books and class materials are supplied in adequate quantities 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 the Administration, the missions and the South Pacific Commission Literature Bureau. All text-books are written in English.

A number of new text-books has been obtained from outside sources. A new arithmetic series especially adapted for the Territory has been distributed to schools as well as a new course in oral English in infant schools. Supplementary readers have been published and new ones are under consideration. Other text-books in geography and social studies, a project text-book for agriculture in primary schools and an anthology of poetry, have also been distributed. The Oxford English Course, the basic English series, is currently under review prior to re-writing.

Recordings of oral English lessons have been distributed to schools, together with gramophones for use by teachers to improve the English of indigenous students. A broadcast series of oral English was instituted in 1960 to give a daily fifteen-minute broadcast suitable for students in Standards 3 and 4, and a second series for Standards 5 and 6 is in the course of preparation.

Material on teaching, school management, social studies, history, geography, economics and the 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* is published by departmental headquarters for Territory-wide distribution, and presents a variety of topics of Territory interest written in simple English. Articles are frequently contributed by Territory students and other readers in the form of legend, folklore and descriptive compositions on their localities.

Libraries are maintained in schools, hospitals, clubs, training depots and other suitable centres. The majority of libraries contain an average of 250 books to which new titles are added regularly. All of the books are printed in the English language. In all, the libraries contain approximately 40,000 books. In addition, the Department of Education operates several library box circuits for primary schools.

Other information on library services is given in Chapter 8.

Youth Organizations.

The most important youth organizations are the Boy Scouts and Girl Guides, both of which are established in many parts of the Territory and are well supported

by the community. A full-time indigenous training commissioner has now been appointed in the Territory branch of the Scout movement. Scouts in the Trust Territory and Papua number approximately 2,640.

Training commissioners have organized training courses in many parts of the Territory and scout camps are held periodically at various centres.

At 30th June, 1961, there were in Papua and the Trust Territory 69 Girl Guide companies and 74 Brownie packs compared with 55 companies and 59 packs at 30th June, 1960. The full-time training course, established at Port Moresby, Papua, is currently being attended by four girls from New Guinea. This is a two-year theoretical and practical course, successful completion of which gains for the students their Territory Training Certificate. This is a new career for indigenous girls which gives them an incentive for social activity and group welfare work.

The Junior Red Cross is well supported at various centres in the Territory and circles have been established at many 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. Indigenous pupils 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 pupils may attend primary (A) schools and 21 (sixteen male and five female) are at present doing so.

The Administration assists non-indigenous children in isolated parts of the Territory, where schooling facilities are not available, to undertake correspondence courses of instruction with the departments of education of the several Australian States, and 255 children at secondary and primary levels 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.

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 in order to assist students to adapt themselves to changing conditions and to raise their living standards. The agricultural skills taught stress possible variety and improvement in subsistence and commercial cropping. At the same time emphasis is placed on the best elements of indigenous culture, particularly through music, art, handicrafts, dancing, social studies and sports.

Curriculum.

English is the language of instruction in all Administration schools, although in a few cases indigenous languages may be used in the lower grades as an introductory medium concurrently with the teaching of oral English, provided they are wholly replaced by English at the end of Standard 2. In some mission schools literacy in the vernacular has been an objective, but all registered and recognized schools also teach English with the object of securing sufficient fluency to enable it to be used solely in Standard 3. There has been a noticeable trend in mission schools towards teaching English at the outset by the direct method even in the preparatory grade. The syllabus provides for English to be the medium of instruction in Standard 3 and subsequent standards so that all indigenous students will be fluent in English by the end of Standard 6.

The curriculum is designed to fit an indigenous child for life in a rapidly changing society—a society in which technical innovation and social changes are going hand in hand. The core of the curriculum is training in the basic skills of communication and mathematics. Considerable attention is given to the provision of a wide range of experience of the modern world and its social institutions. The curriculum includes gardening, nature study, manual arts, art, and music. In each of these the syllabus lays stress on retaining the best of the present indigenous achievement while at the same time introducing new aspects.

In 1960 a Syllabus Revision Committee was constituted to draft a new syllabus for primary (T) schools. In 1961 the new syllabus is being used in certain selected schools as an experiment, and it has been forwarded to curriculum research organizations and other interested persons both within and without the Territory. It will be further reviewed by the committee at the end of the 1961 academic

year and it is expected that the revision will be approved for use in schools in 1962. All matters affecting courses of study in primary schools are now referred to the committee and it is at present investigating the recommendations made in the Pitman Report on the Teaching of English and the inclusion of temperance instruction in the ethics and morals syllabus.

Primary (A) schools follow the curriculum laid down by the New South Wales Department of Education for such schools.

Methods of Teaching English to Indigenous Pupils.

The experience of the Department of Education in teaching English to indigenous pupils over a period of years 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 have followed this practice which is feasible when the work of the mission is concentrated in one linguistic area.

So far as both 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 therefore 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 and recommends 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 followed and the necessary local adaptation of the course is made by the teacher.

Methods and texts used are subject to constant review by the Syllabus Revision Committee and professional officers of the department, and in 1960 an officer of the department was sent overseas to study modern trends in the teaching of English as a foreign language.

In 1960, Mr. G. Pitman, Director of Education, Nauru, was invited to tour the Territory and make a pragmatic evaluation of the teaching of English in primary schools. His report and recommendations are under consideration.

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 influenced by 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: 28. As a result of the accelerated programme for educational development there has been a significant increase in the number of Administration primary (T) schools and in the enrolment of pupils at these schools.

Progress.

Administration primary (T) schools increased by 45 with an additional 558 primary pupils attending post-primary schools. In all, the total enrolment of primary pupils increased from 13,474 in 1959-60 to 18,744 in 1960-61. There was no change in the number of mission primary (A) schools, but the number of registered and recognized primary (T) schools increased from 548 to 692. The process of registration and recognition of mission schools and methods adopted to improve the quality of schools is described in Chapter 1 of this Part. The total number of pupils in mission primary schools shows an increase of 10,254, bringing the total to 53,111. At the same time the number of pupils in exempt schools has declined from 71,970 to 59,090.

It has been the practice in Administration primary (T) schools that pupils upon completion of Standard 4 should be enrolled at continuation schools for the completion of Standards 5 and 6, as many of the teachers engaged in the former schools were unqualified to teach upper level primary classes. At the continuation schools all pupils were taught either by suitably qualified indigenous teachers or by trained European teachers. With improved training for indigenous teachers and with much larger numbers of trained European teachers in village primary schools, this practice is declining and in the succeeding years will be necessary only to a very limited degree. The majority of pupils then will complete Standard 6 in the village schools before proceeding to post-primary and secondary schools. The factors that allow for the elimination of continuation classes, especially the increased recruitment and training of European teachers, will also help to bring about a generally higher level of attainment in primary (T) schools. The number of non-indigenous teachers engaged in teaching primary (T) classes increased from 55 at the 30th June, 1960, to 100 at 30th June, 1961.

Community Sponsored Schools.

Under the Education Ordinance native local government councils may be authorized to conduct schools under the control and direction of the Director of Education. Native local government councils have built numbers of schools in the Territory, and have assumed responsibility for the maintenance of these buildings. In the financial year ended December 31st, 1960, local councils spent £10,839 on education services, and an expenditure of £22,889 is budgeted for during 1961. The councils have also assisted in the supply of school furniture and in the provision of essential services. Councils generally make a yearly grant for educational contingencies including the provision of equipment not normally supplied, the cost of special celebrations at school and the provision of transport on special occasions. In general, each council has an education committee, the chairman of which transmits the views of the committee on education to the district education officer. The Department of Education staffs and controls all council-sponsored schools.

In areas where there are no councils, village communities have also assisted in establishing and maintaining new schools. In many cases where there is a lack of departmental finance, or materials, or of skilled craftsmen to execute the building, the village people build the school with local materials, to be replaced by permanent buildings as soon as the obstacles mentioned can be overcome. Councils and village communities also assist in providing additions to existing schools.

In some primary (T) schools, regularly constituted parents' and citizens' associations have been formed with the same constitution and generally the same body of rules as those drawn up for similar organizations associated with primary (A) schools. These organizations present the opinions and views of the parent body to the staff of the schools and to the Department of Education and raise funds for the purchase of items of school equipment that are not normally supplied to the school by the department. For such purchases a £1 for £1 subsidy is paid by the Administration. In other schools with less sophisticated communities the department encourages the formation of school councils which

function in the same way as the parents' and citizens' associations but without a formal constitution.

CHAPTER 3.

POST-PRIMARY AND SECONDARY SCHOOLS.

Policy.

Post-primary, 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.

In the section *Basis of Establishment of Schools* in Chapter 1, it was noted that post-primary education in the Territory is available through post-primary and secondary schools and also at technical training centres which follow the post-primary general syllabus. Post-primary 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. Secondary schools at present have two streams of instruction—one in the purely indigenous boarding schools leading to the Queensland Public Examinations; the other in integrated non-residential high schools leading to the New South Wales public examinations. The trend is to integrate all secondary education and follow a syllabus leading to the New South Wales public examinations. The secondary schools give instruction to students who have successfully completed the primary (A) school course, and to selected students who have completed Standard 7 of the post-primary school course. Details are given in Chapter 1 of the education allowances and scholarships which assist children to attend secondary schools in Australia.

Indigenous education beyond primary level continues to expand steadily. Several primary (T) schools have established post-primary classes.

The following tables show the numbers of pupils receiving post-primary and secondary schooling at 30th June, 1961:—

Post-primary—

	Non-indigenous.(a)		Indigenous.(b)		Total.
	Male.	Female.	Male.	Female.	
In New Guinea	2	8	894	205	1,109

(a) Queensland University Junior Public examination.

(b) Standards 7, 8 and 9.

Secondary—

	Asian.		European.		Mixed-race.		Indigenous.		Total.
	Male.	Female.	Male.	Female.	Male.	Female.	Male.	Female.	
(a) In Australia	106	82	253	199	27	25	31	2	725
(b) In Papua .. .. .	..	..	..	..	..	..	28	..	28
(c) In New Guinea—									
(i) At secondary schools	17	19	22	23	4	4	154	37	280
(ii) supervised correspondence tuition at schools	1	..	2	4	..	..	..	..	7
Total	124	101	277	226	31	29	213	39	1,040

Additionally, 1,187 indigenous students are receiving tuition through the Pre-entry and Auxiliary Training Branch, 887 students being enrolled for the courses in post-primary subjects and 300 in secondary subjects.

Curriculum.

The post-primary 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 various types of employment.

A system of vocational guidance has been established with headquarters at Port Moresby. Officers of this section visit post-primary and secondary schools to give aptitude tests and advise pupils regarding their choice of career.

Students at technical training centres follow the post-primary schools general syllabus with the addition of specialized training in the various trades.

Attendance at Schools beyond Primary Level.

Attendance at these schools is good. Students reaching the entrance standard are keen to continue their education.

CHAPTER 4.

INSTITUTIONS OF HIGHER EDUCATION.

There are no universities in the Territory and some years must elapse before their existence can be justified. Qualified students have access to universities in Australia, and numbers of students from the Territory are enrolled for various courses. The Public Service Institute arranges tutorial classes in various centres in a number of subjects to residents of New Guinea generally to enable them to undertake matriculation and university studies.

Theological training institutions have been established by various missions. Some students have gone 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.

Six students are attending courses under Administration sponsorship at the Central Medical College, Suva, Fiji. Fifty-nine students are training at the Medical College, Port Moresby, eight (seven males, one female) to become assistant medical practitioners, 26 males and 17 females as nurses, 6 males as X-ray assistants and 2 males as dental assistants. There are also 42 males and 30 females undergoing medical training at Rabaul General Hospital.

The training section of the Department of the Public Service Commissioner, with headquarters at Port Moresby, attends to the in-service training of members of the Public Service.

CHAPTER 5.

OTHER SCHOOLS.

Pre-school play centres have been established at Rabaul, Wewak, Madang, Wau, Bulolo, Goroka, Kavieng and Lae. They are subsidised by the Administration and controlled by the Department of Public Health with the aid of voluntary workers. Additional information is given in Chapter 7 of Part VII.

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 schools, one at Rabaul (New Britain District) and the other at Lae (Morobe District). There are also two mission technical schools, one at Baitabag and the other at Anul (both in the Madang District). The centre at Anul is intended for juniors, but the other centres are intended to take students at Standard 6 level and to provide up to four years of training.

The syllabus in the first two years of the course at the technical schools covers English, arithmetic, social studies, general science, technical drawing, woodwork and metalwork. In the second two years the students may specialise in one of the following trades—automechanics, carpentry and joinery, sheetmetal work, fitting and turning, wood machining, plumbing, welding, or painting. After two years at the technical school students may go into apprenticeship in trade courses as scheduled in the Native Apprenticeship Ordinance.

The educational standards at entry into these schools are steadily rising and the training is therefore becoming more and more effective.

The technical schools provide regular part-time instruction at Lae and Rabaul for youths apprenticed under the Apprenticeship Scheme. Apprentices at Wau and Bulolo are given training supervised from the school at Lae. Other apprentices are being trained at Wewak and Madang.

The apprenticeship training given is along the general lines of Australian apprenticeship schemes. The youths spend approximately eight hours per week undergoing technical training—four hours in the employer's time and four hours in their own time. Details of apprentices and trades are given in Chapter 4 of Part VII. Junior technical training is given in woodwork and building trades. This type of training, which is intended to provide semi-skilled workers, is steadily being separated from the main technical schools to special schools also under the control of the Technical Division of the Department of Education. Schools of this type are being started at Utu (New Ireland District), Madang, and Goroka.

In addition to the above technical training, manual arts equipment and teachers have been provided at the secondary and intermediate schools at Keravat, Vunamami, Buni, Lorengau, Brandi, Goroka, Tusbab, and Lae, and at the Rabaul High School.

A more recent development is the establishment of community technical schools designed to function in conjunction with local government councils and to enable groups of local people to acquire technical skills related to their environment so that they may improve local living conditions. Particular emphasis is placed on the use of local materials and the limitation of imported material. Schools of this type are in operation in Kundiawa in the Eastern Highlands, at But-Boiken in the Sepik District and at Bau, near Madang. Plans for future expansion in this field are being made.

Seven native manual arts teachers completed their training at Lae Technical School during the year and five of them were appointed to the Auxiliary Division of the Public Service.

The educational activities of the Departments of Public Health, Native Affairs, Forests, Posts and Telegraphs, Civil Affairs, and Agriculture, Stock and Fisheries are described in other chapters of the report.

At Kambubu (New Britain), the Seventh Day Adventist Mission gives basic woodwork training to a class of boys who assist in building projects and the making of furniture.

The Jones College at Kambubu and the Baitabag Mission school at Madang also have manual training sections, in which basic training in woodwork and drawing is given as part of the pupils' general education.

CHAPTER 6.

TEACHERS.

Non-Indigenous Teachers.

Non-indigenous teachers for Administration schools are obtained by four means—

- (a) by recruitment of trained teachers from Australia either on permanent appointment to the Territorial Public Service or on secondment from a state department of education. Both groups before proceeding to the Territory receive an induction course at the Australian School of Pacific Administration. Thirty-two teachers were recruited in 1960-61 and posted to schools in the Trust Territory.
- (b) by the temporary appointment of local residents with the necessary qualifications. Forty-one such teachers were employed in 1960-61.
- (c) under a cadetship scheme whereby those who have obtained the leaving certificate undertake a two-year training course at the Australian School of Pacific Administration and qualify for the award of a trained teacher's certificate of the New South Wales Department of Education. At the 30th June, 1961, there were 62 first year and 49 second year cadets in training.
- (d) by a system of teacher training within the Territory instituted in November, 1960. Entrance to this course of training, which has been designated as course "E" is by selection of single men having the minimum qualifications of the New South Wales Intermediate or Queensland Junior Certificate. The course lasts six months and is devoted to primary school teaching with the emphasis upon techniques of teaching English and infant method. For this course a new teachers' college at Rabaul was opened and is staffed with specially selected teachers from the Territory and lecturers from New South Wales teachers' colleges. There was an intake of 57 trainees in November, 1960, and a further 60 in May, 1961. Of the November intake, 51 graduated and 39 were posted to schools in the Trust Territory.

Non-indigenous teachers in mission schools are required to submit acceptable diplomas and certificates before registration is granted. The standards for such qualifications have been determined by the Director of Education.

A special instruction course similar to those held in previous years was conducted in 1960 to enable non-certified mission teachers to qualify for registration under the Education Ordinance. This series of courses has now been terminated, but provision is made for mission candidates to attend the "E" course at Rabaul.

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 interpret contemporary civilization and its values to his pupils in terms they 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 and an example to his people.

The Syllabus of Teacher Training provides three different courses: Course "A", Course "B" and Course "C". The entrance qualification for Course "A" which is of one year's duration is Standard 6 for mission students and Standard 7 for Administration students. Course "B" has been increased to two years' duration for Administration students and requires an entrance qualification of Standard 9 for all applicants. For course "C", which is of two years' duration, it is the aim to make the Queensland Junior Certificate the qualification for entrance, but for the time being a pass in English at the higher level, plus passes in three other subjects, or a pass in English at a lower level, plus four other subjects, is accepted as a Junior Certificate pass for this purpose. Students lacking the full Junior Certificate qualification are expected to complete the Certificate by correspondence while undergoing Course "C" training. Both "A" and "B" courses are aimed at securing efficient teachers for infant and lower primary levels and "C" course advances this training to cover primary methods up to Standard 6.

At 30th June, 1961, 312 students, including ten girls, were in training at mission teacher training centres. The standard of mission centres is satisfactory and the reports by inspecting officers of the Department of Education show that the methods of supervising teaching practice are particularly sound.

Training for indigenous teachers is conducted by the Department of Education at two centres in Papua and New Guinea and by various missions at fifteen centres in the Territory. The mission centres concentrate almost exclusively on a one-year training through the "A" and "B" courses, although in 1964 all "B" course training will be extended to two years for mission students.

In 1961, the system of teacher training within the Department of Education was rationalized and the various teacher training centres were closed. Two teachers' colleges were established, one at Rabaul and the other at Goroka, the former catering exclusively for the "E" course and the latter for the "A" course trainees. At Goroka, trainees from Papua are also admitted. At the teachers' college in Port Moresby, Papuan and New Guinea students are also trained through the "B" and "C" courses.

The commencement of the "D" course of teacher training has been deferred, as with the extension of the "B" course to two years, it was considered that the proposals did not fit the emerging pattern of training at the present time.

The numbers of New Guinea teacher-trainees undertaking Courses "A", "B" and "C" at 30th June, 1961, are shown in the following table:—

	Course "A."		Course "B."				Course "C."				Total.
	Male.	Female.	1st Year.		2nd Year.		1st Year.		2nd Year.		
			Male.	Female.	Male.	Female.	Male.	Female.	Male.	Female.	
Administration(a)	50	13	18	6	..	..	6	..	10	..	103
Mission	254	10	48	..	..	..	..	..	..	..	312
	304	23	66	6	..	..	6	..	10	..	415

(a) (i) Includes 40 students in training in Papua (24 in Course "B" and 16 in Course "C").
(ii) Does not include 25 male and 3 female Papuan students in training in New Guinea.

The following trainees were granted certificates at the end of 1960:—

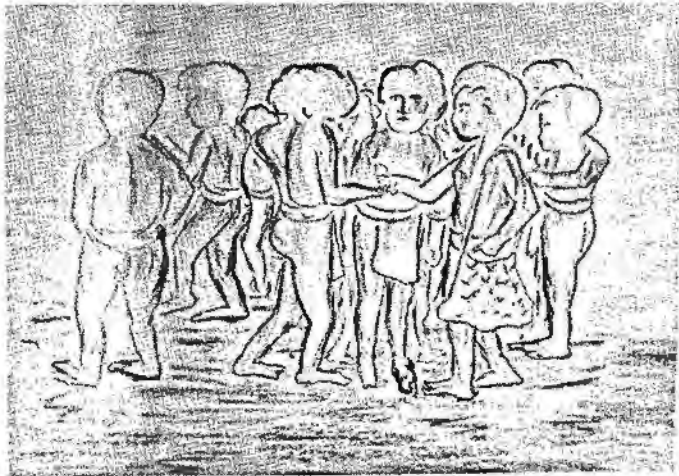
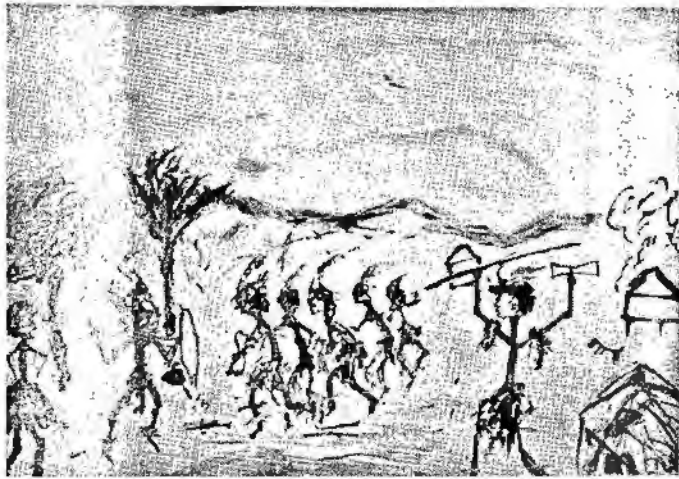
	Course "A."	Course "B."	Course "C."
Administration	53	35	..
Mission	101	21	3
	154	56	3

In addition, 51 Administration and 196 mission trainees were passed subject to the satisfactory completion of supplementary examinations and of these twenty Administration (11 "A" course and nine "B" course) and 111

mission trainees (91 "A" course, 18 "B" course and 2 "C" course) completed their qualifications.

In-Service Training.

The greatly increased emphasis on in-service training for both Administration and mission teachers has resulted in the establishment of refresher courses throughout the Territory during the school vacations. In every district there has been at least one course and in most districts there have been two. The appointment of area education officers, specifically for in-service training in the various districts, has enabled the department to supervise the work of indigenous teachers, especially those with inferior qualifications, and to raise the general level of efficiency of schools. As more staff become available additional area



Entries in the Cariappa Art Competition, 1961.

education officers will be appointed. 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 education staff.

Educational Tours in Australia by Indigenous Teachers.

Previous reports have referred to visits to Australia organized by the Department of Education for groups of senior teachers as part of their training. For administrative reasons no such tour was organized in 1961, but six groups of teachers have so far toured either Queensland or New South Wales, and the Australian Capital Territory. On such tours arrangements are made with local organizations for visits to be made to factories, farms, cities, national development programmes and places of cultural, educational, and sporting interest. These tours contribute to mutual understanding and afford the teachers an opportunity to study at first hand a highly developed modern industrial society. The knowledge and experience gained is widely disseminated by discussions and pictures during refresher courses and seminars.

Salaries.

Salaries and allowances for education officers are detailed in Appendix II. Salary rates for Asian and mixed-race teachers who are not fully qualified vary from £651 to £827 (female) and £722 to £866 (male) with increments of £36 per annum. Asian and mixed-race teachers with full qualifications are paid the full salaries of education officers. Only two teachers in this category are employed by the department.

Auxiliary Division teachers are paid at rates, varying with qualifications and experience, between £200 and £730.

Both non-indigenous teachers graduating from the "E" course and indigenous teachers who have graduated from the "C" course with the Junior Certificate are classified as Teachers Grade 1 and are paid within the salary range £858-£1,518 as officers of the Third Division of the Public Service.

Other indigenous teachers and instructors are employed on a monthly wage basis pending absorption into the Auxiliary Division as Assistants (Teaching). In addition to wages, such personnel receive rations, 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 assistants (teaching) are—

Trainee Assistant (Teaching)—

First year	£19 10s. per annum.
Second year	£29 5s. per annum.

Assistant (Teaching)—

Grade I.	£104 per annum rising to £182 by four increments of £19 10s. each.
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Grade II.	£201 10s. per annum rising to £227 10s. per annum by two increments of £13 each.
Grade III.	£253 10s. per annum rising to £279 10s. per annum by two increments of £13 each.

Assistants (Teaching) employed in the urban areas of Rabaul and Lae are being paid under the urban wage agreement and have the following wage rates:—

Trainee Assistant (Teaching)—

First year	£156.
Second year	£165 2s.

Assistant (Teaching)—

Grade I.	£218 8s. to £283 8s.
Grade II.	£298 7s. to £320 9s.
Grade III.	£341 18s. to £364.

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 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 indigenous persons who are literate in this sense and that in all areas the percentage of illiteracy is decreasing.

Adult Education.

Most of the field departments of the Administration undertake adult and community education activities of various kinds—in some cases in the form of vocational training courses, which have been described in the appropriate chapters of this report, and in others in the form of informal extension work.

A series of courses catering for selected married couples from local government areas was sponsored during the year by the Department of Native Affairs as the forerunner of an expanded programme of community education. The first experimental courses were held at Vunadadir and Finschhafen, and low-level training centres have been planned for all districts. The courses feature citizenship, health, agriculture and home economics.

The main departments concerned with informal extension work are Native Affairs, Public Health, and Agriculture, Stock and Fisheries. In their programmes for introducing new food crops and improvements in diet, teaching hygiene and sanitation and the prevention, treatment

and control of disease (whether among human beings, animals or crops), promoting cash cropping and improved production methods to provide a source of money income—in fact in the whole complex task of raising the living standards of the people—the work of these departments is largely complementary, each in some degree reinforcing the activities of the others.

Women's clubs sponsored by the Department of Native Affairs contribute substantially to 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 60 to 100. 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.

The Division of Extension Services has as its aims the raising of the general level of awareness of the people of the Territory by means of the press, radio, films, books and organized classes; the servicing of the educational arms of the technical departments to make extension programmes more effective; the promotion of interest in the works and acts of government; and the development of a means whereby the wishes and reactions of the indigenous people may become better known to the Administration. The division has already taken over responsibility for the preparation of broadcast material for the indigenous people and the operation of the 16-mm. film service.

A significant innovation was a programme designed to inform the indigenous people of the constitutional changes described in Part V, Chapter 2, and to prepare them for participation in the elections for the reconstituted Legislative Council. In areas served by native local government councils, information was passed on by field staff, indigenous and expatriate, of the Department of Native Affairs assisted by other officers such as teachers. In each area not served by local government councils one or more persons were selected in consultation with the local people. Those selected were men who were not standing as candidates but who had a mastery of the languages or the main languages of the area in which they were to work. For the instruction of these people a series of booklets entitled "Government of the Territory of Papua and New Guinea" was prepared. Those selected assembled for a fortnight's course during which translations of the booklets were prepared, ways of passing on information to village people were worked out and charts and other teaching materials were made.

The workers then returned to their areas to hold meetings in main villages and at other central points. This programme contributed significantly to the considerable interest taken in the elections by the indigenous people.

The majority of the field workers were teachers who volunteered for the work during the normal school vacation. A large proportion of indigenous persons with more advanced education in rural areas are teachers, and the arrangements made it possible for these people to participate in the community education programme.

Broadcast Programmes, Publications and Films.

In addition to schools and other organized developmental programmes the Administration uses radio broadcasts, publications and film services as part of the process of raising the general educational level of the indigenous people.

The broadcasting service maintains an extensive library of recordings of historical and cultural interest including indigenous ceremonies, music and legends.

The Administration has distributed many radio receivers, and listening centres have been established at many government stations. Local government councils, co-operatives and clubs also provide receivers for communal listening.

Previously, material designed specifically for the native people was broadcast in several languages during one 90 minute programme daily. Programming has now been rearranged and such material occurs throughout the day at times most convenient for the people. This has had the effect of broadening the listening habits of the native people and increasing the interest of other groups in their activities.

All material is broadcast in two languages in addition to English, while other vernacular languages are used in the women's sessions. The daily programme on week-days includes two five-minute news sessions in each of three languages and a twelve-minute session of news and information for women. Each week the following quarter-hour sessions are broadcast in three languages:—

Music of Many Lands (basically a social studies programme);

The World Around You (economic, social and political issues); and

Information Please (questions asked by listeners, many on general science subjects).

In addition two ten-minute sessions on sport are broadcast each week.

The material for these programmes is prepared for the Australian Broadcasting Commission by the Administration.

In addition the Commission presents several musical programmes, primarily for indigenous listeners.

A number of information and educational news-sheets which disseminate news of developments of local and overseas significance are published by Administration departments, missions and local government councils and are widely read. A list of such publications is contained in Chapter 2 of Part VII.

Several publications were produced with the assistance of the South Pacific Commission Literature Bureau for indigenous readers. Each of these has been published in

at least three languages. They include *Let's Grow Peanuts and Grow Good Coconuts*, published for the Department of Agriculture, Stock and Fisheries; *The Women of Memayang* (for women's clubs), published for the Department of Native Affairs; and two books of activity programmes for women's clubs.

The series of four booklets entitled *Government in the Territory of Papua and New Guinea* prepared in connexion with the elections for the re-constituted Legislative Council and referred to above was produced by the Division of Extension Services. The titles were—

- (1) *How the Legislative Council is Made Up;*
- (2) *Becoming a Member of the Legislative Council;*
- (3) *How a New Law is Made;* and
- (4) *The Future of the Legislative Council.*

The Department of Agriculture, Stock and Fisheries has produced, in several languages, a guide book for village agricultural committees and women's agricultural committees.

A 16-mm. film service operates at main centres and outstations. Mobile generating sets have been bought to make regular screenings possible in places where electric power supplies are not normally available. 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. Film programmes are prepared and supplied to Administration departments and non-governmental organizations.

The Administration's central 16-mm. film library has been increased to more than 800 titles. Films are supplied regularly for some 58 projectors, many owned by missions and other non-governmental organizations. In addition there is a good deal of borrowing from Australian film libraries. The screening of films predominantly for entertainment is becoming increasingly significant in the general education of the indigenous people, as more projectors are put into use in urban areas and on missions and plantations.

During the year the Administration provided thirteen 16-mm. projectors for use in community education programmes. Some of the projectors have been issued to local government councils which supply portable generator sets and employ operators. In less advanced areas, the generator sets and operators are provided by the Administration. These projectors are playing an increasingly important role in the extension work of the Departments of Agriculture, Stock and Fisheries, and Public Health in particular.

There has been a marked expansion in the production of films for the Territory. Films completed during the year include *Grow Good Coconuts*, *Make Good Copra*, *The Enemy in your House* (Malaria Control), *The New Legislative Council House*, *A Woman called Gimm* (dealing with women's clubs) and a number of brief items in the series *Territory Magazine*, each dealing with a particular part of the Territory and designed to make people more familiar with the Territory as a whole.

Many of the projectors are now being fitted with attachments for using film with magnetic sound tracks. In this way commentaries can be given in any local vernacular.

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:—

Miss Diana Howlett (Australian National University)—continuation of demographic studies in the Eastern Highlands District.

Professor J. Guiart (Ecoles des Hautes Etudes, Sorbonne, Paris)—co-operatives and local government in New Britain and Madang districts.

Professor R. F. Salisbury (University of California)—social anthropology and economics of the Tolai and Siame.

Dr. M. Meggitt (University of Sydney)—social anthropology at Wabag.

Drs. A. L. and T. S. Epstein (Australian National University)—social anthropology of the Tolai people, Gazelle Peninsula, New Britain District.

Dr. and Mrs. L. B. Glick (University of Pennsylvania)—social anthropology at Lufa.

Mr. Lewis Langness (University of Washington)—social anthropology, Kainantu Sub-District.

Dr. E. Haberland and Dr. M. Schuster (University of Frankfurt)—ethnological collecting.

Recently published works by research workers in the Territory are listed below—

Brookfield, H. C.—*Native Employment within the New Guinea Highlands*—(Journal of the Polynesian Society: Vol. 70, No. 1).

Brown, Paula—*Chimbu Death Payments*—(Journal of the Royal Anthropological Institute: Vol. 91, Part 1).

Bulmer, R.—*Political Aspects of the Moka Ceremonial Exchange System among the Kyaka people of the Western Highlands of New Guinea*—(Oceania: Vol. XXXI., No. 1).

Epstein, A. L.—*The Tolai of the Gazelle Peninsula*—(Journal of the Polynesian Society: Vol. 70, No. 4).

Glasse, R. M.—*A Kuru Bibliography*—(Oceania: Vol. XXXI., No. 4).

Goodenough, W. H.—*Migrations Implied by Relationships of New Britain Dialects to Central Pacific Languages*—(Journal of the Polynesian Society: Vol. 70, No. 1).

Reay, Marie—"Mushroom Madness" in the New Guinea Highlands—(Oceania: Vol. XXXI., No. 2).

Rieckmann, K. H. et al.—*Blood Groups and Haemoglobin Values in the Telefomin Area, New Guinea*—(Oceania: Vol. XXXI., No. 1).

Walsh, R. J. et al.—*Blood Groups and Haemoglobin Values of Natives from Minj, New Guinea*—(Oceania: Vol. XXXI., No. 1).

Wurm, S. A.—*The Changing Linguistic Picture in New Guinea*—(Oceania: Vol. XXXI., No. 2).

Indigenous Arts and Cultures.

The curricula of schools emphasize the retention and promotion of the worthy elements of indigenous art. The most striking of the art of the indigenous people is associated with religious, magical and clan symbolism, but nevertheless a great deal of it concerns everyday existence. The making and decorating of water and cooking pots has become a specialized occupation in some areas. Similarly the making and geometric patterning of baskets is a highly skilled art in the Bougainville area. The making of decorative wall matting for houses and sleeping and floor mats has reached a high level of development in many parts of New Guinea. Wood carving is widely practised. Fine examples of mask and shield carving as well as the highly decorative tambaran houses can be found in the Sepik area.

In the highlands areas much of the art is directed towards the making of ceremonial dress, especially head dress, in which the plumes of the bird of paradise are widely used. A wide range of ceremonial dances, music, legends and folklore has been faithfully handed on from each generation to the next. In recent years many of these have been recorded.

For many years choral festivals have been held annually in some areas, the most important being that held in the Tolai area. Church, village and school groups compete in these festivals and have helped to preserve the best in indigenous music and song.

In the field of painting, indigenous art has been encouraged greatly in recent years by the introduction of the Cariappa Art Competition in 1955. This competition is conducted annually in Administration schools and the Cariappa Shield, presented by His Excellency, General K. M. Cariappa, a former High Commissioner in Australia for India, is awarded to the school presenting the best art work.

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.

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, and now has a considerable collection of artifacts.

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 Lac 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 of the Territory is extremely varied. There are approximately 350 languages, many of which, however, are inter-related; about fifteen are used for educational purposes. Most of these languages have only a limited vocabulary and as media of education have little practical value. Even those that have been reduced to writing are largely lacking in words essential to modern technology, though they are quite rich in folklore and traditional tales. Their conversion to educational purposes is limited to simple grammars and readers.

English has been adopted by the Administration as the universal medium of education and communication, assisted in more remote areas by the use of Melanesian Pidgin. Administration schools do not teach reading and writing in the vernacular language as a rule, though they are sometimes used for explanatory purposes in the early stages of teaching English.

The Administration does not publish school books in the vernacular 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 of this *lingua franca*.

Most mission schools teach literacy in a vernacular language, or in Melanesian Pidgin, before beginning the study of reading and writing in English. This procedure

is approved by the Department of Education, subject to two conditions—

- (a) that simple oral English be taught concurrently with literacy in the vernacular or pidgin;
- (b) that the vernacular used should be the children's own mother tongue and not an indigenous language foreign to the locality.

To assist mission schools to achieve the first of these conditions the L.M. Syllabus of Oral English was produced and published in 1959 by officers of the Education Department. This syllabus contains a programme of simple conversational English suitable and sufficient for children at an elementary level of education and should ensure uniformity of standards in mission schools.

The Summer Institute of Linguistics has carried out investigations of the language patterns in areas designated by the Administration. The Institute has conducted a short course for Administration officers in the technique of learning indigenous languages. A number of officers, from various departments, including education officers, were seconded to attend these courses, and were posted to selected areas where local languages will be used as preliminary media of communication and instruction.

PART IX.—PUBLICATIONS.

Copies of all laws affecting the Territory have been transmitted to the Secretary-General of the United Nations.

The National Library of Australia, Canberra, publishes *Australian National Bibliography*, and *Australian Public Affairs Information Service*, both issued monthly and cumulated annually; *Australian Government Publications* and *Australian Books; a select list*, both annual publications; *Australian Bibliography and Bibliographical Services*; and *Australian Films—A Catalogue of Scientific, Educational and Cultural Films 1940-1959* with annual supplements. The Library also issues subject bibliographies from time to time.

PART X.—RESOLUTIONS AND RECOMMENDATIONS OF THE GENERAL ASSEMBLY AND THE TRUSTEESHIP COUNCIL.

The conclusions and recommendations of the Trusteeship Council arising out of the examination of the Annual Report for 1959-60 have been noted and considered by the Administering Authority and the following information is furnished thereon:—

I. GENERAL.

LAND AND PEOPLE.

The Council welcomes the advances made in the political, economic, social and educational fields in the Territory's life during the period under review. It commends the Administering Authority and the people of the Territory for their recent achievements. It considers, however,

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, Lac, Madang, Wau, Wewak, Goroka and Bulolo. These libraries, which have a total stock of 32,000 books and 5,400 registered readers, 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.

These publications are forwarded regularly to the United Nations Library in New York and copies are sent on request to other libraries sponsored by the United Nations. The bibliographical publications which have been transmitted to the United Nations include a record of material received in the National Library under legal deposit provisions and include publications concerning the Territory.

A series of five 35 mm. documentary colour films dealing with major aspects of Territory development has been widely distributed both for theatre and television screenings.

that there is a continuing need for a steady acceleration in the rate of progress in all these fields, particularly in the political field. It thinks that this process will in itself engender a growing desire and need for higher education. The Council recommends once again that the Administering Authority avail itself to the greatest possible extent of the assistance of the specialized agencies of the United Nations and other international bodies.

Where the Administering Authority considers it to be in the best interest of the indigenous inhabitants to seek financial and technical help of the specialized agencies of the United Nations and other international bodies, it will do so.

OFFICIAL NAME.

The Council, recalling its numerous recommendations at previous sessions concerning the desirability of adopting an official name for the Territory's people, urges the Administering Authority to elicit their opinion on this question. In the meantime it suggests that the people of New Guinea might be referred to as New Guineans rather than as indigenes or natives.

Canvass among the population, with the use of radio and press to stimulate discussion and expression of views, does not reveal any public opinion; rather is there an inclination to postpone the question for the time being. The Administering Authority is still, therefore, not able to determine what the considered opinion is among the majority of the people regarding any particular official name. Pending such determination, the Administering Authority has no objection to the use of the term New Guinean as a descriptive expedient.

II. POLITICAL ADVANCEMENT.

GENERAL.

The Council considers that the recent developments, although limited in scope, represent an important step forward in the political evolution of the Territory. The Council welcomes the efforts being made to promote a feeling of solidarity among the population. It notes with interest the recent emergence of a political party in the Territory. While the Council recognizes that political organizations must develop from the initiative of the people themselves with the spread of political consciousness among them, it considers that the Administering Authority can help foster such a development; it hopes that even greater emphasis will be placed on the adoption of all possible measures for the political education of the New Guineans.

The Administering Authority will continue to seek and apply the best methods of fostering the political consciousness, education and development of the people of the Territory. It believes that this can best be done in the main through local government councils, now rapidly increasing in numbers. It will continue also, however, to develop such supplementary means of political education as native membership of town and district advisory councils and of boards of various kinds, as the Legislative Council observer system, and the instruments and methods of the Department of Information and Extension Services.

ADMINISTRATOR'S COUNCIL AND LEGISLATIVE COUNCIL.

The Council welcomes the replacement of the Executive Council by the Administrator's Council as a step in the right direction, and notes that the Administering Authority considers the establishment of this Council to be an initial step towards the development of Cabinet government. It notes that the statutory composition of the present Administrator's Council is three official and three non-official members of the Legislature, and that two of the latter are elected members. It thus appears

that provision has been made for the association of the Legislative Council with the daily tasks of administration since all members of the Administrator's Council must be members of the legislative body even though half of them are appointed to the latter by the Administering Authority. It regrets to note, however, that there is only one indigenous person on this Council, the non-official member who is appointed to the Council from the non-self-governing territory of Papua. The Council also regrets that there is no indigenous representative from the Trust Territory on the Administrator's Council and earnestly hopes that one will be appointed very soon.

The Council considers that the indigenous membership of the Administrator's Council should be rapidly increased and that this should be elective as far as possible. Furthermore, out of the three non-official members, two are from the non-self-governing territory of Papua and only one from the Trust Territory. The Council considers it important that the representation of Papua and New Guinea in the Administrator's Council should reflect the fact that the population of the latter is almost double that of the former.

The Council welcomes the recent reconstitution of the Legislative Council of Papua and New Guinea which has been expanded from 29 to 37 members. It notes with satisfaction that for the first time it has elected indigenous members, six in all, of whom four are from the Trust Territory. It notes further that these members were elected by unenrolled indigenous electors under an electoral college system, but that the Administering Authority intends after one full term of the Legislative Council, about three years, to review the composition of the Council and to consider the possibility of establishing a common electoral roll. It is also satisfying to note that the Administering Authority contemplates the introduction of universal adult suffrage; the Council hopes that this may become possible at the next elections as it considers that the introduction of universal adult suffrage will serve as the most effective means of imparting political education to the people.

Recalling that at its twenty-sixth session the Council questioned the appropriateness of granting representation to religious missions as such in the Legislative Council, it notes with regret that two representatives of religious missions have been appointed by the Administering Authority to the new Legislature. It is glad to note, on the other hand, the decrease of such members from three in the old Council to two in the present one and also the fact that the representation of religious missions is no longer required by statute. The Council hopes that it will soon be possible to dispense with such representation altogether.

The Council welcomes the decrease in the number of official members from sixteen out of 29 in the old Legislative Council to fourteen out of 37 in the new Council. It considers, however, that at the time of the projected review the Administering Authority should take steps to

reduce the present official membership and correspondingly increase popular representation. The Council notes that in addition to fourteen official members there are six indigenous and four non-indigenous appointed members. While appreciating that the appointment of indigenous members may be necessary at this stage, the Council is not certain that there is the same justification for the appointment of four non-indigenous members. The Council considers that the Administering Authority should keep the necessity of appointing non-indigenous members to four seats in the Legislature under constant review with a view to dispensing with such appointments as soon as possible.

The Administering Authority has noted the views of the Trusteeship Council on the composition and development of the Legislative Council and the Administrator's Council. It will have regard to them when, after experience of one full term of the working of the re-constituted Council, it will discuss with representatives of the people what further changes might be introduced.

DISTRICT AND TOWN ADVISORY COUNCILS.

The Council notes that while indigenous personnel have been added to district and town advisory councils, their number remain extremely low. Recalling its view that increased indigenous representation on district and town advisory councils would be a useful step towards widening indigenous participation in the political life of the Territory, the Council again urges the Administering Authority to take all possible measures to accord adequate representation to New Guineans on these councils.

The Administering Authority continues to use, to the fullest extent practicable, indigenous membership of district and town advisory councils as one of the means of associating the indigenous people with the handling of local affairs and of widening their participation in the political life of the Territory. During the year under review, indigenous membership of district and town advisory councils increased from 21 to 27 and from 2 to 9 respectively.

PUBLIC SERVICE.

The Council notes with satisfaction that the rate of increase in the number of indigenous staff in the Public Service has nearly doubled during the past two years, and welcomes the possibility that New Guineans may soon be able to advance to positions in the Third Division of the Public Service. It recommends that the measures for the education and in-service training of indigenous officials be considerably expanded to enable the promotion of large numbers of New Guineans to posts in senior grades of the Public Service.

The Council considers that there remains an urgent need for the training of indigenous persons for the Public Service and that the recent increases in the Service fall far short of the Territory's needs for trained personnel. It recommends that the Administering Authority accelerate its programme of recruitment and training of personnel, particularly New Guinean personnel. In this connexion,

the Council reiterates its previous recommendation that the Administering Authority avail itself, as fully as possible, of the facilities provided by the United Nations for training in administration and related functions.

The Administering Authority is accelerating measures for the re-organization of the Territory Public Service and for the recruitment, education and in-service training of native officers of the Public Service. The broad intention of the re-organization is the inclusion of career Administration native servants in the Public Service proper and the abolition of the Auxiliary Division as a separate entity. The new public service will be so organized as to provide progressively increasing opportunities for indigenes at all times.

An expanded programme of education and in-service training for indigenous officers provides for the establishment by 1963 of a central administrative training college, without disturbing the existing training institutions for the post office, police, education, agricultural, forestry, local government, co-operative and medical services. In the course of development of the central administrative training college, and in the training of indigenous personnel generally, the Administering Authority will give the fullest possible consideration to the use of technical aid and other suitable forms of assistance provided by the United Nations and the Specialized Agencies.

ADMINISTRATIVE UNION.

The Council notes (a) that in its annual report for 1959-1960 the Administering Authority furnished separate financial, statistical and other data relating to the Trust Territory of New Guinea; (b) that no changes were made in the legislative provisions affecting or defining the legal status of the Territory; no new districts were created, nor did any of the district boundaries extend into the Territory of Papua or vice-versa; and (c) that expenditure on the administration, welfare and development of the Trust Territory substantially exceeded the revenues raised within the Territory.

The Council notes the statement by the special representative of the Administering Authority that there are not separate policies for each Territory, and that the end result of this common policy in one Territory should, as far as can be envisaged, be the end result in the other. The Council also notes that the institutions of a Central Government that are being created are common to both New Guinea and Papua, and for this purpose the Trust Territory and the Non-Self-Governing Territory are, in fact, being treated as one unit. It is, of course, understood that any such arrangements cannot detract from the character of New Guinea as a separate entity under the Trusteeship Agreement or in any way slow down or otherwise affect the attainment of the objectives of the Trusteeship System by the Trust Territory.

In the light of the statement by the special representative of the Administering Authority, it appears essential to the Council that the Administering Authority should further state that the basic objectives laid down in Article 76 of the Charter will in practice be applied by the Administering

Authority to the Non-Self-Governing Territory of Papua as well, in the development of both Territories towards a common future.

The Administering Authority has, in the Trusteeship Agreement for New Guinea, undertaken to administer the Territory in accordance with the provisions of the United Nations Charter, in which the basic objectives of the International Trusteeship System are set out in Article 76. The Australian Government's objectives in the two territories of Papua and New Guinea, which are joined in an administrative union, are identical.

III. ECONOMIC ADVANCEMENT.

GENERAL.

The Council notes with satisfaction an increase of approximately 15 per cent. in the Territory's exports during the period under review, and the evidence of increasing economic activity generally in the Territory. It considers, however, that to assist the Territory to develop a viable economy, much greater effort and investment in the economic field will be necessary in the future. The Council therefore hopes for a steady acceleration in the development of indigenous agriculture and in the establishment of more processing and manufacturing industries with governmental assistance. It recommends that the Administering Authority take full advantage of such financial and technical assistance as the specialized agencies of the United Nations and other international bodies may be able to provide for the Trust Territory.

The Administering Authority is steadily accelerating its efforts towards the economic development of the Territory and economic objectives form an important part of the five-year programme recently announced. Apart from pressing ahead with the general development of agricultural, animal and associated industries it has established a Department of Labour and a Department of Trade and Industry specifically to develop employment opportunities and assist in the promotion of individual and group economic enterprises for the native people. The possibilities of obtaining financial and technical assistance from the Specialized Agencies of the United Nations and other international bodies are being actively explored.

PUBLIC FINANCE.

The Council notes with satisfaction a further substantial increase in the Administering Authority's contribution, in the form of a non-repayable grant to the territorial budget. The need for raising the Territory's internal revenues remains urgent; and this will be possible only with greater investment in productive enterprises which will yield higher incomes to the Trust Territory's inhabitants. The Council hopes that the Administering Authority, together with private enterprise, preferably indigenous to the extent available, will make the necessary investment in the appropriate sectors of the Territory's economy.

The Council welcomes the introduction of an income tax, but considers that the rates of this tax are at present low and should be suitably revised. The Council notes that a person whose income is below the starting point for income tax, as is the case with the vast majority of indigenous persons, may pay up to £2 personal tax, whereas a person paying income tax only pays this sum when his taxable income reaches £160 per year.

The Administering Authority invites the attention of the Trusteeship Council to the increased Commonwealth Government grant, the various measures which have been instituted to assist the development of native economic enterprises, and to the recent establishment of the Department of Trade and Industry with responsibility for promoting and assisting the development of productive activities of various kinds.

The Administering Authority considers that the rates of personal tax levied are not high in relation to the total real income of the indigenous people.

As the Trusteeship Council has been informed, the merits of the personal tax were examined when the tax structure of the Territory was reviewed. Although indigenous producers benefited significantly from the abolition of export duties, it was considered impracticable at the present stage of the Territory's development to introduce an income tax system which, without being unduly onerous or discriminatory, would result in an appreciable contribution from indigenous persons. As very few indigenes, if any, pay income tax, the personal tax system was retained so that they would make some contribution. Personal tax is a deduction from income tax and exemptions are granted where local government taxes are paid.

The present rates of income tax have been fixed with a view to balancing revenue requirements and incentives to invest and work in the Territory.

The Administering Authority will continue to keep the position under review to ensure that the rates of personal tax are reasonable having regard to the ability of the indigenous inhabitants to pay and similarly that income tax rates return satisfactory revenue without unduly hindering economic development.

AGRICULTURE.

The Council is gratified to note the marked increase in the production of cacao and coffee, particularly by indigenous growers, and that despite a fall in world prices, the Copra Marketing Board was able to maintain the initial delivery price to producers throughout the year. It welcomes the addition of one indigenous member to the Copra Marketing Board, and considers that indigenous growers should be given more adequate representation on this Board. It hopes that the Administering Authority will enlarge its programmes of agricultural expansion and

diversification, not only with a view to raising production but also to assist in combating malnutrition. It considers that in the field of agriculture greater use should be made of indigenous producers' co-operatives. The Council commends to the Administering Authority once again the desirability of setting up stabilization funds for cacao and coffee.

The Administering Authority is anxious for adequate indigenous representation on the Copra Marketing Board, as evidenced by the appointment on which the Council has commented favorably. At the same time it must have regard for the fact that it is vital for the indigenous people of the Territory (dependent in important measure on the copra industry) that the members of the Copra Marketing Board should be capable and experienced in the economics of the industry.

The Administering Authority will make known to cocoa and coffee producers, through extension work, the security benefits of stabilization funds, but feels that it should not consider setting up stabilization funds unless there is a strong movement amongst producers to indicate a willingness to have such funds and to contribute thereto.

LAND.

The Council notes that the Administering Authority is preparing plans for bringing all land in the Territory under a single system of landholding, and that the legal and other implications of such plans are being investigated. The Council would wish to be informed of these plans in detail as soon as possible as a solution of the problems resulting from customary land tenure in the context of a growing economy based primarily on agriculture remains urgent.

It is also necessary in the Council's view that the maximum support of the indigenous people for plans and policies of land reform should be obtained to ensure their successful implementation. This can best be done by the close association of the representatives of the indigenous people with the preparation and implementation of such plans and policies. The Administering Authority should also take steps, as recommended by the Council at its twenty-sixth session, to associate the indigenous inhabitants in discussions of land policy at local government council and district levels as well as at the centre.

Further progress has been made in planning to bring all lands in the Territory under a single system of land holding providing for individual titles. Consideration is now being given to the legislative provisions which will be necessary to give effect to this. The Administering Authority has directed that special measures are to be taken in the Territory to ensure that all native members of the Legislative Council fully understand the purpose of new legislative measures in respect of land matters and of

the effect which such changes will have on the land rights of their people and have full opportunity to confer with local leaders before final enactment.

In view of the importance of ensuring the maximum popular support for all policies relating to land, the Council regrets that the Administering Authority has not as yet granted any representation to New Guineans on the Land Development Board, which was recommended by the Council at its twenty-sixth session.

The advisory functions of the Land Development Board as constituted at present are largely of a technical nature. The question of the future of the Board is now under examination and in that examination the Administering Authority is having regard to the matter of indigenous representation on the Board.

The Council notes with some concern that during the year under review a further 8,215 acres of land were acquired by the Administration, and 11,004 acres given out in leases of which only 538 acres were leased to New Guineans. The Council wishes to urge, once again, that the utmost care be exercised in this matter in order to avoid creating serious problems for the future. As recommended by the Council earlier, suitable reduction in the period for which the Administering Authority grants leases, namely 99 years, should be given urgent consideration.

The Council is also of the view that the leases of Administration-owned land should be given by preference to New Guineans, local government councils and particularly to indigenous co-operatives, which should be organized and encouraged to undertake cultivation of cash crops on a large scale with the help of modern methods and techniques. While avoiding wasteful fragmentation of land this might also encourage the co-operative and more productive exploitation of the lands now held under customary tenure.

Native-owned land acquired will ultimately come under the control of whatever political entity emerges in the Territory upon self-government. The 8,215 acres referred to were acquired by the Administration for the construction and improvement of roads; of the 11,004 acres referred to some will be used for the benefit of the native people. The Administering Authority is confident that its present land policies will avoid the creation of serious problems for the future.

While a leasehold period of 99 years is considered to be suitable in relation to the present conditions, the Administering Authority will continue to keep this matter under review in the light of changing circumstances and developments in the Territory.

The main objective of land settlement policy in the Territory is to ensure that opportunity and guidance are provided to all indigenes who want to move into economic production either by better use of land they already occupy or by obtaining new blocks. Over the next five years it is planned to provide over 7,500 new blocks for

native farmers who do not have access to suitable land under customary native land tenure and to provide increasing guidance through the agricultural extension services to all indigenous farmers. Opportunities for land settlement and guidance in the production of economic crops will be made available to individual farmers and co-operatives or other groups as may be appropriate in the circumstances.

INDUSTRY.

The Council welcomes the establishment of a new Department of Trade and Industry, which it hopes, will stimulate the establishment of industries in the Territory on a planned basis. The Council recommends that ways and means should be found to associate New Guineans closely and actively with the work of this Department. It believes that the development of secondary industries in particular should be encouraged, and reiterates its previous recommendations concerning the establishment of a sugar industry and a fishing industry. In this connexion, it welcomes the progress being made in developing a cattle industry.

The general policy that New Guineans should be associated as closely and actively with all phases of the work of the Administration as their skills and qualifications permit, will be followed with the new Department of Trade and Industry. The Administering Authority has continued its investigations into the possibility of developing a local sugar industry but these investigations continue to demonstrate that the possibilities are uneconomic. On the other hand, commercial fisheries research is producing encouraging results and the Administration is continuing its efforts to promote the commercial possibilities of the fishing industry.

IV. SOCIAL ADVANCEMENT.

LABOUR.

The Council welcomes the creation of a separate Department of Labour and is gratified to note the appointment of an indigenous member to the Native Employment Board. Noting the slight increase in the minimum wage in the period under review, the Council recommends that this wage which remains low should be raised substantially. The Council welcomes the recent formation of the Madang Workers' Association and expresses the hope that the Administering Authority will assist in the development of trade union activity in the Territory.

The minimum wage referred to should not be taken as generally indicative of the wages paid to indigenous workers throughout the Territory. For example, indigenous officers in the Territory Public Service, with the same qualifications and experience as expatriate officers, receive the same basic salaries and many other workers in both rural and urban areas of the Territory receive much higher wages than the prescribed minimum. Wage fixation above the minimum is becoming a matter for negotiation between employers and employees who, for example, have recently concluded agreements for various urban areas provided for wage rates for many unskilled native employees at a figure considerably higher than the rates

prescribed in the Native Employment Ordinance. Associated is the matter of trade union activity and the Council is assured that the Administering Authority is actively assisting the development of such activity in the Territory, and will continue to do so.

PUBLIC HEALTH.

The Council notes with satisfaction that the Madang General Hospital has been opened, that another general hospital will be opened at Wewak in 1961, and that a third is under construction at Lae. Noting that all senior posts in the health service are held by non-indigenous personnel, the Council requests the Administering Authority to give most urgent attention to the need for training indigenous personnel for higher professional positions.

The Administering Authority will continue to give most urgent attention to the need for training indigenous personnel for higher professional positions in the health as well as in all other fields of administration.

While noting the measures taken by the Administering Authority for the eradication of malaria, the Council recommends that the assistance of W.H.O. be sought to widen the scope of this campaign.

In developing its measures for the eradication of malaria in the Territory, the Administering Authority was in close touch with the World Health Organization. It should be noted that the Director-General, on behalf of W.H.O., has personally expressed "gratitude for the efforts which the Government of Australia is making to control and eradicate malaria in Papua and New Guinea" and assured the Administering Authority "that the participation of Australia in the world programme for the eradication of malaria is much appreciated by all those who are anxious to see the world freed from this disease".

RACE RELATIONS.

The Council notes from the statement of the special representative that all existing provisions and practices which are discriminatory against New Guineans, e.g., the denial of admission to cinemas and other public places, are now under close scrutiny with a view to adopting remedial measures in the near future. The Trusteeship Council recommends to the Administering Authority that it immediately abrogate discriminatory laws and combat the practices mentioned above.

The Administering Authority continues to give special attention to the work of revising the legislation of the Trust Territory on the basis of a firmly defined policy that, unless it can be shown that special provisions are needed to guard the wellbeing of any group of people, in defined circumstances, or to ensure respect for native custom requiring proper legislative observance, the law of the Territory shall apply equally to all inhabitants of the Territory.

The immediate abrogation of laws which contain provisions which might be considered to be discriminatory is not feasible since examination of the whole body of

Territory law is involved and, at many points, the re-enactment of amending legislation to ensure that provisions to be deleted are replaced by provisions adapted to the needs of the whole population of the Territory. In respect of practices, as distinct from legislation, the Administering Authority is giving constant attention to those which might appear to discriminate against New Guineans.

V. EDUCATIONAL ADVANCEMENT.

GENERAL.

The Council notes that while there has been an increase of 4 per cent. in the enrolment of primary school pupils, apparently less than 50 per cent. of the school-age population are attending school. It welcomes the consolidation of mission schools in certain areas during the year with a view to avoiding waste and raising the standard of primary education. Notwithstanding the appointment of additional area education officers, it believes there is a continuing need to increase the scope and frequency of governmental inspection of mission schools and to raise the standards of instruction in them to the level of those in Administration schools. The Council notes that nine new Administration primary schools have been opened during the period under review, but considers that the rate of expansion in the Administration's role in education is slow, and reiterates its previous recommendation that the Administering Authority should assume a greatly expanded direct role in this field.

The Council commends the observations of the United Nations Educational, Scientific and Cultural Organization (T/1569) on the educational situation in the Territory to the attention of the Administering Authority.

The Administering Authority will continue its efforts to assist mission schools to raise their standards of instruction. At the same time, increases in the number of Administration schools, and in the numbers of students at those schools are developing as part of the Administering Authority's expanding direct role in this field and will continue to develop in accordance with the targets which have been set.

The observations of the United Nations Educational Scientific and Cultural Organization on the educational situation in the Territory have been noted.

HIGHER EDUCATION.

The Council notes with satisfaction the completion of the new secondary school at Rabaul and four intermediate schools in the Territory. It recommends in particular that every effort be made to eliminate the bottleneck at the Intermediate level.

As students qualify for education beyond the Intermediate level, the Administering Authority will progressively provide educational facilities to meet the increasing needs. Meanwhile, the scheme of scholarships to provide education in Australia for the higher, as well as the lower, years of secondary schooling will be continued.

The Council notes with regret that as yet no indigenous person has received university education. It considers that the provision of university education has become a matter of urgency, and recommends that all possible steps, even to the extent of providing special preparatory courses, be taken to assist indigenous secondary school graduates to go on to a university. In this connexion, the Council notes that the Administering Authority has long-range plans for developing a university at Port Moresby and that already the first groups of students are in training at the Medical College there which will eventually form part of a university of Papua and New Guinea. The Council commends the desirability of establishing some appropriate departments or faculties of the proposed university in the Trust Territory. It considers that education at the university level will itself require a very rapid increase in the secondary educational facilities available in the Territory.

Under the five-year educational programme, technical schools and professional training are to be developed in the Territory in keeping with the demand for post-primary education from children who have received an efficient primary education. The Administering Authority is continuing its preliminary work on planning for an ultimate university college and will give careful thought to its location. The Administering Authority agrees that secondary education must expand to provide entrants to university studies and is giving full attention to that aspect.

The Administering Authority will continue to bear in mind the views of the Trusteeship Council in the development of its educational plans.

VI. ESTABLISHMENT OF INTERMEDIATE TARGET DATES AND FINAL TIME LIMIT FOR THE ATTAINMENT OF SELF-GOVERNMENT OR INDEPENDENCE.

The Council has already expressed its appreciation of the Administering Authority's action in setting a realistic target for the extension of its administrative control over the entire Territory. It considers that it is equally necessary to establish realistic targets reflecting a proper sense of urgency for the rapid and planned advance of the Territory in all other aspects of its political life; and invites the Administering Authority to establish such target in the light of General Assembly Resolution 1514 (XV.).

Full information relating to the policy and plans of the Administering Authority for the progressive political development of the indigenous people of the Territory is given in Part V. in this annual report. These plans provide for the assumption by the people of an increasing measure of responsibility for local affairs through local government councils and other local institutions, the periodic reform of the Legislative Council and the ultimate aim of a common roll for all voters throughout the Territory. Details of the constitutional reforms instituted during the year under review, including the first phase in the reconstitution of the Legislative Council, are also included in Part V. of this report.

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 a summary of the political development that has taken place during the year is given in Chapter 9 of Part V. This part is restricted to a brief reference to some of the outstanding features of the year's work in the economic, social and educational fields of advancement.

Public expenditure totalled £13,771,368, of which £369,332 was chargeable to the Loan Fund, and £13,411,036 was expenditure from revenue. Revenue increased by £1,726,004 to £13,411,036, of which £9,281,595 was in the form of the direct grant by the Administering Authority (an increase of £1,421,674) and £4,129,441 was internal revenue (an increase of £304,330 over internal revenue for 1959-60). In addition, departments of the Commonwealth of Australia, whose funds were derived from the Australian Commonwealth as distinct from the Territory budget, spent approximately £3,000,000 in the Territory of Papua and New Guinea of which £1,100,000 (approximately) was on capital works. Expenditure on new works, capital purchases and maintenance for the year totalled £4,441,681, an increase of £412,317 over the amount expended in 1959-60. Revenue from personal tax was £107,070, income and dividend taxes £664,763 and corporation taxes £546,820.

External trade increased to £29,520,041; imports amounted to £16,803,152 and exports to £12,716,889. The total value of forest production again exceeded £2,000,000.

The New Guinean contribution to exports and to production generally is of increasing importance in the Territory's economy. Production of cacao by New Guineans increased from 1,527 tons in 1959-60 to 1,908 tons in 1960-61 and the number of registered New Guinean cacao growers from 4,318 on 30th June, 1960, to 5,366 on 30th June, 1961. The area planted to coffee increased to approximately 11,000 acres and production from 565 tons to 710 tons; copra production rose to approximately 20,660 tons; and 12,000 tons of truck crops were sold commercially. Co-operative societies increased their capital by £29,195 to £313,038, membership increased by 2,889 to 52,559 and turnover by £38,053 to £700,809. Good progress was made under the various land settlement schemes.

A new Department of Trade and Industry has been formed to foster the growth of local industry and participation by the indigenous people in industrial and commercial enterprise.

The number of locally registered companies participating in commercial activities increased and at 30th June, 1961, totalled 333 with a nominal capital of £27,705,200.

A Department of Labour has been formed to administer all labour legislation. The *Native Employment Ordinance* 1958-1960 and complementary legislation came into operation on 6th October, 1960, and provide the basis for conditions of employment and welfare of workers.

Native New Guinea workers have shown an awakening interest in the formation of trade unions and in improving wages and employment conditions. During the year, this interest was demonstrated by collective negotiations with employers and the successful negotiation of industrial agreements covering two main urban areas.

Health services have continued to expand, particular attention being paid to preventive measures such as control of malaria, tuberculosis and Hansen's disease. Ascertainable expenditure on health services was £2,667,243 of which amount the missions provided £171,966, the local government councils £14,237 and the Administration the remainder—£2,481,040.

Activities directed to the advancement of women have continued to expand. Women's organizations now exceed 100.

During 1960-61, the number of Administration schools increased from 198 to 247, enrolments of pupils from 15,349 to 21,119 and teachers from 573 to 776. Registered and recognized mission schools now total 736 with an enrolment of 54,157 at 30th June, 1961. Exempt schools have decreased from 2,033 to 1,535.

Expenditure on education services by the Administration increased from £1,096,325 for the year ended 30th June, 1960, to £1,602,993 for 1960-61, excluding expenditure on the maintenance of buildings. Ascertainable expenditure by missions from their own funds totalled £420,357.

STATISTICAL APPENDICES.

STATISTICAL ORGANIZATION.

The *Census Ordinance 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 29th June, 1961.

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 headquarters. Figures of the enumerated and estimated population at 30th June, 1961, are given in Appendix I. of this report.

Provision is made in the *Native Local Government Councils Ordinance 1949-1958* 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, 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* provides for the appointment of a Statistician and for the collection and compilation of statistics of the Territory as prescribed by regulations. Regulations (No. 11 of 1951) made under the Ordinance were published in *Gazette* No. 31 of 25th May, 1951. A Bureau of Statistics is included in the organization of the Department of the Administrator and under the direction of the Statistician is responsible for general statistics and statistical co-ordination. Separate statistics are compiled for the Territory of New Guinea and where relevant are included in the following Appendices.

Statistical publications issued during the year comprised bulletins dealing with Oversea Trade (annual and quarterly), Imports Cleared for Home Consumption (annual), Migration (quarterly), Production in Rural Industries (annual), Production in Secondary Industries (annual), New Motor Vehicle Registrations (quarterly), Motor Vehicles on Register (annual), Motor Vehicle (Third Party) Insurance (annual), and a quarterly Summary of Statistics.

CONVERSION TABLE.

Relationship between English units with metric equivalents—

LENGTH:		
	1 inch	= 2.540 centimetres.
12 inches	= 1 foot	= .3048 metres.
3 feet	= 1 yard	= .9144 metres.
1,760 yards	= 1 mile	= 1.609 kilometres.
AREA:		
	1 square foot	= .0929 square metres.
9 square feet	= 1 square yard	= .8361 square metres.
4,840 square yards	= 1 acre	= .4047 hectares.
640 acres	= 1 square mile	= 2.590 square kilometres.
VOLUME:		
	1 cubic foot	= .0283 cubic metres.
CAPACITY:		
	1 pint	= .5682 litres.
8 pints	= 1 imperial gallon	= 4.546 litres.
WEIGHT:		
	1 ounce troy	= 31.10 grammes.
	1 ounce avoirdupois	= 28.35 grammes.
16 oz. avoirdupois	= 1 pound (lb.)	= .4536 kilogrammes.
100 lb.	= 1 cental	= 45.36 kilogrammes.
112 lb.	= 1 cwt.	= 50.80 kilogrammes.
20 cwt.	= 1 ton (long ton)	= 1.016 tonnes.

STATISTICAL SUMMARY.

APPENDIX I.—POPULATION.

	1956-57.	1957-58.	1958-59.	1959-60.	1960-61.
Indigenous population—					
Enumerated	1,177,074	1,223,095	1,282,639	1,306,308	1,369,083
Estimated	120,100	103,100	78,000	80,500	64,300
Total	1,297,174	1,326,195	1,360,639	1,386,808	1,433,383
Non-indigenous population—					
Estimated—					
European	10,608	11,110	11,177	(a)	(a)
Non-European	3,828	3,963	4,093	(a)	(a)
Total (Tables 1 and 2, pages 164 and 165)	14,436	15,073	15,270	14,979	15,536

(a) Not available.

APPENDIX II.—ADMINISTRATIVE STRUCTURE OF GOVERNMENT.

	1956-57.	1957-58.	1958-59.	1959-60.	1960-61.
Total Public Service staff in New Guinea.. .. . (Table 1, page 169)	1,219	1,401	1,474	1,694	2,085
Indigenous village officials (Table 9, page 204)	13,736	12,865	12,955	13,192	12,961
Native local government councils—					
Number of councils	10	15	18	23	27
Number of councillors	230	379	470	657	780
Population in council areas (Table 10, page 205)	52,560	91,157	119,532	167,900	206,300
Department of Native Affairs					
Number of patrols	297	264	344	444	421
Number of patrol days (Table 5, page 203)	7,736	6,716	7,631	9,280	10,006
Area under Administration control	Square miles. 76,770	Square miles. 78,195	Square miles. 78,745	Square miles. 81,365	Square miles. (a)
Area under Administration influence	7,405	7,055	6,640	5,025	(a)
Area under partial Administration influence	3,050	2,400	2,575	2,215	(a)
Area penetrated by patrols	5,775	5,350	5,020	4,395	(a)
Unrestricted areas .. .. .	.. .. .	.. .. .	.. .. .	.. .. .	84,944
Restricted areas (Table 6, page 204)	17,750	17,320	17,320	17,320	8,056

(a) This classification has been abandoned and the terms "restricted" and "unrestricted areas" adopted.

APPENDIX III.—JUSTICE.

	1956-57.	1957-58.(a)	1958-59.	1959-60.	1960-61.
Supreme Court—					
Number charged	289	222	259	175	186
Number convicted	250	178	182	135	137
Number discharged	25	25	26	27	24
Number <i>Nolle Prosequi</i> entered (Table (1), page 212)	14	19	51	13	25
District Courts—					
Asians and mixed race—					
Tried	113	34	24	101	22
Convicted	99	30	18	51	19
Referred to the Supreme Court	1	1	2	..	..
Europeans—					
Tried	432	167	125	176	19
Convicted	348	152	96	158	15
Referred to the Supreme Court	13	7	5	2	..
Indigenes—					
Tried	1,190	623	823	1,429	363
Convicted	950	489	625	1,212	343
Referred to the Supreme Court (Table (2), page 214)	201	98	116	135	1
Courts for Native Affairs—					
Tried	9,665	6,023	..	10,429	13,363
Convicted	9,390	5,904	10,097	10,123	12,850
(Table (3), page 215)					

(a) Figures for District Courts and Courts for Native Affairs are for six months only. See Appendix III.

APPENDIX IV.—PUBLIC FINANCE.

	1956-57.	1957-58.	1958-59.	1959-60.	1960-61.
	£	£	£	£	£
Revenue from within the Territory	2,652,517	2,926,026	3,555,373	3,825,111	4,129,441
Grant by the Government of the Commonwealth of Australia	(a) 5,498,179	(b) 6,188,121	6,706,373	7,859,921	9,281,595
Total Expenditure	8,150,696	9,114,847	10,261,746	11,685,032	13,771,368
Less amount chargeable to Loan-Fund .. .. .	..	..	..	..	360,332
Expenditure from revenue	8,150,696	9,114,847	10,261,746	11,685,032	13,411,036
(Table 1, page 217)					

(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.

	1956-57.	1957-58.	1958-59.	1959-60.	1960-61.
	£	£	£	£	£
Imports	11,020,742	11,545,880	11,938,628	12,622,354	16,803,152
Exports	10,312,492	9,628,048	12,691,877	14,962,356	12,716,889
Total trade (Table 1, page 225)	21,333,234	21,173,928	24,630,505	27,584,710	29,520,041
Number of local companies	225	259	277	293	333
Nominal capital of local companies	£ 17,312,150	19,659,200	24,484,200	27,705,200	32,585,250
Number of foreign companies	87	98	107	123	128
Nominal capital of foreign companies (Table 8, page 229)	{ £ (c) 189,911,592 \$ (a) 6,000,000 (b) 10,000,000	{ (a) 204,106,592 (b) 10,000,000	{ 221,692,592 (a) 6,000,000 (b) 10,000,000	{ 280,067,592 ..	{ 278,627,592 (a) 6,000,000 (b) 10,012,000 (c) 7,500,000

(a) Canada. (b) Hong Kong. (c) U.S.A..

APPENDIX VIII.—AGRICULTURE.

	1956-57.	1957-58.	1958-59.	1959-60.	1960-61.
Land tenure—					
Unalienated land (acres)	58,136,276	58,122,823	58,115,154	58,084,171	58,077,771
Land alienated (acres) (Table 1, page 229)	1,383,724	1,397,177	1,404,846	1,435,829	1,442,229
Land leases—					
Number of leases	3,659	3,864	4,069	4,368	4,607
Area of leases (acres) (Table 2, page 229)	303,784	311,247	320,235	329,974	356,301

APPENDIX XI.—FORESTS.

	1956-57.	1957-58.	1958-59.	1959-60.	1960-61.
	Acres.	Acres.	Acres.	Acres.	Acres.
Silviculture operations—					
Area improved or regenerated	200	520	877	877	877
Area of plantation established (Table 2, page 233)	2,897	3,873	5,143	6,443	7,262
Areas under exploitation (Table 3, page 233)	180,638	253,789	263,055	304,335	288,102
Timber harvested (Table 4, page 234)	Super. feet. 43,160,119	Super. feet. 43,861,637	Super. feet. 44,652,477	Super. feet. 45,699,452	Super. feet. 56,373,867
Sawn timber produced (Table 6, page 234)	13,791,200	14,392,620	14,472,540	14,755,920	20,562,996

APPENDIX XII.—MINERAL RESERVES.

	1956-57.	1957-58.	1958-59.	1959-60.	1960-61.
Mineral areas held Acres. (Table 1, page 235)	18,283	16,477	15,784	11,193	9,971
Number of mines (Table 2, page 235)	228	251	249	251	275
Number of workers in mining industry (Table 5, page 236)	2,746	4,266	3,928	3,968	3,925
Value of minerals produced £ (Table 3, page 235)	1,248,766	791,577	718,998	719,645	681,297

APPENDIX XIV.—CO-OPERATIVES.

	1956-57.	1957-58.	1958-59.	1959-60.	1960-61.
Number of societies	97	102	101	103	101
Total turnover £ (Table 1, page 238)	502,628	374,609	408,589	662,756	700,809

APPENDIX XV.—TRANSPORT AND COMMUNICATIONS.

	1956-57.	1957-58.	1958-59.	1959-60.	1960-61.
Number of postal articles handled (Table 1, page 240)	5,614,339	6,656,291	7,616,396	7,870,779	8,871,796
Number of telephone instruments connected ..	1,833	2,166	2,436	2,666	3,096
Number of subscribers (Table 3, page 240)	1,372	1,589	1,758	1,833	2,062
Number of telegraph stations	172	174	192	210	253
Number of telegraph messages handled (Table 5, page 241)	404,203	416,735	500,600	578,059	705,391
Number of aerodromes	98	114	127	140	151
Number of alighting areas (Table 9, page 244)	12	12	11	11	1
Mileage of vehicular roads	3,986	4,389	4,462	4,564	4,923
Mileage of bridle paths (Table 14, page 249)	(a)	20,000	20,350	(a)	(a)
Total number of oversea vessels entered and cleared	346	368	503	294	367
Tonnage of oversea vessels entered and cleared .. (Table 10, page 247)	666,818	717,647	714,083	457,326	622,441
Tonnage of oversea cargo handled	271,084	278,848	280,600	314,096	336,664
Tonnage of inter-territory cargo handled (Table 12, page 248)				13,752	20,814
Number of motor vehicle and motor cycle registrations (Table 15, page 249)	4,120	4,474	4,743	5,102	5,699
Number of licences to drive motor vehicles and ride motor cycles (Table 16, page 249)	6,954	7,241	8,279	8,697	9,124

(a) Not available.

APPENDIX XVII.—LABOUR.

	1956-57.	1957-58.	1958-59.	1959-60.	1960-61.
Number of indigenous employees	45,438	41,693	45,122	48,322	50,601
Number of Government indigenous employees	9,043	8,965	8,824	8,871	10,845
Number of agreement indigenous employees	21,401	19,929	20,393	22,581	21,928
Number of casual workers in private employment (Table 1, page 251)	14,994	12,799	15,905	16,870	18,068
Number of females employed (Table 2, page 252)	534	549	448	492	562
Number of deaths of workers in employment (Table 12, page 263)	145	145	116	(a) Nil	Nil
Number of breaches of Native Labour Ordinance and Native Employment Ordinance by employers (Table 13, page 263)	12	11	4	7	Nil
Number of breaches of Native Labour Ordinance and Native Employment Ordinance by employees (Table 14, page 264)	Nil	Nil	Nil	Nil	6
Number of breaches of native employees' agreements under Native Labour Ordinance	1,062	700	578	970	1,097
Number of breaches of employees' agreements under Native Employment Ordinance (Table 15, page 264)	..	..	..	..	36

(a) Relates only to deaths arising from employment whereas figures in previous years included deaths of workers from all causes.

APPENDIX XIX.—PUBLIC HEALTH.

	1956-57.	1957-58.	1958-59.	1959-60.	1960-61.
Number of health services personnel (Table 1, page 270)	4,256	3,376	4,034	(a) 3,147	(a) 3,667
Number of hospitals and clinics (Table 3, page 273)	1,405	1,550	1,708	1,873	1,918
Number of in-patients treated in Administration hospitals Of which were fatal (Table 8, page 278)	97,040 1,402	91,467 1,485	88,815 2,065	82,588 2,050	79,322 1,976
Value of medical aid to missions £	60,038	55,854	64,605	186,455	186,308
Total expenditure on health £ (Table 17, page 288)	1,901,273	1,940,735	1,928,403	2,337,008	2,667,243

(a) Excludes 919 non-medical personnel.

APPENDIX XXI.—PENAL ORGANIZATION.

	1956-57.	1957-58.	1958-59.	1959-60.	1960-61.
Prisons—					
Total number committed to prison (Table 1, page 291)	8,575	8,923	8,196	10,049	11,596

APPENDIX XXII.—EDUCATION.

	1956-57.	1957-58.	1958-59.	1959-60.	1960-61.
Number of Administration schools	152	184	189	198	247
Number of Administration teachers	424	483	543	573	776
Number of Administration pupils	9,968	11,333	12,517	15,349	21,119
Number of mission schools	3,149	2,767	2,777	2,616	2,271
Number of mission teachers	4,155	3,620	3,453	3,529	3,267
Number of mission pupils	114,976	108,046	112,142	115,884	113,247
(Table 1, page 292)					
Expenditure by Department of Education £	540,181	637,238	775,429	873,159	1,286,235
Value of educational aid to missions .. £	60,004	118,608	133,890	153,689	283,095
Total expenditure on education £	1,015,279	1,133,464	1,449,999	1,531,325	2,023,050
(Table 13, page 306)					

APPENDIX XXV.—RELIGIOUS MISSIONS.

	1956-57.	1957-58.	1958-59.	1959-60.	1960-61.
Number of non-indigenous missionaries	1,076	1,257	1,350	1,384	1,551
Estimated number of adherents	627,032	676,800	712,650	658,756	695,542
(Table 1, page 310)					
Expenditure on health £	153,853	166,674	170,091	295,287	171,966
Expenditure on education £	435,864	486,484	566,423	588,689	420,357
(Table 4, page 312)					

APPENDIX I.

POPULATION

1. ENUMERATED AND ESTIMATED INDIGENOUS POPULATION AT 30TH JUNE, 1961.

District and Sub-district.	Enumerated.									Estimated. (d)	Grand Total.	
	Children.			Adults.			Persons.					
	Males.	Females.	Total.	Males.	Females.	Total.	Males.	Females.	Total.			
Eastern Highlands—												
Goroka(a)	21,729	18,898	40,627	28,521	27,721	56,242	50,250	46,619	96,869	1,300	98,169	
Chimbu(a)	30,608	28,867	59,475	57,048	48,075	105,123	87,656	76,942	164,598	..	164,598	
Kainantu	18,461	16,569	35,030	20,869	19,340	40,209	39,330	35,909	75,239	7,200	82,439	
Total	70,798	64,334	135,132	106,438	95,136	201,574	177,236	159,470	336,706	8,500	345,206	
Western Highlands—												
Mount Hagen(b)	24,472	22,589	47,061	30,608	28,713	59,321	55,080	51,302	106,382	2,500	108,882	
Wabag(b)	25,182	22,801	47,983	32,067	29,804	61,871	57,249	52,605	109,854	22,200	132,054	
Mini	5,759	5,187	10,946	9,171	8,276	17,447	14,930	13,463	28,393	..	28,393	
Total	55,413	50,577	105,990	71,846	66,793	138,639	127,259	117,370	244,629	24,700	269,329	
Sepik												
Wewak	5,121	4,705	9,826	8,107	6,656	14,763	13,228	11,361	24,589	..	24,589	
Aitape	4,368	4,043	8,411	5,769	4,794	10,563	10,137	8,837	18,974	..	18,974	
Maprik	15,513	14,583	30,096	27,384	23,261	50,645	42,897	37,844	80,741	..	80,741	
Angoram	6,784	5,982	12,766	9,829	8,322	18,151	16,613	14,304	30,917	1,500	32,417	
Lumia	9,506	8,311	17,817	16,081	13,639	29,720	25,587	21,950	47,537	2,900	50,437	
Ambunti(a)	4,482	3,817	8,299	8,480	7,687	16,167	12,962	11,504	24,466	6,900	31,366	
Telfomin(b)	1,410	1,162	2,572	1,917	1,557	3,474	3,327	2,719	6,046	14,500	20,546	
Total	47,184	42,603	89,787	77,567	65,916	143,483	124,751	108,519	233,270	25,800	259,070	
Madang												
Madang Central	19,157	16,233	35,390	26,445	22,247	48,692	45,602	38,480	84,082	1,600	85,682	
Bogia	6,136	5,529	11,665	10,037	8,059	18,096	16,173	13,588	29,761	..	29,761	
Saidor	5,045	4,535	9,580	7,450	6,485	13,935	12,495	11,020	23,515	200	23,715	
Total	30,338	26,297	56,635	43,932	36,791	80,723	74,270	63,088	137,358	1,800	139,158	
Morobe—												
Lae	13,258	12,295	25,553	23,064	21,899	44,963	36,322	34,194	70,516	..	70,516	
Wau	3,963	3,521	7,484	4,911	4,588	9,499	8,874	8,109	16,983	1,100	18,083	
Finschhafen	14,707	14,165	28,872	22,199	21,555	43,754	36,906	35,720	72,626	..	72,626	
Mumeng(c)	3,596	3,314	6,910	4,886	4,523	9,409	8,482	7,837	16,319	..	16,319	
Menyamyua(c)	4,619	3,587	8,206	4,723	5,268	9,991	9,342	8,855	18,197	1,200	19,397	
Total	40,143	36,882	77,025	59,783	57,833	117,616	99,926	94,715	194,641	2,300	196,941	
New Britain—												
Rabaul	9,155	8,391	17,546	9,961	8,536	18,497	19,116	16,927	36,043	..	36,043	
Kokopo	4,690	4,074	8,764	5,414	4,780	10,194	10,104	8,854	18,958	..	18,958	
Talasea	6,216	5,664	11,880	8,254	7,307	15,561	14,470	12,971	27,441	300	27,741	
Gasmata	5,403	5,092	10,495	8,561	7,263	15,824	13,964	12,355	26,319	900	27,219	
Total	25,464	23,221	48,685	32,190	27,886	60,076	57,654	51,107	108,761	1,200	109,961	
New Ireland—												
Kavieng	4,949	4,134	9,083	8,413	7,241	15,654	13,362	11,375	24,737	..	24,737	
Namatani	3,129	2,709	5,838	4,859	3,911	8,770	7,988	6,620	14,608	..	14,608	
Total	8,078	6,843	14,921	13,272	11,152	24,424	21,350	17,995	39,345	..	39,345	
Bougainville—												
Buka Passage	5,573	4,820	10,393	6,680	6,040	12,720	12,253	10,860	23,113	..	23,113	
Buin	4,642	3,941	8,583	5,503	4,686	10,189	10,145	8,627	18,772	..	18,772	
Kieta(c)	3,310	3,129	6,439	4,183	3,823	8,006	7,493	6,952	14,445	..	14,445	
Total	13,525	11,890	25,415	16,366	14,549	30,915	29,891	26,439	56,330	..	56,330	
Manus												
Manus	4,005	3,838	7,843	5,464	4,736	10,200	9,469	8,574	18,043	..	18,043	
Grand Total	294,948	266,485	561,433	426,858	380,792	807,650	721,806	647,277	1,369,083	64,300	1,433,383	

(a) There has been a variation of sub-district boundaries.
 (c) There has been a revision of census in some census divisions.

(b) A more accurate estimate has resulted in a variation of the estimated uncounted population.
 (d) Estimates vary from year to year with the extension of Administration control.

APPENDIX I.—*continued.*

2. NON-INDIGENOUS POPULATION: AGE DISTRIBUTION AT 30TH JUNE, 1961.

Age Last Birthday (in Years).	Males.	Females.	Persons.
0-4	1,164	1,057	2,221
5-9	857	812	1,669
10-14	389	406	795
15-19	229	165	394
20-24	893	525	1,418
25-29	1,082	689	1,771
30-34	1,163	735	1,898
35-39	983	613	1,596
40-44	673	409	1,082
45-49	524	313	837
50-54	411	226	637
55-59	293	170	463
60-64	203	109	312
65-69	149	68	217
70-74	80	42	122
75-79	43	25	68
80-84	20	12	32
85-89	2	1	3
90-94 .. .. .	..	1	1
Total Persons	9,158	6,378	15,536
Persons under 21 years	2,751	2,522	5,273

3. NON-INDIGENOUS POPULATION: NATIONALITY AT 30TH JUNE, 1961.

Nationality.	Males.	Females.	Persons.
British	7,964	5,712	13,676
Dutch	73	38	111
German	250	150	400
Greek	1	..	1
Hungarian	5	3	8
Italian	11	4	15
Latvian	1	..	1
Polish	6	1	7
Yugoslavian	2	..	2
Other	845	470	1,315
Total	9,158	6,378	15,536

APPENDIX I.—continued.

4. NON-INDIGENOUS POPULATION: CONJUGAL CONDITION, 30TH JUNE, 1961.

Administrative District.	Never Married under 15 years.		Never Married 15 years and over.		Total Never Married.		Married.		Married but Permanently Separated.		Widowed.		Divorced.		Total.		Persons.
	Males.	Fe-males.	Males.	Fe-males.	Males.	Fe-males.	Males.	Fe-males.	Males.	Fe-males.	Males.	Fe-males.	Males.	Fe-males.	Males.	Fe-males.	
Western Highlands	154	136	118	56	272	192	163	144	3	1	5	3	5	4	448	344	792
Eastern Highlands	197	198	194	96	391	294	278	243	8	2	6	12	13	1	696	552	1,248
Scpik ..	110	133	329	84	439	217	249	153	10	1	3	4	4	1	705	376	1,081
Madang	221	181	289	104	510	285	288	256	13	4	12	12	17	4	840	561	1,401
Morobe	635	595	505	151	1,140	746	973	869	33	13	28	44	30	11	2,204	1,683	3,887
New Britain	809	787	831	331	1,640	1,118	958	868	44	15	43	100	31	18	2,716	2,119	4,835
New Ireland	153	129	130	44	283	173	171	132	9	3	12	10	12	1	487	319	806
Bougainville	48	49	117	61	165	110	84	65	4	..	3	3	4	..	260	178	438
Manus..	77	64	48	8	125	72	112	83	4	..	..	2	2	..	243	157	400
Migratory	6	3	199	19	205	22	318	48	8	2	12	15	16	2	559	89	648
Total ..	2,410	2,275	2,760	954	5,170	3,229	3,594	2,861	136	41	124	205	134	42	9,158	6,378	15,536

5. NON-INDIGENOUS POPULATION: REGISTRATIONS OF BIRTHS, DEATHS AND MARRIAGES FOR THE YEAR ENDED 31ST DECEMBER, 1960.

Sex.	Live Births. (a)	Deaths.(a)		Marriages. (b)
		Total.	Infant Deaths.	
Male	220	47	7	..
Female	204	13	4	..
Total	424	60	11	96

(a) Registered during 1960—in respect of events which occurred in 1959 and 1960.

(b) Registered during 1960.

APPENDIX I.—continued.

6. INDIGENOUS AND NON-INDIGENOUS POPULATION: MIGRATION—OVERSEA AND INTER-TERRITORY—DURING THE YEAR ENDED 30TH JUNE, 1961.

Particulars.	Arrivals.			Departures.		
	Males.	Females.	Total.	Males.	Females.	Total.

A. DIRECTION OF MOVEMENT.

Oversea	4,584	2,826	7,410	4,689	2,906	7,595
Territory of Papua	14,506	3,682	18,188	13,538	3,331	16,869
Total	19,090	6,508	25,598	18,227	6,237	24,464

B. RACE.

Indigenous—						
Papua	1,808	441	2,249	1,714	465	2,179
New Guinea	4,868	493	5,361	4,285	290	4,575
Total Indigenous	6,676	934	7,610	5,999	755	6,754
Non-Indigenous—						
European	11,651	5,216	16,867	11,547	5,109	16,656
Asian	444	219	663	488	279	767
Pacific Islanders excluding Territory of Papua and New Guinea	251	98	349	155	63	218
Other	68	41	109	38	31	69
Total Non-Indigenous	12,414	5,574	17,988	12,228	5,482	17,710
Total	19,090	6,508	25,598	18,227	6,237	24,464

APPENDIX I.—continued.

6. INDIGENOUS AND NON-INDIGENOUS POPULATION: MIGRATION—OVERSEA AND INTER-TERRITORY, ETC.—continued.

Particulars.	Arrivals.			Departures.		
	Males.	Females.	Total.	Males.	Females.	Total.
C. NATIONALITY						
British	12,924	5,479	18,403	12,846	5,486	18,332
British Protected Person	232	98	330	201	84	285
Australian Protected Person	5,006	567	5,573	4,366	367	4,733
Argentine .. .. .	..	..	..	1	..	1
Austrian	15	..	15	10	..	10
Belgian	1	..	1	1	..	1
Chinese	116	51	167	114	47	161
Czechoslovakian	2	1	3	3	..	3
Danish	12	4	16	9	2	11
Dutch	284	113	397	245	97	342
Filipino	2	..	2	1	..	1
Finnish	1	..	1	2	..	2
French	16	9	25	16	4	20
German	136	40	176	90	31	121
Greek	2	1	3	2	..	2
Hungarian	6	2	8	5	3	8
Indian	16	3	19	13	3	16
Indonesian .. .. .	..	..	..	1	..	1
Iranian .. .. .	..	3	3	..	3	3
Irish	6	..	6	3	1	4
Italian	18	3	21	19	3	22
Japanese	62	2	64	57	..	57
Latvian .. .. .	..	..	..	2	..	2
Lithuanian	1	..	1	2	..	2
Mexican .. .. .	..	1	1	..	1	1
Norwegian	1	..	1	..	..	..
Pakistani .. .. .	..	..	..	3	..	3
Polish	1	..	1	1	..	1
Russian	1	..	1	2	..	2
Spanish .. .. .	..	..	..	1	..	1
Swedish	5	..	5	5	1	6
Swiss	11	7	18	17	4	21
Thai	2	..	2	1	..	1
Ukrainian	1	..	1	..	..	..
United States of America	204	123	327	180	100	280
Yugoslav	2	1	3	5	..	5
Stateless and Undefined	4	..	4	3	..	3
Total	19,090	6,508	25,598	18,227	6,237	24,464

D. MODE OF TRAVEL

By—						
Sea	976	517	1,493	821	511	1,332
Air	18,114	5,991	24,105	17,406	5,726	23,132
Total	19,090	6,508	25,598	18,227	6,237	24,464

APPENDIX II.

ADMINISTRATIVE STRUCTURE OF GOVERNMENT.

1. PUBLIC SERVICE OF PAPUA AND NEW GUINEA: CLASSIFIED POSITIONS AND POSITIONS OCCUPIED AT 30TH JUNE, 1961.

Explanatory Notes.

(A) First, Second and Third Division positions are occupied by expatriate staff unless otherwise shown. The following abbreviations are used to designate non-expatriate staff in these divisions:—

- (a) Asian.
 (i) Indigene.
 (mr) Person of mixed race.

(B) All Auxiliary Division officers are indigenes.

(C) "Headquarters" staff includes cadets and trainees undergoing full-time tuition in Australia.

(D) "Unattached Officers" include—

- (1) officers and employees who are surplus to establishment;
 (2) officers who are on extended sick leave or leave without pay; and
 (3) temporary employees classified at a lower level than the positions which they are deemed to be occupying (e.g., Temporary Clerical Assistants, Third Division, may be held against positions of Clerk, Second Division. In such cases they are shown as "unattached" Clerical Assistants.)

(E) "Uncreated Positions" include—

- (1) positions which no longer exist on the departmental establishment as a result of changes in the organization, but the occupants of which have not yet been transferred to new positions and remain as unattached officers; and
 (2) positions occupied by Asians and persons of mixed race temporarily employed under a special determination who have not yet been absorbed into created positions.

(F) The salary scales quoted are regulation rates in addition to which the following allowances are paid:—

(1) *Basic Wage Adjustments or Cost of Living Allowance* (per annum)—

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.)

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

(2) *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	£400	£250
Five years' but less than seven years' service	£425	£275
Seven years' service and over	£450	£300

(Unmarried officers under eighteen years of age are paid Territorial Allowance at the rate of £125 per annum.)

(3) *Child Allowance* (per annum).—£52 for the first child and £65 for each other child under the age of sixteen years. Every officer in receipt of adult male salary rates contributes £26 per annum towards the cost of child allowance.

(G) Except in the Auxiliary Division wherever a position may be occupied by either a male or a female the female standard salary is £154 per annum less than the rate shown.

APPENDIX II.—continued.

1. PUBLIC SERVICE OF PAPUA AND NEW GUINEA: CLASSIFIED POSITIONS AND POSITIONS OCCUPIED AT 30TH JUNE, 1961—continued.

Classified Positions.			Positions Occupied.						Unattached Officers.		Total Officers.			
Designation.	Salary Range.	Number.	Headquarters.		Papua.		New Guinea.		Males.	Females.	Males.	Females.	Total.	
			Males.	Females.	Males.	Females.	Males.	Females.						
	£													
<i>Department of the Administrator—continued.</i>														
<i>Bureau of Statistics—continued.</i>														
<i>Third Division—</i>														
Field Officer	1,298-1,408	1	1	..	..	..	..	..	..	1	..	1	1
Clerical Assistant, Grade 4	926- 964	1	1	..	..	..	..	..	..	1	..	1	1
Typist (Statistical)	772- 848	1	..	1	..	..	..	..	..	..	1	1	1
Machinist (Female), Grade 1	358- 657	1	..	1	..	..	..	..	..	..	1	1	1
<i>Auxiliary Division—</i>														
Assistant (Clerical)	200- 635	1	1	..	..	..	..	..	..	1	..	1	1
<i>Extension Services Division—</i>														
<i>Second Division—</i>														
Chief of Division	2,423-2,618	1	1	..	..	..	..	..	..	1	..	1	1
Officer-in-charge (Broadcasts)	2,163-2,358	1	1	..	..	..	..	..	..	1	..	1	1
Officer-in-charge (Films)	2,163-2,358	1	..	..	..	..	..	..	..	..	..	..	..
Officer-in-charge (Publications)	2,163-2,358	1	..	..	..	..	..	..	..	..	..	..	..
Senior Publications Officer	1,903-2,098	1	..	..	..	..	..	..	..	..	..	..	..
Senior Extension Officer	1,903-2,098	1	..	..	..	..	..	..	..	..	..	..	..
Senior Broadcasts Officer	1,903-2,098	1	1	..	..	..	..	..	..	1	..	1	1
Broadcasts Officer, Grade 3	1,628-1,848	1	1	..	..	..	..	..	..	1	..	1	1
Extension Officer	1,628-1,848	2	..	..	..	..	..	..	..	..	..	..	..
Visual Aids Officer, Grade 3	1,628-1,848	1	..	..	..	..	..	..	..	..	..	..	..
Producer-Director	1,628-1,848	1	..	..	..	..	..	..	..	1	..	1	1
Broadcasts Officer, Grade 2	1,408-1,628	1	1	..	..	..	..	..	..	..	..	..	..
Cinematographer	1,408-1,628	1	..	..	..	..	..	..	..	..	..	..	..
Publications Officer, Grade 1	1,188-1,408	2	..	..	..	..	..	..	..	2	..	2	2
Broadcasts Officer, Grade 1	1,188-1,408	2	2	..	..	..	..	..	..	..	..	..	..
Photographer	1,188-1,408	1	1	..	..	..	..	..	..	1	..	1	1
Clerk	1,078-1,298	1	1	..	..	..	..	..	..	1	..	1	1
Librarian	858-1,408	1	..	..	..	..	..	..	..	1	..	1	1
Clerk	858-1,078	1	1	..	..	..	..	..	..	..	..	..	..
<i>Third Division—</i>														
Senior Technical Officer	1,423-1,499	1	..	..	..	..	..	..	..	..	..	..	..
Production Technician	900-1,040	1	..	..	..	..	..	..	..	..	..	..	..
Assistant Printing, Grade 2	875- 926	1	..	..	..	..	..	..	..	..	..	..	..
Typist (Female) (Photolitho)	746	2	..	..	..	..	..	..	1	..	2	2	2
Typist (Female)	358- 657	2	..	1	..	..	..	..	..	..	..	..	..
<i>Third or Auxiliary Division(a)—</i>														
Clerical Assistant, Grade 1	398- 798	12	10 (i)	..	..	..	..	..	..	10	..	10	10
Assistant (Clerical)	200- 635		
Extension Assistant	696- 798	1	..	..	..	..	..	..	..	..	..	..	..
Assistant (Clerical)	200- 635		
Technical Assistant	696- 798			2	..	2
Assistant (Higher Technical)	200- 665	2	2 (i)	..	..	..	..	..	..	..	..	..	..
<i>Auxiliary Division—</i>														
Assistant (Higher Technical)	200- 665	4	3	..	..	..	..	..	..	3	..	3	3
Assistant (Clerical)	200- 635	1	..	..	..	..	..	..	..	..	..	..	..
		146	58	16	6	1	12	3	..	25	76	45	121	

APPENDIX II.—*continua.*1. PUBLIC SERVICE OF PAPUA AND NEW GUINEA: CLASSIFIED POSITIONS AND POSITIONS OCCUPIED AT 30TH JUNE, 1961—*continued.*

Classified Positions.			Positions Occupied.						Unattached Officers.		Total Officers.		
Designation.	Salary Range.	Number.	Headquarters.		Papua.		New Guinea.		Males.	Females.	Males.	Females.	Total.
			Males.	Females.	Males.	Females.	Males.	Females.					
	£												
<i>Department of the Public Service Commissioner.</i>													
<i>Second Division—</i>													
Senior Public Service Inspector ..	2,553-2,878	1	1	..	..	..	..	..	..	..	..	..	1
Public Service Inspector (Legal and Industrial) ..	2,423-2,618	1	1	..	..	..	..	..	..	..	..	..	1
Public Service Inspector (Organization and Classification) ..	2,423-2,618	1	1	..	..	..	..	..	..	..	..	..	1
Public Service Inspector (Methods) ..	2,423-2,618	1	1	..	..	..	..	..	..	..	..	..	1
Inspector (Training) ..	2,423-2,618	1	1	..	..	..	..	..	..	..	..	..	1
Chairman, Interviewing Committee ..	2,423-2,618	1	..	..	..	..	..	..	..	..	..	..	..
Chairman, Promotions Appeal Committee ..	2,293-2,488	1	1	..	..	..	..	..	..	..	..	..	1
Assistant Public Service Inspector ..	2,163-2,358	1	1	..	..	..	..	..	..	..	..	..	1
Assistant Inspector (Training) ..	2,163-2,358	1	1	..	..	..	..	..	..	..	..	..	1
Assistant Inspector ..	2,163-2,358	3	3	..	..	..	..	..	..	..	..	..	3
Senior Lecturer ..	2,163-2,358	1	..	..	..	..	..	..	..	..	..	..	..
Senior Psychologist ..	2,163-2,358	1	1	..	..	..	..	..	..	..	..	..	1
Assistant Public Service Inspector ..	2,033-2,228	1	..	..	..	..	..	..	..	..	..	..	..
Lecturer ..	2,033-2,228	2	2	..	..	..	..	..	..	..	..	..	2
Staff and Industrial Officer ..	1,903-2,098	1	1	..	..	..	..	..	..	..	..	..	1
Regional Training Officer ..	1,903-2,098	2	..	..	..	..	..	..	..	..	..	..	..
Administrative Assistant ..	1,738-1,968	1	1	..	..	..	..	..	..	..	..	..	1
Methods Officer ..	1,738-1,968	1	..	..	..	..	..	..	..	..	..	..	..
Training Officer, Grade 3 ..	1,738-1,968	1	1	..	..	..	..	..	..	..	..	..	1
Libraries Officer ..	1,628-1,848	1	..	1	..	..	..	..	..	..	..	1	..
Clerk ..	1,628-1,848	1	1	..	..	..	..	..	..	..	..	..	1
Methods Officer ..	1,518-1,738	1	..	..	..	..	..	..	..	..	..	..	..
Clerk (Classifications) ..	1,518-1,738	1	..	..	..	..	..	..	..	..	..	..	..
Clerk ..	1,518-1,738	1	1	..	..	..	..	..	..	..	..	..	1
Organization and Classification Officer ..	1,518-1,738	1	1	..	..	..	..	..	..	..	..	..	1
Training Officer, Grade 2 ..	1,518-1,738	1	1	..	..	..	..	..	..	..	..	..	1
Clerk ..	1,298-1,518	1	1	..	..	..	..	..	..	..	..	..	1
Assistant Organization and Classification Officer ..	1,298-1,518	1	1	..	..	..	..	..	..	..	..	..	1
Assistant Methods Officer ..	1,298-1,518	1	..	..	..	..	..	..	..	..	..	..	..
Clerk ..	1,188-1,408	4	2	..	..	..	..	..	..	..	..	..	2
Clerk ..	1,078-1,298	3	1	..	..	..	..	..	..	..	..	..	1
Clerk ..	968-1,188	4	3	..	..	..	..	..	..	..	..	..	3
Clerk ..	455- 968	6	2	..	..	..	..	..	..	..	..	..	2
Training Officer, Grade 1 ..	1,188-1,408	1	1	..	..	..	..	..	..	..	..	..	1
<i>Third Division—</i>													
Welfare and Amenities Officer ..	1,499-1,614	1	1	..	..	..	..	..	..	..	..	..	1
Instructress ..	1,001-1,154	1	..	1	..	..	..	..	..	..	..	..	1
Clerical Assistant, Grade 4 ..	926- 964	1	1	..	..	..	..	..	..	..	..	..	1
Assistant Training Officer ..	309- 951	2	..	..	..	..	..	..	..	..	..	..	..
Typist-in-charge ..	886	1	..	1	..	..	..	..	..	..	..	..	1
Typist (Female) (Secretarial) ..	772- 848	1	..	1	..	..	..	..	..	..	..	..	1
Typist (Female) ..	358- 657	8	..	8	..	..	..	..	..	1	..	..	9
Clerical Assistant (Female), Grade 1 ..	348- 644	1	..	1	..	..	..	..	..	2	..	..	3
<i>Auxiliary Division—</i>													
Assistant (Clerical) ..	200- 635	9	3	..	..	..	..	..	..	..	..	..	3
<i>Uncreated positions—</i>													
Clerical Officer ..	849- 926	..	..	..	..	..	..	..	1	..	..	..	1
		76	37	13	..	..	..	..	1	3	38	16	54

APPENDIX II.—continued.

I. PUBLIC SERVICE OF PAPUA AND NEW GUINEA: CLASSIFIED POSITIONS AND POSITIONS OCCUPIED AT 30TH JUNE, 1961—continued*

Classified Positions.			Positions Occupied.						Unattached Officers.		Total Officers.		
Designation.	Salary Range.	Number.	Headquarters.		Papua.		New Guinea.		Males.	Females.	Males.	Females.	Total.
			Males.	Females.	Males.	Females.	Males.	Females.					
	£												
<i>Department of the Treasury—continued.</i>													
<i>Taxation Branch—continued.</i>													
<i>Third Division—</i>													
Clerical Assistant, Grade 2 ..	798- 849	2	..	2	..	..	..	..	..	..	..	2	2
Accounting Machinist (Female), Grade 2	772	1	..	1	..	..	..	..	..	..	..	1	1
Typist (Female)	358- 657	3	..	..	..	..	..	..	..	..	..	..	..
Clerical Assistant, Grade 1 ..	398- 798	4	..	4 (1mr)	..	..	..	..	..	2	..	6	6
<i>Auxiliary Division—</i>													
Assistant (Clerical)	200- 635	5	2	..	..	..	..	..	1	..	..	3	3
<i>Uncreated Positions—</i>													
Clerical Officer	849- 926	..	1	..	..	..	..	..	..	..	..	1	1
		156	52	24	14	10	17	3	1	11	84	48	132
<i>Department of Public Health.</i>													
<i>Administrative Division—</i>													
<i>First Division—</i>													
Director	3,900	1	1	..	..	..	..	..	..	..	..	1	1
<i>Second Division—</i>													
Regional Medical Officer	3,398	4	1	..	1	..	2	..	..	..	..	4	4
District Medical Officer	2,878-3,138	14	..	..	1	..	4	..	..	..	..	5	5
Assistant Director	2,423-2,618	1	1	..	..	..	..	..	..	..	..	1	1
District Medical Officer	2,163-2,878	1	..	..	..	..	..	..	..	..	..	..	..
Senior Health Educator	2,163-2,358	1	..	..	..	..	..	..	..	..	..	..	..
Staff Inspector	2,033-2,228	1	1	..	..	..	..	..	..	..	..	1	1
Accountant	1,738-1,968	1	1	..	..	..	..	..	..	..	..	1	1
Administrative Officer	1,628-1,848	1	..	..	..	..	..	..	..	..	..	..	..
Investigator (O. and M.)	1,518-1,738	1	1	..	..	..	..	..	..	..	..	1	1
Clerk (Accounts)	1,518-1,738	1	..	..	..	..	..	..	..	..	..	..	..
Health Educator	1,408-1,628	2	..	..	1	..	..	..	..	..	..	1	1
Senior Staff Clerk	1,298-1,518	1	1	..	..	..	..	..	..	..	..	1	1
Clerk (Regional)	1,298-1,518	4	..	..	..	..	..	..	..	..	..	..	..
Clerk (Records)	1,298-1,518	1	1	..	..	..	..	..	..	..	..	1	1
Clerk	1,078-1,298	1	..	..	..	..	..	..	..	..	..	..	..
Clerk	968-1,188	4	2	..	..	..	..	..	..	..	..	2	2
Clerk	858-1,078	5	1	..	..	..	..	..	..	..	..	1	1
Clerk	455- 968	3	3	..	..	..	..	..	2	3	5	3	8
<i>Third Division—</i>													
Typist-in-charge (Female)	886	1	..	..	..	..	..	..	..	..	..	..	..
Typist (Female) (Secretarial) ..	772- 848	1	..	..	..	..	..	..	..	..	..	..	..
Clerical Assistant (Female), Grade 2	644- 695	1	..	..	..	1	..	..	2 (1mr)	..	..	3	3
Typist (Female)	358- 657	12	..	6 (1mr)	..	..	..	..	..	..	..	6	6
Accounting Machinist (Female), Grade 1	358- 657	1	..	..	..	..	..	..	..	..	..	..	..
Clerical Assistant, Grade 1	398- 798	3	..	3	..	..	..	..	6	14	6	17	23
<i>Auxiliary Division—</i>													
Assistant (Clerical)	200- 635	5	4	..	..	..	1	..	..	..	..	5	5

APPENDIX II.—continued.

I. PUBLIC SERVICE OF PAPUA AND NEW GUINEA: CLASSIFIED POSITIONS AND POSITIONS OCCUPIED AT 30TH JUNE, 1961—continued.

Classified Positions.			Positions Occupied.						Unattached Officers.		Total Officers.		
Designation.	Salary Range.	Number.	Headquarters.		Papua.		New Guinea.		Males.	Females.	Males.	Females.	Total.
			Males.	Females.	Males.	Females.	Males.	Females.					
	£												
<i>Department of Public Health—continued.</i>													
<i>Medical Services Division—continued.</i>													
<i>Second Division—continued.</i>													
Specialist Medical Officer ..	2,553-2,878	1	..	..	1	..	..	..	..	..	..	..	1
Medical Officer, Grade 1 ..	2,163-2,878	52	..	..	22	2	24	4	4	1	..	..	50
Dental Officer ..	2,163-2,358	8	..	..	3	..	3	2	1	..	..	..	7
Superintendent Pharmaceutical Services ..	2,033-2,228	1	1	..	..	..	..	..	..	..	..	..	1
Pharmacist (Inspections) ..	1,738-1,968	1	1	..	..	..	..	..	..	..	..	..	1
Biochemist, Grade 2 ..	1,628-1,848	2	..	..	..	1	..	..	..	..	..	..	1
Chemist, Grade 2 ..	1,628-1,848	2	..	..	..	..	..	..	..	..	..	..	..
Bacteriologist, Grade 2 ..	1,628-1,848	2	..	..	..	..	..	..	..	..	..	..	..
Parasitologist, Grade 2 ..	1,628-1,848	2	..	..	..	..	..	..	..	..	..	..	..
Materials Inspection Officer ..	1,628-1,848	1	1	..	..	..	..	..	..	..	..	..	1
Supply Officer (Pharmaceutical), Grade 2 ..	1,628-1,848	3	..	..	1	..	2	..	..	..	..	..	3
Hospital Secretary ..	1,518-1,738	1	..	..	..	..	..	..	..	..	..	..	..
Hospital Secretary ..	1,298-1,518	2	..	..	..	..	..	..	..	..	..	..	..
Supply Officer (Pharmaceutical), Grade 1 ..	1,078-1,518	8	..	..	1	1	1	1	..	..	..	..	2
Dietician (Female) ..	814-1,364	3	..	..	..	..	..	..	..	..	..	..	..
Clerk ..	968-1,188	8	1	..	..	..	..	..	..	..	..	..	1
Clerk ..	858-1,078	1	..	..	..	..	..	..	..	..	..	..	..
Physiotherapist (Female) ..	814-1,034	4	..	..	..	1	..	3	..	2	..	..	6
Clerk ..	455- 968	10	..	..	3	1	2	..	..	..	..	..	5
<i>Second or Third Division (b)—</i>													
Senior Medical Assistant (Inspections) ..	1,408-1,628	4	..	..	2	..	2	..	..	..	..	..	4
Medical Assistant, Grade 3 ..	1,298-1,518	27	..	..	12	..	15	..	..	..	..	..	27
Medical Assistant, Grade 2 ..	968-1,298	91	1	..	13	..	31	..	..	..	..	..	45
<i>Third Division—</i>													
Senior X-ray Technician ..	1,346-1,499	1	..	..	1	..	..	..	..	..	..	..	1
Manager, Artificial Limb Factory ..	1,308	1	..	..	..	..	1	..	..	..	..	..	1
X-ray Technician ..	1,270-1,308	1	..	..	1	..	..	..	..	..	..	..	1
Senior Radiographer, Grade 3 ..	1,244-1,321	1	..	..	..	..	..	..	1	..	..	..	1
Medical Technologist ..	1,232-1,461	40	..	..	1	1	4	1	..	..	..	..	5
Senior Matron ..	1,205-1,282	1	..	..	..	..	..	..	..	..	..	..	..
Senior Radiographer, Grade 2 ..	1,168-1,244	6	..	..	2	..	2	..	..	..	..	..	4
Senior Radiographer, Grade 1 ..	1,091-1,168	12	..	..	1	..	1	..	..	..	..	..	2
Radiotherapy Technician, Grade 2 ..	1,091-1,168	1	..	..	..	1	..	..	..	..	..	..	1
Matron, Grade 2 ..	1,014-1,090	3	..	..	..	..	..	1	..	..	..	..	1
Assistant Medical Practitioner, Grade 2 ..	977-1,308	15	..	..	..	..	..	..	..	..	..	..	..
Radiographer ..	938-1,091	3	..	..	..	..	..	..	..	..	..	..	..
Dental Mechanic ..	938-1,015	8	..	..	2	..	4	..	..	..	..	..	6
Matron, Grade 1 ..	937- 988	3	..	..	..	1	..	1	..	..	..	..	2
Technician (Hospital Equipment) ..	926-1,002	1	..	..	..	..	..	..	..	..	..	..	..
Storeholder ..	900- 964	4	..	..	2	..	2	..	..	..	..	..	4
Senior Nurse ..	823- 874	15	..	..	..	3	..	4	..	..	..	..	7
Storeman ..	811- 862	6	..	..	2	..	4	..	6	..	..	..	12
Housekeeper, Grade 3 ..	759- 810	1	..	..	..	1	..	..	..	..	..	..	1
Assistant Medical Practitioner, Grade 1 ..	747- 977	7	..	..	4 (i)	..	3 (i)	..	..	..	..	..	7
Medical Assistant, Grade 1 ..	747- 977	61	..	..	32	..	29	..	14	4	..	..	75
Ambulance Attendant ..	734- 785	3	..	..	..	..	..	..	..	..	..	..	4
Nurse ..	695- 772	119	..	..	..	..	..	..	..	..	..	..	129
Housekeeper, Grade 2 ..	695- 746	2	..	..	..	..	..	2	..	..	..	..	2

APPENDIX II.—continued.

1. PUBLIC SERVICE OF PAPUA AND NEW GUINEA: CLASSIFIED POSITIONS AND POSITIONS OCCUPIED AT 30TH JUNE, 1961—continued.

Classified Positions.			Positions Occupied.						Unattached Officers.		Total Officers.			
Designation.	Salary Range.	Number.	Headquarters.		Papua.		New Guinea.		Males.	Females.	Males.	Females.	Total.	
			Males.	Females.	Males.	Females.	Males.	Females.						
	£													
<i>Department of Public Health—continued.</i>														
<i>Medical Service Division—Continued.</i>														
<i>Third Division—Continued.</i>														
Houskeeper, Grade 1	644	3	..	..	..	2	..	1	..	2(1mr)	..	5	5
Kitchen Supervisor (Female) ..	644	4	..	..	..	3(1mr)	..	..	..	..	..	3	3
Laundry Supervisor (Female) ..	644	2	..	..	..	1	..	1	..	3(1mr)	..	5	5
Dental Assistant (Female)	593- 644	7	..	..	..	..	..	..	..	..	..	..	..
Typist (Female)	358- 657	23	..	..	..	13 (1mr)	..	9	..	..	..	22	22
Clerical Assistant (Female), Grade 1	348- 644	18	..	..	..	8	..	10 2(mr)	..	52 (3mr)	..	70	70
<i>Auxiliary Division—</i>														
Assistant (Higher Technical)	200- 665	60	20	1	14	34	1	35
Assistant (Lower Technical)	200- 570	1	1	1	..	1
Assistant (Clerical)	200- 635	4	2	2	..	2
<i>Division of Infant, Child and Maternal Welfare—</i>														
<i>Second Division—</i>														
Assistant Director	3,650	1	..	1	1	1
Medical Officer (Female), Grade 2	2,594-2,854	1	1	1
Pre-School Officer (Female)	1,584-1,639	1	..	1	1	1
Assistant Pre-School Officer (Female)	1,034-1,089	1	1	1	1
Pre-School Teacher (Female)	814-1,034	13	..	..	..	6	..	7 (1a)	..	5 (1a)	..	18	18
<i>Third Division—</i>														
Administrative Sister	937- 988	1	..	1	1	1
Supervisor (Infant Welfare) (Female)	937- 988	3	1	1	1
Senior Nurse	823- 874	9	..	..	..	2	..	1	..	..	..	3	3
Dental Nurse	746- 797	8	..	..	..	..	..	..	..	..	..	..	..
Nurse	695- 772	60	..	..	..	9	..	15	..	..	..	24	24
Nurse (School Medical)	695- 772	9	..	..	..	4	..	3	..	..	..	7	7
Clerical Assistant (Female), Grade 1	348- 644	3	..	1	..	1	..	1	..	2	..	5	5	
<i>Auxiliary Division—</i>														
Assistant (Higher Technical)	200- 665	1	1	1	1
<i>Training Division—</i>														
<i>Second Division—</i>														
Assistant Director	3,650	1	1	1	..	1
Librarian	858-1,408	1	..	1	1	1
Cadet Medical Officer	455- 968	40	32	1	32	1	33
Cadet Medical Assistant	455- 968	13	3	3	..	3
<i>Second or Third Division (b)—</i>														
Senior Medical Assistant (Training) Instructor	1,408-1,628 1,298-1,518	1 9	1	3	1 4	..	1 4
<i>Third Division—</i>														
Tutor Sister	912- 963	1	1	1	1
Clerical Assistant (Female), Grade 2	644- 695	1	1	1
Clerical Assistant (Female), Grade 1	348- 644	1	..	1	1	1

APPENDIX II.—continued.

1. PUBLIC SERVICE OF PAPUA AND NEW GUINEA: CLASSIFIED POSITIONS AND POSITIONS OCCUPIED AT 30TH JUNE, 1961—continued.

Classified Positions.			Positions Occupied.						Unattached Officers.		Total Officers.		
Designation.	Salary Range.	Number.	Headquarters.		Papua.		New Guinea.		Males.	Females.	Males.	Females.	Total.
			Males.	Females.	Males.	Females.	Males.	Females.					
	£												
<i>Department of Public Health—continued.</i>													
<i>Training Division—continued.</i>													
<i>Auxiliary Division—</i>													
Assistant (Higher Technical) ..	200- 665	3	..	..	3	..	..	..	12	1	15	1	16
<i>Medical Research Division—</i>													
<i>Second Division—</i>													
Assistant Director ..	3,650	1	1	..	..	..	..	..	..	..	1	..	1
Specialist Medical Officer ..	3,008-3,398	1	..	..	..	..	..	..	..	..	..	..	..
Medical Officer (Research) ..	2,878-3,398	3	..	..	..	..	2	..	..	..	2	..	2
Medical Officer, Grade 1 ..	2,163-2,878	1	..	..	..	..	..	..	..	..	..	1	1
Nutritionist Biochemist ..	1,628-1,848	1	..	..	..	..	..	1	..	..	..	..	..
Senior Medical Assistant (Research)	1,408-1,628	1	..	..	..	..	..	..	..	..	..	..	..
<i>Third Division—</i>													
Medical Technologist ..	1,232-1,461	4	..	..	..	..	1	..	..	..	1	..	1
Clerical Assistant, Grade I ..	398- 798	3	..	1	..	..	..	2	..	..	..	3	3
Typist (Female) ..	358- 657	1	..	..	..	..	..	..	..	..	..	..	..
<i>Mental Health Division—</i>													
<i>Second Division—</i>													
Assistant Director ..	3,650	1	1	..	..	..	..	..	..	..	1	..	1
<i>Uncreated Positions—</i>													
Hygiene Assistant ..	271- 670	..	..	..	1 (mr)	..	2 (mr)	..	..	..	3	..	3
Nursery Orderly ..	271- 475	..	..	..	..	2 (mr)	..	8 (mr)	..	..	..	10	10
Housekeeper ..	271- 443	..	..	..	..	1 (mr)	..	2 (mr)	..	..	..	3	3
Clerk (Female) Grade 1 ..	271- 483	..	..	..	..	1 (mr)	..	1 (mr)	..	..	..	..	2
Cook ..	476- 506	..	..	..	..	..	..	1 (mr)	..	..	..	1	1
Laboratory Assistant ..	577- 702	..	..	..	..	..	1 (mr)	1 (mr)	..	..	..	1	2
Typist ..	271- 510	..	..	1 (mr)	..	1 (mr)	..	..	..	..	..	2	2
Telephonist ..	427- 491	..	..	..	..	..	..	1 (mr)	..	..	..	1	1
Driver (Motor Transport) ..	574- 606	..	..	..	1 (mr)	..	..	..	..	..	1	..	1
Nurse ..	596- 658	..	..	..	..	1 (mr)	..	5 (mr)	..	..	..	6	6
Dental Mechanic ..	750- 812	..	..	..	..	..	1 (mr)	..	..	..	1	..	1
Medical Assistant ..	318- 782	..	..	..	1 (mr)	..	..	..	..	..	1	..	1
Telephonist ..	358- 657	..	..	..	..	2 (mr)	..	..	..	..	..	2	2
		1,052	68	18	158	125	207	164	53	101	486	408	894

Department of Native Affairs.

<i>Administrative Division—</i>														
<i>First Division—</i>														
Director ..	3,660	1	1	1	..	1
<i>Second Division—</i>														
District Inspector ..	2,293-2,488	3	..	..	..	..	..	..	..	..	..	..	..
Senior Administrative Officer ..	2,163-2,358	1	1	..	..	..	..	..	..	..	1	..	1
District Officer ..	2,293-2,488	2	1	..	..	..	..	..	..	..	2	..	2
Assistant District Officer, Grade 2	2,033-2,228	5	..	..	1	..	4	..	..	..	5	..	5
Assistant District Officer, Grade 1	1,738-1,968	8	..	..	4	..	4	..	..	..	8	..	8
Administrative Officer ..	1,628-1,848	1	1	..	..	..	..	..	..	..	1	..	1
Clerk ..	1,518-1,738	1	1	..	..	..	..	..	..	..	1	..	1
Clerk ..	1,078-1,298	2	2	..	..	..	..	..	..	..	2	..	2
Patrol Officer, Grade 1 ..	968-1,408	28	5	..	7	..	12	..	..	..	24	..	24

APPENDIX II.—continued.

1. PUBLIC SERVICE OF PAPUA AND NEW GUINEA: CLASSIFIED POSITIONS AND POSITIONS OCCUPIED AT 30TH JUNE, 1961—continued.

Classified Positions.			Positions Occupied.						Unattached Officers.		Total Officers.		
Designation.	Salary Range.	Number.	Headquarters.		Papua.		New Guinea.		Males.	Females.	Males.	Females.	Total.
			Males.	Females.	Males.	Females.	Males.	Females.					
<i>Department of Native Affairs—continued.</i>													
<i>Administrative Division—continued.</i>													
<i>Second Division—continued.</i>													
Clerk	968-1,188	2	1	..	1	..	..	..	..	..	..	2	2
Clerk	858-1,078	3	..	..	..	..	..	..	..	..	..	4	4
Clerk	455- 968	8	4	..	..	..	..	..	..	..	..	4	4
<i>Third Division—</i>													
Supervisor	989-1,104	1	..	..	1	..	..	..	..	..	..	1	1
Typist in charge (Female)	886	1	..	1	..	..	..	..	..	..	..	1	1
Overseer	849- 926	2	..	..	..	..	..	..	..	..	..	..	..
Typist (Female) (Secretarial)	772- 848	1	..	1	..	..	..	..	..	..	..	1	1
Typist (Female)	358- 657	6	..	6(2mr)	..	..	..	..	..	..	..	6	6
<i>Auxiliary Division—</i>													
Assistant (Clerical)	200- 635	6	2	..	..	..	..	..	..	..	..	2	2
<i>Native Government and Research Division—</i>													
<i>Second Division—</i>													
Chief of Division	2,553-2,878	1	1	..	..	..	..	..	..	..	..	1	1
Anthropologist	2,163-2,358	1	1	..	..	..	..	..	..	..	..	1	1
Executive Officer	2,293-2,488	1	1	..	..	..	..	..	..	..	..	1	1
Assistant District Officer, Grade 2	1,903-2,098	1	1	..	..	..	..	..	..	..	..	1	1
Anthropologist (Female)	1,474-1,694	1	..	..	..	..	..	..	..	..	..	1	1
Patrol Officer, Grade 2 ..	1,408-1,738	1	1	..	..	..	..	..	..	..	..	1	1
Clerk	858-1,078	1	1	..	..	..	..	..	..	..	..	1	1
<i>Auxiliary Division—</i>													
Assistant (Higher Technical)	200- 665	3	..	..	..	..	..	..	..	..	..	..	..
Assistant (Clerical)	200- 635	1	..	..	..	..	..	..	..	..	..	..	..
<i>Development and Welfare Division—</i>													
<i>Second Division—</i>													
Chief of Division	2,748-3,138	1	1	..	..	..	..	..	..	..	..	1	1
Executive Officer	2,423-2,618	2	2	..	..	..	..	..	..	..	..	2	2
Registrar of Co-operatives ..	2,293-2,488	1	1	..	..	..	..	..	..	..	..	1	1
Assistant Registrar of Co-operatives	2,033-2,228	3	..	..	1	..	2	..	..	..	..	3	3
Assistant District Officer, Grade 1	2,033-2,228	2	1	..	..	..	1	..	..	..	..	2	2
Chief Inspector of Co-operatives ..	2,033-2,228	1	1	..	..	..	..	..	..	..	..	1	1
Senior Welfare Officer (Female)	1,749-1,944	1	..	1	..	..	..	..	..	..	..	1	1
Co-operative Officer, Grade 3 ..	1,628-1,848	9	..	..	2	..	4	..	..	..	..	6	6
Homecrafts Officer (Female)	1,474-1,694	1	..	..	..	..	..	..	..	..	..	3	3
Welfare Officer	1,408-1,628	15	..	..	1	..	2	..	..	..	..	3	3
Co-operative Officer, Grade 2 ..	1,408-1,628	11	1	..	1	..	1	..	..	..	..	3	3
Welfare Officer (Female)	1,254-1,474	15	..	..	..	7	..	7	..	..	..	14	14
Co-operative Officer, Grade 1 ..	1,078-1,298	14	..	..	4	..	4	..	..	..	..	8	8
Co-operative Officer in training ..	455- 968	12	..	..	5	..	6	..	..	..	..	11	11
<i>Third Division—</i>													
Supervisor (Female) (Hostels)	784- 861	1	..	..	..	1	..	..	..	..	..	..	1
Assistant Co-operative Officer ..	747- 875	6	..	..	..	..	..	..	..	..	..	..	..
Assistant Welfare Officer	747- 875	6	..	..	..	..	..	..	..	..	..	..	..
Assistant Co-operative Officer in training	309- 747	6	..	..	..	..	3 (0)	..	..	..	..	3	3
Assistant Welfare Officer in training	309- 747	6	..	..	..	..	..	..	..	..	..	..	..
Assistant Welfare Officer (Female)	593- 721	8	..	..	..	..	..	..	..	..	..	..	..
Assistant Welfare Officer in training (Female)	309- 593	8	..	..	..	..	..	..	..	..	..	..	..
<i>Auxiliary Division—</i>													
Assistant (Clerical)	200- 635	55	..	..	16	..	26	..	..	..	..	42	42

APPENDIX II.—continued.

I. PUBLIC SERVICE OF PAPUA AND NEW GUINEA: CLASSIFIED POSITIONS AND POSITIONS OCCUPIED AT 30TH JUNE, 1961—continued.

Classified Positions.			Positions Occupied.						Unattached Officers.		Total Officers.			
Designation.	Salary Range.	Number.	Headquarters.		Papua.		New Guinea.		Males.	Females.	Males.	Females.	Total.	
			Males.	Females.	Males.	Females.	Males.	Females.						
	£													
<i>Department of Native Affairs—continued.</i>														
<i>Field Staff—</i>														
<i>Second Division—</i>														
District Officer	2,293-2,488	18	..	..	7	..	11	..	..	..	..	18	..	18
Assistant District Officer, Grade 2 ..	2,033-2,228	30	..	..	11	..	19	..	..	..	..	30	..	30
Assistant District Officer, Grade 1 ..	1,738-1,968	47	..	..	19	..	28	..	..	..	..	47	..	47
Patrol Officer, Grade 2	1,408-1,738	97	..	..	25	..	62	..	..	..	..	87	..	87
Accounts Officer	1,408-1,628	1	..	..	..	..	1	..	..	..	..	1	..	1
Assistant Accounts Officer	1,188-1,408	1	..	..	..	..	..	1	..	..	..	..	1	1
Patrol Officer, Grade 1	968-1,408	108	..	..	27	..	33	..	..	..	..	60	..	60
Clerk	1,078-1,298	3	..	..	..	..	3	..	..	..	..	3	..	3
Clerk	968-1,188	16	..	..	6	..	4	..	..	..	..	10	..	10
Clerk	858-1,078	7	..	..	..	..	..	..	..	..	..	..	..	..
Clerk	455- 968	3	..	..	..	..	..	..	..	..	..	..	..	..
Cadet Patrol Officer	455- 968	105	..	..	39	..	63	..	..	..	..	102	..	102
<i>Third Division—</i>														
Supervisor	988-1,104	5	..	..	2	..	3	..	..	..	..	5	..	5
Overseer	849- 926	12	..	..	7	..	4	..	..	..	..	11	..	11
Assistant Patrol Officer	747- 875	12	..	..	..	..	..	..	..	..	..	..	..	..
Assistant Patrol Officer in-training	309- 747	12	..	..	..	..	7 (i)	..	..	..	..	7	..	7
Typist (Female)	358- 657	17	..	..	..	7(2mr)	..	10 (3mr)	..	2	..	19	..	19
<i>Auxiliary Division—</i>														
Assistant (Clerical)	200- 635	41	..	..	17	..	7	..	..	..	..	24	..	24
<i>Uncreated positions—</i>														
Clerical Assistant, Grade 1	398- 798	..	..	..	..	..	..	..	8	31 (1mr)	..	8	31	39
Clerical Officer	849- 926	..	..	..	..	..	..	..	13	..	..	13	..	13
		812	32	9	204	15	315	18	21	33	572	75	647	

Department of Labour.

<i>Administrative Branch—</i>														
<i>First Division—</i>														
Secretary	3,450	1	1	..	..	..	..	..	..	..	..	1	..	1
<i>Second Division—</i>														
Industrial Organizations Officer ..	2,423-2,618	1	(Appointment not yet confirmed)											
Executive Officer (Apprenticeship Board)	1,903-2,098	1	1	..	..	..	..	..	..	..	..	1	..	1
Administrative Officer	1,628-1,848	1	1	..	..	..	..	..	..	..	..	1	..	1
<i>Third Division—</i>														
Typist (Female) (Secretarial)	772- 348	1	..	1	..	..	..	..	..	1	..	..	2	2
Typist (Female)	358- 657	2	..	2	..	..	..	..	..	..	..	2	..	2
<i>Labour Branch—</i>														
<i>Second Division—</i>														
Executive Officer	2,033-2,228	1	1	..	..	..	..	..	..	..	..	1	..	1
Labour Officer, Grade 3	1,408-1,628	1	1	..	..	..	..	..	..	..	..	1	..	1
Clerk	1,078-1,298	1	1	..	..	..	..	..	..	..	..	1	..	1
Labour Officer, Grade 2	968-1,188	4	..	..	1	..	1	..	..	..	..	2	..	2
Clerk	968-1,188	1	1	..	..	..	..	..	..	..	..	1	..	1
Clerk	968-1,188	13	..	..	1	..	8	..	..	..	..	9	..	9
Labour Officer, Grade 1	858-1,078	1	..	..	..	..	..	..	..	..	..	..	..	..
Clerk	858-1,078	1	..	..	..	..	..	..	..	..	..	..	..	..
Clerk	455- 968	2	1	..	..	..	..	..	..	..	..	1	..	1

APPENDIX II.—continued.

1. PUBLIC SERVICE OF PAPUA AND NEW GUINEA: CLASSIFIED POSITIONS AND POSITIONS OCCUPIED AT 30TH JUNE, 1961—continued.

Classified Positions.			Positions Occupied.						Unattached Officers.		Total Officers.		
Designation.	Salary Range.	Number.	Headquarters.		Papua.		New Guinea.		Males.	Females.	Males.	Females.	Total.
			Males.	Females.	Males.	Females.	Males.	Females.					
	£												
<i>Department of Law—continued.</i>													
<i>Third Division—</i>													
Steno-Secretary (Female)	861- 937	1	..	1	..	..	..	..	..	..	..	1	1
Typist (Female) (Secretarial)	772- 848	8	..	3	..	1	..	4	..	..	..	8	8
Typist (Female)	358- 657	14	..	14	..	..	..	..	..	..	..	14	14
				(3mr)									
Drafting Assistant, Grade 1	309- 951	2	..	..	..	..	..	..	..	..	..	..	..
Assistant Field Officer	309- 875	7	..	..	..	..	..	..	..	..	..	..	..
Assistant Field Officer-in-training	309- 747	7	..	..	..	..	..	..	..	..	..	..	..
Drafting Assistant-in-training	309- 747	2	1	..	..	..	..	..	..	..	1	..	1
<i>Auxiliary Division—</i>													
Assistant (Clerical)	200- 635	1	1	..	2	..	..	..	..	..	3	..	3
		106	46	27	3	1	4	4	..	..	53	32	85

Department of Education.

<i>Administrative Branch—</i>													
<i>First Division—</i>													
Director	3,660	1	1	..	..	..	..	..	..	..	1	..	1
Deputy Director	3,450	1	..	..	..	..	..	..	..	..	..	..	..
<i>Second Division—</i>													
Inspector	2,163-2,358	6	4	1	..	..	..	..	..	..	5	..	5
District Education Officer, Grade 2	2,163-2,358	8	..	..	2	..	5	..	..	..	7	..	7
Executive Officer	2,033-2,228	1	1	..	..	..	..	..	..	..	1	..	1
District Education Officer, Grade 1	1,903-2,098	17	..	..	9	..	5	..	..	..	14	..	14
Administrative Officer	1,628-1,848	1	1	..	..	..	..	..	1	..	2	..	2
Clerk (Accounts)	1,518-1,738	1	1	..	..	..	..	..	..	..	1	..	1
Registrar	1,298-1,518	1	1	..	..	..	..	..	..	..	1	..	1
Clerk (Staff)	1,188-1,408	1	1	..	..	..	..	..	..	..	1	..	1
Clerk (Records)	968-1,188	1	..	1	..	..	..	..	1	..	1	..	2
Clerk (Examinations)	968-1,188	1	1	..	..	..	..	..	..	..	1	..	1
Librarian	858-1,408	1	..	1	..	..	..	..	..	..	..	1	1
Clerk	858-1,078	6	2	1	..	..	..	..	..	..	2	1	3
Clerk	455- 968	14	3	..	2	..	2	..	..	..	7	..	7
<i>Third Division—</i>													
Typist-in-charge (Female)	886	1	..	..	..	..	..	..	..	..	..	..	..
Typist (Female) (Secretarial)	772- 848	1	..	1	..	..	..	..	..	..	..	1	1
Typist (Female)	358- 657	16	..	8	..	3	..	5	..	2	..	18	18
Clerical Assistant, Grade 2	798- 849	4	..	2	..	..	2	..	..	..	2	2	4
Clerical Assistant, Grade 1	398- 798	2	2	..	..	..	..	..	9(1mr)	..	2	9	11
<i>Auxiliary Division—</i>													
Assistant (Clerical)	200- 635	20	5	1	5	..	3	..	..	..	13	1	14
<i>Division of Primary Education—</i>													
<i>Second Division—</i>													
Chief of Division	2,423-2,618	1	1	..	..	..	..	..	..	..	1	..	1
Superintendent	2,293-2,488	1	1	..	..	..	..	..	..	..	1	..	1
Education Officer, Grade 3	1,903-2,098	9	1	..	1	2	3	1	..	..	5	3	8
Education Officer, Grade 2	1,628-1,848	104	1	..	12	2	16	6	..	..	29	8	37
Artist	1,518-1,738	1	..	..	..	..	..	..	..	..	..	..	..
Clerk	1,408-1,628	1	..	..	..	..	..	..	..	..	..	..	..
Education Officer, Grade 1	968-1,628	566	..	..	40	54	82	79	..	..	122	133	255
						(3mr, 4a)	(4a)						
Teacher, Grade 1	858-1,518	120	..	..	15	1	41	3	..	..	56	4	60

APPENDIX II.—continued.

I. PUBLIC SERVICE OF PAPUA AND NEW GUINEA: CLASSIFIED POSITIONS AND POSITIONS OCCUPIED AT 30TH JUNE, 1961—continued.

Classified Positions.			Positions Occupied.						Unattached Officers.		Total Officers.				
Designation.	Salary Range.	Number.	Headquarters.		Papua.		New Guinea.		Males.	Females.	Males.	Females.	Males.	Females.	Total.
			Males.	Females.	Males.	Females.	Males.	Females.							
	£														
<i>Department of Education—continued.</i>															
<i>Division of Primary Education—continued.</i>															
<i>Third Division.</i>															
Assistant Education Officer, Grade 1	747- 951	10	..	..	4(3i)	..	5(3i)	..	..	..	..	9	..	9	
Instructress	348- 644	10	..	..	..	1	..	2	..	..	..	..	3	3	
<i>Auxiliary Division—</i>															
Assistant (Teaching)	200- 730	190	..	..	97	3	89	1	32	..	..	218	4	222	
<i>Division of Teacher Training—</i>															
<i>Second Division—</i>															
Chief of Division	2,423-2,618	1	1	..	..	..	..	..	..	..	..	1	..	1	
Principal	2,033-2,228	1	..	..	..	..	..	..	..	..	..	..	..	1	
Education Officer, Grade 3	1,903-2,098	2	..	..	..	..	1	..	..	..	..	1	..	4	
Education Officer, Grade 2	1,628-1,848	8	..	..	..	..	4	..	..	..	..	4	..	4	
Clerk	858-1,078	1	1	..	..	..	..	..	..	..	..	1	..	1	
Cadet Education Officer.. .. .	455- 968	200	80	38	..	..	..	..	..	..	..	80	38	118	
<i>Third Division—</i>															
Trainee Teacher	466- 696	60	60	..	..	..	..	..	..	..	..	60	..	60	
<i>Division of Secondary Education—</i>															
<i>Second Division—</i>															
Chief of Division	2,423-2,618	1	..	1	..	..	..	..	..	..	..	..	1	1	
Senior Guidance Officer.. .. .	2,163-2,358	1	1	..	..	..	..	..	..	..	..	1	..	1	
Headmaster	2,033-2,228	7	..	..	2	..	1	..	..	..	..	3	..	3	
Education Officer, Grade 3	1,903-2,098	24	..	1	1	..	2	1	..	..	..	3	2	5	
Education Officer, Grade 2	1,628-1,848	62	..	..	1	..	1	..	..	..	..	2	..	2	
Clerk	1,298-1,518	1	1	..	..	..	..	..	..	..	..	1	..	1	
Education Officer, Grade 1	968-1,628	67	..	..	3	12	4	13	..	..	..	7	25	32	
Clerk	858-1,078	1	1	..	..	..	..	..	..	..	..	1	..	1	
<i>Third Division—</i>															
Clerical Assistant, Grade 4	926- 964	1	1	..	..	..	..	..	..	..	..	1	..	1	
Clerical Assistant, Grade 3	849- 926	1	..	1	..	..	..	..	..	..	..	..	1	1	
Typist (Female)	358- 657	2	..	..	..	1	..	..	..	..	..	..	1	1	
<i>Division of Technical Education—</i>															
<i>Second Division—</i>															
Chief of Division	2,423-2,618	1	1	..	..	..	..	..	..	..	..	1	..	1	
Headmaster	2,033-2,228	3	..	..	1	..	2	..	..	..	..	3	..	3	
Education Officer, Grade 3	1,903-2,098	4	..	..	1	..	..	..	..	..	..	1	..	1	
Education Officer, Grade 2	1,628-1,848	15	..	..	3	..	6	..	..	..	..	9	..	9	
Clerk	1,298-1,518	1	1	..	..	..	..	..	..	..	..	1	..	1	
Education Officer, Grade 1	968-1,628	34	..	..	5	1	2	..	..	..	..	7	1	8	
<i>Third Division—</i>															
Instructor, Grade 2	1,243-1,463	12	..	..	2	..	5	..	..	..	..	7	..	7	
Instructor, Grade 1	1,002-1,079	15	..	..	7	..	8	..	..	..	..	15	..	15	
Clerical Assistant, Grade 3	849- 926	3	..	..	..	..	1(mr)	..	..	..	..	1	..	1	
Storeman-Caretaker	747- 798	3	..	..	1	..	1(mr)	..	..	..	..	2	..	2	
<i>Auxiliary Division—</i>															
Assistant (Higher Technical)	200- 665	15	..	..	3	..	1	..	..	..	..	4	..	4	
		1,665	175	57	217	80	292	111	34	11	718	259	977		

APPENDIX II.—continued.

1. PUBLIC SERVICE OF PAPUA AND NEW GUINEA: CLASSIFIED POSITIONS AND POSITIONS OCCUPIED AT 30TH JUNE, 1961—continued.

Classified Positions.			Positions Occupied.						Unattached Officers.		Total Officers.		
Designation.	Salary Range.	Number.	Headquarters.		Papua.		New Guinea.		Males.	Females.	Males.	Females.	Total.
			Males.	Females.	Males.	Females.	Males.	Females.					
	£												
<i>Department of Agriculture, Stock and Fisheries.</i>													
<i>Administrative Branch—</i>													
<i>First Division—</i>													
Director	3,660	1	1									1	1
<i>Second Division—</i>													
Agricultural Economist	2,163-2,358	1											
Biometrician	2,163-2,358	1											
Administrative Officer	1,903-2,098	1	1									1	1
Clerk	1,518-1,738	1	1									1	1
Clerk	1,188-1,408	3	1									1	1
Registrar	1,188-1,408	1	1									1	1
Librarian	858-1,408	1		1								1	1
Clerk	1,078-1,298	1	1									1	1
Clerk	968-1,188	2	1	1								1	2
Clerk	858-1,078	1	1									1	1
Cadet Agricultural Officer	455- 968	24	19									19	19
Cadet Veterinary Officer	455- 968	3	4									4	4
Clerk	455- 968	4	3	1					3			6	7
<i>Third Division—</i>													
Clerical Assistant, Grade 2	798- 849	2											
Typist (Female) (Secretarial)	772- 848	1		1								1	1
Typist (Female)	358- 657	4		2 (tmr)								2	2
Clerical Assistant, Grade 1	398- 798	5		3					1	13		1	17
<i>Auxiliary Division—</i>													
Assistant (Clerical)	200- 635	6	6									6	6
<i>Division of Plant Industry—</i>													
<i>Second Division—</i>													
Chief of Division	2,878-3,138	1	1									1	1
Economic Botanist	2,423-2,618	1											
Principal Agronomist	2,423-2,618	1											
Principal Entomologist	2,423-2,618	1					1						1
Principal Agricultural Chemist	2,423-2,618	1	1									1	1
Principal Soil Survey Officer	2,423-2,618	1	1									1	1
Principal Plant Pathologist	2,423-2,618	1		1								1	1
Senior Agronomist	2,163-2,358	5					2					2	2
Senior Entomologist	2,163-2,358	1	1									1	1
Senior Agricultural Chemist	2,163-2,358	2	1									1	1
Senior Soil Survey Officer	2,163-2,358	1											
Senior Plant Pathologist	2,163-2,358	1											
Plant Introduction Officer	2,163-2,358	1	1									1	1
Land Use Officer	2,163-2,358	1											
Plant Ecologist	2,163-2,358	1											
Agricultural Engineer	2,163-2,358	1											
Entomologist, Grade 3	1,903-2,098	1											
Agricultural Chemist, Grade 3	1,903-2,098	1											
Soil Survey Officer, Grade 3	1,903-2,098	1											
Plant Pathologist, Grade 3	1,903-2,098	1											
Agronomist, Grade 3	1,903-2,098	3					2					2	2
Horticulturalist-Experimentalist, Grade 3	1,738-1,968	2											
Agronomist, Grade 2	1,628-1,848	7			1		1					2	2
Entomologist, Grade 2	1,628-1,848	2					2					3	3
Agricultural Chemist, Grade 2	1,628-1,848	1		1								1	1
Soil Survey Officer, Grade 2	1,628-1,848	2	2						1			3	3

APPENDIX II.—continued.

1. PUBLIC SERVICE OF PAPUA AND NEW GUINEA: CLASSIFIED POSITIONS AND POSITIONS OCCUPIED AT 30TH JUNE, 1961—continued.

Classified Positions.			Positions Occupied.						Unattached Officers.		Total Officers.			
Designation.	Salary Range.	Number.	Headquarters.		Papua.		New Guinea.		Males.	Females.	Males.	Females.	Total.	
			Males.	Females.	Males.	Females.	Males.	Females.						
	£													
<i>Department of Public Works—continued.</i>														
<i>Administrative Division—continued.</i>														
<i>Auxiliary Division—</i>														
Assistant (Clerical)	200- 635	3	3	..	..	..	..	..	..	2	..	5	..	5
<i>Architectural Design and Inspection Branch—</i>														
<i>Second Division—</i>														
Principal Architect	2,423-2,618	1	1	..	..	..	..	..	..	..	..	1	..	1
Architect, Grade 3	1,903-2,098	1	1	..	..	..	..	..	..	..	..	1	..	1
Building Surveyor	1,903-2,098	1	..	..	..	..	..	..	..	..	..	..	..	..
Quantity Surveyor, Grade 3	1,903-2,098	1	1	..	..	..	..	..	..	..	..	1	..	1
Architect, Grade 2	1,628-1,848	2	2	..	..	..	..	..	..	..	..	2	..	2
Draftsman, Grade 2	1,628-1,848	3	2	..	..	..	..	..	..	..	..	2	..	2
Quantity Surveyor, Grade 2	1,628-1,848	2	1	..	..	..	..	..	..	..	..	2	..	2
Architect, Grade 1	968-1,628	3	1	..	..	..	..	..	..	..	..	1	..	1
Cadet Architect	455- 968	2	..	1	..	..	..	..	..	..	..	..	1	1
<i>Third Division—</i>														
Drafting Officer, Grade 1	1,257-1,448	1	..	..	..	..	..	..	..	..	..	..	..	..
Technical Officer, Grade 1	1,257-1,448	1	1	..	..	..	..	..	..	..	..	1	..	1
Drafting Assistant, Grade 2	1,002-1,232	2	1	..	..	..	..	..	..	..	..	1	..	1
Drafting Assistant, Grade 1	408- 951	1	..	1	..	..	..	..	..	..	..	..	1	1
Drafting Assistant, Grade 1	309- 951	1	..	..	..	..	..	..	..	..	..	..	..	..
Clerical Assistant (Female), Grade 1	348- 644	1	..	..	..	..	..	..	..	..	..	..	..	..
Tracer (Female)	358- 708	2	..	1	..	..	..	..	..	..	..	..	1	1
Drafting Assistant-in-Training	309- 747	1	..	..	..	..	..	..	..	..	..	..	..	..
<i>Engineering Design and Inspection Branch—</i>														
<i>Second Division—</i>														
Principal Engineer	2,423-2,618	1	1	..	..	..	..	..	..	..	..	1	..	1
Engineer, Grade 3	1,903-2,098	3	..	..	..	..	..	..	..	..	..	..	..	..
Plant Superintendent	1,903-2,098	1	1	..	..	..	..	..	..	..	..	1	..	1
Engineer, Grade 2	1,628-1,848	3	1	..	..	..	..	..	..	..	..	1	..	1
Draftsman, Grade 1	968-1,628	2	1	..	..	..	..	..	..	..	..	1	..	1
Clerk	1,078-1,298	1	1	..	..	..	..	..	..	..	..	1	..	1
Cadet Engineer	455- 968	2	..	..	..	..	..	..	..	..	..	..	..	..
<i>Third Division—</i>														
Drafting Officer, Grade 1	1,257-1,448	3	1	..	..	..	..	..	..	..	..	1	..	1
Technical Assistant, Grade 1	408- 951	1	1	..	..	..	..	..	..	4	..	5	..	5
Drafting Assistant, Grade 1	309- 951	1	..	..	..	..	..	..	..	..	..	..	..	..
Drafting Assistant-in-Training	309- 747	1	..	..	..	..	..	..	..	..	..	..	..	..
<i>Field Staff—</i>														
<i>Second Division—</i>														
Regional Works Manager	2,163-2,358	4	..	..	1	..	2	..	..	..	..	3	..	3
Architect, Grade 3	1,903-2,098	4	..	..	..	..	..	..	..	..	..	..	..	..
Clerk	1,298-1,518	4	..	..	1	1	2	..	..	..	..	3	1	4
Clerk	858-1,078	9	..	..	1	..	4	..	..	..	..	5	..	5
Clerk	455- 968	11	1	..	1	..	2	..	..	..	..	4	..	4
<i>Third Division—</i>														
Works Supervisor	1,512-1,614	20	..	..	5	..	9	..	..	..	..	14	..	14
Building Inspector	1,353-1,463	5	..	..	1	..	4	..	..	..	..	5	..	5
Works Foreman	1,270-1,308	26	..	..	10	..	5	..	..	..	..	15	..	15
Plant Inspector	1,181-1,257	4	..	..	..	..	3	..	..	..	..	3	..	3
Senior Artisan	1,002-1,040	16	..	..	4	..	11	..	..	..	..	15	..	15
Termite Inspector	1,002-1,040	2	..	..	1	..	..	..	..	..	..	1	..	1
Blacksmith	887- 938	4	..	..	..	..	..	..	..	..	..	..	..	..
Sawyer	900- 926	4	..	..	..	..	1	..	..	..	..	1	..	1

APPENDIX II.—continued.

1. PUBLIC SERVICE OF PAPUA AND NEW GUINEA: CLASSIFIED POSITIONS AND POSITIONS OCCUPIED AT 30TH JUNE, 1961—continued.

Classified Positions.			Positions Occupied.						Unattached Officers.		Total Officers.		
Designation.	Salary Range.	Number.	Headquarters.		Papua.		New Guinea.		Males.	Females.	Males.	Females.	Total
			Males.	Females.	Males.	Females.	Males.	Females.					
<i>Department of Public Works—continued.</i>													
<i>Field Staff—continued.</i>													
<i>Third Division—continued.</i>													
Wood Machinist	900- 926	6	..	..	2	..	3(1mr)	..	..	..	..	5	5
Waste Water Inspector	875- 926	1	..	..	1	..	..	..	..	..	..	1	1
Carpenter	875- 926	107	..	..	58	..	49	..	..	1	..	108	108
					(18mr)		(16mr)						
Cabinet Maker	875- 926	8	..	..	4	..	4	..	..	..	..	8	8
Plumber	875- 926	38	..	..	17	..	14	..	..	..	..	31	31
					(7mr)		(4mr)						
Bricklayer	875- 926	10	..	..	8	..	2	..	..	..	..	10	10
Plasterer	875- 926	6	..	..	1(mr)	..	..	..	..	..	..	1	1
Welder	875- 926	8	..	..	5	..	1	..	..	..	..	6	6
Mechanic (Diesel)	875- 926	8	..	..	4(1mr)	..	4(1mr)	..	..	..	..	8	8
Artisan (Maintenance)	875- 926	5	..	..	..	..	4	..	..	..	..	4	4
Fitter and Turner	875- 926	3	..	..	..	..	..	..	..	..	..	..	..
Plant Attendant	875- 900	10	..	..	4	..	4	..	..	..	..	8	8
Bridge Carpenter	849- 900	6	..	..	..	..	3	..	..	..	..	3	3
Painter	849- 900	25	..	..	11	..	9	..	..	..	..	20	20
Tractor-Grader Operator	849- 900	42	..	..	10	..	20	..	..	..	..	30	30
					(8mr)		(9mr)						
Overseer (Roads and Bridges)	926-1,040	40	..	..	7(1mr)	..	15	..	..	..	..	22	22
Drainer	824- 875	3	..	..	..	..	..	..	..	..	..	..	..
Rigger	798- 849	1	..	..	1(mr)	..	..	..	..	..	..	1	1
Storeman	747- 798	2	..	..	1(mr)	..	1	..	..	..	..	2	2
Apprentice	241- 708	20	..	..	2	..	..	..	..	..	..	2	2
Typist (Female)	358- 657	4	..	..	..	1	..	3(1mr)	..	..	..	4	4
Clerical Assistant, Grade 1	398- 798	5	..	..	..	1	..	4	..	6(4mr)	..	11	11
Accounting Machinist (Female), Grade 2	772	2	..	..	..	..	..	..	..	..	..	..	..
Joiner	875- 926	4	..	..	1	..	3	..	..	..	..	4	4
<i>Auxiliary Division—</i>													
Assistant (Higher Technical)	200- 665	10	..	..	1	..	..	..	..	..	..	1	1
Assistant (Clerical)	200- 635	7	..	..	2	..	..	..	..	..	..	2	2
<i>Electrical Undertakings Branch—</i>													
<i>Second Division—</i>													
Engineer Manager	2,423-2,618	1	1	..	..	..	..	..	..	..	..	1	1
Accountant	2,163-2,358	1	1	..	..	..	..	..	..	..	..	1	1
Deputy Engineer Manager	2,033-2,228	1	1	..	..	..	..	..	..	..	..	2	2
Engineer, Grade 3	1,903-2,098	5	..	..	..	..	2	..	..	..	..	2	2
Engineer, Grade 2	1,628-1,848	2	..	2	..	..	..	..	..	..	..	1	1
Clerk	1,298-1,518	1	1	..	..	..	..	..	..	..	..	1	1
Engineer Surveyor	968-1,628	1	1	..	..	..	..	..	..	..	..	..	..
Engineer, Grade 1	968-1,628	2	..	..	..	..	..	..	..	..	..	1	1
Draftsman, Grade I	968-1,628	1	1	..	..	..	..	..	..	..	..	2	2
Clerk	1,078-1,298	2	..	..	..	..	2	..	..	..	..	1	1
Clerk	968-1,188	1	1	..	..	..	..	..	..	..	..	1	1
Clerk	858-1,078	4	..	..	3	..	..	..	..	..	..	3	3
Clerk	455- 968	4	..	..	1	..	1	..	..	..	..	2	2
<i>Third Division—</i>													
Works Supervisor	1,512-1,614	7	..	..	2	..	4	..	..	..	..	6	6
Powerhouse Supervisor, Grade 3	1,463-1,573	1	1	..	..	..	..	..	..	..	..	1	1
Powerhouse Supervisor, Grade 2	1,270-1,308	6	..	..	2	..	4	..	1	..	..	7	7
Foreman Electrician	1,270-1,308	4	..	..	2	..	2	..	3	..	..	7	7
Foreman Linesman	1,270-1,308	3	..	..	1	..	2	..	2	..	..	5	5
Powerhouse Supervisor, Grade 1	1,002-1,193	27	..	..	7(1mr)	..	18 (1a, 2mr)	..	..	..	..	25	25

APPENDIX II.—continued.

1. PUBLIC SERVICE OF PAPUA AND NEW GUINEA: CLASSIFIED POSITIONS AND POSITIONS OCCUPIED AT 30TH JUNE, 1961—continued.

Classified Positions.			Positions Occupied.						Unattached Officers.		Total Officers.		
Designation.	Salary Range.	Number.	Headquarters.		Papua.		New Guinea.		Males.	Females.	Males.	Females.	Total.
			Males.	Females.	Males.	Females.	Males.	Females.					
	£												
<i>Department of Public Works—continued.</i>													
<i>Electrical Undertakings Branch—continued.</i>													
<i>Third Division—continued.</i>													
Electrical Inspector	1,002-1,040	4	..	..	1	..	1	..	..	..	..	2	2
Electrical Fitter	875- 926	25	..	..	12	..	10	..	..	..	..	22	22
Electrical Mechanic	875- 926	28	..	..	5(2mr)	..	3(1mr)	..	..	..	..	8	8
Linesman	875- 926	24	..	..	11 (2mr)	..	6(2mr)	..	..	..	..	17	17
Electrical Welder	875- 926	2	..	..	1	..	1	..	..	..	..	2	2
Cable Jointer	875- 926	1	..	..	..	..	..	..	..	..	..	..	..
Overseer (Labour)	875- 926	1	..	..	..	..	..	..	..	..	..	..	..
Accounting Machinist (Female), Grade 2	772	1	..	..	..	..	..	..	..	..	..	..	..
Typist (Female)	358- 657	5	..	3	..	..	..	2	..	..	..	5	5
Clerical Assistant, Grade 1	398- 798	2	..	1	..	..	..	1	1	7	..	1	9
Apprentice	241- 708	10	10	..	..	..	..	..	..	..	..	10	10
<i>Auxiliary Division—</i>													
Assistant (Clerical)	200- 635	1	1	..	..	..	..	..	..	..	..	1	1
<i>Uncreated positions—</i>													
Clerical Officer	849- 926	..	..	..	..	..	..	..	2	..	..	2	2
		764	57	14	213	4	236	10	16	13	522	41	563

Department of Civil Affairs.

<i>Administrative Division—</i>													
<i>First Division—</i>													
Director	3,225	1	1	..	..	..	..	..	..	..	..	1	1
<i>Second Division—</i>													
Chief of Division	2,423-2,618	1	1	..	..	..	..	..	..	..	..	1	1
Accountant	1,903-2,098	1	1	..	..	..	..	..	..	..	..	1	1
Principal Librarian	1,628-1,848	1	..	1	..	..	..	..	..	..	..	1	1
Property Officer	1,518-1,738	1	1	..	..	..	..	..	..	..	..	1	1
Sub-Accountant	1,518-1,738	1	1	..	..	..	..	..	..	..	..	1	1
Librarian	1,408-1,628	1	..	..	1	..	..	..	..	..	..	1	1
Curator, Parks and Gardens	1,188-1,408	4	..	..	1	..	2	..	..	..	..	3	3
Librarian	858-1,408	2	..	..	..	..	..	2	..	..	..	2	2
Clerk	1,078-1,298	4	..	..	1	..	3	..	..	..	..	4	4
Assistant Curator, Parks and Gardens	968-1,188	1	..	..	..	..	1	..	..	..	..	1	1
Clerk	968-1,188	2	2	..	..	..	..	..	..	..	..	2	2
Assistant Librarian	455-1,188	1	..	..	..	..	..	..	..	..	..	..	..
Clerk	858-1,078	13	3	2	1	..	7	..	..	..	..	11	2
Clerk	455- 968	18	..	..	..	..	..	..	..	..	..	..	..
<i>Third Division—</i>													
Manager (Hostels)	1,436-1,550	1	1	..	..	..	..	..	..	..	..	1	1
Mess Supervisor, Grade 2	1,002-1,079	1	..	..	1	..	..	..	..	..	..	1	1
Meter Reader, Grade 2	926- 964	1	..	..	1	..	..	..	..	..	..	1	1
Mess Supervisor, Grade 1	912- 964	6	..	..	..	4	..	..	..	..	..	2	4
Meter Reader, Grade 1	849- 926	5	..	..	2(1mr)	..	2(1a, 1mr)	..	..	..	..	4	4
Overseer (Labour)	849- 926	4	..	..	2	..	2	..	..	..	..	4	4
Accounting Machinist in Charge (Female)	886	1	..	1	..	..	..	..	..	..	..	1	1
Typist-in-Charge (Female)	886	1	..	1	..	..	..	..	..	..	..	1	1
Clerical Assistant (Female), Grade 2	644- 695	5	..	..	..	1	..	4	..	..	..	5	5
Typist (Female) (Secretarial)	772- 848	1	..	1	..	..	..	..	..	..	..	1	1
Clerical Assistant, Grade 1	398- 798	3	4	3	..	..	..	..	..	16	4	19	23

APPENDIX II.—continued.

1. PUBLIC SERVICE OF PAPUA AND NEW GUINEA: CLASSIFIED POSITIONS AND POSITIONS OCCUPIED AT 30TH JUNE, 1961—continued.

Classified Positions.			Positions Occupied.						Unattached Officers.		Total Officers.		
Designation.	Salary Range.	Number.	Headquarters.		Papua.		New Guinea.		Males.	Females.	Males.	Females.	Total.
			Males.	Females.	Males.	Females.	Males.	Females.					
<i>Department of Civil Affairs—continued.</i>													
<i>Administrative Division—continued.</i>													
<i>Third Division—continued.</i>													
Accounting Machinist (Female), Grade 2	772	4	..	2	..	..	..	2	..	..	..	4	4
Accounting Machinist (Female), Grade 1	358- 657	5	..	2	..	..	..	2	..	..	..	4	4
Typist (Female)	358- 657	7	..	4(1mr)	..	..	..	3	..	1	..	8	8
Clerical Assistant (Female), Grade I	348- 644	14	..	4(3mr)	..	2	..	8	..	4(mr)	..	18	18
<i>Auxiliary Division—</i>													
Assistant (Clerical)	200- 635	9	2	..	..	..	..	..	..	..	..	2	2
<i>Corrective Institutions Branch—</i>													
<i>Second Division—</i>													
Controller	2,423-2,618	1	1	..	..	..	..	..	..	..	..	1	1
Inspector	1,518-1,738	1	..	..	..	..	..	..	..	..	..	..	..
Clerk	968-1,188	1	1	..	..	..	..	..	..	..	..	1	1
<i>Second or Third Division(b)—</i>													
Superintendent, Grade 2	1,518-1,738	5	..	..	1	..	3	..	..	..	..	4	4
Superintendent, Grade 1	1,298-1,518	2	..	..	..	..	1	..	..	..	..	1	1
Assistant Superintendent	968-1,188	17	..	..	3	..	2	..	..	..	..	5	5
<i>Third Division—</i>													
Instructor	1,002-1,079	6	..	..	..	..	..	..	..	..	..	..	..
Typist (Female)	358- 657	1	..	1	..	..	..	..	..	1	..	2	2
<i>Fire Brigade Branch—</i>													
<i>Second or Third Division(b)—</i>													
Chief Fire Officer	1,518-1,738	1	1	..	..	..	..	..	..	..	..	1	1
<i>Third Division—</i>													
Station Officer	1,168-1,206	4	..	..	2	..	2	..	..	..	..	4	4
Fire Officer	1,028-1,066	3	..	..	..	..	1	..	..	..	..	1	1
<i>Government Printing Office—</i>													
<i>Second Division—</i>													
Government Printer	1,903-2,098	1	1	..	..	..	..	..	..	..	..	1	1
Assistant Government Printer	1,518-1,738	1	1	..	..	..	..	..	..	..	..	1	1
Clerk	858-1,078	1	..	1	..	..	..	..	..	..	..	..	..
<i>Third Division—</i>													
Foreman (Printing), Grade 1	1,270-1,308	2	2	..	..	..	..	..	..	..	..	2	2
Operator Compositor	1,053-1,104	2	1	..	..	..	..	..	..	..	..	1	1
Reader	1,015-1,066	2	1	1	..	..	..	..	..	..	..	2	2
Compositor	989-1,040	2	2	..	..	..	..	..	..	..	..	3	3
Machinist	989-1,040	3	3	..	..	..	..	..	..	..	..	2	2
Ruler Binder	989-1,040	2	2	..	..	..	..	..	..	..	..	1	1
Guillotine Operator	989-1,040	1	1	..	..	..	..	..	..	..	..	1	1
Copy Holder	785- 836	1	..	1	..	..	..	..	..	..	..	1	1
Typist (Female)	358- 657	1	..	1	..	..	..	..	..	..	..	1	1
<i>Auxiliary Division—</i>													
Assistant (Higher Technical)	200- 665	17	17	..	..	..	..	..	2	..	..	19	19
<i>Motor Transport Branch—</i>													
<i>Second Division—</i>													
Chief Transport Officer	2,293-2,488	1	1	..	..	..	..	..	..	..	..	1	1
Clerk	858-1,078	3	2	1	..	..	..	..	..	..	..	2	3
Clerk	455- 968	4	..	..	..	..	..	..	..	..	..	..	..

APPENDIX II.—continued.

1 PUBLIC SERVICE OF PAPUA AND NEW GUINEA: CLASSIFIED POSITIONS AND POSITIONS OCCUPIED AT 30TH JUNE, 1961—continued.

Classified Positions.			Positions Occupied.						Unattached Officers.		Total Officers.			
Designation.	Salary Range.	Number.	Headquarters.		Papua.		New Guinea.		Males.	Females.	Males.	Females.	Total.	
			Males.	Females.	Males.	Females.	Males.	Females.						
	£													
<i>Department of Civil Affairs—continued.</i>														
<i>Motor Transport Branch—continued.</i>														
<i>Second or Third Division(b)—</i>														
Transport Inspector ..	1,298-1,518	1	1	..	..	..	..	..	..	..	..	1	..	1
Transport Officer, Grade 2 ..	1,298-1,518	3	..	..	1	..	2	..	..	..	..	3	..	3
Transport Officer, Grade 1 ..	1,188-1,408	4	..	..	..	..	4	..	..	..	..	4	..	4
Assistant Transport Officer ..	1,078-1,298	3	..	..	1	..	1	..	..	..	..	2	..	2
<i>Third Division—</i>														
Maintenance Inspector ..	1,346-1,499	1	1	..	..	..	..	..	..	..	..	1	..	1
Foreman Mechanic, Grade 1 ..	1,270-1,308	3	..	..	1	..	2	..	..	..	..	3	..	3
Manager (Bus Service) ..	1,079-1,155	1	..	..	..	..	..	..	..	..	..	..	..	..
Senior Mechanic ..	1,002-1,040	8	..	..	1	..	7	..	..	..	..	8	..	8
Operations Supervisor ..	926-1,002	6	..	..	2	..	4	..	..	..	..	6	..	6
Instructor (Motor Driving) ..	926	1	1	..	..	..	..	..	..	..	..	1	..	1
Motor Mechanic ..	875- 926	29	..	..	10	..	19	..	14	..	..	43	..	43
					(2mr)		(3mr)		(11mr)					
Panel Beater/Spray Painter ..	875- 926	2	..	..	1	..	1	..	..	..	..	2	..	2
Inspector (Buses) ..	798- 849	1	..	..	..	..	..	..	..	..	..	..	..	..
Storeman, Grade 2 ..	824- 849	1	..	..	1	..	..	..	..	..	..	1	..	1
Clerical Assistant, Grade 2 ..	798- 849	1	..	..	1	..	..	..	..	..	..	1	..	1
Storeman, Grade 1 ..	747- 798	4	..	..	1	..	3	..	..	..	..	4	..	4
Apprentice (Motor Mechanic) ..	241- 708	3	..	..	..	..	..	1	(mr)	..	..	1	..	1
Typist (Female) ..	358- 657	2	..	1	..	..	..	1	..	1	..	..	3	3
<i>Stores and Supply Branch—</i>														
<i>Second Division—</i>														
Superintendent of Stores ..	2,423-2,618	1	1	..	..	..	..	..	..	..	..	1	..	1
Assistant Superintendent of Stores ..	1,738-1,968	1	1	..	..	..	..	..	..	..	..	1	..	1
Materials Inspection Officer ..	1,518-1,738	1	1	..	..	..	..	..	..	..	..	1	..	1
Senior Procurement Clerk ..	1,298-1,518	1	1	..	..	..	..	..	..	..	..	1	..	1
Stores Inspector ..	1,298-1,518	2	1	..	..	..	1	..	..	..	..	2	..	2
Stores Officer, Grade 3 ..	1,298-1,518	3	..	..	1	..	2	..	..	..	..	3	..	3
Stores Officer, Grade 2 ..	1,188-1,408	1	..	..	..	..	1	..	..	..	..	1	..	1
Stores Officer, Grade 1 ..	1,078-1,298	2	..	..	1	..	1	..	..	..	..	2	..	2
Clerk ..	968-1,188	7	1	..	2	..	1	..	..	..	..	4	..	4
Clerk ..	1,078-1,298	2	2	..	..	..	..	..	..	..	..	2	..	2
Clerk ..	858-1,078	9	1	1	1	..	2	..	..	..	..	4	1	5
Clerk ..	455- 968	9	2	..	2(1mr)	..	2	..	..	..	..	6	..	6
<i>Third Division—</i>														
Foreman Storeman, Grade 2 ..	1,193	2	..	..	..	..	2	..	..	..	..	2	..	2
Foreman Storeman, Grade 1 ..	1,117	14	..	..	6	..	8	..	..	..	..	14	..	14
Despatch and Transit Officer ..	900- 964	3	..	..	..	..	3	..	..	..	..	3	..	3
Storeholder ..	900- 964	54	..	..	18	..	36	..	2	..	..	56	..	56
					(3mr)		(5mr, 1a)							
Clerical Assistant, Grade 2 ..	798- 849	7	..	1	..	1	1	4	..	..	..	1	6	7
Fork Lift Driver ..	785- 836	5	..	..	2(mr)	..	3(2mr)	..	..	..	..	5	..	5
Storeman ..	747- 798	8	..	..	3(1mr)	..	5(3mr)	..	..	..	..	8	..	8
Clerical Assistant, Grade 1 ..	398- 798	13	..	3	1	2	3	4	..	23	..	4	32	36
									(4mr)					
Typist (Female) ..	358- 657	9	..	2	..	4	..	3(1a)	..	1	..	..	10	10
<i>Auxiliary Division—</i>														
Assistant (Clerical) ..	200- 635	1	..	..	1	..	..	..	1	..	..	2	..	2
Assistant (Lower Technical) ..	200- 570	4	..	..	4	..	..	..	2	..	..	6	..	6
			439	68	35	77	15	142	33	22	47	309	130	439

APPENDIX II.—continued.

1. PUBLIC SERVICE OF PAPUA AND NEW GUINEA: CLASSIFIED POSITIONS AND POSITIONS OCCUPIED AT 30TH JUNE, 1961—continued.

Classified Positions.			Positions Occupied.						Unattached Officers.		Total Offices.			
Designation.	Salary Range.	Number.	Headquarters.		Papua.		New Guinea.		Males.	Females.	Males.	Females.	Total.	
			Males.	Females.	Males.	Females.	Males.	Females.						
	£													
<i>Department of Police.</i>														
<i>First Division—</i>														
Commissioner	3,225	1	1	..	..	..	..	..	..	..	..	1	..	1
<i>Second Division—</i>														
Superintendent	1,903-2,098	5	2	..	1	..	2	..	..	..	..	5	..	5
Senior Inspector	1,738-1,903	7	1	..	3	..	3	..	..	..	..	7	..	7
Secretary	1,628-1,848	1	..	..	..	..	..	..	..	..	..	..	..	..
Inspector	1,518-1,738	14	1	..	2	..	11	..	..	..	..	14	..	14
Clerk	1,298-1,518	1	1	..	..	..	..	..	..	..	..	1	..	1
Sub-Inspector	968-1,518	98	6	..	20	..	28	..	..	..	..	54	..	54
Clerk	968-1,188	1	..	..	..	..	..	..	..	..	..	..	..	..
Clerk	858-1,078	3	2	..	..	..	..	..	..	..	..	2	..	2
Clerk	455- 968	2	..	..	..	..	..	..	..	..	..	..	..	..
<i>Third Division—</i>														
Storeholder	900- 964	2	..	..	1	..	..	..	..	..	..	1	..	1
Clerical Assistant, Grade 3	849- 926	1	..	1	..	..	..	..	..	..	..	1	..	1
Clerical Assistant, Grade 2	798- 849	9	..	2	..	3	..	3	..	..	..	8	..	8
Sub-Inspector-in-Training	722- 878	8	..	..	..	..	..	..	..	..	..	..	..	..
Typist (Female) (Secretarial)	772- 848	1	..	1	..	..	..	..	..	..	..	1	..	1
Clerical Assistant, Grade 1	348- 798	2	..	1	..	..	..	1	..	3	..	5	..	5
Typist (Female)	358- 657	6	..	2	..	2	..	2	..	..	..	6	..	6
<i>Auxiliary Division—</i>														
Assistant (Clerical)	200- 635	1	..	..	..	..	..	..	..	..	..	..	..	..
		163	14	7	27	5	44	6	..	3	85	21	106	

Department of Forests.

<i>Administrative Branch—</i>														
<i>First Division—</i>														
Director	3,225	1	1	..	..	..	..	..	..	..	..	1	..	1
<i>Second Division—</i>														
Biometrician	1,903-2,098	1	..	..	..	..	..	..	..	..	..	1	..	1
Administrative Officer	1,628-1,848	1	1	..	..	..	..	..	..	..	..	1	..	1
Accountant	1,628-1,848	1	1	..	..	..	..	..	..	..	..	1	..	1
Clerk	1,518-1,738	1	1	..	..	..	..	..	..	..	..	1	..	1
Senior Clerk	1,408-1,628	1	1	..	..	..	..	..	..	..	..	2	..	2
Clerk	1,078-1,298	2	2	..	..	..	..	..	..	..	..	1	..	1
Supply Officer	1,078-1,298	1	1	..	..	..	..	..	..	..	..	..	..	..
Forest Officer	968-1,628	2	..	..	..	..	..	..	..	..	..	3	1	4
Clerk	968-1,188	4	3	1	..	..	..	..	..	..	..	1	..	1
Librarian	858-1,408	1	..	1	..	..	..	..	..	..	..	1	..	1
Clerk	858-1,078	1	..	1	..	..	..	..	..	..	..	2	..	2
Clerk	455- 968	2	..	2	..	..	..	..	..	..	..	11	..	11
Cadet Forest Officer	455- 968	12	11	..	..	..	..	..	..	..	..	..	..	..
<i>Third Division—</i>														
Senior Forest Ranger	1,448-1,568	1	1	..	..	..	..	..	..	..	..	1	..	1
Typist (Female) (Secretarial)	772- 848	1	..	1	..	..	..	..	..	..	..	1	..	1
Typist (Female)	358- 657	2	..	2	..	..	..	..	..	..	..	2	..	2
Accounting Machinist (Female), Grade 1	358- 657	1	..	..	..	..	..	..	..	..	..	..	..	..
<i>Auxiliary Division—</i>														
Assistant (Clerical)	200- 635	2	2	..	..	..	..	..	..	..	..	2	..	2

APPENDIX II.—continued.

1. PUBLIC SERVICE OF PAPUA AND NEW GUINEA: CLASSIFIED POSITIONS AND POSITIONS OCCUPIED AT 30TH JUNE, 1961—continued.

Classified Positions.			Positions Occupied.						Unattached Officers.		Total Offices.		
Designation.	Salary Range.	Number.	Headquarters.		Papua.		New Guinea.		Males.	Females.	Males.	Females.	Total.
			Males.	Females.	Males.	Females.	Males.	Females.					
	£												
<i>Department of Forests—continued.</i>													
<i>Division of Working Plans—</i>													
<i>Second Division—</i>													
Chief of Division	2,423-2,618	1	1	..	..	..	..	..	..	1	..	..	1
Reserve Settlement Officer	2,033-2,228	1	1	..	..	..	..	..	..	1	..	..	1
Senior Draftsman	1,903-2,098	1	1	..	..	..	..	..	..	1	..	..	1
Draftsman, Grade 2	1,628-1,848	2	2	..	..	..	..	..	1	..	..	..	3
Draftsman, Grade 1	968-1,628	2	..	..	..	..	..	..	..	..	..	..	..
Forest Roads Engineer	968-1,628	1	..	..	..	..	1	..	..	..	..	1	..
Librarian and Air Photo Interpreter (Female)	704-1,034	1	..	1	..	..	..	..	..	..	..	1	1
<i>Third Division—</i>													
Senior Forest Ranger	1,448-1,568	1	1	..	..	..	..	..	..	1	..	..	1
Forest Ranger	1,257-1,448	2	..	..	..	..	..	..	..	..	..	..	..
Assistant Forest Ranger	862-1,053	8	..	..	..	..	4	..	..	4	..	..	4
Tracer (Female)	358- 708	1	..	1	..	..	..	..	..	..	..	1	1
Typist (Female)	358- 657	1	..	1	..	..	..	..	..	..	..	1	1
Drafting Assistant, Grade 1	309- 951	2	..	..	..	..	..	..	..	..	..	..	..
Drafting Assistant in Training	309- 747	2	1	..	..	..	..	..	..	1	..	..	1
<i>Auxiliary Division—</i>													
Assistant (Higher Technical)	200- 665	2	..	..	..	..	..	..	..	..	..	..	..
<i>Division of Silviculture—</i>													
<i>Second Division—</i>													
Chief of Division	2,423-2,618	1	1	..	..	..	..	..	..	1	..	..	1
Regional Forest Officer	2,033-2,228	1	..	..	..	..	..	..	..	..	..	..	..
Forest Officer	968-1,628	2	..	..	..	..	..	..	..	..	..	..	..
Clerk	968-1,188	1	..	..	..	..	..	..	1	..	..	1	1
<i>Third Division—</i>													
Laboratory Assistant, Grade 1	309- 951	1	..	..	..	..	..	..	..	..	..	..	..
Typist (Female)	358- 657	1	..	1	..	..	..	..	..	..	..	1	1
<i>Division of Utilization—</i>													
<i>Second Division—</i>													
Chief of Division	2,423-2,618	1	1	..	..	..	..	..	1	..	..	..	2
Project Manager	1,628-1,848	1	1	..	..	..	..	..	..	..	..	1	1
Clerk	1,078-1,298	1	1	..	..	..	..	..	..	..	..	1	1
Investigation Officer	968-1,628	1	..	..	..	..	..	..	..	..	..	..	..
<i>Third Division—</i>													
Mill Manager	1,691	2	..	..	..	..	2	..	..	2	..	..	2
Mill Foreman	1,308-1,346	2	..	..	..	..	1	..	..	1	..	..	1
Technical Assistant, Grade 3	1,117-1,232	1	1	..	..	..	..	..	..	1	..	..	1
Saw Doctor	1,002-1,079	2	..	..	..	..	..	..	..	..	..	..	..
Transport and Equipment Officer	1,002-1,040	2	..	..	..	..	2	..	..	2	..	..	2
Bush Supervisor	964-1,015	2	..	..	..	..	2	..	..	2	..	..	2
Clerical Assistant, Grade 4	926- 964	1	..	..	..	..	..	1	..	..	..	1	1
Technical Assistant, Grade 1	309- 951	2	..	..	..	..	..	..	..	..	..	..	..
Power House Operator	900- 926	2	..	..	1	..	..	..	..	..	..	1	1
Sawyer	900- 926	10	..	..	..	..	4	..	..	4	..	..	4
Tractor Operator—Mechanic	900- 926	7	..	..	..	..	7(2mr)	..	..	7	..	..	7
Wood Machinist	900- 926	2	..	..	..	..	1	..	..	1	..	..	1
Kiln Operator	875- 926	2	..	..	..	..	..	..	..	2	..	..	2
Truck Driver	849- 900	2	..	..	..	..	2(1mr)	..	..	2	..	..	2
Tallyman Orderman	773- 824	2	..	..	..	..	1	..	..	1	..	..	1
Technical Assistant in training	309- 747	2	..	..	..	..	..	..	..	..	..	..	..
Typist (Female)	358- 657	3	..	1	..	..	..	1(mr)	..	..	..	2	2

APPENDIX II.—continued.

1. PUBLIC SERVICE OF PAPUA AND NEW GUINEA: CLASSIFIED POSITIONS AND POSITIONS OCCUPIED AT 30TH JUNE, 1961—continued.

Classified Positions.			Positions Occupied.						Unattached Officers.		Total Officers.		
Designation.	Salary Range.	Number.	Headquarters.		Papua.		New Guinea.		Males.	Females.	Males.	Females.	Total.
			Males.	Females.	Males.	Females.	Males.	Females.					
	£												
<i>Department of Posts and Telegraphs—continued.</i>													
<i>Accounts Branch—continued.</i>													
<i>Second Division—continued.</i>													
Clerk	1,078-1,298	2	..	1	..	..	..	..	..	..	1	..	1
Clerk	968-1,188	2	..	..	..	..	..	..	1	..	1	..	1
Clerk	858-1,078	2	1	..	..	..	..	..	..	1	..	..	1
Clerk	455- 968	5	1	..	..	..	..	..	..	1	..	..	1
<i>Third Division—</i>													
Accounting Machinist, Grade 2	772	2	..	2	..	..	..	..	1	..	3	..	3
Accounting Machinist, Grade 1	358- 657	1	..	1	..	..	..	..	1	..	2	..	2
Typist (Female)	358- 657	1	..	1	..	..	..	..	..	..	1	..	1
<i>Telecommunications Division—</i>													
<i>Second Division—</i>													
Superintendent	2,293-2,488	1	1	..	..	..	..	..	..	1	..	..	1
Inspector Telecommunications	1,903-2,098	1	1	..	..	..	..	..	..	1	..	..	1
Radio Inspector, Grade 3	1,628-1,848	1	1	..	..	..	..	..	..	1	..	..	1
Radio Inspector, Grade 1	1,408-1,628	2	2	..	..	..	..	..	..	2	..	..	2
Clerk	1,188-1,408	1	..	..	..	..	..	..	..	..	..	..	..
Clerk	968-1,188	2	1	1	..	..	..	..	..	1	1	..	2
Clerk	858-1,078	1	..	..	..	..	..	..	..	..	..	..	..
<i>Second or Third Division (b)—</i>													
Senior Communications Officer, Grade 4	1,518-1,628	1	1	..	..	..	..	..	..	1	..	..	1
Senior Communications Officer, Grade 3	1,408-1,518	2	..	..	1	..	1	..	..	2	..	..	2
Senior Communications Officer, Grade 2	1,298-1,408	4	..	..	1	..	4	..	..	5	..	..	5
Senior Communications Officer, Grade 1	1,188-1,298	13	..	1	1	..	7	..	..	8	1	..	9
Communications Officer	887-1,155	13	..	..	5	..	5(1mr)	..	..	10	..	..	10
<i>Third Division—</i>													
Senior Technical Instructor	1,691	1	..	..	..	..	..	..	..	..	..	..	..
Technical Instructor, Grade 2	1,346-1,538	1	..	..	..	..	..	..	..	..	..	..	..
Monitor	875- 926	3	..	..	..	1	..	2	..	..	3	..	3
Radio Telephone Operator	798- 875	11	..	..	..	4	..	7	..	..	11	..	11
Clerical Assistant, Grade 1	398- 798	9	..	..	..	4	..	4 (1a)	10	..	18	..	18
Telephonist (Female)	358- 657	13	..	..	..	4	..	8(1mr)	..	..	12	..	12
Teleprinter Operator (Female)	358- 657	5	..	..	..	1	..	2	..	..	3	..	3
Phonogram Operator (Female)	358- 657	3	..	..	..	1	..	2	..	..	3	..	3
Typist (Female)	358- 657	1	..	1	..	..	..	..	..	..	1	..	1
Communications Officer-in-training	309- 747	12	..	..	..	..	..	..	..	..	..	..	..
<i>Auxiliary Division—</i>													
Assistant (Higher Technical)	200- 665	27	9	..	6	..	9	..	..	24	..	..	24
<i>Postal Services Division—</i>													
<i>Second Division—</i>													
Superintendent Postal Services	2,293-2,488	1	1	..	..	..	..	..	..	1	..	..	1
Divisional Inspector	1,903-2,098	1	2	..	..	..	..	..	..	2	..	..	2
Postmaster, Grade 4	1,738-1,903	1	..	..	1	..	..	..	..	1	..	..	1
Controller	1,628-1,848	1	1	..	..	..	..	..	..	1	..	..	1
Postal Inspector	1,518-1,738	1	..	..	..	..	..	..	..	..	..	..	..
Postmaster, Grade 3	1,463-1,683	2	..	..	..	..	2	..	1	..	3	..	3
Clerk	1,188-1,408	1	..	..	..	..	..	..	..	..	..	..	..
Postmaster, Grade 2	1,133-1,353	6	..	..	2	..	1	..	..	3	..	..	3
Senior Postal Clerk, Grade 2	1,133-1,243	2	..	..	1	..	1	..	..	2	..	..	2
Senior Postal Clerk, Grade 1	1,023-1,133	2	..	..	1	..	1	..	1	..	3	..	3

APPENDIX II.—continued.

1. PUBLIC SERVICE OF PAPUA AND NEW GUINEA: CLASSIFIED POSITIONS AND POSITIONS OCCUPIED AT 30TH JUNE, 1961—continued.

Classified Positions.			Positions Occupied.						Unattached Officers.		Total Officers.			
Designation.	Salary Range.	Number.	Headquarters.		Papua.		New Guinea.		Males.	Females.	Males.	Females.	Total.	
			Males.	Females.	Males.	Females.	Males.	Females.						
	£													
<i>Department of Posts and Telegraphs—continued.</i>														
<i>Engineering Division—continued.</i>														
<i>Third Division—continued.</i>														
Typist (Female)	358- 657	5	..	2	..	1	..	2	..	..	..	..	5	5
Drafting Assistant, Grade 1	309- 951	1	..	..	..	..	..	..	..	..	..	..	..	..
Lineman in training	309- 747	12	..	..	..	..	..	..	..	..	..	..	..	..
Technician in training	309- 747	12	1(mr)	..	..	..	..	..	..	..	..	1	..	1
Drafting Assistant in training	309- 747	1	..	..	..	..	..	..	..	..	..	..	..	..
<i>Auxiliary Division—</i>														
Assistant (Higher Technical)	200- 665	32	13	..	8	..	2	..	..	..	..	23	..	23
Assistant (Lower Technical)	200- 570	1	..	..	1	..	..	..	..	..	..	1	..	1
		478	58	17	102	21	101	34	21	26	282	98	380	

Department of Trade and Industry.

<i>First Division—</i>														
Director	3,585	1	..	..	..	..	..	..	..	..	..	..	..	..
		1	..	..	..	..	..	..	..	..	..	..	..	..

Department of Customs and Marine.

<i>Administrative Section—</i>														
<i>First Division—</i>														
Chief Collector	3,225	1	1	..	..	..	..	..	..	..	..	1	..	1
<i>Second Division—</i>														
Assistant Chief Collector	2,423-2,618	1	1	..	..	..	..	..	..	..	..	1	..	1
Administrative Officer	1,628-1,848	1	1	..	..	..	..	..	..	..	..	1	..	1
Clerk	1,298-1,518	2	1	1	..	..	..	..	..	..	..	1	1	2
Clerk	1,188-1,408	1	..	..	..	..	..	..	..	..	..	..	..	..
Clerk	1,078-1,298	2	2	..	..	..	..	..	..	..	..	2	..	2
Clerk	968-1,188	1	..	1	..	..	..	..	..	..	..	..	1	1
Clerk	858-1,078	3	..	3	..	..	..	..	..	..	..	..	3	3
Clerk	455- 968	11	8	1	..	..	..	..	..	..	..	8	1	9
<i>Third Division—</i>														
Clerical Assistant, Grade 3	849- 926	1	..	1	..	..	..	..	..	..	..	..	1	1
Clerical Assistant (Female), Grade 2	644- 695	1	..	..	..	..	..	..	..	..	..	..	..	..
Typist (Female), (Secretarial)	772- 848	1	..	1	..	..	..	..	..	..	..	..	1	1
Typist (Female)	358- 657	4	..	1	..	..	..	..	..	..	..	..	1	1
<i>Auxiliary Division—</i>														
Assistant (Clerical)	200- 635	2	2	..	..	..	..	..	..	..	..	2	..	2
<i>Customs Branch—</i>														
<i>Second Division—</i>														
Collector	1,738-1,968	1	..	..	..	..	1	..	..	..	..	1	..	1
Collector	1,628-1,848	2	..	..	1	..	1	..	..	..	..	2	..	2
Collector	1,518-1,738	1	..	..	..	..	1	..	..	..	..	1	..	1
Assistant Collector	1,298-1,518	3	..	..	1	..	2	..	..	..	..	3	..	3

APPENDIX II.—continued.

I. PUBLIC SERVICE OF PAPUA AND NEW GUINEA: CLASSIFIED POSITIONS AND POSITIONS OCCUPIED AT 30TH JUNE, 1961—continued.

Classified Positions.			Positions Occupied.						Unattached Officers.		Total Officers.		
Designation.	Salary Range.	Number.	Headquarters.		Papua.		New Guinea.		Males.	Females.	Males.	Females.	Total.
			Males.	Fe- males.	Males.	Fe- males.	Males.	Fe- males.					
	£												
<i>Department of Customs and Marine—continued.</i>													
<i>Customs Branch—continued.</i>													
<i>Second Division—continued.</i>													
Collector	1,298-1,518	1	..	..	1	..	..	..	..	..	1	..	1
Collector	1,188-1,408	1	..	..	..	..	1	..	..	..	1	..	1
Boarding Officer	1,078-1,298	6	..	..	2	..	4	..	..	..	6	..	6
Collector	1,078-1,298	1	..	..	..	..	1	..	..	..	1	..	1
Wharf Examining Officer	1,078-1,298	4	..	..	1	..	3	..	..	..	4	..	4
Clerk	1,078-1,298	1	..	..	..	..	..	..	..	..	..	..	..
Collector	968-1,188	1	..	..	..	..	1	..	..	..	1	..	1
Assistant Wharf Examining Officer	858-1,078	1	..	..	1	..	..	..	..	..	1	..	1
Boarding Officer	858-1,078	1	..	..	1	..	..	..	..	..	1	..	1
Clerk	858-1,078	5	..	..	..	1	..	3	..	..	4	..	4
Clerk	455- 968	14	..	..	2	1	5(1a)	..	..	..	7	1	8
<i>Third Division—</i>													
Clerical Assistant, Grade 5	964-1,002	3	..	..	..	..	1	..	..	..	1	..	1
Clerical Assistant, Grade 4	926- 964	3	..	..	..	1	..	1	..	..	2	..	2
Preventive Officer	849- 926	3	..	..	1	..	1	..	..	..	2	..	2
Assistant Wharf Examining Officer	309- 875	4	..	..	..	..	..	..	..	..	..	..	..
Clerical Assistant (Female), Grade 2	644- 695	1	..	..	..	..	..	..	..	..	1	..	1
Clerical Assistant, Grade 2	798- 849	1	..	..	..	..	1(a)	..	..	..	1	..	1
Assistant Wharf Examining Officer-in-training	309- 747	4	..	..	..	..	..	..	..	..	..	..	..
Accounting Machinist (Female), Grade 1	358- 657	3	..	..	..	1	..	2	..	..	3	..	3
Typist (Female)	358- 657	3	..	..	..	..	..	2	..	1	4	..	4
<i>Auxiliary Division—</i>													
Assistant (Clerical)	200- 635	3	..	..	1	..	..	..	..	..	1	..	1
<i>Marine Branch—</i>													
<i>Second Division—</i>													
Superintendent of Marine	2,293-2,488	1	1	..	..	..	..	..	..	..	1	..	1
Hydrographic Surveyor	2,033-2,228	1	..	..	..	..	..	..	..	..	..	..	..
Senior Engineer (Marine and Survey)	1,903-2,098	1	1	..	..	..	..	..	..	..	1	..	1
Harbour Master	1,903-2,098	2	..	..	1	..	1	..	..	..	2	..	2
Harbour Master	1,738-1,968	3	1	..	1	..	1	..	..	..	3	..	3
Engineer and Ship Surveyor	1,628-1,848	5	..	..	2	..	2	..	..	..	4	..	4
Assistant Hydrographic Surveyor	1,628-1,848	1	1	..	..	..	..	..	..	..	1	..	1
Draftsman, Grade 1	968-1,628	1	..	..	..	..	..	..	..	..	1	..	1
Clerk	858-1,078	1	1	..	..	..	..	..	..	..	1	..	1
<i>Third Division—</i>													
Shipping Inspector	1,188-1,298	2	..	..	..	..	..	..	..	..	..	..	..
Master	1,188-1,298	19	..	..	4(1mr)	..	12	..	..	..	16	..	16
Officer in Charge, Chart Depot	1,188-1,298	1	1	..	..	..	..	..	..	..	1	..	1
Engineer	968-1,078	1	..	..	1	..	..	..	..	..	1	..	1
Storeholder	900- 964	1	..	..	1 (mr)	..	..	..	..	..	1	..	1
Shipwright	875- 926	3	..	..	..	..	3(1mr, 2a)	..	..	..	3	..	3
Mechanic	875- 926	2	..	..	1 (mr)	..	..	..	..	..	1	..	1
Tugmaster-Fuelling Officer	887- 913	1	..	..	1 (mr)	..	..	..	..	..	1	..	1
Surveying Recorder, Grade 2	798- 875	1	1	..	..	..	..	..	..	..	1	..	1

APPENDIX II.—continued.

1. PUBLIC SERVICE OF PAPUA AND NEW GUINEA: CLASSIFIED POSITIONS AND POSITIONS OCCUPIED AT 30TH JUNE, 1961—continued.

Classified Positions.			Positions Occupied.						Unattached Officers.		Total Officers.		
Designation.	Salary Range.	Number.	Headquarters.		Papua.		New Guinea.		Males.	Females.	Males.	Females.	Total.
			Males.	Fe. males.	Males.	Fe. males.	Males.	Fe. males.					
<i>Department of Customs and Marine—continued.</i>													
<i>Marine Branch—continued.</i>													
<i>Third Division—continued.</i>													
Clerical Assistant, Grade 3 ..	849- 926	1	..	..	..	..	..	1	..	..	..	1	1
Clerical Assistant, Grade 2 ..	798- 849	2	..	..	..	..	1 (a)	1	..	..	..	1	2
Surveying Recorder, Grade 1 ..	696- 773	3	..	..	..	..	..	..	..	..	..	..	..
Clerical Assistant, Grade 1 ..	696- 798	1	..	..	..	..	1 (a)	..	..	6	..	1	7
Typist (Female) ..	358- 657	1	..	..	..	1	..	..	..	..	..	1	1
<i>Auxiliary Division—</i>													
Assistant (Higher Technical) ..	200- 665	4	..	..	1	..	..	..	..	..	..	1	1
Assistant (Clerical) ..	200- 635	2	..	..	1	..	..	..	..	..	..	1	1
		164	23	10	26	5	44	10	..	7	93	32	125
Total (c) ..	..	7,182	884	292	1,160	289	1,678	407	210	298	13,932	1,286	5,218

(a) These positions are classified at either Third or Auxiliary Division according to the qualifications of the officers occupying them. (b) These positions are classified as either Second or Third Division according to the qualifications of the officers occupying them. (c) Does not include seven unattached Auxiliary Division officers seconded to the Commonwealth Public Service and not held against any departmental establishment.

NOTE.—79 positions are occupied by part-time employees. The 1959-60 Report did not include part-time employees in the statistics.

3. PUBLIC SERVICE OF PAPUA AND NEW GUINEA: TOTAL STAFF BY DEPARTMENT AT 30TH JUNE, 1961.

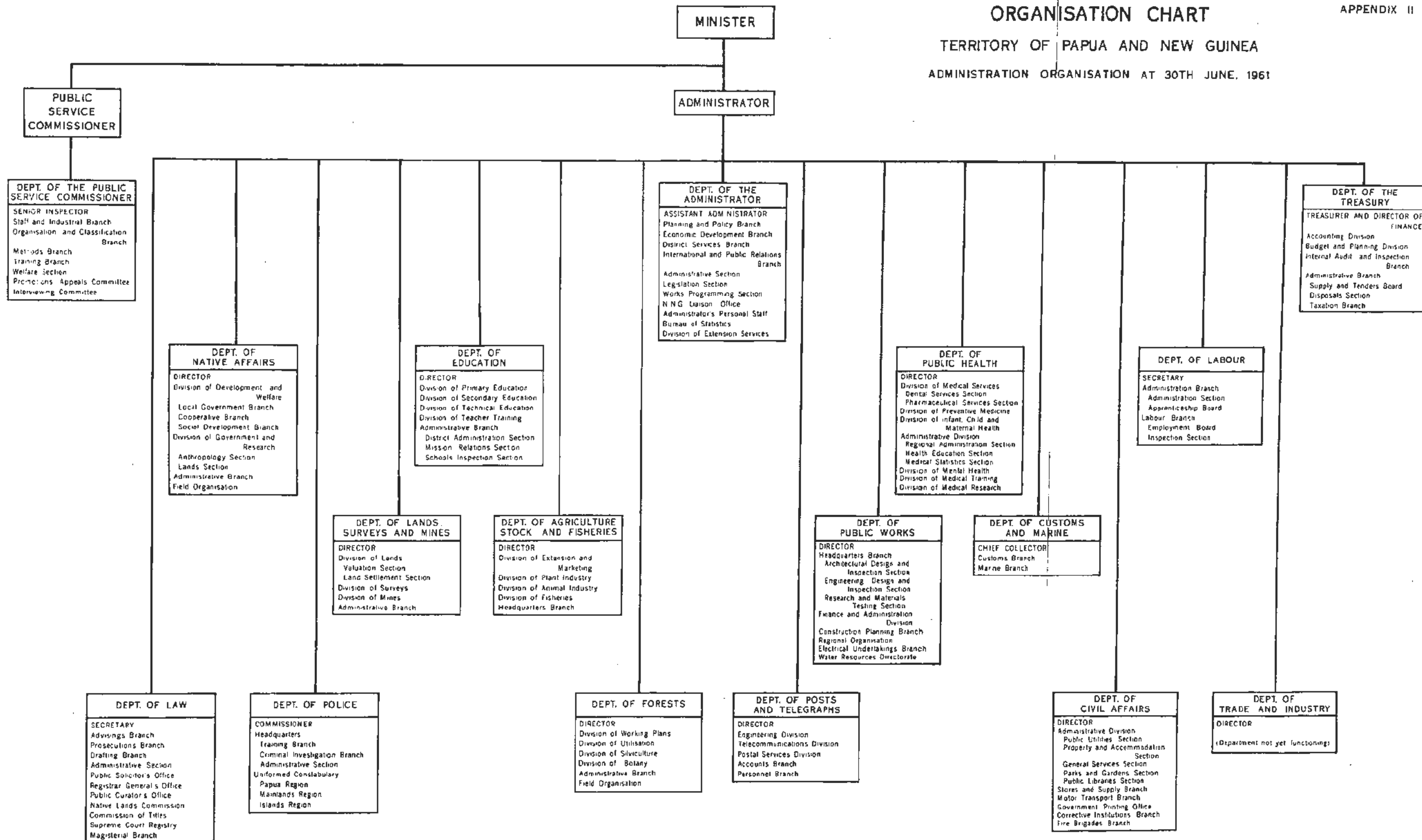
Department.	Staff under Public Service Ordinance.						Other Staff.			Total Staff.
	Permanent.		Temporary.		Exempt.	Total.	Part-time.	Asian and Mixed Race.	Administration Servants.	
	Born out of the Territory.	Born in the Territory.	Born out of the Territory.	Born in the Territory.						
Administrator ..	65	15	26	4	6	116	2	3	35	156
Public Service Commissioner ..	39	3	9	..	3	54	..	..	11	65
Treasury ..	64	4	44	4	13	127	..	3	22	154
Public Health ..	420	68	235	11	68	802	40	52	4,069	4,963
Native Affairs ..	464	65	74	13	11	627	12	8	455	1,102
Labour ..	23	5	19	..	..	47	..	..	9	56
Law ..	52	2	25	2	1	82	..	3	28	113
Education ..	390	214	157	32	164	957	6	14	999	1,976
Agriculture, Stock and Fisheries ..	231	47	60	4	6	348	8	9	556	921
Lands, Surveys and Mines ..	99	1	43	..	4	147	..	1	42	190
Public Works ..	118	6	265	3	82	474	2	87	1,171	1,734
Civil Affairs ..	141	26	200	3	9	379	8	52	912	1,351
Police ..	80	..	25	..	..	105	1	..	..	106
Forests ..	65	4	43	..	17	129	..	6	112	247
Posts and Telegraphs ..	172	50	115	12	17	366	..	14	266	646
Trade and Industry ..	..	..	..	..	..	..	..	..	..	..
Customs and Marine ..	63	5	44	..	2	114	..	11	386	511
Unattached ..	..	7	..	..	..	7	..	..	..	7
Total ..	2,486	522	1,384	88	403	4,883	79	263	9,073	14,298
Percentage of staff employed under Public Service Ordinance ..	50.91	10.69	28.34	1.80	8.26	100.00	..	..	..	..
Percentage of total staff ..	17.39	3.65	9.68	0.61	2.82	34.15	0.55	1.84	63.46	100.00

NOTE.—Officers are classified according to Sections 64 and 65 of the *Public Service Ordinance* 1949-1960.

ORGANISATION CHART

TERRITORY OF PAPUA AND NEW GUINEA

ADMINISTRATION ORGANISATION AT 30TH JUNE, 1961



APPENDIX II.—continued.

4. ADMINISTRATION SERVANTS: ESTABLISHMENT BY DEPARTMENT AND CATEGORY OF EMPLOYMENT AT 30TH JUNE, 1961.

Department.	Clerical Services.	Communications.	Education.	Government Welfare and Economic Services.	Health.	House-keeping Services.	Primary Industry.	Scientific and Technical.	Secondary Industry.	Stores and Transport.	Total.
Administrator	27	7	40	..	..	..	..	..	4	..	78
Agriculture, Stock and Fisheries	35	..	1	..	..	61	776	16	95	4	988
Civil Affairs	68	..	14	..	..	94	3	..	109	902	1,190
Customs and Marine	24	..	..	..	..	15	..	..	8	416	463
Education	87	..	1,021	..	..	35	..	..	124	9	1,276
Forests	22	..	..	..	..	36	51	1	43	11	164
Labour .. ..	..	..	..	..	..	..	..	..	..	..	..
Lands, Surveys and Mines	11	..	..	..	..	12	50	10	11	..	94
Law	25	..	1	..	..	..	7	..	..	..	33
Native Affairs	369	..	1	113	..	54	..	..	..	39	576
Police .. ..	..	..	..	..	..	..	..	..	..	..	..
Posts and Telegraphs	63	261	..	..	..	3	..	..	6	11	344
Public Health	120	60	23	..	3,393	405	..	33	..	35	4,069
Public Service Commissioner	12	..	..	..	..	..	..	..	..	..	12
Public Works	54	..	..	..	..	33	..	..	1,746	10	1,843
Trade and Industry .. ..	..	..	..	..	..	..	..	..	..	..	..
Treasury	21	..	..	..	..	..	..	..	..	..	21
Total	938	328	1,101	113	3,393	748	887	60	2,146	1,437	11,151

NOTE.—The above categories cover over 100 separate occupational designations which were listed in Table 5 of Appendix II of the 1959-60 report.

5. PATROLS CONDUCTED BY NATIVE AFFAIRS OFFICERS AND NUMBER OF INSPECTION VISITS AT 30TH JUNE, 1961.

District.	Headquarters.	No. of Patrols.(a)	No. of Days on Patrol.(b)	Inspections by District Officers.	Inspections by Assistant District Officers.
Eastern Highlands	Goroka	31	1,235	50	27
Western Highlands	Mt. Hagen	26	1,529	20	22
Sepik	Wewak	97	1,699	24	25
Madang	Madang	40	953	20	8
Morobe	Lae	74	1,623	52	19
New Britain	Rabaul	46	885	22	9
New Ireland	Kavieng	32	929	5	..
Bougainville	Sohano	63	925	11	15
Manus	Lorengau	12	228	3	1
		421	10,006	207	126

(a) Excludes patrols conducted by co-operative officers.

(b) Excludes days in the field not covered by formal patrol reports.

APPENDIX II.—continued.

6. UNRESTRICTED AND RESTRICTED AREAS AT 30TH JUNE, 1960 AND 1961.
(Area in square miles.)

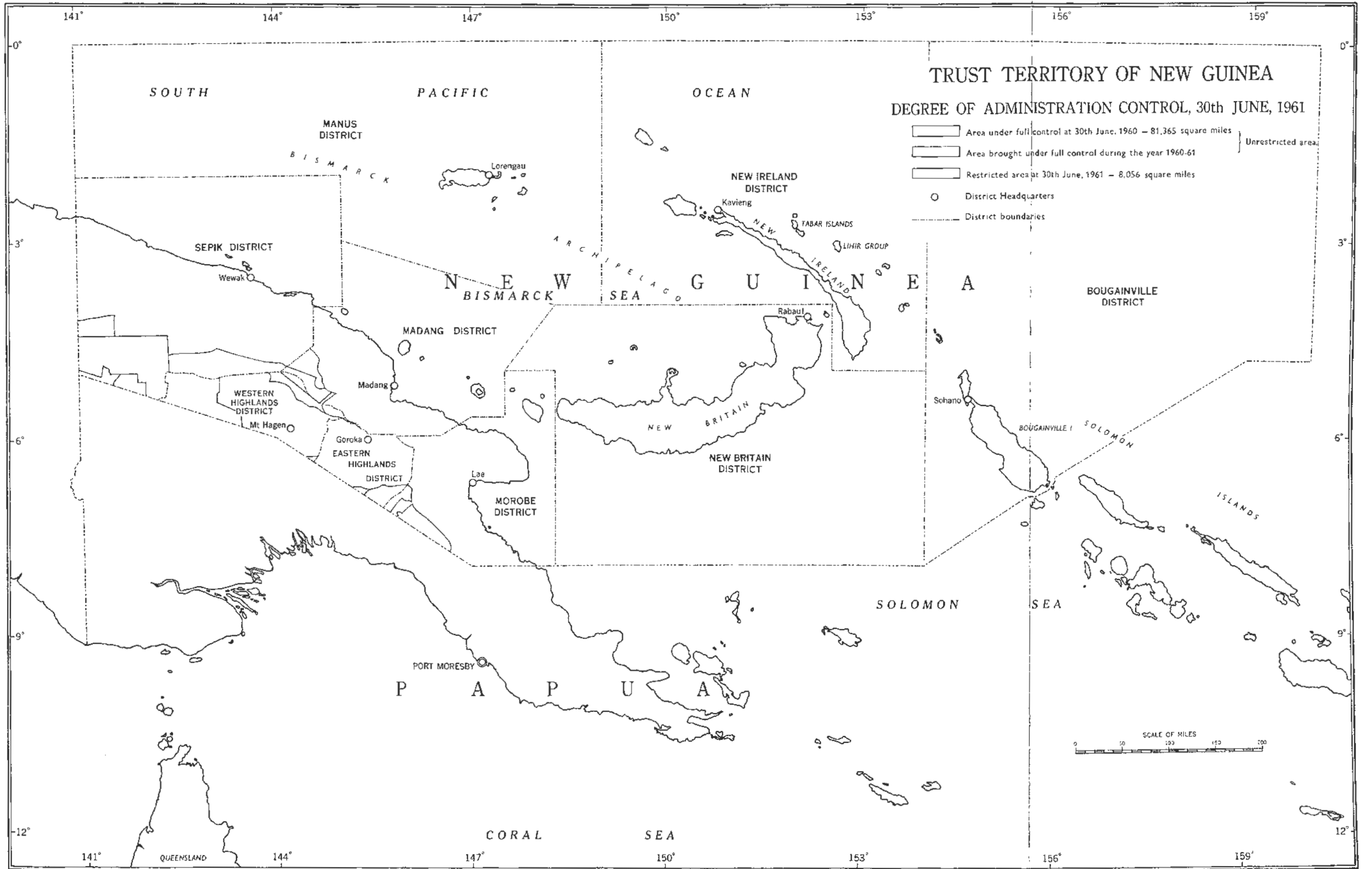
District.	Total Area.	Unrestricted Area.		Restricted Area.	
		1959-60.	1960-61.	1959-60.	1960-61.
Eastern Highlands	6,900	6,140	6,182	760	718
Western Highlands	9,600	4,935	6,900	4,665	2,700
Scpik	30,200	19,770	25,962	10,430	4,238
Madang	10,800	10,000	10,400	800	400
Morobe	12,700	12,035	12,700	665	..
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	75,680	84,944	17,320	8,056

8. NATIVE WAR DAMAGE COMPENSATION.

Total compensation payments prior to 30th June, 1960, amounted to £1,721,891 covering 117,732 claims. No claims were made and no amounts paid during 1960-61.

9. NUMBER OF VILLAGE OFFICIALS AND COUNCILLORS AT 30TH JUNE, 1961.

District.	Village Officials.				Local Government Councillors.	Total Village Officials and Councillors.
	Luluais.	Tultuls.	Medical Tultuls.	Total.		
Eastern Highlands	744	785	..	1,529	187	1,716
Western Highlands	406	741	..	1,147	..	1,147
Scpik	1,089	1,230	721	3,040	136	3,176
Madang	676	563	301	1,540	81	1,621
Morobe	832	822	290	1,944	113	2,057
New Britain	578	575	290	1,443	116	1,559
New Ireland	269	264	1	534	47	581
Bougainville	466	330	60	856	63	919
Manus	75	70	3	148	37	185
Total	5,135	5,380	1,666	12,181	780	12,961



APPENDIX II.—continued.

10. NATIVE LOCAL GOVERNMENT COUNCILS AT 30TH JUNE, 1961.

Name of Council and District	Date first Proclaimed.	Number of Village Groups in Council Area.	Approximate Population covered.	Number of Councillors.	Tax Rates Declared for 1961.				
					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.
New Britain District—									
Rabaul	24.5.51	16	7,940	21	4 10 0	..	4 10 0	1 10 0	1 10 0
Reimber-Livuan(b) ..	16.12.60	32	9,700	30	4 10 0	..	4 10 0	1 10 0	1 10 0
Vunamami(a)	7.9.50	20	7,400	25	5 0 0	5 0 0	..	..	1 0 0
Vunadadir-Toma-Nanga Nanga(a) ..	28.11.52	21	9,800	30	2 0 0	2 0 0	..	..	0 10 0
Bola	16.12.58	10	2,400	10	4 0 0	..	4 0 0	1 0 0	1 0 0
Bola	16.12.58	10	2,400	10	2 0 0	..	2 0 0	1 0 0	0 10 0
Manus District—									
Baluan	14.9.50	37	6,700	37	4 0 0	4 0 0	..	..	0 10 0
Sepik District—									
But-Boiken	13.9.56	20	6,490	24	2 0 0	2 0 0	..	..	0 10 0
Maprik	18.4.58	20	10,050	25	1 10 0	1 10 0	..	..	0 5 0
Wewak(c)	16.6.60	64	7,700	31	2 0 0	2 0 0	..	..	0 10 0
Siau	10.5.61	22	5,700	21	1 0 0	1 0 0	..	..	0 3 0
Biwat	19.4.61	41	5,300	35	1 0 0	1 0 0	..	..	0 3 0
Madang District—									
Arbenob(a)	13.9.56	39	10,560	30	3 5 0	3 5 0	..	..	1 0 0
Waskia	20.9.57	23	5,860	25	2 5 0	2 5 0	..	..	0 10 0
Takia	20.9.57	24	6,760	26	3 0 0	3 0 0	..	..	1 0 0
Takia	20.9.57	24	6,760	26	3 0 0	3 0 0	..	..	1 0 0
Morobe District—									
Lei-Wompa	11.3.57	13	4,520	12	2 0 0	2 0 0	..	..	0 10 0
Lei-Wompa	11.3.57	13	4,520	12	2 0 0	2 0 0	..	..	0 5 0
Finschhafen (a)	6.12.57	35	13,100	41	1 10 0	1 10 0	..	..	0 5 0
Finschhafen (a)	6.12.57	35	13,100	41	1 0 0	1 0 0	..	..	0 3 0
Finschhafen (a)	6.12.57	35	13,100	41	2 0 0	2 0 0	..	..	0 3 0
Markham (a)	21.3.60	42	10,200	48	1 10 0	1 10 0	..	..	0 3 0
Markham (a)	21.3.60	42	10,200	48	1 0 0	1 0 0	..	..	0 3 0
Bukaua	17.4.61	18	3,000	12	2 0 0	2 0 0	..	..	0 5 0
New Ireland District—									
Tikana	30.10.56	19	6,610	23	3 0 0	3 0 0	..	..	1 0 0
Lavongai	29.11.60	60	6,900	24	2 0 0	2 0 0	..	..	0 5 0
Bougainville District—									
Teop-Tinputz	1.5.58	25	3,360	25	2 0 0	2 0 0	..	..	0 10 0
Siwai	24.12.59	35	4,630	38	1 0 0	1 0 0	..	..	0 5 0
Eastern Highlands District—									
Lowa	13.12.58	32	9,550	36	1 10 0	1 10 0	..	..	0 10 0
Agarabi	14.6.60	29	8,670	34	1 10 0	1 10 0	..	..	0 5 0
Waiye	19.12.58	33	9,840	37	1 10 0	1 10 0	..	..	0 2 0
Bena(a)	20.6.60	48	12,860	48	1 5 0	1 5 0	..	..	0 5 0
Bena(a)	20.6.60	48	12,860	48	1 5 0	1 5 0	..	..	0 2 0
Koronigl	7.7.60	66	10,700	32	1 0 0	1 0 0	..	..	0 2 0
		844	206,300	780					

(a) The lower tax rates have been fixed for certain villages not as advanced as others in their areas. (b) This Council was established by an amalgamation of the Reimber Council and the Livuan Council. (c) Wewak Council has been enlarged by inclusion of additional villages.

APPENDIX II.—continued.

II. ANALYSIS OF ACTUAL EXPENDITURE ON PUBLIC SERVICES BY NATIVE LOCAL GOVERNMENT COUNCILS FOR YEAR ENDED 31ST DECEMBER, 1960.

Council.	Council Administration.	Medical and Sanitation.	Education.	Agriculture.	Stevedores Quarters.	Roads, Wharves Bridges.	Water Supply.	Transport.	Law and Order.	General Maintenance.	Social Welfare.	Loan Repayment and Interest.	Miscellaneous.	Total.
	£	£	£	£	£	£	£	£	£	£	£	£	£	£
Rabaul	2,361	833	1,170	611	..	..	842	2,182	252	..	231	..	..	8,482
Reimber-Livuan ..	2,696	1,352	1,031	224	..	28	1,323	2,782	299	..	..	..	..	9,735
Vunamami ..	2,727	1,544	1,082	655	..	..	451	2,002	185	..	..	..	..	8,646
Vunadadir - Toma Nanga Nanga ..	4,054	1,242	832	442	..	326	358	2,216	208	..	18	..	..	9,696
Bola	1,511	410	40	58	..	240	..	5	59	..	..	..	..	2,323
Baluan	3,513	1,574	239	116	..	16	92	2,248	328	298	..	..	..	8,424
But-Boiken ..	633	528	318	137	..	232	2	652	127	..	..	..	..	2,629
Maprik	1,679	1,512	50	..	..	237	140	..	415	..	..	..	5	4,038
Wewak	158	..	..	..	..	..	..	25	35	..	..	..	..	218
Ambenob	1,756	602	1,928	121	..	39	170	2,948	189	..	..	..	..	7,753
Waskia	529	720	775	..	..	..	409	1,003	88	3	..	..	..	3,527
Takia	813	673	1,567	..	..	..	162	976	78	..	..	..	..	4,269
Lei-Wompa ..	1,234	427	303	..	317	..	..	9	150	..	..	905	..	3,345
Finschhafen ..	1,281	623	816	..	..	..	..	30	119	..	..	..	..	2,869
Markham	337	..	..	..	..	..	..	45	18	..	..	..	..	400
Tikana	973	364	242	540	..	3	277	646	138	42	..	..	..	3,233
Teop-Tinputz ..	483	89	110	32	..	40	8	1,654	100	..	..	338	48	2,902
Siwai	729	..	37	..	..	..	..	..	120	..	..	..	..	886
Lowa	1,914	1,283	38	..	..	..	..	790	104	..	110	..	..	4,239
Agarabi	413	..	..	75	..	..	..	45	62	..	209	..	..	804
Waiye	2,819	461	256	156	..	..	..	2,809	144	..	..	186	..	6,831
Bena	327	..	5	..	..	..	..	..	32	..	..	..	..	364
Koronigl	20	..	..	..	..	..	..	..	12	..	..	..	..	32
Total	32,960	14,237	10,839	3,167	317	1,161	4,234	23,067	3,262	343	568	1,429	61	95,645

APPENDIX II.—continued.

12. ABSTRACTS OF ESTIMATES OF NATIVE LOCAL GOVERNMENT COUNCILS FOR THE FINANCIAL YEAR ENDING 31ST DECEMBER, 1961.

Council	Balance from 1960.	Estimated Revenue, 1961.				Estimated Expenditure, 1961.				Estimated Balance to 1961.
		Tax.	Other Recurrent.	Non-recurrent.	Total.	Personal Emoluments.	Other Charges.	Capital Expenditure.	Total.	
	£	£	£	£	£	£	£	£	£	£
Rabaul	7,611	8,670	1,235	1,790	11,695	3,067	2,513	6,685	12,265	7,041
Reimber-Livuan	7,649	10,110	508	550	11,168	3,538	2,103	6,846	12,487	6,330
Vunamami	5,030	8,750	860	978	10,588	3,174	1,953	5,557	10,684	4,934
Vunadadir-Toma-Nanga										
Nanga	5,323	7,050	433	..	7,483	3,198	2,394	2,210	7,802	5,004
Bola	504	1,050	17	144	1,211	484	126	777	1,387	328
Baluan	6,071	6,400	965	..	7,365	2,982	2,208	3,215	8,405	5,031
But-Boiken	1,290	2,685	170	..	2,855	972	818	907	2,697	1,448
Maprik	1,603	3,932	408	3,500	7,840	720	973	6,350	8,043	1,400
Wewak	1,340	1,535	45	..	1,580	571	204	1,825	2,600	320
Siau .. ..	..	946	10	..	956	170	100	590	860	96
Biwat .. ..	..	1,700	..	..	1,700	245	194	1,091	1,530	170
Ambenob	2,935	7,661	735	3,050	11,446	2,104	1,996	6,820	10,920	3,461
Waskia	1,335	4,300	368	225	4,893	981	741	3,028	4,750	1,478
Takia	2,036	4,780	321	225	5,326	901	661	4,182	5,744	1,618
Lei-Wompa	1,496	2,400	70	485	2,955	810	368	2,096	3,274	1,177
Finschhafen	1,830	3,907	71	1,025	5,003	1,213	391	4,004	5,608	1,225
Markham	1,604	2,800	29	30	2,859	672	132	3,207	4,011	452
Bukaua .. ..	..	1,100	..	..	1,100	101	95	794	990	110
Tikana	5,491	5,300	175	620	6,095	1,922	1,330	5,391	8,643	2,943
Lavongai .. ..	..	2,635	..	..	2,635	659	448	1,265	2,372	263
Teop-Tinputz	957	1,650	38	140	1,828	572	333	1,175	2,080	705
Siwai	140	1,105	15	..	1,120	433	80	499	1,012	248
Lowa	5,637	5,413	1,055	113	6,581	1,313	1,490	7,725	10,528	1,690
Agarabi	2,602	3,200	850	1,300	5,350	749	1,605	4,866	7,220	732
Waiye	2,706	3,301	2,070	..	5,371	1,582	2,136	3,012	6,730	1,347
Bena	3,761	4,050	51	20	4,121	937	730	5,377	7,044	838
Koronigl	2,526	2,140	22	115	2,277	911	1,030	2,425	4,366	437
Total	71,477	108,570	10,521	14,310	133,401	34,981	27,152	91,919	154,052	50,826

APPENDIX II.—continued.

13. ANALYSIS OF ESTIMATED EXPENDITURE ON PUBLIC SERVICES BY NATIVE LOCAL GOVERNMENT COUNCILS FOR THE FINANCIAL YEAR ENDING 31ST DECEMBER, 1961.(a)

Council.	Council Administration.	Medical and Sanitation.	Education.	Agriculture.	Roads Wharves Bridges.	Forestry.	Water Supply.	Law and Order.	General Maintenance.	Transport.	Social Welfare.	Loan Repayment.	Miscellaneous.	Total.
	£	£	£	£	£	£	£	£	£	£	£	£	£	£
Rabaul	2,958	2,530	2,410	832	100	..	1,848	206	..	696	..	..	585	12,165
Reimber-Livuan	3,179	4,055	1,840	577	20	..	1,100	397	450	769	..	..	..	12,387
Vunamami	2,167	2,219	1,916	641	80	..	1,000	208	567	607	..	..	1,150	10,555
Vunadadir-Toma-Nanga Nanga	1,971	1,437	490	579	618	..	740	277	360	920	..	..	395	7,787
Bola	460	472	60	30	..	..	40	98	..	22	..	195	..	1,377
Baluan	3,262	1,556	340	171	50	..	270	344	250	2,112	..	..	..	8,355
But-Boiken	612	505	366	236	208	..	..	147	..	623	..	..	..	2,697
Maprik	982	..	701	..	206	..	..	154	..	4,680	..	1,050	80	7,853
Wewak	2,315	..	76	44	..	..	..	160	..	5	..	..	..	2,600
Siau	730	..	20	..	..	..	..	110	..	..	..	..	..	860
Biwat	1,051	..	17	..	..	..	..	82	..	348	..	..	..	1,498
Ambenob	1,798	543	2,437	275	100	..	400	490	..	4,832	45	..	..	10,920
Waskia	1,464	840	1,076	100	..	..	354	98	20	743	5	..	..	4,700
Takia	935	845	2,081	91	..	..	611	594	20	519	5	..	..	5,701
Lei-Wompa	1,179	581	754	..	..	..	..	209	50	15	..	..	472	3,260
Finschhafen	1,409	1,037	1,973	..	..	..	..	199	..	15	..	..	301	4,934
Markham	2,074	1,500	50	..	..	..	150	90	..	10	35	..	..	3,909
Bukaua	656	..	..	..	..	..	..	30	..	290	..	..	..	976
Tikana	2,878	620	1,920	732	50	..	840	461	92	965	85	..	..	8,643
Lavongai	1,103	80	215	..	60	..	400	180	269	65	..	..	..	2,372
Teop-Tinputz	399	171	90	96	..	..	..	100	..	835	..	357	..	2,048
Siwai	474	340	45	67	..	..	..	86	..	..	..	..	..	1,012
Lowa	6,530	895	1,315	20	..	..	300	147	..	1,131	..	..	110	10,448
Agarabi	2,306	1,000	30	40	100	..	..	220	..	2,335	..	838	251	7,120
Waiye	1,659	1,170	1,269	85	..	..	..	214	..	1,433	..	745	40	6,615
Bena	2,405	2,840	1,398	..	..	36	..	196	..	..	..	..	100	6,975
Koronigl	2,303	1,744	..	..	..	..	..	204	..	..	..	..	..	4,251
Total	49,259	26,980	22,889	4,616	1,592	36	8,053	5,701	2,078	23,970	175	3,185	3,484	152,018

(a) Does not include the provision made for capital works prices variation, amounting to £2,034.

APPENDIX II.—continued.

14. COMPOSITION OF DISTRICT ADVISORY COUNCILS AT 30TH JUNE, 1961.

District.								European.	Asian.	Indigenous.
New Britain	..	..	..	..	..	..	..	11	1	4
Madang	..	..	..	..	..	..	..	9	..	2
New Ireland	..	..	..	..	..	..	..	10	12	2
Sepik	..	..	..	..	..	..	..	16	..	6
Manus	..	..	..	..	..	..	..	5	1	3
Eastern Highlands	..	..	..	..	..	..	..	10	..	3
Western Highlands	..	..	..	..	..	..	..	10	..	3(a)
Morobe	..	..	..	..	..	..	..	9	1	2
Bougainville	..	..	..	..	..	..	..	8	..	2
Total	..	..	..	..	..	..	..	88	15	27

(a) Observers.

15. COMPOSITION OF TOWN ADVISORY COUNCILS AT 30TH JUNE, 1961.

Town.						European.	Asian.	Mixed Race.	Indigenous.
Goroka	..	..	..	..	..	6	..	..	..
Rabaul	..	..	..	..	..	16	3	2	2
Madang	..	..	..	..	..	11	1	..	1
Wewak	..	..	..	..	..	6	2	..	4
Kokopo	..	..	..	..	..	8	1	..	..
Wau-Bulolo	..	..	..	..	..	13	1	..	..
Lae	..	..	..	..	..	14	1	..	2
Total	..	..	..	..	..	74	9	2	9

APPENDIX II.—continued.

16. EXECUTIVE AND ADVISORY ORGANIZATIONS AT 30TH JUNE, 1961.

Name.	Statutory or other Basis of Establishment.	Functions.	Composition.
Medical Board	<i>Medical Ordinance 1952-1957</i>	Registration of medical and dental practitioners and other medical personnel; administration of professional ethics	<i>Chairman:</i> Director of Public Health <i>Members:</i> Two qualified medical practitioners; two graduates (other than in medicine, surgery or dentistry) of recognized university; the Secretary, Department of Law. A registered dentist is co-opted as a member when the Board is considering an application for registration as a dentist
Education Advisory Board..	<i>Education Ordinance 1952-1957</i>	Advice to the Administrator on all aspects of education in the Territory	Four representatives of missions or voluntary education agencies and not more than four other members
District Education Committees	<i>Education Ordinance 1952-1957</i>	Advice to the Administrator on district education matters	A maximum of five members, one of whom is a mission representative
Papua and New Guinea Copra Industry Stabilization Board	<i>Papua and New Guinea Copra Industry Stabilization Ordinance 1954-1959</i>	Determination of the Copra Fund Bounty	Two representatives of the copra producers of New Guinea, one representative of the copra producers of Papua, an official of the Department of the Treasury and one other member
Papua and New Guinea Copra Marketing Board	<i>Papua and New Guinea Copra Marketing Board Ordinance 1952-1957</i>	Marketing of copra	Chairman and five members—two representatives of the copra producers of New Guinea, one representative of the copra producers of Papua, the Director of Agriculture, Stock and Fisheries and one other member
Rubber Board	<i>Rubber Ordinance 1953 ..</i>	Consideration of appeals against the classification of rubber for export	Three representatives of the rubber producers and two officers of the Public Service
Central Advisory Committee for the Education and Advancement of Women	Administrative direction ..	Planning and advice on promotion of advancement of women	<i>Chairman:</i> Executive Officer (Social Development) Ten members, including four officers of the Administration, one Girl Guide, a representative of the mixed race people, two mission representatives and two indigenous representatives. The Committee has power to co-opt representatives
Native Apprenticeship Board	<i>Native Apprenticeship Ordinance 1951-1960</i>	Advice on the development and provision of facilities for trade training of indigenous youth in the Territory	Seven members, three of whom are not employees of the Commonwealth or a Commonwealth instrumentality and are not officers of the Administration
Administration Supply and Tenders Board	<i>Treasury Ordinance 1951-1960</i>	Control of purchase, supply and disposal of stores, and letting of contracts for works and services	Three officers of the Public Service
Land Development Board ..	Administrative direction ..	Advice on land development and settlement and on land use patterns	<i>Chairman:</i> Assistant Administrator Director of Lands, Surveys and Mines, Director of Native Affairs, Director of Agriculture, Stock and Fisheries, Director of Forests, Director of Public Works and the Executive Officer (Policy and Planning)
Land Board	<i>Land Ordinance 1922-1960</i>	Consideration of applications for the lease of land, and associated dealings	Chairman, Deputy Chairman and one other member. The Administrator may appoint other persons to act as members in relation to certain localities for a specified period

APPENDIX II.—*continued.*16. EXECUTIVE AND ADVISORY ORGANIZATIONS AT 30TH JUNE, 1961—*continued.*

Name.	Statutory or other Basis of Establishment.	Functions.	Composition.
Tariff Committee	Administrative direction ..	Advice on customs tariff matters ..	<i>Chairman:</i> Chief Collector of Customs. Two members who are officers of the Administration
Town Planning Board ..	<i>Town Planning Ordinance</i> 1952-1959	Town development, planning and design	Chairman, Deputy Chairman and three other members
Native Loans Board ..	<i>Native Loans Fund Ordinance</i> 1955-1960	Granting of loans of money or goods to indigenous individuals or groups for economic or welfare purposes	Four members, including an indigene, appointed by the Administrator.
Native Employment Board ..	<i>Native Employment Board Ordinance</i> 1957-1958	Advice on all aspects of the employment of indigenes including wages, margins for skill, costs of living and conditions of employment	<i>Chairman:</i> An officer of the Administration. Two representatives of employers of natives, two native members representing native employees and two officers of the Administration
Native Land Commission ..	<i>Native Land Registration Ordinances</i> 1952	Determination of ownership of native land and of collective and individual rights in such land	Chief Commissioner and Commissioners. At present there are six Commissioners
Petroleum Advisory Board..	<i>Petroleum (Prospecting and Mining) Ordinance</i> 1951-1958	Advice on all petroleum prospecting and mining operations	Four members
Mining Advisory Board ..	<i>Mining Ordinance</i> 1928-1959	Advice on mining operations ..	<i>Chairman:</i> Director of Lands, Surveys and Mines Three technical advisers
Ex-servicemen's Credit Board	<i>Ex-Servicemen's Credit Ordinance</i> 1958-1960	Determination and supervision of loans to eligible ex-servicemen	Three officers of the Departments of the Treasury, Lands, Surveys and Mines and Agriculture, Stock and Fisheries
Classification Committee ..	<i>Ex-Servicemen's Credit Ordinance</i> 1958-1960	Investigation and determination of eligibility of applicants for loans	One representative of ex-servicemen resident in the Territory, an officer of the Department of the Treasury, an officer of the Department of Agriculture, Stock and Fisheries and an officer of the Department of Lands, Surveys and Mines

APPENDIX III.

JUSTICE.

(1) SUPREME COURT.

CASES TRIED DURING THE YEAR ENDED 30TH JUNE, 1961.

A. In its Criminal Jurisdiction—

Offence.	Charged.	Convicted.	Discharged.	Nolle Prosequi.	Sentence.
Offences against the person—					
Murder, wilful	46	24	3	19	1 year I.H.L. to sentence of death recorded (a)
Murder	2	2	..	..	12 months I.H.L. to 2 years I.H.L. (b)
Unlawful killing or attempt	9	4	4	1	Rising of Court to 15 months I.H.L. (c)
Unlawful wounding	5	5	..	..	2 months I.H.L. to 3 years I.H.L.
Grievous bodily harm	10	8	1	1	3 months I.H.L. to 2½ years I.H.L. (d)
Rape	20	14	6	1	3 months I.H.L. to 7 years I.H.L. (e)
Unlawful and indecent assault	16	12	3	1	Rising of Court to 2 years I.H.L.
Other offences against females	27	24	2	1	Recognizance £10 to 3½ years I.H.L.
Incest	10	9	..	1	8 months I.L.L. to 2 years I.H.L.
Unnatural and indecent offences	2	2	..	..
	147	104	19	24	
Offences against property—					
Breaking and entering	9	8	..	1	4 months I.H.L. to 2½ years I.H.L.
Housebreaking	5	5	..	..	6 months I.H.L. to 12 months I.H.L.
Stealing	17	14	3	..	5 months I.H.L. to 3 years I.H.L.
Receiving	1	..	1	..	
	32	27	4	1	
Offences against currency—					
Forgery	3	3	..	..	3 months I.H.L. to 6 months I.H.L.
Uttering	3	2	1	..	3 months I.H.L. to 9 months I.H.L.
	6	5	1	..	
Offences not included in preceding classes—					
Offences relating to Posts and Telegraphs	1	1	..	..	Recognizance £50
	1	1	..	..
Total	186	137	24	25	

APPENDIX III.—continued.

(2) DISTRICT COURTS.

CASES TRIED DURING THE YEAR ENDED 30TH JUNE, 1961.

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—									
Murder .. .. .	..	..	..	..	..	..	40	..	40
Manslaughter .. .. .	..	..	..	..	..	..	8	..	8
Rape .. .. .	..	..	..	..	..	..	22	..	21
Other offences against females .. .. .	..	..	..	..	..	..	28	..	26
Wounding and similar act .. .. .	..	..	..	..	..	..	4	..	4
Grievous bodily harm	1	..	1	..	..	..	5	..	5
Common assault	6	3	..	4	2	..	44	31	6
Indecent assault .. .. .	..	..	..	..	..	..	17	..	15
Administering noxious things in food	1	1	..	..	..	..	3	3	..
Wilful indecent act	1	..	1	..	..	..	..	..	..
	9	4	2	4	2	..	171	34	125
Offences against property—									
Housebreaking .. .. .	..	..	..	..	..	..	16	..	16
Stealing	3	1	..	2	1	1	517	483	9
Goods unlawfully in possession .. .. .	..	..	..	1	1	..	65	60	..
Unauthorized use of vehicle	1	1	..	..	..	..	5	5	..
Malicious damage to property .. .. .	..	..	..	1	1	..	17	16	..
Forgery .. .. .	..	..	..	..	..	..	3	..	3
Fraud and false pretences	4	4	..	..	..	..	9	9	..
Uttering worthless cheques	5	5	..	..	..	..	..	..	..
	13	11	..	4	3	1	632	573	28
Offences against good order—									
Driving offences	112	97	..	50	39	..	212	184	..
Drunk in public place	16	12	..	5	5	..	..	..	..
Obscene, threatening and abusive language	1	..	1	1	1	..	6	6	..
Vagrancy	2	1	..	4	3	..	66	54	..
Incest .. .. .	..	..	..	..	..	..	..	..	..
Indecent, offensive and riotous behaviour	3	3	..	1	..	..	36	32	..
Unlawfully armed in public .. .. .	..	..	..	..	..	..	..	..	..
Unlawfully lighting fires .. .. .	..	..	..	..	..	..	10	9	1
Seditious words	1	..	1	..	..	..	..	..	..
Unlawfully on premises	1	1	..	..	..	..	7	5	..
Unlawful indecent exposure .. .. .	..	..	..	..	..	..	8	4	2
Other	3	2	..	2	2	..	17	15	..
	139	116	2	63	50	..	362	309	3

APPENDIX III.—continued.

(2) DISTRICT COURTS—continued.

CASES TRIED DURING THE YEAR ENDED 30TH JUNE, 1961—continued.

Offences Charged.	Europeans.			Asians and Mixed Race.			Indigenes.		
	Cases Tried.	Number Convicted.	Referred to Supreme Court.	Cases Tried.	Number Convicted.	Referred to Supreme Court.	Cases Tried.	Number Convicted.	Referred to Supreme Court.
Offences not included in preceding classes—									
Smuggling	1	1	..	9	8	..	..	..	..
Illicit still .. .. .	..	..	..	..	..	..	14	14	..
Wilfully secreting a letter from the post .. .. .	..	..	..	..	..	..	1	..	1
Air navigation regulation	2	1	..	..	..	..	..	..	..
Offences against laws relating to—									
Customs .. .. .	..	..	..	..	..	..	..	..	..
Wives and children	1	1	..	1	..	..	..	..	..
Liquor	2	1	..	7	6	..	294	275	..
Explosives	1	1	..	..	..	..	17	17	..
Licences	5	5	..	1	1	..	5	5	..
Native labour	2	2	..	4	4	..	6	6	..
Public health	1	..	..	..	..	..	9	9	..
Quarantine	1	1	..	..	..	..	..	..	..
Prisons .. .. .	..	..	..	..	..	..	17	17	..
Native women	3	2	..	..	..	..	..	..	..
	19	15	..	22	19	..	363	343	1

(3) COURTS FOR NATIVE AFFAIRS.

CASES TRIED DURING THE YEAR ENDED 30TH JUNE, 1961.

Offences.	Tried.	Convicted.
Offences against the person—		
Assault	1,641	1,597
Threatening behaviour	315	308
	1,956	1,905
Offences against property—		
Stealing	705	660
Trespass	24	24
Malicious damage to property	5	5
	734	689
Offences against good order—		
Abusive language	3	3
Interfering with corpse	1	1
Spreading lying report	116	113
Indecent, offensive and riotous behaviour	4,791	4,680
Obscene language	29	29
Unlawfully carrying weapon	279	223
Unlawfully lighting fires	50	49
Miscellaneous offences against good order	59	56

(3) COURTS FOR NATIVE AFFAIRS—continued.

CASES TRIED DURING THE YEAR ENDED 30TH JUNE, 1961—continued.

Offences.	Tried.	Convicted.
Offences against laws relating to—		
Bribery	9	8
Cemeteries	9	9
Liquor	116	113
Vagrancy	191	88
	5,653	5,372
Offences not included in preceding classes—		
Contempt of court	148	146
Failure to pay council tax	30	30
Disobeying lawful order	885	866
Offences against laws relating to—		
Adultery	913	888
Census	329	329
Divorce	10	10
Gambling	1,926	1,858
Maintenance	6	6
Native local government council rules	224	224
Prisons	220	216
Public health	226	212
Sorcery	84	80
Other	19	19
	5,020	4,884
Total	13,363	12,850

APPENDIX IV.

PUBLIC FINANCE.

1. REVENUE AND EXPENDITURE DURING THE YEARS 1956-57 TO 1960-61.

Revenue and Expenditure.	1956-57.	1957-58.	1958-59.	1959-60.	1960-61.
	£	£	£	£	£
Revenue—					
Internal Receipts	2,652,517	2,926,026	3,555,373	3,825,111	4,129,441
Grant by Commonwealth of Australia(a) ..	(b) 5,498,179	(c) 6,188,821	6,706,373	7,859,921	9,281,595
Total Revenue	8,150,696	9,114,847	10,261,746	11,685,032	13,411,036
Expenditure—					
Total Expenditure	8,150,696	(c) 9,114,847	10,261,746	11,685,032	13,771,368
Less amount chargeable to Loan Fund ..	..	..	..	..	360,332
Expenditure from Revenue	8,150,696	(c) 9,114,847	10,261,746	11,685,032	13,411,036

(a) 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. (b) Includes advance of £119,100 being the New Guinea share of the advance of £198,500 from the Commonwealth of Australia. (c) The repayment of the advance of £119,100 has not been included in the 1957-58 expenditure figure and the grant has been reduced accordingly.

2. REVENUE DURING THE YEARS 1956-57 TO 1960-61.

Source.	1956-57.	1957-58.	1958-59.	1959-60.	1960-61.
	£	£	£	£	£
Customs	1,702,884	1,894,125	2,415,514	1,699,039	1,599,299
Licences	56,025	60,261	63,801	67,588	75,699
Stamp Duties	21,259	48,742	40,396	41,291	35,642
Postal	118,524	137,476	153,920	175,679	215,663
Land Revenue	62,257	83,675	95,277	84,463	110,717
Mining Receipts	67,023	24,549	13,419	15,666	14,687
Fees and Fines	14,219	13,932	14,666	16,148	22,242
Health Revenue	30,364	36,746	50,374	45,838	43,565
Forestry	197,018	213,558	202,589	213,947	231,377
Agriculture	9,424	25,153	39,458	53,873	50,925
Direct Taxation(a) .. .. .	..	69,304	113,106	1,050,211	1,318,654
Public Utilities	138,432	197,562	233,253	263,385	299,874
Miscellaneous	235,088	120,943	119,600	97,983	111,097
Total Internal Revenue	2,652,517	2,926,026	3,555,373	3,825,111	4,129,441
Grant by Commonwealth Government of Australia ..	(b) 5,498,179	6,188,821	6,706,373	7,859,921	9,281,595
Total Revenue	8,150,696	9,114,847	10,261,746	11,685,032	13,411,036

(a) Includes personal tax shown in revenue figures in 1957-1958 and 1958-1959 reports to Table 1).

(b) Includes advance of £119,100—repaid 1957-58 (see footnote (c)).

APPENDIX IV.—*continued.*

3. EXPENDITURE DURING THE YEARS 1956-57 TO 1960-61.

Hheads of Expenditure.	1956-57.(b)	1957-58.	1958-59.	1959-60.	1960-61.
Special Appropriations	£ 15,346	£ 21,235	£ 24,681	£ 39,269	£ 163,201
Departments—					
Administrator—					
Department	117,731	136,398	171,269	210,498	242,341
Legislative and Executive Councils(a)	5,807	7,919	7,506	8,339	14,883
Extension Services Branch .. .. .	.. .. .	.. .. .	.. .. .	(i) 15,000	35,048
Public Service Commissioner	90,143	110,291	111,665	113,055	137,270
Treasury—					
Treasury	139,770	172,782	107,866	126,729	121,324
Taxation Branch .. .. .	.. .. .	.. .. .	.. .. .	(i) 16,792	27,171
Public Health	1,504,191	1,225,650	1,256,924	1,449,560	1,644,306
Native Affairs	759,659	662,932	713,902	801,832	884,340
Labour .. .. .	.. .. .	.. .. .	.. .. .	.. .. .	(i) 12,110
Agriculture, Stock and Fisheries	416,094	389,552	449,334	552,375	627,431
Education	540,181	637,238	775,429	873,159	1,286,235
Civil Affairs(b)—					
Headquarters	62,110	432,243	460,999	507,754	669,379
Police Branch	407,457	237,893	264,751	404,793	459,703
Corrective Institution Branch .. .. .	.. .. .	(c) 7,726	10,515	17,142	28,047
Motor Transport Branch	185,273	(d)	(d)	(d)	(d)
Stores and Supply Branch	113,504	(e) 830,276	(e) 1,067,106	(e) 1,080,055	(e) 1,294,286
Government Printing Office	29,221	(f)	(f) 3,768	(f)	(f)
Public Libraries Branch	9,105	9,466	9,921	12,264	10,166
Law	60,604	80,809	90,525	98,395	124,794
Lands, Surveys and Mines	127,953	143,538	163,962	200,746	236,493
Forests	235,073	239,908	257,112	282,786	310,435
Posts and Telegraphs	331,257	861,444	395,679	446,519	516,499
Customs and Marine	127,401	125,579	141,370	144,569	168,722
Public Works—					
Electrical Undertakings Branch .. .. .	.. .. .	.. .. .	(h) 6,652	(h)	(h)
Public Works	252,091	362,116	248,561	253,472	315,503
General Maintenance	776,962	855,944	955,891	1,204,329	1,319,105
Capital Works and Services	1,498,636	1,684,176	2,029,654	2,284,007	2,721,191
Purchase of Capital Assets	345,127	379,732	536,704	541,593	401,385
Total Expenditure	8,150,696	(g) 9,114,847	10,261,746	11,685,032	13,771,368
Less amount chargeable to Loan Fund .. .. .	.. .. .	.. .. .	.. .. .	.. .. .	360,332
Expenditure from Revenue	8,150,696	(g) 9,114,847	10,261,746	11,685,032	13,411,036

(a) Includes the Administrator's Council, which replaced the Executive Council during 1960-61. (b) Expenditure in 1956-57 is not directly comparable with that of later years because of changes in the method of accounting for general stores and for internal freight and charter costs common to all departments. In 1956-57, freight and charter charges and general stores were charged directly to the individual departments. In later years, however, with the exception of general stores for works maintenance, capital works projects and mission hospitals, they were charged to "Civil Affairs—Headquarters" and "Civil Affairs—Stores and Supply" respectively. (c) Previously under an item "Police and Prisons". (d) Transport costs have been transferred to consuming departments. (e) Includes cost of general stores for all departments except Public Works. (f) Printing costs have been transferred to consuming departments. (g) Does not include repayment of advance of £119,100 received in 1956-57. (h) Net expenditure after allowing for transfers to "Maintenance" and "Capital Works". (i) New item.

APPENDIX IV.—continued.

4. TERRITORY OF PAPUA AND NEW GUINEA LOAN FUND: RECEIPTS AND EXPENDITURE, 1960-61.

Expenditure.	Period ended 30th June.				Receipts.	Period ended 30th June.			
	1960.		1961.			1960.		1961.	
	£	s. d.	£	s. d.		£	s. d.	£	s. d.
Loan Electricity Account—					Balance from 30th June			123,195	0 0
Capital Works and Services			152,819	0 6	Loan Electricity Account	123,195	0 0	29,638	0 0
Loan Raising Expenses			13	19 6	Loan Works and Service Account			400,390	0 0
Loan Works and Services Account—									
Capital Works and Services			398,846	0 4					
Loan Raising Expenses			1,543	19 8					
Redemption Account									
Balance at 30th June	123,195	0 0							
Total	123,195	0 0	553,223	0 0	Total	123,195	0 0	553,223	0 0

NOTE.—Break-up for the Territories of Papua and New Guinea is unavailable.

APPENDIX V.

TAXATION.

All Tables relate to the Territory of Papua and New Guinea excepting Table 6 which gives information for the Territory of New Guinea only.

1. TAX RATES.

A. Rates of Taxes imposed are—

(i) *Income Tax*.—The rate of income tax for every £1 of each part of the taxable income specified in the first column of the following table is the rate set out in the second column of that table opposite to the reference to that part of the taxable income:—

First Column. Parts of Taxable Income.		Second Column. Rates.
The part of the taxable income which does not exceed £150		One penny
Exceeds £150 but does not exceed £200		3 pence
Exceeds £200 but does not exceed £300		6 pence
Exceeds £300 but does not exceed £500		12 pence
Exceeds £500 but does not exceed £600		15 pence
Exceeds £600 but does not exceed £800		18 pence
Exceeds £800 but does not exceed £1,200		24 pence
Exceeds £1,200 but does not exceed £1,600		30 pence
Exceeds £1,600 but does not exceed £2,000		36 pence
Exceeds £2,000 but does not exceed £2,400		42 pence
Exceeds £2,400 but does not exceed £3,000		48 pence
Exceeds £3,000 but does not exceed £4,000		54 pence
Exceeds £4,000 but does not exceed £5,000		60 pence
Exceeds £5,000 but does not exceed £6,000		66 pence
Exceeds £6,000 but does not exceed £12,000		72 pence
Exceeds £12,000		80 pence

(ii) *Corporation Profit Taxes*—

Non-private company .. 4s. for every £1 of taxable income.
Private company .. 2s. 6d. for every £1 of the taxable income that does not exceed £5,000;
3s. 6d. for every £1 of remainder of the taxable income; and 6s. 8d. for every £1 of distributable income remaining undistributed in a year beyond sufficient distribution.

APPENDIX V.—*continued.*TAX RATES—*continued.*

A private company is considered as having made a sufficient distribution in relation to the year of income if it has paid dividends not less than the excess of the distributable income of that year of income over the retention allowance in respect of that distributable income.

The retention allowance of a private company is the aggregate of—

- (a) 50 per cent. of so much of the reduced distributable income as does not exceed £2,000;
 (b) 40 per cent. of so much of the reduced distributable income as exceeds £2,000; and
 (c) 10 per cent. of so much of any income derived from property by the company (other than dividends from other private companies) as included in the distributable income.

B. There are no different rates of income tax for persons with different family status but taxpayers who are residents of the Territory are allowed the following concessional deductions:—

	£
Personal allowance	286
Dependants—	
Fully dependent spouse of taxpayer	230
Fully dependent daughter-housekeeper	230
Fully dependent child less than 16 years of age	130
Fully dependent student child less than 21 years of age	130
Fully dependent invalid relative over 16 years of age	130
Fully dependent parents of taxpayer or his spouse	230
Education expenses a child up to	200
Medical expenses a person up to	300
Life insurance premiums—superannuation payments, &c., up to	500
Funeral expenses a person up to	50

2. TERRITORY OF PAPUA AND NEW GUINEA: PARTNERSHIPS: 1960-61 ASSESSMENTS CLASSIFIED BY GRADE OF NET INCOME.

Grade of Net Income.		Number of Partnerships.	Net Income. (£'000).	Depreciable Assets Purchased During Year. (£'000).
£	£			
Loss .. .. .	.. .. .	56	-96	25
Nil Income .. .. .	.. .. .	4	..	..
1- 999 .. .. .	.. .. .	65	27	9
1,000- 1,999 .. .. .	.. .. .	48	70	16
2,000- 2,999 .. .. .	.. .. .	52	126	42
3,000- 3,999 .. .. .	.. .. .	26	94	17
4,000- 4,999 .. .. .	.. .. .	27	123	10
5,000- 9,999 .. .. .	.. .. .	55	392	147
10,000-14,999 .. .. .	.. .. .	16	200	19
15,000-19,999 .. .. .	.. .. .	5	80	13
20,000 and over .. .. .	.. .. .	15	412	45
Total .. .. .	.. .. .	369	(a) 1,428	343

(a) Total adjusted by subtraction of "Loss".

3. TERRITORY OF PAPUA AND NEW GUINEA: TRUSTS: 1960-61 ASSESSMENTS CLASSIFIED BY GRADE OF NET INCOME.

Grade of Net Income.		Number of Trusts.	Net Income. (£'000).	Depreciable Assets Purchased During Year. (£'000).
£	£			
Loss .. .. .	.. .. .	1	..	7
Nil Income .. .. .	.. .. .	1	..	..
1- 999 .. .. .	.. .. .	32	14	4
1,000-1,999 .. .. .	.. .. .	25	30	..
2,000-2,999 .. .. .	.. .. .	3	7	..
3,000-3,999 .. .. .	.. .. .	2	7	..
4,000-4,999 .. .. .	.. .. .	6	25	..
5,000 and over .. .. .	.. .. .	6	83	2
Total .. .. .	.. .. .	76	166	13

APPENDIX V.—continued.

4. TERRITORY OF PAPUA AND NEW GUINEA: PARTNERSHIPS AND TRUSTS: 1960-61 ASSESSMENTS CLASSIFIED BY INDUSTRY.

Industry.	Number of Partnerships.	Number of Trusts.
Primary Production	125	43
Mining	2	3
Manufacturing	22	..
Building and Construction	19	..
Communication and Transport	22	..
Wholesale and Retail Trade	131	6
Education, Health, Legal and Religion	5	..
Other Industries	20	1
Industry Not Stated	1	..
Taxable Income from Property Sources only	22	23
Total	369	76

5. TERRITORY OF PAPUA AND NEW GUINEA: COMPANY TAXATION FOR ASSESSMENT YEAR 1960-61: TAXABLE ASSESSMENTS CLASSIFIED BY GRADE OF TAXABLE INCOME.

Grade of Taxable Income.	Number of Tax-payers.	Dividends.		Stock.		Depreciable Assets.				Taxable Income.	Net Tax Assessed.
		Paid.	Included in Assessable Income.	At Beginning of Year.	At End of Year.	At Beginning of Year.	Purchased During Year.	Sold During Year.	Depreciation Allowed.		
(i) RESIDENT COMPANIES.											
1- 999 ..	42	9,005	2,840	47,768	61,217	43,132	21,074	400	11,998	17,316	2,238
1,000- 4,999 ..	67	22,221	28	193,358	389,596	444,094	80,983	3,075	74,896	177,412	24,676
5,000- 9,999 ..	34	38,634	15,680	212,016	239,145	256,378	94,421	58,470	55,362	236,930	32,715
10,000-19,999 ..	31	95,866	30,532	274,918	410,739	463,637	119,902	5,455	84,524	436,186	68,764
20,000-49,999 ..	19	103,840	49,111	412,603	549,841	519,404	288,569	35,056	133,191	607,797	100,619
50,000 and over ..	14	403,214	89,422	3,409,435	3,089,619	2,970,392	490,679	69,451	432,325	2,265,408	428,489
Total ..	207	672,780	187,613	4,550,098	4,740,157	4,697,037	1,095,628	171,907	792,296	3,741,049	657,501
(ii) NON-RESIDENT COMPANIES.											
1- 999 ..	86	..	874	481	401	3,392	..	671	516	10,696	2,044
1,000- 4,999 ..	35	4,625	2,825	4,565	5,055	15,728	216	300	2,609	53,619	9,649
5,000- 9,999 ..	5	..	6,527	..	..	787	405	..	328	31,605	5,908
10,000-19,999 ..	9	..	18,540	5,699	7,163	70,790	1,018	..	7,876	128,911	25,105
20,000-49,999 ..	4	10,367	341	4,897	2,400	50,740	3,847	397	7,219	120,783	21,636
50,000 and over ..	11	46,796	37,923	675,459	970,523	1,695,591	272,662	38,430	215,747	1,555,259	310,969
Total ..	150	61,788	67,030	691,101	985,542	1,837,028	278,148	39,798	234,295	1,900,873	375,311

APPENDIX V.—continued.

6. INCOME TAXATION FOR ASSESSMENT YEAR 1960-61 (INCOME DERIVED IN 1959-60): RESIDENT INDIVIDUALS
CLASSIFIED BY GRADE OF ACTUAL INCOME.

Grade of Actual Income.		Number of Taxpayers.			Actual Income.	Taxable Income.			Net Tax Assessed.		
		Males.	Females.	Total.		Salaries and Wages.	Other.	Total.			
£	£				£	£	£	£	£		
105-	199	..	..	19	1	20	3,367	2,444	..	2,444	13
200-	299	..	..	54	23	77	19,476	12,617	235	12,852	69
300-	399	..	..	60	36	96	34,108	19,695	550	20,245	171
400-	499	..	..	80	153	233	105,305	43,894	3,149	47,043	440
500-	599	..	..	104	168	272	150,340	71,467	8,275	79,742	1,170
600-	699	..	..	127	140	267	173,467	86,221	11,721	97,942	1,976
700-	799	..	..	156	106	262	196,439	94,974	17,360	112,334	2,752
800-	899	..	..	171	92	263	223,110	115,060	19,025	134,085	3,958
900-	999	..	..	158	113	271	256,896	135,934	19,295	155,229	5,190
1,000-	1,099	..	..	184	83	267	280,090	152,910	17,402	170,312	6,412
1,100-	1,199	..	..	233	68	301	346,716	192,009	23,043	215,052	8,943
1,200-	1,299	..	..	269	41	310	386,363	211,471	23,495	234,966	10,646
1,300-	1,399	..	..	303	30	333	450,212	245,250	35,922	281,172	13,883
1,400-	1,499	..	..	329	21	350	507,071	271,179	39,321	310,500	16,133
1,500-	1,999	..	..	1,135	54	1,189	2,033,535	1,067,431	166,632	1,234,063	73,505
2,000-	2,999	..	..	654	48	702	1,657,235	764,604	303,176	1,067,780	84,350
3,000-	3,999	..	..	145	12	157	540,317	175,384	214,906	390,290	43,918
4,000-	4,999	..	..	38	9	47	209,885	29,239	142,675	171,914	24,071
5,000 and over	..	..	..	94	14	108	987,384	29,449	821,151	850,600	185,953
Total	..	..	..	4,313	1,212	5,525	8,561,316	3,721,232	1,867,333	5,588,565	483,553

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 rates of interest, other than on Territory Securities and Savings Certificates (of the Territory of Papua and New Guinea), applying in the Territory at 30th June, 1961, were the same as the rates applying in Australia. The rates were as set out below—

Item.	Rate per Annum.
	per cent.
Lending Rates—	
Reserve Bank of Australia—	
Rural Credits Department—	
Government guaranteed loans	4
Other	4½
Commonwealth Development Bank of Australia	(a) 7
Trading Banks—Overdraft—	
Commonwealth Trading Bank—	
General	(a) 7
Local Government Authorities	5½
Other Trading Banks—General	(a) 7
Savings Banks—(Predominant Rates)—	
Loans to Local Government Authorities	5¼–5½
Credit Foncier Housing and Mortgage Loans	5¼–5½
Loans to Co-operative Building and Housing Societies	5¼–5½
Life Assurance Companies—Loans on own Policies	6–7
Deposit Rates—	
Trading Banks—Fixed Deposits—	
3 months but less than 12 months	4
12 months	4½
Commonwealth Savings Bank and Private Savings Banks—	
Deposits Ordinary Accounts—(b)—	
£1–£2,500	3½
Friendly and other Society Accounts—	
£1–£2,500	3½
£2,501 and over	1½
Commonwealth Securities—	
Commonwealth Loans—Long Term	5½

(a) Maximum rate. Average rate on all advances not to exceed 6 per cent.

(b) No interest is payable on amounts in excess of £2,500.

D. The rates of interest applicable to Premium Securities are—

Date of Issue.	Series.	Interest Rate.
1st November, 1960	1	4½ per cent. to 31st December, 1963 5 per cent. to 31st December, 1964, thence 5½ per cent. to maturity, 31st December, 1967.
20th April, 1961	2	5 per cent. to 30th June, 1963 5½ per cent. to 30th June, 1965, thence 5¾ per cent. to maturity, 30th June, 1968

APPENDIX VI.—*continued.*
MONEY AND BANKING—*continued.*

After three months from the date of issue Territory Savings Certificates may be cashed for the following amounts for each £1 of purchase price:—

After the Date of Issue.	Series 1.	Series 2.
	£ s. d.	£ s. d.
Within 1 year	1 0 0	1 0 0
On or after the end of 1 year but within 2 years	1 0 10	1 1 0
On or after the end of 2 years, but within 3 years	1 1 9	1 2 1
On or after the end of 3 years, but within 4 years	1 2 11	1 3 4
On or after the end of 4 years, but before maturity	1 4 1	1 4 8
At or after maturity	1 5 7	1 6 3

E. There are four trading banks operating in the Trust Territory of New Guinea, namely the Commonwealth Trading Bank of Australia and three private trading banks—the Australia and New Zealand Bank Ltd., the Bank of New South Wales and the National Bank of Australasia Ltd.

The Reserve Bank of Australia has an office in Port Moresby, where, in addition to carrying out normal reserve-bank functions in relation to the Territory of Papua and New Guinea, it maintains a Registry of Territory Inscribed Stock on behalf of the Administration.

F. Information regarding the classification of loans according to the purposes for which they were made is not available for the Territory of New Guinea. The following figures show the classification of advances of the trading banks in the Territory of Papua and New Guinea:—

TERRITORY OF PAPUA AND NEW GUINEA: CLASSIFICATION OF ADVANCES OF TRADING BANKS.(a)
(£'000.)

	June, 1958.	June, 1959.	June, 1960.	June, 1961.
Agriculture, Grazing and Dairying	727.8	747.5	837.1	1,068.2
Manufacturing	221.8	102.5	96.4	106.0
Transport, Storage and Communications	129.4	82.7	74.3	141.0
Finance, Building Construction and Commerce	863.8	676.4	872.8	1,003.5
All other	467.4	458.6	529.3	558.3
Total	2,410.1	2,067.7	2,409.9	2,877.0

(a) The date to which information used in compiling the above figures relates varies from one bank to another, but is approximately the end of June in each case.

APPENDIX VII.

COMMERCE AND TRADE.

NOTE.—Detailed information on the Territory's overseas trade (including countries of origin and destination of import and exports respectively) is available in a yearly bulletin—"Oversea Trade"—published by the Administration of the Territory of Papua and New Guinea. Copies of this bulletin for the year ended 30th June, 1961, have been supplied to the Trusteeship Council.

I. VALUE OF OVERSEA TRADE DURING THE YEARS 1956-57 TO 1960-61.

	1956-57.	1957-58.	1958-59.	1959-60.	1960-61.
	£	£	£	£	£
Imports	11,020,742	11,545,880	11,938,628	12,622,354	16,803,152
Exports—					
New Guinea Produce	8,323,177	7,964,086	11,166,833	13,484,734	11,108,279
Gold	1,225,447	851,506	736,354	632,729	680,224
Items not of New Guinea Origin	763,868	812,456	788,690	844,893	928,386
Total Exports	10,312,492	9,628,048	12,691,877	14,962,356	12,716,889
Total Trade	21,333,234	21,173,928	24,630,505	27,584,710	29,520,041

NOTE.—Separate particulars of Private and Government imports and exports are not available.

2. IMPORTS DURING THE YEARS 1956-57 TO 1960-61, SHOWING VALUE BY STATISTICAL SECTIONS.

Section.(a)	1956-57.	1957-58.	1958-59.	1959-60.	1960-61.
	£	£	£	£	£
Section 0.—Food	2,824,049	2,941,556	3,130,807	3,285,608	3,862,302
Section 1.—Beverages and Tobacco	683,135	692,963	686,815	596,123	687,215
Section 2.—Crude Materials inedible, except Fuels	63,397	46,641	42,252	47,941	53,234
Section 3.—Mineral Fuels, Lubricants and Related Materials	576,746	694,741	615,773	693,927	856,977
Section 4.—Animal and Vegetable Oils and Fats	7,762	10,958	10,239	9,351	11,666
Section 5.—Chemicals	869,241	790,976	850,452	876,876	1,069,317
Section 6.—Manufactured Goods, Classified chiefly by material	2,389,879	2,552,544	2,620,997	2,774,733	3,769,896
Section 7.—Machinery and Transport Equipment	1,999,210	2,169,954	2,247,124	2,368,144	3,724,791
Section 8.—Miscellaneous Manufactured Articles	1,168,098	1,247,226	1,286,160	1,434,526	2,110,550
Section 9.—Miscellaneous Transactions and Commodities N.E.S.	337,464	304,453	327,973	391,500	483,307
Total of the above	10,918,981	11,452,012	11,818,592	12,478,729	16,629,255
Outside packages	101,761	93,868	120,036	143,625	173,897
Total Imports	11,020,742	11,545,880	11,938,628	12,622,354	16,803,152

(a) Based on Standard International Trade Classification.

APPENDIX VII.—*continued.*

3. IMPORTS DURING THE YEAR ENDED 30TH JUNE, 1961, BY COUNTRIES OF ORIGIN.(a)

Country.	Value.
	£
Australia	9,741,714
United Kingdom	1,451,073
Canada	37,121
Ceylon	41,099
Hong Kong	1,050,158
India, Republic of	257,170
New Zealand	30,262
Singapore	13,077
South Africa, Union of	17,630
Other Commonwealth	23,178
Austria	11,619
Belgium	37,382
China	14,351
Czechoslovakia	8,043
Denmark	7,728
France	65,050
Germany, Federal Republic of	511,325
Indonesia	788,183
Italy	68,000
Japan	1,246,878
Netherlands	106,648
Norway	3,015
Spain	2,279
Sweden	64,687
Switzerland	30,654
Union of Soviet Socialist Republics	213
United States of America	965,060
Other	30,827
Unspecified	178,728
Total	16,803,152

(a) "Country of origin" denotes country of production irrespective of country where purchased.

APPENDIX VII.—continued.

4. EXPORTS DURING THE YEAR ENDED 30TH JUNE, 1961: QUANTITY AND VALUE.

Commodity.	Unit of Quantity.	Quantity.	Value.
			£
Coconuts, whole	cwt.	7,998	11,415
Passionfruit pulp	lb.	42,100	6,113
Passionfruit juice	lb.	263,002	50,836
Coffee beans	ton	2,263	1,094,104
Cocoa beans	ton	7,170	1,636,060
Copra oil cake and meal	ton	10,290	284,037
Crocodile skins .. .. .	..	..	76,580
Peanuts	ton	2,007	278,691
Copra	ton	60,946	4,080,590
Timber, logs	super. ft.	1,227,701	40,575
Timber, sawn	super. ft.	3,250,629	219,921
Shell, green snail	ton	14	6,554
Shell, trochus	ton	153	27,873
Coconut, (copra) oil	ton	20,429	2,360,776
Veneer sheets	(a) square ft.	4,559,165	38,051
Plywood	(b) square ft.	21,861,804	865,610
Gold .. .. .	..	..	680,224
Other produce .. .. .	..	..	30,493
Total Produce New Guinea .. .. .	..	..	11,788,503
Total Re-Exports .. .. .	..	..	928,386
Total .. .. .	..	..	12,716,889

(a) Veneer unit is face area x $\frac{1}{8}$ inch.(b) Plywood unit is face area x $\frac{1}{8}$ inch.

5. DIRECTION OF EXPORTS DURING THE YEAR ENDED 30TH JUNE, 1961.

Country.	Value.		
	New Guinea Produce.	Re-exports.	Total.
	£	£	£
Australia	4,942,323	552,633	5,494,956
United Kingdom	5,009,994	3,044	5,013,038
Canada	4	250	254
Hong Kong	4,035	18,881	22,916
New Zealand	12,556	2,516	15,072
Singapore	29,362	827	30,189
Other Commonwealth	17,717	85,940	103,657
France	16,153	22	16,175
Germany, Federal Republic of	600,384	5,916	606,300
Japan	502,182	211,131	713,313
Netherlands	358,043	324	358,367
Switzerland	6	12,482	12,488
United States of America	271,063	28,184	299,247
Other	24,678	5,536	30,214
Unspecified	3	700	703
Total	11,788,503	928,386	12,716,889

APPENDIX VII.—continued.

6. PARTICULARS OF REGISTERED COMPANIES OPERATING IN THE TERRITORY AT 30TH JUNE, 1961.

Category.	Incorporated as Local Companies.		Registered as Foreign Companies.	
	Number.	Capital.	Number.	Capital.
		£		£
Commercial	171	17,059,000	41	{ (a) 69,084,884 \$12,000
Plantation	133	13,291,000	13	6,153,000
Airline	7	910,000	2	1,750,000
Mining and oil	6	775,000	11	{ (b) 36,441,813 \$6,000,000 85,747,795
Insurance	2	550,000	42	{ (a) \$10,000,000 (c) \$7,500,000
Banking .. .. .	..	..	5	79,450,000
Association not for gain	14	250	14	100
Total	333	32,585,250	128	278,627,592
(a) Hong Kong .. .. .	..	..	..	(a) \$10,012,000
(b) Canada .. .. .	..	..	..	(b) \$6,000,000
(c) United States of America .. .. .	..	..	..	(c) \$7,500,000

7. PARTICULARS OF COMPANIES REGISTERED IN THE TERRITORY FROM 1ST JULY 1960 TO 30TH JUNE, 1961.

Category.	Registered.		Increased Capital.		De-registered and Decreased Capital.	
	Number.	Nominal Capital.	Number.	Nominal Capital.	Number.	Nominal Capital.
		£		£		£
LOCAL COMPANIES.						
Commercial	25	3,232,000	..	..	3	210,000
Plantation	19	1,725,000	1	200,000	3	87,000
Airline .. .. .	..	..	..	..	..	..
Mining and oil	1	20,000	..	..	..	..
Insurance .. .. .	..	..	..	..	..	..
Banking .. .. .	..	..	..	..	..	..
Associations not for gain	1	50	..	..	..	..
Total	46	4,977,050	1	200,000	6	297,000
FOREIGN COMPANIES.						
Commercial	2	{ (a) 10,000 \$12,000 }	2	2,150,000	..	200,000
Plantation .. .. .	..	..	..	..	1	5,000
Airline	1	1,500,000	..	..	1	15,000,000
Mining and oil .. .. .	..	..	..	..	..	..
Insurance	4	{ b 1,605,000 \$7,500,000 }	2	8,500,000	..	..
Banking .. .. .	..	..	..	..	..	..
Association not for gain .. .. .	..	..	..	..	..	..
Total	7	3,115,000	4	10,650,000	2	15,205,000

(a) Hong Kong.

(b) United States of America.

APPENDIX VII.—continued.

8. PARTICULARS OF REGISTERED COMPANIES OPERATING IN THE TERRITORY FROM 1ST JULY, 1956 TO 30TH JUNE, 1961.

	1956-57.	1957-58.	1958-59.	1959-60.	1960-61.
Number of local companies	225	259	277	293	333
Nominal capital of local companies ..	£17,312,150	£19,659,200	£24,484,200	£27,705,200	£32,585,250
Number of foreign companies	87	98	107	123	128
Nominal capital of foreign companies ..	£189,911,592	£204,106,592	£221,692,592	£280,067,592	£278,627,592
(a)	\$10,000,000	\$10,000,000	\$10,000,000	\$10,000,000	\$10,012,000
(b)	\$6,000,000	\$6,000,000	\$6,000,000	\$6,000,000	\$6,000,000
(c) .. .. ..	..	..	..	..	\$7,500,000

(a) Hong Kong. (b) Canada. (c) United States of America.

APPENDIX VIII.

AGRICULTURE.

1. LAND TENURE AT 30TH JUNE, 1961.

Tenure.	Acres.	Acres.	Acres.
Total area of New Guinea .. .. .	..	..	59,520,000
Freehold land owned by non-indigenous persons (a)	..	541,250	..
Administration land—			
(i) Leases under Land Ordinance	(b) 356,301	..	..
(ii) Native reserves	27,666	..	..
(iii) Other (including land reserved for public purposes and land available for leasing)	517,012	900,979	1,442,229
Unalienated land .. .. .	..	..	58,077,771

(a) Revised figure. See Part VI., Section 4, Chapter 3 (a)—Land Tenure—Section headed "Freehold Land". (b) Includes 3,848 acres leased to New Guineans.

2. LAND HELD UNDER LEASE AT 30TH JUNE, 1961.

Class of Lease.	Number of Leases.	Area in Acres.
Agricultural	890	227,717
Dairying	6	1,300
Pastoral	17	85,907
Residence and business	2,464	1,738
Special	415	33,854
Mission	795	4,045
Long period leases from the German régime (a)	20	1,740
Total	4,607	356,301

(a) Although all long period leases from the German régime have now expired some are still under consideration by the Commissioner of Titles and have therefore been included separately.

APPENDIX VIII.—continued.

3. LEASES GRANTED DURING 1960-61 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	3	685	..	..	..	..	1	282	56	3,102	1	80	2	396	..	..	63	4,545
Pastoral .. ..	..	..	..	..	..	..	..	..	..	..	..	..	..	..	..	..	..	..
Residence and business ..	52	46	24	14	9	4	32	12	9	4	3	2	10	14	1	1	140	97
Special(a)	28	4,535	6	291	2	395	9	18,931	17	48	1	2	3	3	2	1	68	24,206
Special leases to missions(b)	10	121	5	35	3	73	1	44	..	..	..	..	1	8	..	..	20	281
Mission(c)	30	100	10	23	..	..	4	11	7	22	..	..	3	4	..	..	54	160
Administration purposes(d) ..	50	542	7	11	18	25	19	119	21	269	15	109	5	72	6	2	141	1,149
Total	173	6,029	52	374	32	497	66	19,399	110	3,445	20	193	24	497	9	4	486	30,438

(a) A special lease is designed to enable the Land Board to lay down particular conditions, the nature of which is 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.

4. LEASES GRANTED DURING 1960-61 TO INDIGENES AND OTHERS.
(Areas in Acres.)

Class of Lease.	Indigenes.		Non-Indigenes.		Required for Administration Purposes.		Missions.		Total.	
	Number.	Area.	Number.	Area.	Number.	Area.	Number.	Area.	Number.	Area.
Agriculture	53	1,123	10	3,422	..	..	..	..	63	4,545
Pastoral .. ..	..	..	..	..	..	..	..	..	..	..
Residence and business ..	15	18	125	79	98	34	..	..	238	131
Special(a)	23	88	45	24,118	43	1,115	..	..	111	25,321
Special leases to missions(b)	..	..	..	..	..	..	20	281	20	281
Missions(c) .. ..	..	..	..	..	..	..	54	160	54	160
Total	91	1,229	180	27,619	141	1,149	74	441	486	30,438

(a), (b), (c)—see footnotes (a), (b), (c) for Table 3 above.

APPENDIX VIII.—continued.

5. HOLDINGS OF ALIENATED LAND OF ONE ACRE OR MORE USED FOR AGRICULTURAL OR PASTORAL PURPOSES IN EACH DISTRICT AT 31ST MARCH, 1961.

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 Including Retired Crops.	Balance of Holdings.
	Acres.	Acres.	Acres.	Acres.	Acres.	Acres.	Acres.	Acres.	Acres.
Western Highlands ..	6,144,000	79	32,939	..	32,939	4,080	1,610	3,186	24,063
Eastern Highlands ..	4,416,000	86	19,570	..	19,570	4,864	619	2,179	11,908
Sepik ..	19,328,000	27	4,319	17,266	21,585	2,552	48	2,498	16,487
Madang ..	6,912,000	73	33,671	57,658	91,329	35,948	302	7,397	47,682
Morobe ..	8,128,000	103	120,511	9,347	129,858	13,288	2,855	53,282	60,433
New Britain ..	9,024,000	193	60,573	158,352	218,925	92,781	1,295	6,745	118,104
New Ireland ..	2,432,000	157	46,632	66,957	113,589	60,619	147	7,408	45,415
Bougainville ..	2,624,000	81	13,912	55,619	69,531	33,149	131	1,030	35,221
Manus ..	512,000	25	2,319	22,461	24,780	10,456	57	1,773	12,494
Total ..	59,520,000	824	334,446	387,660	722,106	257,737	7,064	85,498	371,807

(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 1960-61.

(i) Non-indigenous Operators. (Year ended 31st March, 1961.)

Crop.	Number of Holdings.(a)	Area under crop. Acres.			Production (Quantity).
		Immature.	Mature.	Total.	
Permanent plantation crops—					
Cacao	355	43,351	35,090	78,441	10,126,545 lbs.
Copra	474	37,884	181,710	219,594	70,596 tons
Coffee	171	3,225	4,190	7,415	3,867,226 lbs.
Other principal crops—					
Peanuts	38	..	..	5,314	36,872 cwt.

NOTE.—These figures are compiled from returns supplied by growers and do not necessarily indicate total production.

(a) Numbers relate to holdings growing one acre or more of the specified crop.

(ii) Indigenous Operators. (Year ended 30th June, 1961.)

Cacao	The number of registered cacao growers increased from 4,318 on 30th June, 1960 to 5,366 on 30th June, 1961, and were estimated to have an area of approximately 19,800 acres under crop mainly in the Gazelle Peninsula region of the New Britain District. Indigenous growers are estimated to have produced approximately 1,908 tons of cacao beans during the year.
Coffee	The main concentrations of commercial plantings by indigenous growers are in the Goroka, Kundiawa and Kainantu areas of the Eastern Highlands District, the Finschhafen and Lae highlands region of the Morobe District, plus developing plantings in the Madang, Sepik, Western Highlands and New Ireland Districts. Estimated production during 1960-61 was approximately 710 tons. Total area being developed by indigenous growers at the end of the year was estimated at 11,000 acres.
Copra	Copra production by indigenous growers increased to approximately 20,660 tons.
Peanuts	Commercial peanut production by indigenous growers was 295 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 352 tons of paddy, produced from about 700 acres of plantings.
Passionfruit	Commercial production for the year was 418 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, 1961.

(a) Numbers on Holdings of Non-indigenous Operators.

Particulars.						Number.
Cattle—						
Dairy	..	..	..	..	..	3,523
Beef..	..	..	..	..	..	10,282
Total	..	..	..	..	..	13,805
Sheep	..	..	..	..	..	662
Horses	..	..	..	..	..	1,116
Pigs	..	..	..	..	..	3,962

(b) Livestock Owned by Indigenous Inhabitants.

No data available. Such livestock 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—

	1956-57.	1957-58.	1958-59.	1959-60.	1960-61.
Shell, Green Snail—					
Tons	104	24	24	28	14
Value	£45,807	£8,481	£8,431	£11,961	£6,554
Shell, Trochus—					
Tons	345	304	177	216	154
Value	£174,519	£59,044	£59,128	£59,598	£27,873
Shell, Other—					
Value	£591	£1,033	£634	£50	Nil

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	95,749	(d) Area will vary as rights expire and new rights are acquired.
(d) Timber Rights Purchased ..	580,206	(e) Includes permits and licences granted over land being cleared for agricultural development.
(e) Land under Permits and Licences not elsewhere included	51,818	
	752,783	
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.

2. SILVICULTURE : OPERATIONS TO 30TH JUNE, 1958, 1959, 1960 AND 1961.

Particulars.	30th June, 1958.	30th June, 1959.	30th June, 1960.	30th June, 1961.
	Acres.	Acres.	Acres.	Acres.
Area of Plantation established—				
<i>Araucaria</i> sp. (hoop and klinki pines)	2,731	3,779	4,811	5,514
Teak	619	767	867	868
Kamarere	376	441	567	665
Miscellaneous	147	156	198	215
Total	3,873	5,143	6,443	7,262
Total plantation area improved or regenerated	520	877	877	877

3. AREAS UNDER EXPLOITATION.

Particulars.	Private.				Department of Forests.(a)		Total Area.
	Permits.		Licences.		No.	Area.	
	No.	Area.	No.	Area.			
		Acres.		Acres.		Acres.	Acres.
Morobe	17	116,804	2	6,334	1	6,800	129,938
Eastern Highlands	4	5,204	1	1,619	Nil	..	6,823
Western Highlands	5	5,000	Nil	..	Nil	..	5,000
Sepik	3	59,489	Nil	..	Nil	..	59,489
New Britain	6	58,102	1	250	1	28,500	86,852
Total	35	244,599	4	8,203	2	35,300	288,102

(a) No other Administration department or instrumentality has areas under exploitation.

APPENDIX XI.—continued.

4. ANNUAL TIMBER YIELD FOR YEARS 1955-56 TO 1960-61.

Estimated logs harvested for conversion locally or for export under authorization of the Forestry Ordinance.(a)

Species.				1955-56.	1956-57.	1957-58.	1958-59.	1959-60.	1960-61.
				Super. feet.	Super. feet.	Super. feet.	Super. feet.	Super. feet.	Super. feet.
Hardwood	..	..	..	21,954,555	21,312,827	23,876,573	26,435,320	27,884,355	37,359,538
Softwood	..	..	..	24,854,423	21,847,292	19,985,064	18,217,157	17,815,097	19,014,329
Total	..	..	..	46,808,978	43,160,119	43,861,637	44,652,477	45,699,452	56,373,867

(a) Commercial harvest only—excludes logs harvested from private freehold land.

5. NUMBER OF PERSONS EMPLOYED IN SAWMILLS AND RELATED FORESTRY ACTIVITIES AT 30TH JUNE, 1960 AND 1961.

District.	30th June, 1960.				30th June, 1961.			
	European.	Other Non-indigenous.	Indigenous.	Total.	European.	Other Non-indigenous.	Indigenous.	Total.
Western Highlands	8	1	97	106	10	..	333	343
Eastern Highlands	5	..	110	115	10	..	135	145
Sepik	14	1	165	180	19	2	178	199
Madang	3	1	27	31	3	1	23	27
Morobe	181	2	1,003	1,186	176	1	1,042	1,219
New Britain	32	6	237	275	29	11	280	320
New Ireland	..	..	4	4	..	..	..	..
Bougainville	2	..	31	33	5	..	35	40
Total—Sawmilling(a)	245	11	1,674	1,930	252	15	2,026	2,293
Department of Forests	30	3	755	788	70	5	1,046	1,121
Grand Total	275	14	2,429	2,718	322	20	3,072	3,414

(a) Includes logging and other related forestry operations.

6. SAWN TIMBER PRODUCTION FOR YEARS 1956-57 TO 1960-61.

Estimated production from logs harvested under authorization of the Forestry Ordinance.(a)

Species.				1956-57.	1957-58.	1958-59.	1959-60.	1960-61.
				Super. feet.	Super. feet.	Super. feet.	Super. feet.	Super. feet.
Hardwood	..	..	..	7,883,000	9,601,620	10,742,340	11,266,920	15,025,688
Softwood	..	..	..	5,908,200	4,791,000	3,730,200	3,489,000	5,537,316
Total	..	..	..	13,791,200	14,392,620	14,472,540	14,755,920	20,562,996

(a) Commercial production only—excludes logs harvested from private freehold land.

APPENDIX XII.

MINERAL RESERVES.

1. MINERAL AREAS HELD AT 30TH JUNE, 1961.

(Areas in Acres.)

Section of Population.							Claims.	Mining Leases.	Total.
Indigenous	..	..	..	..	..	..	(a) 1,305	10	1,315
Non-indigenous	..	..	..	..	..	..	5,064	3,592	8,656
Total	..	..	..	..	..	..	6,369	3,602	9,971

(a) Additional natural drainage areas without demarcation boundaries have been pegged by groups of indigenes for alluvial mining. Statistics of these areas are not available.

2. NUMBER OF MINES ACCORDING TO PRINCIPAL MINERAL EXTRACTED AND OWNERSHIP AT 30TH JUNE, 1961.

Nationality of Owner or Operator.							Principal Mineral Extracted.	Number of Mines.
Non-indigenous mining incorporated companies—								
New Guinea registered	..	..	..	..	..	..	Gold	2
Australian registered	..	..	..	..	..	..	Gold	5
Canadian registered	..	..	..	..	..	..	Gold	1
Unincorporated operators(a)	..	..	..	..	..	..	Gold	16
Indigenous mining (registered claims)(b)	..	..	..	..	..	..	Gold	251
Total	..	..	..	..	..	..	..	275

(a) Particulars of nationality not available. (b) A further 538 individual indigenous producers operated unregistered claims. Approximately 3,000 indigenes are estimated to have been engaged in these operations at the end of the year. 2,354 separate parcels were declared by indigenes.

3. MINT RETURNS OF ACTUAL QUANTITY AND VALUE OF MINERALS PRODUCED DURING THE YEARS 1956-57 TO 1960-61.

Year.	Gold.		Platinum.		Silver.	
	Fine oz.	Value.	Fine oz.	Value.	Fine oz.	Value.
		£		£		£
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
1959-60	45,132	705,181	7.16	195	36,164	14,269
1960-61	42,784	668,506	2.36	62	32,278	12,729

APPENDIX XII.—continued.

4. EXCLUSIVE PROSPECTING LICENCES HELD AT 30TH JUNE, 1961.

Mineral.	Number of Licences.	Area.
Gold	3	8,000 acres

NOTE.—No oil prospecting licences were held in 1960-61.

5. NUMBER OF WORKERS EMPLOYED IN THE MINING INDUSTRY: 1959-60 AND 1960-61.

(NOTE.—Figures exclude workers engaged in non-mining ancillary activities.)

Type of Mining.	1959-60.			1960-61.		
	Non-indigenous.	Indigenous.	Total.	Non-indigenous.	Indigenous.	Total.
Underground	10	75	85	9	100	109
Surface	50	3,833	3,883	45	3,771	3,816
Total	60	3,908	3,968	54	3,871	3,925

6. ACCIDENTS TO WORKERS IN MINES INVOLVING BODILY INJURY, 1960-61.

Cause of Accident.	Non-Indigenous.			Indigenous.			Total.		
	Surface.	Under-ground.	Total.	Surface.	Under-ground.	Total.	Surface.	Under-ground.	Total.
Electricity .. .. .	..	..	..	..	..	..	..	..	..
Explosives .. .. .	..	..	..	..	..	..	..	..	..
Falls of earth .. .. .	..	..	..	2	..	2	2	..	2
Plant and machinery .. .. .	..	..	..	2	..	2	2	..	2
Other	1	1	2	1	..	1	2	1	3
Total	1	1	2	5	..	5	6	1	7

NOTE.—There were no fatal accidents during 1960-61.

APPENDIX XIII.

INDUSTRIAL PRODUCTION.

1. SUMMARY OF MANUFACTURING INDUSTRY: YEAR ENDED 30TH JUNE, 1960.

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.	Food and Drink.	Sawmills and Joinery.(a)	Other Manufacturing.	Total.
Number in factories	28	23	30	9	90
Employment at end of year—					
Europeans—					
Males	156	27	199	35	417
Females	21	13	20	4	58
Persons	177	40	219	39	475
Other non-indigenous—					
Males	51	21	19	18	109
Females	4	5	1	2	12
Persons	55	26	20	20	121
Indigenous—					
Males	307	349	1,320	201	2,177
Females .. .. .	..	..	..	..	..
Persons	307	349	1,320	201	2,177
Total	539	415	1,559	260	2,773
Salaries and wages paid £'000	311	(b)	485	(b)	..
Value of—					
Materials and fuel used £'000	370	(b)	1,053	(b)	..
Output £'000	828	(b)	2,468	(b)	..
Production (value added) £'000	458	(b)	1,414	(b)	..
Land and buildings (book value) £'000	274	(b)	798	(b)	..
Plant and machinery (book value) £'000	119	(b)	1,058	(b)	..

(a) Includes plywood and veneer milling but excludes furniture. (b) Not available.

2. GENERATION OF ELECTRIC ENERGY: INSTALLED CAPACITY AND PRODUCTION FOR THE YEARS 1958-59, 1959-60 AND 1960-61.

Capacity and Production.	1958-59.	1959-60.	1960-61.
Installed capacity—	1,000 kW.	1,000 kW.	1,000 kW.
Hydro-electric	5.70	5.70	5.90
Thermo-electric	3.50	4.29	7.204
Total	9.20	9.99	13.104
Production—	Million kWh.	Million kWh.	Million kWh.
Hydro-electric	23.47	23.55	24.10
Thermo-electric	11.61	12.14	13.85
Total	35.08	35.69	37.95

APPENDIX XIV.

CO-OPERATIVES.

1. DETAILS OF CO-OPERATIVE SOCIETIES FOR EACH OF THE YEARS ENDED 31ST MARCH, 1957 TO 1961.

Primary Organizations.

Year.	Societies.	Members.	Capital.	Turnover.			
				Store.	Copra.	Other.	Total.
			£	£	£	£	£
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
1959-60	103	49,670	283,843	242,539	356,069	64,148	662,756
1960-61	101	52,559	313,038	335,608	306,588	58,613	700,809

*Secondary Organizations.**

Year.	Associations.	Member Societies.	Total Capital.	Total Turnover.
			£	£
1956-57	5	74	104,755	197,710
1957-58	5	75	111,847	145,869
1958-59	6	79	121,750	181,355
1959-60	6	79	136,610	294,099
1960-61	6	85	139,874	322,194

* Associations operating as procurement and marketing agencies for member societies.

2. CO-OPERATIVE SOCIETIES SHOWING MEMBERS, CAPITAL AND TURNOVER FOR THE YEAR ENDED 31ST MARCH, 1961.

Type.	No. of Societies.	Total Membership.	Total Capital.	Total Turnover.				Rebates to Members.	Total Fixed Assets.
				Store.	Copra.	Other.	Total.		
			£	£	£	£	£	£	
Primary Organization, viz.:—									
Consumer	15	12,234	28,112	..	4,209	13,920	18,129	695	6,573
Producer	85	40,310	284,892	335,608	302,379	44,693	682,680	49,897	69,758
Dual-purpose ..	(a) 100	52,544	313,004	335,608	306,588	58,613	700,809	50,592	(d)76,331
Secondary Organization, viz.:—									
Associations of Societies(b) ..	6	(c) 85	139,874	310,897	1,360	9,937	322,194	478	(d)99,778

(a) In addition, there is one credit society with membership 15 and capital £34. (b) Associations operating as procurement and marketing agencies for member Societies. (c) Societies. (d) Fixed assets are shown at original book value instead of at depreciated value as in previous years.

APPENDIX XIV.—continued.

3. PRIMARY ORGANIZATIONS: ACTIVITY IN EACH DISTRICT DURING THE YEAR ENDED 31ST MARCH, 1961.

District.	Societies.	Members.	Capital.	Turnover.				Fixed Assets. (a)
				Store.	Copra.	Other.	Total.	
			£	£	£	£	£	£
Sepik	11	13,217	40,224	8,849	14,952	10,011	33,812	10,010
Madang	21	7,928	60,660	82,275	46,386	5,819	134,480	34,286
Morobe	1	6,521	23,346	11,525	12,282	28,074	51,881	10,230
New Britain	21	8,253	50,364	103,443	100,796	1,195	205,434	33,529
New Ireland	21	8,292	70,740	66,468	79,224	3,808	149,500	54,921
Bougainville	14	4,417	28,794	21,562	31,723	7,406	60,691	15,348
Manus	12	3,931	38,910	41,486	21,225	2,300	65,011	17,785
Total	101	52,559	313,038	335,608	306,588	58,613	700,809	176,109

(a) Fixed assets are shown at original book value instead of at depreciated value as in previous years.

4. SECONDARY ORGANIZATIONS: ACTIVITY IN EACH DISTRICT DURING THE YEAR ENDED 31ST MARCH, 1961.

District.	Associations.	Member Societies.	Capital.	Turnover.	Fixed Assets. (a)
	No.	No.	£	£	£
Sepik	1	11	12,354	12,294	6,493
Madang	1	21	32,318	81,682	22,001
New Britain	1	10	19,087	84,957	11,180
New Ireland	1	21	43,603	79,800	40,885
Bougainville	1	10	9,206	24,278	5,620
Manus	1	12	23,306	39,183	13,599
Total	6	85	139,874	322,194	99,778

(a) Fixed assets are shown at original book value instead of at depreciated value as in previous years.

APPENDIX XV.

TRANSPORT AND COMMUNICATIONS.

1. POSTAL ARTICLES HANDLED DURING THE YEARS ENDED 30TH JUNE 1957, 1958, 1959, 1960 AND 1961.

Type of Article.	Number Handled.				
	1956-57.	1957-58.	1958-59.	1959-60.	1960-61.
Letters	4,229,128	5,231,881	5,875,211	6,338,664	7,050,868
Periodicals, &c.	1,148,516	1,233,977	1,526,206	1,319,524	1,591,109
Parcels	87,655	102,580	115,425	104,514	116,055
Registered articles	79,040	87,853	99,554	108,077	113,764
Total	5,544,339	6,656,291	7,616,396	7,870,779	8,871,796

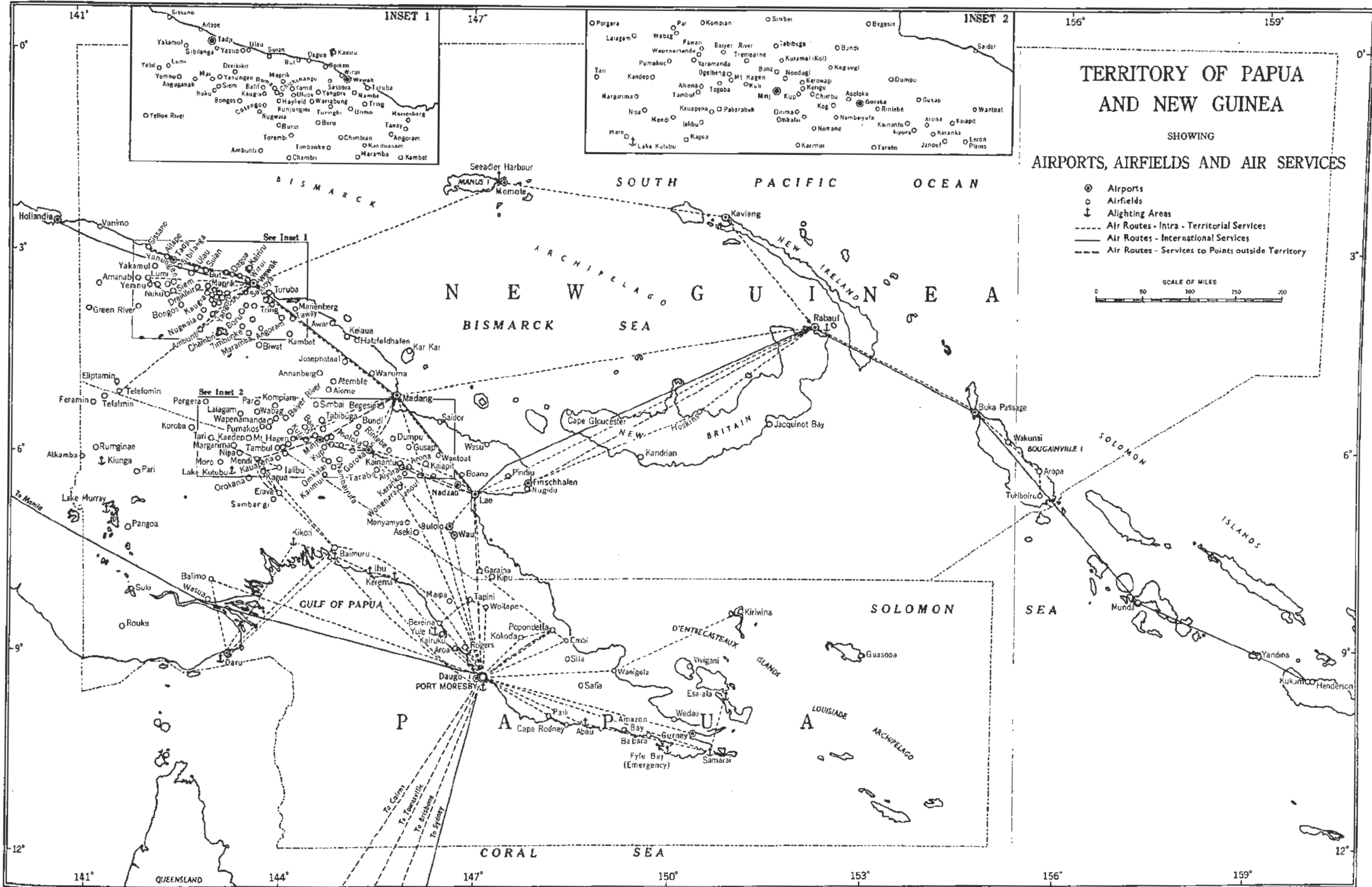
2. MONEY ORDER TRANSACTIONS DURING THE YEARS ENDED 30TH JUNE, 1957, 1958, 1959, 1960 AND 1961.

Particulars.	1956-57.		1957-58.		1958-59.		1959-60.		1960-61.	
	No.	Value.	No.	Value.	No.	Value.	No.	Value.	No.	Value.
Issued	5,893	£ 177,939	6,948	£ 166,333	5,431	£ 115,771	5,239	£ 63,555	4,889	£ 66,729
Paid	2,264	118,980	2,417	122,738	2,200	76,200	2,311	37,595	2,606	43,438

3. TELEPHONE SERVICES AT 30TH JUNE, 1957, 1958, 1959, 1960 AND 1961.

Particulars.	1956-57.	1957-58.	1958-59.	1959-60.	1960-61.
Exchanges	10	11	12	13	13
Mileage of conductors (single wire)—					
Underground	4,337	5,002	6,161	6,729	8,452
Aerial	1,402	777	809	894	807
Total	5,739	5,779	6,970	7,623	9,259
Lines connected	1,367	1,593	1,766	1,866	1,994
Instruments connected	1,833	2,166	2,436	2,666	3,096
Number of subscribers	1,372	1,589	1,758	1,833	2,062

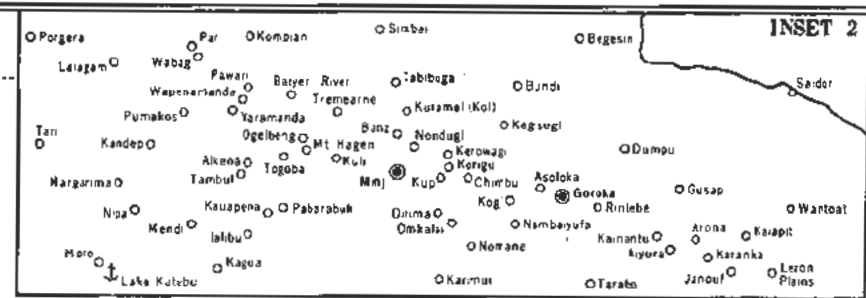
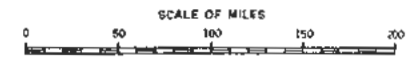




TERRITORY OF PAPUA AND NEW GUINEA

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.

4. TELEPHONE SERVICES: DETAILS OF TYPE OF SERVICE AT 30TH JUNE, 1961

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	..	14	50 + 10 C.B.	15	18
Finschhafen	38	9	11	30 line Mag.	11	29
Goroka	158	51	118	200 line Mag.	119	162
Kavieng	16	35	78	70/100 line Mag.	66	87
Kokopo	257	52	88	100 line Rurax.	37	48
Lae	2,787	196	559	600/2,000 Auto.	557	835
Lorengau	62	7	25	100 line Mag.	25	29
Madang	594	207	222	300 line Mag.	202	379
Rabaul	3,551	105	649	900/2,000 Auto.	649	1,117
Toleap	297	35	15	20/30 line Mag.	20	25
Wau	185	57	131	150/200 line Mag.	132	149
Wewak	248	29	102	200 C.B. line Mag.	106	153
Mount Hagen	148	24	50	70/100 line Mag.	55	65
Total	8,452	807	2,062		1,994	3,096

(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, 1959, 1960 AND 1961.

Particulars.	1956-57.	1957-58.	1958-59.	1959-60.	1960-61.
Stations—Number	172	174	192	210	253
Messages handled—Number	404,203	416,735	500,600	578,059	705,391

7. REGULAR AIR TRANSPORT SERVICES FOR THE YEAR ENDED 30TH JUNE, 1961.

Details.	International Services.			Australia—New Guinea.	Domestic Services.		
	Lae—Solomon Islands.	Lae—Hollandia.	Total.		New Guinea.	New Guinea—Papua.	Total.
Route miles	1,475	556	2,031	2,072	6,339	1,125	7,464
Miles flown	151,862	29,209	181,071	1,419,642	982,290	343,729	1,326,019
Hours flown	1,014	214	1,228	N/A	N/A	N/A	N/A
Passengers carried	3,302	1,016	4,318	39,717	49,928	22,829	72,757
Passenger miles performed	1,978,364	346,548	2,324,912	48,615,508	16,840,447	4,756,922	21,597,369
Freight (short tons)	48.0	13.9	61.9	1,008.8	1,649.8	1,278.1	2,927.9
Freight ton miles (short tons)	25,008	4,031	29,039	1,194,265	312,843	206,808	519,651
Mail (short tons)	10.1	3.1	13.2	189.6	158.2	76.7	234.9
Mail ton miles (short tons)	8,219	1,200	9,419	281,431	45,142	15,332	60,474

N/A = not available.

APPENDIX XV.—*continued.*

8. EXTERNAL AND INTERNAL AIR AND AIRMAIL SERVICES AT 30TH JUNE, 1961.

Operator.	Route.	Frequency of Service.	Aircraft Type.
<i>International Services—</i>			
Trans-Australia Airlines ..	Lae-Rabaul-Buka-Munda-Yandina-Honiara	One return trip fortnightly ..	DC 3
	Lae - Rabaul - Buka - Munda-Honiara	One return trip fortnightly ..	Fokker F 27
De Kroonduif	Lae-Madang-Wewak-Hollandia	One return trip fortnightly ..	DC 3
	Hollandia-Lae	One return trip fortnightly ..	DC 3
<i>Intra-Territorial Services—</i>			
Trans-Australia Airlines ..	Lae-Rabaul	Three return trips weekly ..	DC 3
	Lae-Finschhafen-Rabaul ..	One return trip weekly ..	DC 3
	Lae-Finschhafen-Hoskins-Rabaul	One return trip weekly ..	DC 3
	Lae - Madang - Wewak - Manus-Kavieng-Rabaul	Two return trips weekly ..	DC 3
	Madang-Wewak	One return trip weekly ..	DC 3
	Madang-Mount Hagen-Banz-Goroka-Madang	Once weekly	DC 3
	Lae-Goroka-Minj-Banz-Mount Minj - Hagen-Madang	Once weekly	DC 3
	Madang-Goroka-Kainantu-Lae	Once weekly	DC 3
	Rabaul-Buka-Wakunai-Aropa-Buin	Two return trips weekly ..	DC 3
	As chartered	As required	DC 3, Otter
Mandated Airlines Ltd. ..	Lae - Goroka - Madang - Wewak-Rabaul	Once weekly	DC 3
	Lae - Goroka - Madang - Wewak-Manus-Kavieng-Rabaul	One return trip weekly ..	DC 3
	Rabaul - Madang - Wewak - Madang-Goroka-Lae	Once weekly	DC 3
	Lae-Goroka-Madang	Three return trips weekly ..	DC 3
	Lae-Rabaul	Three return trips weekly ..	DC 3
	Madang-Minj-Banz-Mount Hagen-Wabag	Once weekly	DC 3
	Mount Hagen-Madang ..	Once weekly	DC 3
	Madang-Minj-Banz-Mount Hagen-Madang	Once weekly	DC 3
	Minj-Goroka	One return trip weekly ..	Norseman
	Wewak-Lumi-Nuku-Wewak ..	Once weekly	Norseman
	Wewak-Maprik-Yangoru-Wewak	Once weekly	Cessna
	Wewak-Telefomin	One return trip weekly ..	Cessna

APPENDIX XV.—*continued.*8. EXTERNAL AND INTERNAL AIR AND AIR MAIL SERVICES AT 30TH JUNE, 1961—*continued.*

Operator.	Route.	Frequency of Service.	Aircraft Type.
<i>Intra-Territorial Services—</i>			
<i>continued.</i>			
<i>Mandated Airlines Ltd.—</i>			
<i>continued.</i>			
	Wewak-Aitape-Vanimo-Sissano	Once weekly	Norseman
	Sissano-Aitape-Dagua-Wewak ..	Once weekly	Norseman
	Wewak-Angoram	One return trip weekly ..	Cessna
	Wewak-Ambunti-Burui-Wewak	Once weekly	Cessna
	As chartered	As required	DC 3, Cessna, Norseman
Australian Missionary Aviation Fellowship	As chartered	As required	Cessna 180
Catholic Mission of the Divine Word, Wewak	As chartered	As required	Dornier DO-27, Cessna 180
Catholic Mission of the Holy Ghost, Madang	As chartered	As required	Cessna 180
Crowley Airways, Lae ..	As chartered	As required	Cessna 170
Lutheran Mission, Madang	As chartered	As required	Piper Super Cub, Cessna 180, Dornier DO-27
Territory Airlines, Goroka ..	As chartered	As required	Cessna 185, Dornier DO-27
<i>Services to Ports Outside Territory—</i>			
Trans-Australia Airlines ..	Lae-Port Moresby	Three return trips weekly ..	DC 6B
	Lae-Bulolo-Wau-Port Moresby ..	Two return trips weekly ..	DC 3
Ansett-Australian National Airways	Lae-Port Moresby	Three return trips weekly ..	DC 6B
Mandated Airlines Ltd. ..	Lae-Goroka-Wau-Port Moresby	Three return trips weekly ..	DC 3
	Madang - Goroka - Wau - Port Moresby	One return trip weekly ..	DC 3
	Minj - Mendi - Erave - Kagua-Ialibu	Once weekly	Norseman
	Ialibu-Mendi-Minj	Once weekly	Norseman
	Minj-Mendi-Tari	One return trip weekly ..	Norseman
Papuan Air Transport ..	Port Moresby-Madang ..	One return trip weekly ..	Piaggio P166
	Port Moresby-Popondetta-Garaina-Lae	One return trip weekly ..	DC 3

APPENDIX XV.—continued.

9. SCHEDULE OF AERODROMES AND ALIGHTING AREAS INDICATING CONTROLLING AUTHORITY AND CAPACITY AT 30TH JUNE, 1961.

Aerodrome.	Controlled By.	Aircraft Capacity.
Aiome	Administration	Light
Aitape	Administration	Light
Aiyura	Administration	Light
Alkena	Private	Light
Amanab	Administration	Light
Ambunti	Administration	Light
Angoram	Administration	Light
Anguganak	Private	Light
Annenberg	Private	Light
Arona	Private	Light
Aropa	Administration	Medium
Ascki	Private	Light
Asoloka	Private	Light
Atemble	Private	Light
Awar	Administration	Medium
Balif	Private	Light
Baiyer River	Administration	Medium
Banz	Administration	Medium
Begesin	Private	Light
Biwat	Private	Light
Boana	Private	Light
Boiken	Private	Light
Bongos	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
Chickenangu	Private	Light
Chimbian	Private	Light
Chimbu	Administration	Light
Cosengo	Private	Light
Dagua	Administration	Light
Dirima	Private	Light
Dreikikir	Private	Light
Dumpu	Private	Light
Eliptamin	Private	Light
Finschhafen	Department of Civil Aviation	Medium
Garaina	Administration	Medium
Goroka	Department of Civil Aviation	Medium
Green River	Administration	Light
Gusap	Private	Medium
Hatzfeldhafen	Administration	Light
Hayfield	Administration	Light
Hoskins	Administration	Medium
Jacquinet Bay	Administration	Medium
Janouf	Private	Light
Josephstaa1	Administration	Light
Kaiapit	Administration	Light
Kainantu	Administration	Medium

APPENDIX XV.—*continued.*9. SCHEDULE OF AERODROMES AND ALIGHTING AREAS INDICATING CONTROLLING AUTHORITY AND CAPACITY
AT 30TH JUNE, 1961—*continued.*

Aerodrome.	Controlled By.	Aircraft Capacity.
Kairiru	Private	Light
Kambot	Private	Light
Kandep	Administration	Light
Kandrian	Administration	Medium
Kanduanam	Private	Light
Karamui	Administration	Light
Karanka	Private	Light
Kar Kar	Administration	Light
Kaugia(a)	Private	Light
Kavieng	Department of Civil Aviation	Medium
Keglsugl	Private	Light
Kelaua	Administration	Light
Kerowagi	Administration	Light
Kipu	Private	Light
Kogi	Private	Light
Kompam	Private	Light
Korigu	Private	Light
Kuli	Private	Light
Kunjungini	Private	Light
Kup	Private	Light
Kuramel (Kol)	Administration	Light
Lae	Department of Civil Aviation	Heavy
Laiagam	Administration	Light
Leron Plains	Private	Light
Lumi	Administration	Light
Madang	Department of Civil Aviation	Medium
Mai	Private	Light
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	Heavy
Mount Hagen	Administration	Medium
Nadzab	Department of Civil Aviation	Heavy
Nambaiyufa	Administration	Light
Nomane	Private	Light
Nondugl	Administration	Light
Nugidu	Private	Light
Nugwaia	Private	Light
Nuku	Administration	Light
Ogelbeng	Private	Light
Omkalai	Administration	Light
Par	Private	Light
Pawari	Private	Light
Pindiu	Administration	Light
Porgera	Administration	Light
Pumakos	Private	Light
Rabaul	Department of Civil Aviation	Medium
Rintebe	Private	Light
Roma	Private	Light
Saidor	Administration	Medium

APPENDIX XV.—*continued.*9. SCHEDULE OF AERODROMES AND ALIGHTING AREAS INDICATING CONTROLLING AUTHORITY AND CAPACITY
AT 30TH JUNE, 1961—*continued.*

Aerodrome.	Controlled By.	Aircraft Capacity.
Sassoya	Private	Light
Sibilanga	Private	Light
Siem(b)	Private	Light
Simbai	Administration	Light
Sissano	Private	Light
Suian	Private	Light
Tabibuga	Administration	Light
Tadji	Department of Civil Aviation	Medium
Tambul	Administration	Medium
Tarabo	Private	Light
Taway	Private	Light
Telefomin	Administration	Medium
Timbunke	Private	Light
Togoba	Administration	Medium
Torembi	Private	Light
Tremearne	Private	Light
Tring	Private	Light
Turiboiru (Kara)	Administration	Medium
Turinghi	Private	Light
Turuba	Private	Light
Ulau	Private	Light
Ulupu	Private	Light
Urimo	Private	Light
Vanimo	Administration	Light
Wabag	Administration	Medium
Wakunai	Administration	Medium
Wantoat	Administration	Light
Wanuma	Private	Light
Wapenamanda	Administration	Medium
Warrabung	Private	Light
Wasu	Administration	Light
Wau	Department of Civil Aviation	Medium
Wewak	Department of Civil Aviation	Medium
Wirui(c)	Private	Light
Yakumul	Private	Light
Yamil	Private	Light
Yangoru	Administration	Light
Yanungen	Private	Light
Yaramanda	Private	Light
Yassip	Private	Light
Yebil	Private	Light
Yellow River	Private	Light
Yemnu	Private	Light
<i>Alighting Areas—</i> Rabaul	Department of Civil Aviation	Medium

Other alighting areas exist but are currently closed due to nil operations.

(a) Kaugia was incorrectly shown as Kangia in the 1959-60 Report.
incorrectly shown as Wiurui in the 1959-60 Report.

(b) Siem was incorrectly shown as Seim in the 1959-60 Report.

(c) Wirui was

Legend—

Light Aircraft—up to 10,000 lb. all-up-weight.
Medium Aircraft—up to 40,000 lb. all-up-weight.
Heavy Aircraft—up to 130,000 lb. all-up-weight.

APPENDIX XV.—continued.

10. PORT ACTIVITY: VESSELS ENTERED AND CLEARED AT THE PRINCIPAL PORTS DURING THE YEAR ENDED 30TH JUNE, 1961.

Port.	Oversea and Inter-Territory Vessels.								Coastal Vessels.	Total Vessels.
	From/For, Oversea Direct.		From/For, Papuan Ports.		From/For, New Guinea Ports.		Total.			
	Number.	Net Tons.	Number.	Net Tons.	Number.	Net Tons.	Number.	Net Tons.		
VESSELS ENTERED.										
Rabaul	97	138,804	70	169,460	65	175,878	232	484,142	1,786	2,018
Lae	22	37,508	116	92,146	111	193,980	249	323,634	352	601
Madang	16	40,350	2	3,843	116	267,107	134	311,300	946	1,080
Kavieng	14	5,745	..	..	41	90,778	55	96,523	405	460
Lorengau	2	6,502	..	..	18	43,585	20	50,087	149	169
Wewak	19	20,140	..	..	33	33,834	52	53,974	155	207
Total	170	249,049	188	265,449	384	805,162	742	1,319,660	3,793	4,535
VESSELS CLEARED.										
Rabaul	94	165,990	25	49,243	109	268,829	228	484,062	1,790	2,018
Lae	41	68,446	129	69,000	82	189,652	252	327,098	353	605
Madang	31	117,957	4	12,476	98	180,861	133	311,294	942	1,075
Kavieng	15	11,089	4	11,193	35	69,313	54	91,595	411	465
Lorengau	1	6,134	..	..	19	43,953	20	50,087	152	172
Wewak	15	3,776	..	..	37	50,198	52	53,974	159	211
Total	197	373,392	162	141,912	380	802,806	739	1,318,110	3,807	4,546

11. NATIONALITY OF OVERSEA AND INTER-TERRITORY VESSELS ENTERING NEW GUINEA PORTS DURING THE YEAR ENDED 30TH JUNE, 1961.

Oversea Vessels Direct to New Guinea Ports.			From Papua or Oversea via Papuan Ports.		
Nationality	Number.	Net Tons.	Nationality.	Number.	Net Tons.
British	83	160,313	British	164	190,203
Danish	4	982	Danish	7	2,289
Dutch	13	1,316	Dutch	12	60,974
Japanese	35	10,718	Norwegian	4	6,846
Norwegian	8	17,498	Swedish	1	5,137
Panamanian	2	7,134			
Swedish	22	48,907			
United States of America	3	2,181			
Total	170	249,049	Total	188	265,449

APPENDIX XV.—continued.

12. TONNAGE OF CARGO HANDLED AT NEW GUINEA PORTS DURING THE YEAR ENDED 30TH JUNE, 1961.

Particulars.	Rabaul.	Lae.	Madang.	Kavieng.	Loengau.	Wewak.	Total.
Tons Unloaded—							
From Oversea	83,490	49,561	33,183	5,682	8,535	8,963	189,414
Inter-Territory	2,189	3,692	1,000	88	336	783	8,088
Intra-Territory	39,462	4,889	11,107	10,559	1,244	4,609	71,870
Total	125,141	58,142	45,290	16,329	10,115	14,355	269,372
Tons Loaded—							
For Oversea	78,084	21,877	23,340	20,175	2,533	1,241	147,250
Inter-Territory	2,126	9,413	638	66	292	191	12,726
Intra-Territory	20,742	8,877	10,239	1,485	436	2,727	44,506
Total	100,952	40,167	34,217	21,726	3,261	4,159	204,482
Tons Handled—							
Overseas	161,574	71,438	56,523	25,857	11,068	10,204	336,664
Inter-Territory	4,315	13,105	1,638	154	628	974	20,814
Intra-Territory	60,204	13,766	21,346	12,044	1,680	7,336	116,376
Total	226,093	98,309	79,507	38,055	13,376	18,514	473,854

13. NUMBER OF VESSELS LICENSED UNDER THE SHIPPING ORDINANCE 1951-1960 AT 30TH JUNE, 1961, CLASSIFIED ACCORDING TO TYPE AND GROSS REGISTERED TONNAGE.

Tonnage—Gross Register.	Vessels.		
	Steam.	Motor.(a)	Total.
Under 100 tons .. .. .	..	119	119
Over 100 tons	1	45	46
Total	1	164	165

(a) Includes auxiliary sailing vessels. There are no licensed sailing vessels.

APPENDIX XV.—continued.

14. VEHICULAR ROADS.

District.	Mileage at		Heavy and Medium Traffic.	Light Traffic.
	30th June, 1960.	30th June, 1961.		
Eastern Highlands	750	822	402	420
Western Highlands	429	560	195	365
Sepik	848	851	171	680
Madang	510	510	230	280
Morobe	546	551	366	185
New Britain	682	764	279	485
New Ireland	395	395	170	225
Bougainville	336	402	95	307
Manus	68	68	40	28
Total	4,564	4,923	1,948	2,975

Mileage figures are necessarily subject to fluctuations under a continuing road construction and re-construction programme involving new roads, deviations, and re-locations on existing roads. Owing to weather damage or deterioration from lack of use, it sometimes becomes necessary for roads previously classified as suitable for heavy and medium traffic to be reclassified as light roads or tracks only. This is frequently the case with old Army-constructed wartime roads which it is not necessary from an economic standpoint to maintain.

15. MOTOR VEHICLE AND MOTOR CYCLE REGISTRATIONS EFFECTIVE AT 31ST DECEMBER, 1960.

Particulars.	Number.	Number.
Motor cars		1,901
Commercial vehicles—		
Utilities(a)	1,931	
Lorries	1,077	
Panel vans	56	
Omnibuses	42	
Station wagons	236	
Other motor vehicles	29	
Total commercial		3,371
Motor cycles		427
Total		5,699

(a) Includes jeep-type vehicles.

16. MOTOR VEHICLE DRIVERS' AND MOTOR CYCLE RIDERS' LICENCES: NUMBER EFFECTIVE AT 31ST DECEMBER, 1960.

Particulars.	Licences to Drive.			Licences to Ride.		
	Males.	Females.	Persons.	Males.	Females.	Persons.
Indigenous	2,536	..	2,536	20	..	20
Non-indigenous	4,500	1,403	5,903	649	16	665
Total	7,036	1,403	8,439	669	16	685

APPENDIX XVI.

COST OF LIVING.

AVERAGE RETAIL PRICES FOR BASIC ITEMS AT 30TH JUNE, 1961.

NOTE.—This table shows unweighted averages of retail prices in the Territory of various staple foodstuffs and other items which are prescribed by Regulations made under the *Native Employment Ordinance 1958-1960* for issue to workers, and which are also commonly used by the native population.

Item.	Unit.	Average Retail Price.
Staple foodstuffs—		
Rice	lb.	s. d. 1 2
Wheatmeal	lb.	1 0
Peas (dried)	lb.	2 5
Meat	12 oz. tin	2 8
Dripping	lb.	3 0½
Sugar	lb.	1 2
Tea	lb.	10 5
Salt	lb.	0 6
Fresh vegetables	lb.	0 4
Tobacco	stick	0 11½
Clothes and domestic items—		
Lavalava	each	10 2
Shorts, khaki	each	12 3
Shirts, khaki	each	12 0
Blankets	each	17 6
Mosquito nets	each	11 6
Plates	each	2 2
Pannikins	each	1 4
Spoons	each	1 1½
Kitbags	each	10 10
Matches	box	0 2½
Soap	2 lb. bar	3 6
Towels	each	4 0

APPENDIX XVII.

LABOUR.

All workers recorded in this Appendix (except for Tables 18 and 19) are employed under either the *Administration Servants Ordinance 1958-1960* or the *Native Employment Ordinance 1958-1960*.

1. NUMBER OF INDIGENOUS WORKERS CLASSIFIED BY INDUSTRY AND BASIS OF ENGAGEMENT AT 31ST MARCH, 1961.

Industry.	Workers for Wages and Other Benefits.(a)					Total Number Employed.
	Employed by Government.(b)			Employed by Private Industry.		
	Administration Servants.	As Casual Workers.	Under Agreement.	As Casual Workers.	Under Agreement.	
Primary production—						
Copra and cocoa .. ..	..	149	..	4,431	18,634	23,214
Coffee .. ..	..	61	..	2,696	386	3,143
Pastoral .. ..	..	330	..	346	109	785
Rubber .. ..	..	..	..	..	10	10
Other agriculture	249	689	..	1,042	177	2,157
Forestry	100	727	174	..	..	1,001
Mining and quarrying—						
Gold .. ..	..	..	..	173	783	956
Quarrying .. ..	..	..	..	38	..	38
Other .. ..	..	..	..	7	2	9
General—						
Manufacturing .. ..	..	..	..	1,670	882	2,552
Building and construction	588	725	6	1,070	5	2,394
Transport and storage	560	349	21	965	66	1,961
Commerce .. ..	..	..	..	1,308	254	1,562
Personal service .. ..	..	..	..	3,151	170	3,321
Hotels, cafés and amusements .. ..	..	..	..	238	79	317
Communications	157	60	..	..	..	217
Professional activities—						
Religion and social welfare .. ..	..	..	..	873	131	1,004
Health and hospitals	2,858	461	2	60	..	3,381
Education	604	69	..	(c)	(c)	673
Not elsewhere classified	688	1,181	37	..	..	1,906
	5,804	4,801	240	18,068	21,688	50,601

(a) Includes 1,125 workers from Papua. (b) Includes Administration servants and employees of Commonwealth Departments but excludes members of the Papua and New Guinea Public Service, Defence Service personnel and 1,766 indigenes employed in the Police Force. (c) Included in the category "Religion and social welfare".

NOTE.—No industries are seasonal and averages for the year are not available. Information is not available relating to employers, own account workers, or unpaid family workers.

2. NUMBER OF INDIGENOUS WORKERS EMPLOYED AT 31ST MARCH, 1961, 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.			16-20.			21-25.		
	Agreement Workers.	Administration Servants.	Casual Workers.	Agreement Workers.	Administration Servants.	Casual Workers.	Agreement Workers.	Administration Servants.	Casual Workers.	Agreement Workers.	Administration Servants.	Casual Workers.	Agreement Workers.	Administration Servants.	Casual Workers.	Agreement Workers.	Administration Servants.	Casual Workers.
Privately and governmental employed agreement workers, casual workers and Administration servants—																		
Primary production—																		
Copra and cocoa ..	18,634	149	4,358	..	..	73	5,094	50	1,627	13,540	99	2,804	7,044	40	530	6,579	65	1,555
Coffee ..	386	61	2,688	..	..	8	123	10	756	263	51	1,940	201	25	683	131	32	990
Pastoral ..	109	330	346	..	..	..	25	40	123	84	290	223	40	60	108	45	120	110
Rubber ..	10	..	..	..	..	..	5	..	..	5	..	..	3	..	..	4	..	..
Forestry ..	174	827	..	..	..	..	48	288	..	126	539	..	57	131	..	79	360	..
Other agriculture	177	938	1,030	..	..	12	40	301	406	137	637	636	74	261	269	72	357	409
Mining and quarrying—																		
Gold ..	783	..	173	..	..	..	109	..	46	674	..	127	307	..	50	307	..	57
Oil ..	..	..	..	..	..	..	..	..	..	..	..	..	..	..	..	..	..	..
Quarrying ..	..	..	38	..	..	..	..	..	8	..	..	30	..	..	..	..	..	2
Other mining ..	2	..	7	..	..	..	1	..	1	1	..	6	1	..	..	1	..	6
General—																		
Manufacturing ..	882	..	1,670	..	..	..	338	..	642	544	..	1,028	239	..	255	453	..	598
Building and construction ..	11	1,313	1,070	..	..	..	..	416	240	11	897	830	6	103	270	5	441	404
Transport and storage ..	87	909	965	..	..	..	22	317	241	65	592	724	25	103	133	36	255	432
Commerce ..	254	..	1,303	..	..	5	57	..	483	197	..	825	68	..	130	111	..	467
Hotels, cafés and amusements ..	79	..	238	..	..	..	24	..	52	55	..	186	42	..	37	29	..	100
Communications ..	..	217	..	..	..	..	..	77	..	..	140	..	..	52	..	..	83	..
Personal service ..	170	..	3,032	..	..	119	34	..	1,027	136	..	2,124	76	..	684	64	..	922
Professional activities—																		
Religious and social welfare ..	131	..	866	..	..	7	5	..	417	126	..	456	49	..	129	69	..	347
Health and hospitals ..	2	3,022	60	..	297	..	..	1,410	25	2	1,909	35	1	699	10	..	876	15
Education ..	..	634	..	..	39	..	..	282	..	..	391	..	..	193	..	..	216	..
Not elsewhere classified ..	37	1,867	..	..	2	..	8	743	..	29	1,126	..	13	316	..	15	595	..
Total ..	21,928	10,267	17,844	..	338	224	5,933	3,934	6,094	15,995	6,671	11,974	8,246	1,983	3,288	8,000	3,400	6,414

APPENDIX XVII.—continued.

2. NUMBER OF INDIGENOUS WORKERS EMPLOYED AT 31ST MARCH, 1961, SHOWING SEX, MARITAL STATUS AND AGE GROUPS CLASSIFIED ACCORDING TO EACH MAJOR GROUP OF INDUSTRY—continued.

Industry.	Age Groups.											
	26-30.			31-36.			36-40.			41 and over.		
	Agreement Workers.	Administration Servants.	Casual Workers.	Agreement Workers.	Administration Servants.	Casual Workers.	Agreement Workers.	Administration Servants.	Casual Workers.	Agreement Workers.	Administration Servants.	Casual Workers.
Privately and governmental employed agreement workers, casual workers and Administration servants—												
Primary production—												
Copra and cocoa	4,134	30	1,185	592	10	669	241	4	312	44	..	180
Coffee	37	4	662	14	..	207	2	..	73	1	..	81
Pastoral	20	135	117	3	8	7	1	7	3	..	..	1
Rubber	3	..	..	..	..	..	..	..	..	..	..	..
Forestry	26	239	..	10	87	..	2	8	..	..	2	..
Other agriculture	24	194	229	5	90	82	1	25	39	1	11	14
Mining and quarrying—												
Gold	122	..	35	30	..	20	12	..	5	5	..	6
Oil .. .. .	..	..	..	..	..	..	..	..	..	..	..	..
Quarrying .. .. .	..	..	8	..	..	23	..	..	4	..	..	1
Other mining .. .. .	..	..	1	..	..	..	..	..	..	..	..	..
General—												
Manufacturing	170	..	426	14	..	315	6	..	66	..	..	10
Building and construction .. .. .	..	521	322	..	153	35	..	69	30	..	26	9
Transport and storage	21	275	242	5	170	111	..	53	48	..	38	14
Commerce	57	..	459	13	..	172	3	..	61	2	..	19
Hotels, cafés and amusements	7	..	50	1	..	32	..	..	16	..	..	3
Communications .. .. .	..	50	..	..	25	..	..	4	..	..	3	..
Personal service	22	..	645	7	..	411	1	..	316	..	..	173
Professional activities—												
Religion and social welfare	15	..	190	3	..	102	..	..	56	..	..	44
Health and hospitals	1	917	..	..	543	10	..	221	8	..	63	2
Education .. .. .	..	193	..	..	32	..	..	19	..	..	20	..
Not elsewhere classified	8	524	..	3	272	..	..	82	..	..	78	..
Total	4,667	3,082	4,586	700	1,390	2,196	269	492	1,037	53	241	557

APPENDIX XVII.—*continued.*

3. WORKERS EMPLOYED AT 31ST MARCH, 1961: ANALYSIS BY METHODS OF RECRUITMENT AND MAIN INDUSTRIES.

	Directly by Employer.					Through Labour Agent.					Through Labour Exchange.					Total.
	Private.		Governmental.			Private.		Governmental.			Private.		Governmental.			
	Agree- ment.	Casual.	Agree- ment.	Casual.	Adminis- tration Servants.	Agree- ment.	Casual.	Agree- ment.	Casual.	Adminis- tration Servants.	Agree- ment.	Casual.	Agree- ment.	Casual.	Adminis- tration Servants.	
Primary production—																
Copra and cocoa	1,815	4,391	..	149	..	13,789	..	..	..	..	3,030	40	..	..	..	23,214
Coffee	337	2,596	..	61	..	49	..	..	..	..	..	100	..	..	..	3,143
Pastoral	80	346	..	330	..	29	..	..	..	..	..	..	..	..	..	785
Other agriculture	100	1,040	..	689	249	62	..	..	..	..	15	2	..	..	..	2,157
Rubber	10	..	..	..	..	..	..	..	..	..	..	..	..	..	..	10
Forestry .. .. .	..	..	174	727	100	..	..	..	..	..	..	..	..	..	..	1,001
Mining and quarrying—																
Gold	124	173	..	..	..	645	..	..	..	..	14	..	..	..	..	956
Other	2	7	..	..	..	..	..	..	..	..	..	..	..	..	..	9
Quarrying .. .. .	..	38	..	..	..	..	..	..	..	..	..	..	..	..	..	38
General—																
Manufacturing	77	1,668	..	..	..	699	..	..	..	..	106	2	..	..	..	2,552
Building and construction	2	931	6	725	588	..	..	..	..	..	3	139	..	..	..	2,394
Transport and storage	3	951	1	349	560	51	..	..	..	..	12	14	20	..	..	1,961
Commerce	34	1,280	..	..	..	174	..	..	..	..	46	28	..	..	..	1,562
Personal service	40	3,091	..	..	..	127	..	..	..	..	3	60	..	..	..	3,321
Hotels, cafés and amusements	2	238	..	..	..	76	..	..	..	..	1	..	..	..	..	317
Communications .. .. .	..	..	..	58	157	..	..	..	..	..	..	..	..	2	..	217
Professional activities—																
Religion and social welfare	43	873	..	..	..	88	..	..	..	..	..	..	..	..	..	1,004
Health and hospitals .. .. .	..	60	2	461	2,858	..	..	..	..	..	..	..	..	..	..	3,381
Education .. .. .	..	..	..	69	604	..	..	..	..	..	..	..	..	..	..	673
Not elsewhere classified .. .. .	..	..	37	1,180	688	..	..	..	..	..	..	..	..	1	..	1,906
Total	2,669	17,683	220	4,798	5,804	15,789	..	..	..	..	3,230	385	20	3	..	50,601

APPENDIX XVII.—continued.

4. NUMBER OF PRIVATE AND GOVERNMENTAL AGREEMENT WORKERS EMPLOYED AT 31ST MARCH, 1961, SHOWING PLACE OF RECRUITMENT, 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.	
	Private.	Governmental.	Private.	Governmental.	Private.	Governmental.
Privately and governmental employed agreement workers(b)—						
Primary production—						
Copra and cocoa	737	..	16,129	..	1,768	..
Coffee	70	..	291	..	25	..
Other agriculture	10	..	138	..	29	..
Rubber .. .. .	..	..	10	..	..	115
Forestry .. .. .	..	..	..	59	..	..
Pastoral	41	..	62	..	6	..
Mining and quarrying—						
Gold	61	..	682	..	40	..
Other .. .. .	..	..	2	..	..	..
General—						
Manufacturing	23	..	768	..	91	..
Building and construction .. .. .	..	..	3	6	2	..
Transport and storage .. .. .	..	..	22	21	44	..
Commerce	15	..	174	..	65	..
Personal service	37	..	98	..	35	..
Hotels, cafés and amusements	21	..	54	..	4	..
Professional activities—						
Religion and social welfare	14	..	108	..	9	..
Health and hospitals .. .. .	..	..	..	2	..	..
Not elsewhere classified .. .. .	..	..	..	29	..	8
Total	1,029	..	18,541	117	2,118	123

(a) In addition there were 17,949 privately employed casual workers (including 105 females) and 10,267 Governmental Workers (including 338 females). Particulars are not available of the place of recruitment of such workers. (b) Information drawn from Native Employees' Agreements current at 31st March, 1961.

APPENDIX XVII—continued.

5. ACTUAL CASH WAGES^(a) OF AGREEMENT WORKERS EMPLOYED AT 31ST MARCH, 1961.

	30s.	32s. to 35s.	36s. to 40s.	45s. to 50s.	55s. to 60s.	63s. to 80s.	90s. to 100s.	102s. to 120s.	125s. to 160s.	180s. to 200s.	220s. to 260s.	280s.	400s.	Total Em- ployed.
Baker	1	..	7	1	3	9	2	4	1	6	9	..	..	43
Carpenter	18	1	3	1	3	2	..	..	..	..	..	1	1	30
Caretaker .. .. .	..	..	..	..	..	..	2	..	..	1	..	..	..	3
Domestic	255	18	19	6	4	4	6	13	..	1	..	..	..	326
Driver	9	..	3	..	2	6	8	3	5	1	..	..	..	37
Foreman	2	..	4	1	4	5	7	3	3	8	1	..	..	38
Heavy equipment operator	1	..	..	..	3	6	..	2	..	..	..	..	..	12
Joiner	4	..	..	..	..	..	..	..	..	..	..	..	..	4
Labourer (general)	1,954	99	110	12	15	48	6	8	1	1	1	..	..	2,255
Labourer (plantation)	17,962	319	483	92	70	32	7	3	1	..	..	..	..	18,969
Mechanical equipment operator .. .. .	..	..	1	..	..	2	..	..	..	..	..	..	..	3
Mechanic	1	..	1	1	..	1	..	..	..	..	..	..	..	4
Printer	3	..	..	..	..	..	..	..	..	..	..	..	..	3
Seaman	19	1	4	1	3	..	..	..	..	..	..	..	..	28
Steward	72	1	1	..	13	..	1	..	..	1	..	..	..	89
Storeman	33	..	3	..	1	2	1	..	..	..	..	..	..	40
Winchman	35	..	..	..	..	..	..	..	..	..	..	..	..	35
Total	20,369	439	639	115	121	117	40	36	11	19	11	1	1	21,919

NOTE (1).—Wages quoted are per lunar month. In addition workers are provided with rations, clothing, equipment and hospital services. If a worker is engaged away from his place of employment, the cost of transportation each way is the responsibility of the employer. If a worker's dependants live at the place of employment, his employer also provides rations for his wife and children, clothing for his wife, and other prescribed articles for his wife and children.

(2) This table does not distinguish between urban and rural wages scales or between scales for adults and trainees and minors over the age of 16 years. The rates of pay and conditions of employment for urban workers are described in Part VII, Chapter 4 of this Report.

APPENDIX XVII.—continued.

6. LOWEST AND HIGHEST CASH WAGE(a) OF CASUAL EMPLOYEES AT 31ST MARCH, 1961.

Number Employed.	Occupation.	Lowest Wage.	Highest Wage.	Number Employed.	Occupation.	Lowest Wage.	Highest Wage.
		£ s. d.	£ s. d.			£ s. d.	£ s. d.
	MALES—				MALES—continued.		
25	Baker	2 0 0	20 0 0	37	Mechanical equipment operator	1 10 0	30 0 0
4	Blacksmith	3 16 0	8 0 0	208	Mechanic	1 10 0	47 19 0
3	Boot repairer	2 10 0	30 0 0	19	Nurseryman	1 10 0	12 0 0
63	Boiler attendant	5 0 0	20 0 0	162	Painter	2 0 0	31 4 0
2	Bricklayer	15 13 0	15 13 0	89	Plumber	2 0 0	32 9 0
5	Butcher	3 0 0	32 0 0	6	Projectionist	1 10 0	5 0 0
440	Carpenter	1 10 0	43 6 0	3	Printer's assistant	1 10 0	3 0 0
276	Clerk	1 10 0	47 0 0	1	Plant operator	12 19 2	12 19 2
265	Cook	1 10 0	40 0 0	62	Power house operator	3 10 0	8 10 0
7	Compositor	12 0 0	14 0 0	6	Recruiter's assistant	2 0 0	15 0 0
3,071	Domestic	1 10 0	24 0 0	36	Rigger	4 17 6	20 0 0
663	Driver (motor transport)	1 10 0	40 4 0	159	Sawyer	1 10 0	25 0 0
10	Driver (engine station-ary)	1 13 0	16 0 0	6	Saw sharpener	6 12 0	23 15 0
37	Electrician	1 10 0	32 0 0	1	Saddler	7 9 8	7 9 8
109	Engineer	5 0 0	35 0 0	253	Seaman	1 10 0	28 0 0
10	Ferryman	1 10 0	1 10 0	25	Shipmaster	7 0 0	50 0 0
4	Fitter and turner	7 1 0	21 0 0	27	Shipwright	2 0 0	28 0 0
2	Film processor	16 0 0	24 0 0	23	Sheet metal worker	5 10 0	33 0 0
21	Fireman	1 10 0	22 14 0	157	Steward	1 10 0	22 12 0
296	Gardener	5 0 0	12 0 0	214	Storeman	1 10 0	32 0 0
42	Foreman	1 10 0	37 10 0	47	Stockman	1 10 0	15 18 0
8	Gameshooter	1 10 0	2 5 0	197	Store assistant	1 10 0	15 13 0
66	Heavy equipment operator	1 10 0	32 6 8	1	Tilemaker	12 0 0	12 0 0
5	Heavy plant operator	2 10 0	17 10 0	7	Timber feller	2 0 0	4 0 0
8,531	Labourer (general)	1 10 0	40 0 0	171	Workshop assistant	1 10 0	32 0 0
6,420	Labourer (plantation)	1 10 0	22 0 0	7	Welder	12 0 0	60 0 0
86	Labourer (sanitation)	3 0 0	13 10 0	14	Winchman	8 0 0	26 0 0
96	Laundryman	1 10 0	24 0 0	11	Woodmachinist	9 13 0	18 0 0
23	Log cutter	2 0 0	7 10 0	22,594	TOTAL MALES.		
55	Marine engine operator	1 10 0	19 3 0				
	FEMALES—						
17	Cook	1 10 0	5 0 0	27	Seamstress	1 10 0	13 13 0
119	Domestic	1 10 0	8 16 0	4	Store assistant	2 0 0	7 0 0
14	Labourer (general)	1 10 0	2 0 0	2	Supervisor	3 10 0	3 10 0
80	Labourer (plantation)	1 10 0	2 0 0				
12	Laundress	1 10 0	1 10 0	275	TOTAL FEMALES.		

(a) Wages quoted are per Lunar Month. In addition workers are provided with rations, clothing, equipment and hospital services. If a worker is engaged away from his place of employment, the cost of transportation each way is the responsibility of 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.

NOTE.—This table does not distinguish between urban and rural wages scales or between wages scales for adults and trainees and minors over the age of 16 years. Data of this nature will be published for the year ending 31st March, 1962. The rates of pay and conditions of employment for urban workers are described in Part VII Chapter 4 of this report.

APPENDIX XVII.—continued.

7. LOWEST AND HIGHEST WAGES^(a) OF ADMINISTRATION SERVANTS AT 31st MARCH, 1961.

Number Employed.	Occupation.	Lowest Wage.	Highest Wage.	Number Employed.	Occupation.	Lowest Wage.	Highest Wage.
		£ s. d.	£ s. d.			£ s. d.	£ s. d.
MALES—				MALES—continued.			
792	Aid post orderly ..	4 17 6	15 16 0	103	Medical orderly ..	3 10 0	20 0 0
352	Carpenter	6 10 0	26 14 0	216	Messenger cleaner ..	1 10 0	14 5 0
204	Clerk	3 10 0	24 13 0	75	Malaria control assistant	3 10 0	24 13 0
8	Co-operative assistant ..	8 0 0	25 11 0	96	Malaria control orderly	3 10 0	20 0 0
2	Chainman	3 10 0	25 11 0	29	Postal assistant ..	3 10 0	24 13 0
600	Driver (motor transport)	3 10 0	26 14 0	1	Publications assistant ..	8 0 0	8 0 0
22	Dental assistant ..	6 10 0	26 14 0	30	Pharmacy assistant ..	3 10 0	22 12 0
30	Dental orderly ..	3 10 0	20 0 0	20	Pharmacy orderly ..	3 2 6	20 9 0
309	Fieldworker (Agriculture)	6 10 0	26 14 0	300	Seaman	3 10 0	20 0 0
2	Fieldworker (Fish) ..	6 10 0	26 14 0	200	Storeman	3 10 0	24 13 0
16	Fieldworker (Survey) ..	6 10 0	25 19 0	9	Surveyor's assistant ..	6 10 0	26 14 0
175	Fieldworker (Other) ..	6 10 0	26 14 0	520	Teacher	8 0 0	28 0 0
4	Field assistant ..	6 10 0	26 14 0	10	Technical assistant	6 10 0	26 14 0
212	Foreman (Labourer) ..	3 2 6	19 3 0		(Radio)		
2	Gesteiner operator ..	3 10 0	19 3 0	7	Technical assistant	6 10 0	26 14 0
12	Health inspector ..	6 10 0	26 14 0		(Telegraph) ..		
13	Hostel assistant ..	3 10 0	19 3 0	12	Technical assistant	6 10 0	26 14 0
200	Hospital assistant ..	6 10 0	26 14 0		(Telephone) ..		
92	Hospital attendant ..	6 10 0	26 14 0	2	Technical assistant	6 10 0	26 14 0
489	Hospital orderly ..	3 10 0	20 0 0		(Workshop) ..		
50	Hospital handyman ..	6 10 0	24 13 0	2	Telegraphist's assistant	6 10 0	26 14 0
29	Interpreter	3 10 0	22 12 0	35	Telephonist's assistant	3 10 0	24 13 0
38	Laboratory assistant ..	8 0 0	28 0 0	1	Typist	3 10 0	3 10 0
24	Laboratory orderly ..	3 10 0	20 0 0	4	Volcanologist's assistant	6 10 0	26 14 0
23	Limbmaker's assistant ..	3 10 0	22 12 0	70	Wardsman	3 10 0	16 6 0
2	Library assistant ..	3 10 0	24 13 0	11	X-Ray assistant ..	6 10 0	26 14 0
35	Linesman	6 10 0	26 14 0	13	X-Ray orderly ..	3 10 0	19 3 0
8	Local government assistant	8 10 0	25 11 0				
2	Local government clerk	3 10 0	24 13 0	5,517	TOTAL MALES.		
4	Marine engine operator	3 10 0	24 13 0				
FEMALES—							
23	Aid post orderly ..	4 17 6	15 16 0	47	Nursing assistant ..	6 10 0	26 14 0
3	Hospital assistant ..	6 10 0	26 14 0	7	Pre-School assistant ..	6 10 0	26 14 0
70	Hospital orderly ..	3 10 0	20 0 0	34	Teacher	8 0 0	28 0 0
32	Infant welfare assistant	6 10 0	26 14 0	2	Welfare assistant ..	6 10 0	26 14 0
34	Infant welfare orderly	3 10 0	19 3 0				
35	Medical orderly ..	3 10 0	20 0 0	287	TOTAL FEMALES.		

(a) Wages quoted are per Lunar Month. In addition workers are provided with rations, clothing, equipment and hospital services. If a worker is engaged away from his place of employment, the cost of transportation each way is the responsibility of 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.

NOTE.—This table does not distinguish between urban and rural wages scales or between wages scales for adults and trainees and minors over the age of 16 years. Data of this nature will be published for the year ending 31st March, 1962. The rates of pay and conditions of employment for urban workers are described in Part VII Chapter 4 of this report.

APPENDIX XVII.—*continued.*

8. NUMBER OF LABOUR INSPECTIONS PERFORMED DURING THE YEAR ENDED 30TH JUNE, 1961, CLASSIFIED ACCORDING TO MAJOR GROUPS OF INDUSTRY.

Industry.	Number of Inspections.	Number of Workers Secn.
Primary production—		
Copra and cocoa	392	19,498
Coffee and rubber	119	4,949
Other agriculture	27	859
Manufacturing—		
Sawmilling	17	1,005
Other	16	370
Building and construction	9	216
Commerce	81	981
Mining and quarrying	13	810
Transport and storage—		
Air	38	1,140
Personal service	5	83
Professional activities—		
Health and hospitals	20	540
Religion	20	298
Education	2	27
Other	1	7
Not elsewhere classified	47	2,348
Total	807	33,131

APPENDIX XVII.—*continued.*

9. NUMBER OF INDUSTRIAL ACCIDENTS WHICH OCCURRED DURING THE YEAR ENDED 30TH JUNE, 1961, SHOWING THE CAUSE AND RESULT.

Industry.	Cause of Accident.	Result.		
		Fatal.	Non-Fatal.	Total.
Copra and cocoa	Drowned	3	..	3
	Fall of earth	1	..	1
	Falling tree.. .. .	3	6	9
	Fall .. .. .	..	2	2
	Fall from tree	1	2	3
	Vehicle accident	1	1	2
	Injured by machinery .. .. .	..	1	1
	Fall from vehicle .. .. .	..	2	2
	Injured by handtools .. .. .	..	6	6
	Falling object .. .. .	..	1	1
Other agriculture	Snake bite	1	..	1
	Fall .. .. .	..	1	1
	Falling object .. .. .	..	1	1
	Vehicle accident .. .. .	..	1	1
Coffee	Vehicle accident	1	..	1
	Injured by machinery .. .. .	..	2	2
Forests	Falling tree.. .. .	1	2	3
	Fall .. .. .	..	2	2
	Injured by handtools .. .. .	..	5	5
	Fall from vehicle .. .. .	..	1	1
	Falling object .. .. .	..	1	1
Mining and quarrying	Injured by machinery .. .. .	..	5	5
	Fall of earth .. .. .	..	4	4
Manufacturing	Vehicle accident	1	..	1
	Injured by machinery .. .. .	..	12	12
Transport and storage	Drowned	1	..	1
	Fall from truck	1	..	1
	Aircraft accident	1	..	1
	Vehicle accident	1	2	3
	Fall .. .. .	..	1	1
	Injured by handtools .. .. .	..	2	2
	Flying object .. .. .	..	2	2
	Falling object .. .. .	..	3	3
	Injured by machinery .. .. .	..	3	3
	Injured by vehicle .. .. .	..	2	2
	Minor crushing .. .. .	..	3	3
	Collapse of tunnel	1	..	1
	Minor crushing .. .. .	..	2	2
	Falling object .. .. .	..	2	2
Building and construction	Vehicle accident .. .. .	..	1	1
	Fall from tree .. .. .	..	1	1
	Fall .. .. .	..	1	1
Not elsewhere classified	Injured by machinery .. .. .	..	2	2
	Tractor accident	1	..	1
	Asphyxiated diving	1	..	1
	Drowning	3	..	3
	Fall from vehicle	1	1	2
	Vehicle accident .. .. .	..	2	2
	Falling tree.. .. .	..	1	1
	Injured by machinery .. .. .	..	3	3
	Fall .. .. .	..	1	1
Total		24	93	117

APPENDIX XVII.—*continued.*

10. NUMBER OF CASES WHERE COMPENSATION DUE TO INDUSTRIAL ACCIDENTS WAS PAID DURING THE YEAR ENDED 30TH JUNE, 1961.

Industry.	Nature and Cause of Injury.	Category of Employment.			Total.	Degree of Disability.	Amount of Compensation Paid.
		Private.		Governmental.			
		Agreement	Casual.				
						£ s. d.	
Copra and cocoa ..	Snake bite(a)	1	..	..	1	Fatal ..	20 0 0
	Internal injuries—crushed by earth fall	1	..	..	1	Fatal ..	100 0 0
	Fractured skull—falling tree	..	1	..	1	Fatal ..	35 0 0
	Severed fingers—injured by machinery	1	..	..	1	Partial permanent	10 0 0
Other agriculture ..	Severed fingers—vehicle accident(b)	1	..	..	1	Partial permanent	178 11 2
Manufacturing ..	Severed fingers—injured by machinery	..	1	..	1	Partial permanent	50 15 0
	Severed fingers—injured by machinery	..	1	..	1	Partial permanent	165 0 0
	Multiple injuries—vehicle accident(b)	1	..	..	1	Fatal ..	742 10 0
	Multiple injuries—falling log(a)	1	..	..	1	Fatal ..	100 0 0
	Severed fingers—injured by machinery(a)	1	..	..	1	Partial permanent	5 0 0
	Crushed fingers—injured by machinery	..	1	..	1	Partial permanent	15 0 0
	Crushed arm—injured by machinery(b)	..	1	..	1	Partial permanent	48 15 0
	Severed fingers—injured by machinery(b)	1	..	..	1	Partial permanent	399 12 0
	Severed fingers—injured by machinery(b)	..	1	..	1	Partial permanent	74 11 1
	Wholesale and retail trading	Crushed—tunnel collapsed	..	1	..	1	Fatal ..	75 0 0
Building and construction	Loss of leg—vehicle accident	..	1	..	1	Partial permanent	65 0 0
Transport and storage	Falling object—injured by machinery	..	1	..	1	Temporary	6 10 0
	Fractured arm—vehicle accident	..	1	..	1	Partial permanent	50 0 0
	Severed finger—injured by machinery	..	1	..	1	Partial permanent	50 0 0
	Multiple injuries—vehicle accident(a)	..	..	1	1	Fatal ..	100 0 0
	Drowned(a) .. .. .	..	1	..	1	Fatal ..	100 0 0
	Fractured hand—vehicle repairing(a)	1	..	..	1	Temporary	7 10 0
	Lacerated finger—injured by handtools	1	..	..	1	Partial permanent	20 0 0
	Flying object—chopping firewood(b)	..	1	..	1	Partial permanent	253 16 0

APPENDIX XVII.—*continued.*10. NUMBER OF CASES WHERE COMPENSATION DUE TO INDUSTRIAL ACCIDENTS WAS PAID DURING THE YEAR ENDED 30TH JUNE, 1961—*continued.*

Industry.	Nature and Cause of Injury.	Category of Employment.			Total.	Degree of Disability.	Amount of Compensation paid.
		Private.		Governmental.			
		Agreement.	Casual.				
Mining and quarrying..	Gassed in well .. .. .	..	1	..	1	Fatal ..	£. s. d. 100 0 0
	Lacerated fingers—injured by machinery(b)	1	..	..	1	Partial permanent	114 3 0
	Lacerations—injured by machinery(b)	1	..	..	1	Partial permanent	88 16 8
Forestry	Fractured skull—falling tree	..	1	..	1	Fatal ..	100 0 0
Not elsewhere specified	Asphyxiated—fall of earth(a)	..	1	..	1	Fatal ..	40 0 0
	Fractured spine—vehicle accident(b)	..	1	..	1	Permanent	300 0 0
	Severed fingers—injured by machinery(b)	..	..	1	1	Partial permanent	57 2 1
	Severed fingers—vehicle accident(b)	..	1	..	1	Partial permanent	50 14 0
	Lacerations—falling object(b)	..	1	..	1	Partial permanent	40 10 3
	Total	12	18	3	33		3,563 16 3

(a) Case reported in 1959-60. Compensation was paid during 1960-61. (b) Indicates award made under the *Workers' Compensation Ordinance 1958-1960*. Remainder are awards made under the *Native Labour Ordinance 1950-1956*.

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* or Section 90 (4.) of the *Native Employment Ordinance 1958-1960* and voluntarily by the employers to casual workers.

APPENDIX XVII.—continued.

11. COMPENSATION CASES REPORTED IN 1960-61 AND AWAITING SETTLEMENT AT 30TH JUNE, 1961.

Industry.	Cause of Accident.	Category of Employment.			Degree of Disability.	Total.
		Private.		Governmental.		
		Agreement.	Casual.			
Copra and cocoa ..	Drowning ..	2	1	..	Fatal	3
	Injured by handtools ..	1	1	..	Not yet determined ..	2
	Falling tree ..	4	1	..	Not yet determined ..	5
	Falling object ..	1	..	..	Not yet determined ..	1
	Injured by handtools ..	..	1	..	Not yet determined ..	1
	Fall from tree ..	2	1	..	1 Fatal, 2 not yet determined	3
	Vehicle accident ..	1	1	..	1 Fatal, 1 not yet determined	2
Coffee	Fall from vehicle ..	1	..	..	Not yet determined ..	1
	Fall ..	2	..	..	Not yet determined ..	2
Other agriculture ..	Vehicle accident ..	..	1	..	Fatal	1
	Injured by machinery ..	..	1	..	Not yet determined ..	1
Mining and quarrying ..	Snake bite ..	..	..	1	Fatal	1
	Fall of earth ..	4	..	..	1 Fatal, 3 not yet determined	4
Building and construction	Injured by machinery ..	2	..	..	Not yet determined ..	2
	Fall .. ..	..	2	..	Not yet determined ..	2
Manufacturing ..	Injured by machinery ..	..	2	..	Not yet determined ..	2
	Forestry	Injured by handtools	3	..	Not yet determined ..	3
Falling tree ..		..	..	1	Not yet determined ..	1
Fall from tree ..		..	..	1	Not yet determined ..	1
Fall from vehicle ..		..	..	1	Not yet determined ..	1
Falling object ..		..	..	1	Not yet determined ..	1
Injured by vehicle ..		..	1	..	Not yet determined ..	1
Transport and storage ..	Falling object ..	..	2	1	1 Fatal, 2 not yet determined	3
	Drowned ..	..	1	..	Fatal	1
Not elsewhere classified	Vehicle accident ..	..	1	..	Fatal	1
	Aircraft accident ..	..	1	..	Fatal	1
	Fall from truck ..	..	1	..	Not yet determined ..	1
	Injured by machinery ..	..	1	..	Not yet determined ..	1
	Injured by machinery ..	..	..	2	Not yet determined ..	2
	Vehicle accident ..	..	1	..	Fatal	1
	Fall .. ..	..	1	..	Not yet determined ..	1
	Asphyxia ..	..	1	..	Fatal	1
	Drowned ..	..	1	..	Fatal	1
	Fall from vehicle ..	..	..	1	Fatal	1
	Total ..	20	27	9		56

12. ILLNESSES AND DEATHS DUE TO OCCUPATIONAL DISEASE DURING THE YEAR ENDED 30TH JUNE, 1961.

No illnesses or deaths attributable to occupational disease were reported during the year under review.

13. PROSECUTIONS FOR BREACHES OF THE *Native Labour Ordinance 1950-1956* AND THE *Native Employment Ordinance 1958-1960* BY EMPLOYERS DURING THE YEAR ENDED 30TH JUNE, 1961.

Inspection activities did not disclose any offences against the *Native Labour Ordinance 1950-1956* or the *Native Employment Ordinance 1958-1960* warranting prosecution and no employers were prosecuted.

APPENDIX XVII.—continued.

14. PROSECUTIONS FOR BREACHES OF THE *Native Labour Ordinance 1950-1956* AND THE *Native Employment Ordinance 1958-1960* BY WORKERS DURING THE YEAR ENDED 30TH JUNE, 1961.

Section of Ordinance or Regulation.	Offence.	Number of Employees.			Penalty Imposed.
		Prosecuted.	Convicted.	Acquitted.	
Section 110— <i>Native Labour Ordinance 1950-1956</i>	Misrepresentation (agreement workers claiming they are free to accept other employment)	4	4	..	1 fined £2 3 convicted without penalty
Section 146— <i>Native Employment Ordinance 1958-1960</i>	Misrepresentation (as above) ..	2	2	..	1 fined £1 1 fined £3

15. DETAILS OF BREACHES OF NATIVE EMPLOYEES' AGREEMENTS BY WORKERS AND EMPLOYERS DURING THE YEAR ENDED 30TH JUNE, 1961, RESULTING IN VARIATION OR TERMINATION OF AGREEMENTS.

Nature of Breach	Section of Ordinance.	Number of Agreements.		
		Terminated.	Varied.	Total
<i>Under the Native Labour Ordinance 1950-1956.</i>				
Exerting a bad influence on fellow workers	47 (3) (b)	71	..	71
Absence from work for a period exceeding 7 days	47 (3) (c)	690	..	690
Absence because of imprisonment for a period exceeding 7 days	47 (3) (d)	58	..	58
Employee has not at all times and to the best of his ability performed the duties allotted under the agreement	47 (3) (e)	4	..	4
Assault of employee by the employer or his overseer or foreman	48 (3) (c)	3	..	3
Absence from work without permission	51 (2) (a)	..	137	137
Refusal to perform work lawfully allotted	51 (2) (b)	..	71	71
Failure of worker to show ordinary diligence	51 (2) (c)	..	44	44
Other breaches by employee not specified in Ordinance	51 (2) (d)	..	17	17
Negligence by the employee resulting in loss of employer's property	51 (2) (e)	..	2	2
Total .. .. .	..	826	271	1,097

NOTE.—In addition there were 775 terminations effected under the provisions of Section 49; that is, by mutual consent of both employer and employee.

Under the Native Employment Ordinance 1958-1960.

Absence because of imprisonment for a period exceeding 7 days	49 (1) (b)	2	..	2
Negligence or carelessness in the discharge of his duties to employer	49 (1) (c)	3	..	3
Disobeying a lawful order	49 (1) (d)	3	..	3
Absence from work without leave or reasonable excuse	49 (1) (e)	18	..	18
Committed an act or omission which justifies termination by employer	49 (1) (f)	3	..	3
Term extended to cover period of imprisonment for offence under other legislation	43 (2) (b)	..	1	1
Term extended to cover period of imprisonment	43 (1) (b)	..	2	2
Term extended to cover period of absence from work	43 (3) (b)	..	4	4
Total .. .. .	..	29	7	36

NOTE.—In addition there were 155 terminations effected under the provisions of Section 48; that is, by mutual consent of both employer and employee.

Total number of breaches	1,133
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APPENDIX XVII.—continued.

16. COMPLAINTS BY WORKERS, BY CATEGORIES OF EMPLOYMENT, DURING THE YEAR ENDED 30TH JUNE, 1961.

Nature of Complaint.	Number of Workers Involved.			
	Total.	Category of Employment.		
		Governmental.	Private.	
			Agreement.	Casual.
Non-payment of wages	33	..	4	29
Delay in payment of wages	160	..	..	160
Underpayment of wages	13	..	1	12
Dissatisfaction with wages	227	7	71	149
Non-payment of overtime	38	..	8	30
Short issue of rations	153	9	125	19
Non-issue of rations	20	..	..	20
Non-issue of clothing	95	74	..	21
Non-issue of equipment	20	..	15	5
Non-issue of equipment to dependants	5	2	..	3
Sub-standard accommodation	10	..	1	9
Non-provision of accommodation	237	10	31	196
Hours of work	30	..	24	6
Dissatisfaction with conditions	143	..	131	12
Work considered to be too hard	8	8	..	..
Working in the rain	123	6	97	20
Lack of medical care	7	..	6	1
Dismissal considered unjust	23	..	..	23
Objection to tax payment	350	..	300	50
Delay in repatriation	125	..	125	..
	1,820	116	939	765

NOTE.—The number of complaints for the year 1960–1961 is lower than that for the preceding year and the reasons for complaint this year are in some ways different from previous years. All complaints were fully investigated by labour inspectors who acted as conciliators in the complaints listed.

APPENDIX XVII.—*continued.*17. NUMBER AND DURATION OF INDUSTRIAL DISPUTES WHICH OCCURRED DURING THE YEAR ENDED 30TH JUNE, 1961.
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.		
Cocoa	Dispute over collection of coconuts	..	41	..	123	Matter settled after intervention of Labour Inspector. Improved distribution of tasks allotted
Copra	Workers refused duty through dissatisfaction with management	..	21	..	126	Labourers returned to work after investigation by Labour Inspector who conciliated in the difference between the parties
Commerce ..	Indigenous shop assistant alleged assault by a customer	..	..	1	1	Matter could not be investigated as the person who allegedly committed the assault was unknown
Transport ..	Workers refused to work unless paid higher wages	..	23	..	23	Men did not resume work as their claim was refused on the grounds that prevailing rates were being paid
Shipping ..	Foreman refused to work with certain wharf labourers of whom he was in fear	..	6	..	6	Labour Inspector who investigated suggested foreman be given other gangs work and this was done
Copra	Workers refused to work following a dispute over gambling	10	..	..	10	Matter dealt with by the Court and workers returned to duty
Manufacturing ..	Workers refused to work night shift at bakery without additional pay	..	..	30	15	Matter settled amicably by Labour Inspector—workers now on rotation shifts

APPENDIX XVII.—continued.

18. NON-INDIGENOUS WORKERS: DISTRIBUTION BY INDUSTRY AT 30TH JUNE, 1961.

Industry.	Western Highlands.	Eastern Highlands.	Sepik.	Madang.	Morobe.	New Britain.	New Ireland.	Bougainville.	Manus.	Migratory.	Total.
MALES.											
Primary production ..	49	55	4	62	123	279	124	65	16	9	786
Mining and quarrying ..	2	1	..	1	167	1	..	..	..	1	173
Manufacturing ..	7	19	16	37	201	201	12	5	4	15	517
Electricity, gas and water ..	2	3	5	9	21	17	2	2	2	..	63
Building construction ..	33	54	97	63	138	164	40	16	13	7	625
Transport, storage and communications ..	13	48	77	88	300	148	16	3	6	483	1,182
Finance and property ..	1	9	5	12	34	38	3	..	..	2	104
Commerce ..	8	41	39	88	172	353	43	20	7	13	784
Public authority ..	50	104	126	89	195	224	41	38	100	3	970
Community and business services ..	122	155	216	149	171	324	31	60	18	7	1,253
Amusement, hotels, &c. ..	2	4	4	9	17	37	5	..	..	..	78
Other industries, inadequately described, or not stated ..	..	1	..	1	2	12	2	..	..	..	18
Total males in work force ..	289	494	589	608	1,541	1,798	319	209	166	540	6,553
Males not in work force ..	159	202	116	232	663	918	168	51	77	19	2,605
Total males ..	448	696	705	840	2,204	2,716	487	260	243	559	9,158
FEMALES.											
Primary production ..	7	2	..	..	6	14	2	3	..	2	36
Mining and quarrying ..	..	..	..	..	19	..	..	..	..	..	19
Manufacturing ..	1	1	1	5	23	22	..	..	..	3	56
Electricity, gas and water ..	..	1	1	..	2	2	..	..	..	..	6
Building construction ..	..	1	1	1	1	5	..	..	..	1	10
Transport, storage and communications ..	3	5	5	17	67	30	2	1	3	4	137
Finance and property ..	..	..	..	1	6	17	..	..	..	2	26
Commerce ..	2	14	14	59	126	204	33	4	..	5	461
Public authority ..	7	18	16	26	58	72	5	5	4	1	212
Community and business services ..	65	134	104	100	116	216	33	60	12	8	848
Amusement, hotels, &c. ..	1	5	4	7	30	25	1	..	..	4	77
Other industries, inadequately described, or not stated ..	..	1	..	2	6	6	..	..	..	1	16
Total females in work force ..	86	182	146	218	460	613	76	73	19	31	1,904
Females not in work force ..	258	370	230	343	1,223	1,506	243	105	138	58	4,474
Total females ..	344	552	376	561	1,683	2,119	319	178	157	89	6,378

APPENDIX XVII.—*continued.*18. NON-INDIGENOUS WORKERS: DISTRIBUTION BY INDUSTRY AT 30TH JUNE, 1961.—*continued.*

Industry.	Western Highlands.	Eastern Highlands.	Sepik.	Madang.	Morobe.	New Britain.	New Ireland.	Bougainville.	Manus.	Migratory.	Total.
PERSONS.											
Primary production ..	56	57	4	62	129	293	126	68	16	11	822
Mining and quarrying ..	2	1	..	1	186	1	..	..	..	1	192
Manufacturing ..	8	20	17	42	224	223	12	5	4	18	573
Electricity, gas and water ..	2	4	6	9	23	19	2	2	2	..	69
Building construction ..	33	55	98	64	139	169	40	16	13	8	635
Transport, storage and communications ..	16	53	82	105	367	178	18	4	9	487	1,319
Finance and property ..	1	9	5	13	40	55	3	..	..	4	130
Commerce ..	10	55	53	147	298	557	76	24	7	18	1,245
Public authority ..	57	122	142	115	253	296	46	43	104	4	1,182
Community and business services ..	187	289	320	249	287	540	64	120	30	15	2,101
Amusement, hotels, &c. ..	3	9	8	16	47	62	6	..	..	4	155
Other industries, inadequately described, or not stated ..	..	2	..	3	8	18	2	..	..	1	34
Total persons in work force ..	375	676	735	826	2,001	2,411	395	282	185	571	8,457
Persons not in work force ..	417	572	346	575	1,886	2,424	411	156	215	77	7,079
Total persons ..	792	1,248	1,081	1,401	3,887	4,835	806	438	400	648	15,536

APPENDIX XVII.—*continued.*

19. NON-INDIGENOUS WORKERS: OCCUPATIONAL STATUS AT 30TH JUNE, 1961.

Occupational Status.	Males.	Females.	Persons.
In work force—			
At work—			
Employer	519	79	598
Self-employed	330	100	430
Employee	5,541	1,569	7,110
Part-time .. .. .	..	17	17
Helper (not on wage or salary)	115	123	238
Total at work	6,505	1,888	8,393
Not at work(a)	48	16	64
Total work force	6,553	1,904	8,457
Not in work force—			
Child not attending school	1,214	1,125	2,339
Full-time students or children attending school	1,230	1,170	2,400
Independent means, including retired (so described)	37	29	66
Home duties .. .. .	..	2,068	2,068
Pensioner or annuitant	47	36	83
Inmates of institutions	29	12	41
Others not in work force	48	34	82
Total not in work force	2,605	4,474	7,079
Total population	9,158	6,378	15,536

(a) Includes persons unable to secure employment, temporarily laid off, absent because of sickness or accident, changing jobs, &c.

APPENDIX XVIII.

SOCIAL SECURITY AND WELFARE SERVICES.

Information relating to social security and welfare services is given in Chapter 5 of Part VII of this report.

APPENDIX XIX.

PUBLIC HEALTH.

1. HEALTH SERVICES PERSONNEL: ADMINISTRATION AND OTHER AT 30TH JUNE, 1961.

Designation	Administration.				Non-Administration.				Total.		
	Indigenous.		Non-indigenous.		Indigenous.		Non-indigenous.		Male.	Female.	Total.
	Male.	Female.	Male.	Female.	Male.	Female.	Male.	Female.			
<i>A.—Medical Personnel.</i>											
Group I.(a)—											
Specialist .. .. .	..	..	8 (1)	..	..	..	..	..	8 (1)	..	8 (1)
Physician and surgeon .. .. .	..	..	42 (7)	2 (1)	..	..	9	8	51 (7)	10 (1)	61 (8)
Assistant medical practitioner	3	..	..	..	..	..	..	..	3	..	3
Cadet medical officer .. .. .	..	..	(33)	..	..	..	..	..	(33)	..	(33)
Medical assistant .. .. .	..	..	96 (1)	4	..	..	128	8	224 (1)	12	236 (1)
Cadet medical assistant .. .. .	..	..	1 (1)	..	..	..	..	..	1 (1)	..	1 (1)
Entomologist .. .. .	..	..	1	1	..	..	..	..	1	1	2
Dental officer .. .. .	..	..	4 (1)	2	..	..	7	1	11 (1)	3	14 (1)
Dental mechanic .. .. .	..	..	5	..	1	..	..	..	6	..	6
Dental assistant	1	..	..	..	1	..	..	..	2	..	2
Pharmacist .. .. .	..	..	3 (3)	1	..	..	4	3	7 (3)	4	11 (3)
Malaria control officer .. .. .	..	..	1	..	..	..	..	..	1	..	1
Malaria control assistant	5	..	17	..	..	..	..	..	22	..	22
Optician .. .. .	..	..	..	..	..	..	1	..	1	..	1
Dietitian .. .. .	..	..	..	..	..	..	1	..	1	..	1
Physiotherapist .. .. .	..	..	..	4	..	..	..	..	..	4	4
Nurse .. .. .	..	..	..	108 (1)	..	40	7	115	7	263 (1)	270 (1)
Hospital and nursing assistant	5	..	..	8	65	36	..	..	70	44	114
Instructor (Aid Post Training Schools) .. .. .	..	..	3	..	..	..	..	..	3	..	3
Medical technologist .. .. .	..	..	6	..	..	..	..	4	6	4	10
Laboratory assistant	3	..	1	1	1	..	..	2	5	3	8
Radiographer	2	..	3	..	..	..	..	..	5	..	5
X-Ray assistant	1	..	..	..	..	..	..	3	1	3	4
Health inspector .. .. .	..	..	9 (1)	..	..	..	..	..	9 (1)	..	9 (1)
Health inspector's assistant	6	..	2	..	..	..	..	..	8	..	8
Limb maker	1	..	1	..	..	..	..	..	2	..	2
Nutritionist biochemist .. .. .	..	..	..	1	..	..	..	..	..	1	1
Group II.(a)—											
Dental assistant	2	..	..	..	..	..	..	..	2	..	2
Dental orderly	7	..	..	..	..	..	..	..	7	..	7
Hospital nursing assistant	50	21	..	..	..	..	..	..	50	21	71
Infant welfare assistant .. .. .	..	95	..	..	..	13	..	7	..	115	115
Infant welfare orderly .. .. .	..	59	..	..	..	46	..	15	..	120	120
Aide post orderly	1,002	11	..	..	83	19	20	3	1,105	33	1,138
Hospital orderly	954	112	..	..	53	85	..	1	1,007	198	1,205
Laboratory assistant	4	..	..	..	..	..	..	..	4	..	4
Laboratory orderly	16	..	..	..	1	..	..	1	17	1	18
X-Ray assistant	4	..	..	..	..	..	..	..	4	..	4
X-Ray orderly	2	..	..	..	2	..	..	..	4	..	4
Malaria control assistant	25	..	..	..	..	..	..	..	25	..	25
Malaria control orderly	74	..	..	..	..	..	..	..	74	..	74
Health inspector's assistant	2	..	..	..	..	..	..	..	2	..	2
Ambulance driver	17	..	..	..	2	1	..	..	19	1	20
Limb maker's assistant	1	..	..	..	..	..	..	..	1	..	1
	2,187	298	203 (48)	132 (2)	209	240	176	172	2,775 (48)	842 (2)	3,617 (50)

APPENDIX XIX.—*continued.*1. HEALTH SERVICES PERSONNEL: ADMINISTRATION AND OTHER AT 30TH JUNE, 1961—*continued.*

Designation.	Administration.				Non-Administration.				Total.		
	Indigenous.		Non-indigenous.		Indigenous.		Non-indigenous.		Male.	Female.	Total.
	Male.	Female.	Male.	Female.	Male.	Female.	Male.	Female.			
<i>B.—Non-Medical Personnel.</i>											
Group I.(a)—											
Pre-School teacher .. .. .	..	..	..	7 (2)	..	..	..	..	..	7 (2)	7 (2)
Clerk .. .. .	..	..	3 (13)	1 (4)	..	..	..	1	3 (13)	2 (4)	5 (17)
Typist .. .. .	..	..	..	10 (7)	..	..	..	..	..	10 (7)	10 (7)
Storeman .. .. .	..	..	9	..	..	..	..	..	9	..	9
Clerical assistant	1 (5)	..	1	42 (8)	..	..	..	..	2 (5)	42 (8)	44 (13)
Insecticide machine operator .. .. .	..	..	3	..	..	..	..	..	3	..	3
Other non-medical .. .. .	..	..	..	42	..	..	..	..	..	42	42
Group II.(a)—											
Pre-School assistant .. .. .	..	9	..	..	..	..	..	..	..	9	9
Stores assistant	15 (1)	..	..	..	..	..	..	..	15 (1)	..	15 (1)
Clerk	34 (13)	..	..	..	..	..	..	..	34 (13)	..	34 (13)
Cook's assistant	125	1	..	..	5	1	..	..	130	2	132
Scamstress .. .. .	..	2	..	..	..	..	..	..	..	2	2
Wardsman	30	2	..	..	2	..	..	..	32	2	34
Hospital handyman	5	..	..	..	2	..	..	..	7	..	7
Messenger/cleaner	21 (7)	1	..	..	2	..	..	..	23 (7)	1	24 (7)
Foreman labourer	27	..	..	..	2	..	..	..	29	..	29
Labourer (b)	406	..	..	..	110	..	..	..	516	..	516
Steward	15	4	..	..	..	..	..	..	15	4	19
Laundryman	39	3	..	..	..	..	..	..	39	3	42
Hostel assistant .. .. .	..	1	..	..	..	..	..	..	..	1	1
Other non-medical	2	..	..	..	5	..	4	..	11	..	11
	720 (26)	23	16 (13)	102 (21)	128	1	4	1	868 (39)	127 (21)	995 (60)
Total	2,907 (26)	321	219 (61)	234 (23)	337	241	180	173	13,643(87)	969 (23)	4,612(110)

(a) The distinction between Group I. and Group II. relates only to Administration personnel, Group I. being officers of the Public Service of the Territory of Papua and New Guinea and Group II. being employed as Administration Servants. (b) These personnel employed under the provisions of the Native Employment Ordinance.

NOTE.—Headquarters personnel of the Department of Public Health stationed at Port Moresby are shown in parenthesis and are not included in the other figures.

APPENDIX XIX.—*continua.*

2. ADMINISTRATION MEDICAL TRAINING: TRAINEES AT 30TH JUNE, 1961.

Training Course.	Trainees.		
	Male.	Female.	Total.
Assistant medical practitioner—			
Central Medical School, Suva, Fiji—			
Preliminary year .. .. .	..	..	..
First year	1	..	1
Second year	1	..	1
Third year .. .. .	..	..	..
Fourth year .. .. .	..	..	..
Fifth year	1	..	1
Papuan Medical College—			
Preliminary year .. .. .	..	..	..
First year	4	..	4
Second year	3	1	4
	10	1	11
Nursing—			
Rabaul General Hospital	42	30	72
Port Moresby General Hospital	26	17	43
	68	47	115
Post-Graduate Nursing—Obstetrics .. .. .	..	1	1
Aid post orderly	192	..	192
Hospital orderly	66	37	103
Dental—			
Assistant dental officer (Suva)	1	..	1
Dental assistant	2	..	2
Dental orderly	2	..	2
	5	..	5
X-Ray Assistant	6	..	6
Laboratory—			
Assistant (Suva)	1	..	1
Assistant	3	1	4
Orderly	5	..	5
	9	1	10
Health inspector (Suva)	1	..	1
Infant and Maternal Welfare—			
Assistant .. .. .	..	13	13
Orderly .. .. .	..	43	43
	..	56	56
Pre-School assistant .. .. .	..	11	11
	357	154	511

APPENDIX XIX.—continued.

3. HOSPITALS AND MEDICAL CENTRES AT 30TH JUNE, 1961.

Medical Establishments.	Administration.	Mission.	Total.
Hospitals—			
Public (including Maternity Wards)	67	76	143
Hansenide	3	3	6
Tuberculosis	2	1	3
Hansenide and tuberculosis ^(a)	1	..	1
Total	73	80	153
Maternity and Child Welfare Centres --			
Central clinics	14	..	14
Mobile clinic centres	379	82	461
Total	393	82	475
Aid Posts or Medical Centres	1,016	274	1,290
Total	1,482	436	1,918

(a) Hatzfeldhaven Hospital now caters for both Hansenide and Tuberculosis patients.

4. ADMINISTRATION HOSPITALS AT 30TH JUNE, 1961.

District.	Location of Hospital.	Type. (A—Paying; B—Nor-Paying).
Eastern Highlands	Goroka	A and B
	Henganofi	B
	Lufa	B
	Kainantu	B
	Okapa	B
	Kundjawa	B
	Chuave	B
	Gumine	B
	Kerowagi	B
	Western Highlands	Mount Hagen .. .. .	B
Minj		B
Wabag		B
Laiagam		B
Kompiani		B
Togoba Hansenide Colony		B

APPENDIX XIX.—*continued.*4. ADMINISTRATION HOSPITALS AT 30TH JUNE, 1961—*continued.*

District.	Location of Hospital.	Type. (A—Paying; B—Non-Paying)
Sepik	Wewak	A and B
	Angoram	B
	Ambunti	B
	Lumi	B
	Green River	B
	Dreikikir	B
	Maprik	B
	Nuku	B
	Telefomin	B
	Vanimo	B
	Yangoru	B
	Timbunke	B
	Aitape	B
	Aitape Hansenide Colony	B
Madang	Madang	A and B
	Aiome	B
	Saidor	B
	Kar Kar	B
	Josephstaal	B
	Bundi	B
	Bogia	B
	Hatzfeldhaven Hansenide and T. B. Colony	B
Morobe	Lae (Malahang)	A and B
	Finschhafen	B
	Wau..	A and B
	Wasu	B
	Mumeng	B
	Kaiapit	B
	Menyamyia	B
	Bulolo	A and B
	Morobe	B
	Butaweng T. B. Hospital	B
New Britain	Rabaul (Nonga)	A and B
	Talasea	B
	Cape Gloucester	B
	Kandrian	B
	Pomio	B
	Butuwin (Kokopo)	B
	Bitu Paka T. B. Hospital	B
New Ireland	Kavieng	A and B
	Taskul	B
	Namatanai	B
	Anelaua Hansenide Colony	B
Bougainville	Sohano	A and B
	Wakunai	B
	Buin	B
	Kieta	B
Manus	Lorengau	A and B

APPENDIX XIX.—*continued.*

5. ADMINISTRATION HOSPITALS AT 30TH JUNE, 1961: CLASSIFIED BY NUMBER OF BEDS AND STATUS OF PERSONS IN CHARGE.

Hospitals.	Status of Persons in Charge.				Total.
	Medical Officer.	Medical Assistant.	Sister.	Other.	
Public (including maternity wards)—					
Up to 10 beds	..	..	..	..	..
10 to 50 beds	..	..	..	..	..
Over 50 beds	..	..	..	..	..
Hansenide—					
Up to 10 beds	..	..	..	..	..
10 to 50 beds	..	..	..	..	..
Over 50 beds	..	..	..	..	..
Tuberculosis—					
Up to 10 beds	..	..	..	..	..
10 to 50 beds	..	..	..	..	..
Over 50 beds	..	..	..	..	..
Hansenide and Tuberculosis—					
Up to 10 beds	..	..	..	..	..
10 to 50 beds	..	..	..	..	..
Over 50 beds	..	..	..	..	..
Total ..	..	..	..	..	..
	34	34	2	3	73

(a) Paying wings of Public Hospitals.

APPENDIX XIX.—*continued.*

6. ADMINISTRATION HOSPITALS BY DISTRICT, SHOWING AVERAGE NUMBER OF BEDS OCCUPIED DAILY, ADMISSIONS AND OUT-PATIENTS TREATED DURING THE YEAR ENDED 31ST MARCH, 1961.

Particulars.	Eastern Highlands.	Western Highlands.	Sepik.	Madang.	Morobe.	New Britain.	New Ireland.	Dougainville.	Manus.	Total.
Public Hospitals (including Maternity Wards)—										
Number	10	5	14	8	12	7	4	5	2	67
Average daily number of beds occupied ..	686	535	849	395	431	200	201	226	47	3,570
Admissions(a)—										
Indigenous ..	21,330	12,389	12,104	7,319	8,575	9,639	3,131	1,219	725	76,431
Non-indigenous ..	165	..	197	197	1,027	639	101	33	7	2,366
Out-patients—										
Indigenous ..	56,890	28,970	22,589	35,839	30,272	13,586	6,830	3,358	2,149	200,483
Non-indigenous ..	1,473	..	795	1,422	6,614	8,411	616	350	179	19,860
Hansenide Colonies—										
Number .. ..	..	1	1	..	..	..	1	..	..	3
Average daily number of beds occupied ..	..	194	405	..	..	..	178	..	..	777
Admissions.. ..	..	525	112	..	..	..	65	..	..	702
Tuberculosis Hospitals(b)—										
Number .. ..	..	..	..	..	1	1	..	..	..	2
Average daily number of beds occupied ..	..	..	..	..	217	287	..	..	..	504
Admissions.. ..	..	..	..	..	209	298	..	..	..	507
Hansenide and Tuberculosis Hospitals—										
Number .. ..	..	..	..	1	..	..	..	..	..	1
Average daily number of beds occupied ..	..	..	..	237	..	..	..	..	..	237
Admissions.. ..	..	..	..	290	..	..	..	..	..	290

(a) Includes patients readmitted and admitted for investigation only. Hospitals.

(b) Excluding cases of minor infection of tuberculosis under treatment at Public Hospitals.

APPENDIX XIX.—continued.

7. INCIDENCE OF THE PRINCIPAL DISEASES TREATED AND THE PRINCIPAL CAUSES OF DEATH IN ADMINISTRATION HOSPITALS AND IMPORTANT CASE MORTALITY RATES IN PERCENTAGES FOR THE YEAR 1960-61.

International Code Group Classification.	Disease or Injury.	Number of Admissions.	Percentage of Total Admissions.	Number of Deaths.	Percentage of Total Deaths.	Deaths as a Percentage of Admissions.
I.	Infective and parasitic diseases	20,022	25.96	515	26.42	2.57
	of which—					
	Malaria	10,117	13.11	105	5.39	1.04
	Tuberculosis	1,837	2.38	118	6.05	6.42
	Leprosy	798	1.04	13	.67	1.63
	Dysentery, all forms	1,244	1.61	117	6.00	9.41
	Diseases due to helminths	1,613	2.09	4	.20	.25
II.	Neoplasms	530	.69	77	3.95	14.53
	of which—					
	Malignant neoplasms, including neoplasms of lymphatic and haematopoietic tissues	374	.48	74	3.80	19.79
	Benign neoplasms and neoplasms of unspecified nature	156	.20	3	.15	1.92
III. & IV.	Allergic, endocrine system, metabolic and nutritional diseases. Diseases of the blood and blood-forming organs	2,075	2.69	60	3.08	2.89
	of which—					
	Avitaminosis, malnutrition and other deficiency states	989	1.28	36	1.85	3.64
V.	Mental, psychoneurotic and personality disorders	210	.27	..	..	..
VI.	Diseases of the nervous system and sense organs of which—	3,561	4.62	58	2.97	1.63
	Inflammatory diseases of the eye	1,584	2.05	..	..	..
	Otitis media and mastoiditis	877	1.14	1	.05	.11
VII.	Diseases of the circulatory system	396	.51	72	3.69	18.18
VIII.	Diseases of the respiratory system	15,870	20.57	620	31.82	3.91
	of which—					
	Pneumonia	7,909	10.25	580	29.76	7.33
	Acute upper respiratory tract infections	3,609	4.68	3	.16	.08
IX.	Diseases of the digestive system	5,509	7.14	173	8.88	3.14
	of which—					
	Gastroenteritis and colitis, except diarrhoea of the new-born	3,672	4.76	70	3.59	1.91
X.	Diseases of the genitourinary system	1,718	2.23	59	3.03	3.43
XI.	Deliveries and complication of pregnancy, childbirth and the puerperium	4,020	5.21	35	1.80	.87
XII. & XIII.	Diseases of the skin and cellular tissue. Diseases of the bones and organs of movement	11,316	14.67	4	.20	.04
	of which—					
	Infections of skin and sub-cutaneous tissue	5,194	6.73	1	.05	.02
XV.	Certain disease of early infancy	1,279	1.66	185	9.49	14.46
XIV. & XVI.	Congenital malformations. Symptoms, senility and ill-defined conditions	3,341	4.33	48	2.46	1.44
XVII.	Accidents, poisonings and violence	7,289	9.45	43	2.21	.59
		77,136	100.00	1,949	100.00	2.53

APPENDIX XIX.—continued.

8. NUMBER OF IN-PATIENTS TREATED AND DEATHS RECORDED (BY DISEASE GROUPS) IN ADMINISTRATION HOSPITALS DURING THE YEAR ENDED 31ST MARCH, 1961.

Disease, Injury, &c.	International Classification Code No.	Non-indigenous.		Indigenous.		Total.	
		In-Patients.	Deaths.	In-Patients.	Deaths.	In-Patients.	Deaths.
Tuberculosis of respiratory system ..	A1	8	..	1,482	93	1,490	93
Tuberculosis of meninges and central nervous system	A2	..	..	18	11	18	11
Tuberculosis of intestines, peritoneum, and mesenteric glands	A3	1	1	43	4	44	5
Tuberculosis of bones and joints	A4	1	1	107	..	108	1
Tuberculosis, all other forms	A5	2	..	187	10	189	10
Congenital syphilis	A6	..	..	..	..	..	..
Early syphilis	A7	..	..	..	..	..	..
Tabes dorsalis	8A	..	..	..	..	..	..
General paralysis of insane	A9	..	..	..	..	..	..
All other syphilis	A10	..	..	..	..	..	..
Gonococcal infection	A11	2	..	151	..	153	..
Typhoid fever	A12	..	..	1	..	1	..
Paratyphoid fever and other Salmonella infections	A13	..	..	.. 5	..	5	..
Cholera	A14	..	..	..	..	..	..
Brucellosis (undulant fever)	A15	..	..	..	..	..	..
Dysentery, all forms	A16	12	..	1,244	177	1,256	117
Scarlet fever	A17	..	..	1	..	1	..
Streptococcal sore throat	A18	1	..	4	..	5	..
Erysipelas	A19	7	..	4	..	11	..
Septicaemia and pyaemia	A20	..	..	21	11	21	11
Diphtheria	A21	..	..	4	4	4	4
Whooping cough	A22	1	..	468	13	469	13
Meningococcal infections	A23	1	..	128	65	129	65
Plague	A24	..	..	..	..	..	..
Leprosy	A25	1	..	798	13	799	13
Tetanus	A26	1	1	43	25	44	26
Anthrax	A27	1	..	5	..	6	..
Acute poliomyelitis	A28	..	..	4	2	4	2
Acute infectious encephalitis	A29	..	..	37	17	37	17
Late effects of acute poliomyelitis and acute infectious encephalitis	A30	..	..	27	..	27	..
Smallpox	A31	..	..	..	..	..	..
Measles	A32	2	..	373	1	375	1
Yellow fever	A33	..	..	..	..	..	..
Infectious hepatitis	A34	24	..	83	13	107	13
Rabies	A35	..	..	..	..	..	..
Typhus and other rickettsial diseases	A36	..	..	3	1	3	1
Malaria	A37	94	..	10,117	105	10,211	105
Schistosomiasis	A38	..	..	..	..	..	..
Hydatid disease	A39	..	..	..	..	..	..
Filariasis	A40	..	..	246	..	246	..
Ankylostomiasis	A41	8	..	587	2	595	2
Other diseases due to helminths	A42	..	..	780	2	780	2
All other diseases classified as infective and parasitic	A43	31	..	3,051	6	3,082	6
Malignant neoplasm of buccal cavity and pharynx	A44	..	..	52	8	52	8

APPENDIX XIX.—*continued.*8. NUMBER OF IN-PATIENTS TREATED AND DEATHS RECORDED (BY DISEASE GROUPS) IN ADMINISTRATION HOSPITALS DURING THE YEAR ENDED 31ST MARCH, 1961—*continued.*

Disease, Injury, &c.	International Classification Code No.	Non-indigenous.		Indigenous.		Total.	
		In-Patients.	Deaths.	In-Patients.	Deaths.	In-Patients.	Deaths.
Malignant neoplasm of oesophagus	A45	..	..	5	1	5	1
Malignant neoplasm of stomach	A46	..	..	25	5	25	5
Malignant neoplasm of intestine, except rectum	A47	..	..	5	5	5	5
Malignant neoplasm of rectum	A48	..	..	4	2	4	2
Malignant neoplasm of larynx	A49	1	1	2	2	3	3
Malignant neoplasm of trachea, bronchus and lung, not specified as secondary	A50	1	1	14	5	15	6
Malignant neoplasm of breast	A51	1	..	34	2	35	2
Malignant neoplasm of cervix uteri	A52	1	..	29	2	30	2
Malignant neoplasm of other and unspecified parts of uterus	A53	..	..	10	1	10	1
Malignant neoplasm of prostate	A54	..	..	4	1	4	1
Malignant neoplasm of skin	A55	2	..	43	..	45	..
Malignant neoplasm of bone and connective tissue	A56	..	..	24	2	24	2
Malignant neoplasm of all other and unspecified sites	A57	3	1	100	30	103	31
Leukaemia and leukaemia	A58	..	..	8	5	8	5
Lymphosarcoma and other neoplasms of lymphatic and haematopoietic system	A59	3	..	15	3	18	3
Benign neoplasm and neoplasms of unspecified nature	A60	8	..	156	3	164	3
Non-toxic goiter	A61	1	..	84	..	85	..
Thyroidosis with or without goiter	A62	..	..	11	..	11	..
Diabetes mellitus	A63	9	..	16	2	25	2
Avitaminosis and other deficiency states	A64	4	..	989	36	993	36
Anaemias	A65	13	..	729	20	742	20
Allergic disorders; all other endocrine, metabolic and blood diseases	A66	63	..	246	2	309	2
Psychoses	A67	7	..	65	..	72	..
Psychoneuroses and disorders of personality	A68	56	..	125	..	181	..
Mental deficiency	A69	..	..	20	..	20	..
Vascular lesions affecting central nervous system	A70	6	1	23	7	29	8
Non-meningococcal meningitis	A71	1	..	188	34	189	34
Multiple sclerosis	A72	..	..	..	1	..	1
Epilepsy	A73	5	..	101	4	106	4
Inflammatory diseases of eye	A74	3	..	1,584	..	1,587	..
Cataract	A75	3	..	153	..	156	..
Glaucoma	A76	4	..	31	..	35	..
Otitis media and mastoiditis	A77	4	..	877	1	881	1
All other diseases of the nervous system and sense organs	A78	35	..	604	11	639	11
Rheumatic fever	A79	1	..	30	1	31	1
Chronic rheumatic heart disease	A80	..	..	43	5	43	5
Arteriosclerotic and degenerative heart disease	A81	11	2	32	5	43	7
Other diseases of heart	A82	18	5	130	56	148	61
Hypertension with heart disease	A83	2	..	11	1	13	1
Hypertension without mention of heart	A84	4	..	10	..	14	..
Disease of arteries	A85	..	..	15	..	15	..

APPENDIX XIX.—*continued.*8. NUMBER OF IN-PATIENTS TREATED AND DEATHS RECORDED (BY DISEASE GROUPS) IN ADMINISTRATION HOSPITALS DURING THE YEAR ENDED 31ST MARCH, 1961—*continued.*

Disease, Injury, &c.	International Classification Code No.	Non-indigenous.		Indigenous.		Total.	
		In-Patients.	Deaths.	In-Patients.	Deaths.	In-Patients.	Deaths.
Other diseases of circulatory system ..	A86	33	1	125	4	158	5
Acute upper respiratory infections..	A87	32	..	3,609	3	3,641	3
Influenza	A88	15	..	1,015	7	1,030	7
Lobar pneumonia	A89	8	1	2,120	126	2,128	127
Bronchopneumonia	A90	24	2	3,581	380	3,605	382
Primary atypical, other, and unspecified pneumonia	A91	10	..	2,208	74	2,218	74
Acute bronchitis	A92	7	..	1,775	10	1,782	10
Bronchitis, chronic and unqualified ..	A93	18	..	1,224	6	1,242	6
Hypertrophy of tonsils and adenoids ..	A94	28	..	20	1	48	1
Empyema and abscess of lung	A95	1	..	15	4	16	4
Pleurisy	A96	9	..	144	3	153	3
All other respiratory diseases	A97	11	1	159	6	170	7
Disease of teeth and supporting structures ..	A98	14	..	362	..	376	..
Ulcer of stomach	A99	32	..	42	1	74	1
Ulcer of duodenum	A100	8	..	19	2	27	2
Gastritis and duodenitis	A101	29	..	380	1	409	1
Appendicitis	A102	77	..	42	2	119	2
Intestinal obstruction and hernia	A103	14	1	266	16	280	17
Gastro-enteritis and colitis, except diarrhoea of the newborn	A104	65	..	3,672	70	3,737	70
Cirrhosis of liver	A105	2	..	204	60	206	60
Cholelithiasis and cholecystitis	A106	7	..	11	1	18	1
Other diseases of digestive system	A107	24	..	511	20	535	20
Acute nephritis	A108	2	..	68	11	70	11
Chronic, other, and unspecified nephritis ..	A109	6	..	219	42	225	42
Infections of kidney	A110	21	..	143	1	164	1
Calculi of urinary system.. .. .	A111	18	1	12	1	30	2
Hyperplasia of prostate	A112	1	..	15	..	16	..
Diseases of breast	A113	7	..	355	..	362	..
Other diseases of genito-urinary system ..	A114	110	..	906	4	1,016	4
Sepsis of pregnancy, childbirth, and the puerperium	A115	2	..	66	6	68	6
Toxaemias of pregnancy and the puerperium	A116	16	..	29	2	45	2
Haemorrhage of pregnancy and childbirth ..	A117	13	..	132	12	145	12
Abortion without mention of sepsis or toxæmia	A118	28	..	194	..	222	..
Abortion with sepsis	A119	..	..	27	..	27	..
Other complications of pregnancy, childbirth, and the puerperium	A120	417	1	3,572	15	3,989	16
Delivery without mention of complication ..	..	..	..	..	..	..	..
Infections of skins and subcutaneous tissue ..	A121	84	..	5,194	1	5,278	1
Arthritis and spondylitis	A122	22	..	545	..	567	..
Muscular rheumatism and rheumatism unspecified	A123	3	..	378	..	381	..
Osteomyelitis and periostitis	A124	2	..	147	2	149	2
Ankylosis and acquired musculoskeletal deformities	A125	..	..	63	..	63	..
All other diseases of skin and musculoskeletal system	A126	68	..	4,989	1	5,057	1
Spina bifida and meningocele	A127	..	..	3	1	3	1

APPENDIX XIX.—*continued.*8.—NUMBER OF IN-PATIENTS TREATED AND DEATHS RECORDED (BY DISEASE GROUPS) IN ADMINISTRATION HOSPITALS DURING THE YEAR ENDED 31ST MARCH, 1961—*continued.*

Disease, Injury, &c.	International Classification Code No.	Non-Indigenous.		Indigenous.		Total.	
		In-Patients.	Deaths.	In-Patients.	Deaths.	In-Patients.	Deaths.
Congenital malformation of circulatory system	A128	2	..	19	6	21	6
All other congenital malformations ..	A129	..	..	98	7	98	7
Birth injuries	A130	..	..	12	9	12	9
Postnatal asphyxia and atelectasis	A131	1	..	9	11	10	11
Infections of the newborn	A132	1	..	111	35	112	35
Haemolytic disease of the newborn	A133	..	..	4	4	4	4
All other defined diseases of early infancy ..	A134	4	..	970	29	974	29
Ill-defined diseases peculiar to early infancy, and immaturity unqualified	A135	2	2	173	97	175	99
Senility without mention of psychosis	A136	3	1	14	3	17	4
Ill-defined and unknown causes of morbidity and mortality	A137	121	..	3,207	31	3,328	31
Fracture of skull	AN138	7	2	74	8	81	10
Fracture of spine and trunk	AN139	20	..	123	..	143	..
Fracture of limbs	AN140	71	..	1,287	1	1,358	1
Dislocation without fracture	AN141	25	..	95	..	120	..
Sprains and strains of joints and adjacent muscle	AN142	19	..	322	..	341	..
Head injury (excluding fracture)	AN143	20	..	368	10	388	10
Internal injury of chest, abdomen, and pelvis	AN144	8	..	70	7	78	7
Laceration and open wounds	AN145	51	..	2,911	2	2,962	2
Superficial injury, contusion and crushing with intact skin surface	AN146	21	..	660	..	681	..
Effects of foreign body entering through orifice	AN147	9	..	122	6	131	6
Burns	AN148	17	..	936	..	953	..
Effects of poisons	AN149	20	..	180	7	200	7
All other unspecified effects of external causes	AN150	8	..	141	2	149	2
..	..	2,186	27	77,136	1,949	79,322	1,976

APPENDIX XIX.—*continued.*

9. NUMBER OF DEATHS OF INDIGENOUS CHILDREN RECORDED IN ADMINISTRATION HOSPITALS DURING THE YEAR ENDED 31ST MARCH, 1961, 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	22	150	72	9	22	152	74	11	512
Prematurity	42	2	..	..	45	2	..	..	91
Dysentery .. ..	..	5	27	8	..	7	17	5	69
Malaria .. ..	..	15	15	3	..	9	14	8	64
Gastro-enteritis .. ..	..	11	14	2	1	13	15	..	56
Meningitis	1	15	11	6	1	7	8	2	51
Malnutrition .. ..	..	13	12	..	2	11	8	1	47
Diarrhoea .. ..	..	10	3	..	..	3	3	3	22
Tuberculosis .. ..	..	2	7	..	..	4	8	..	21
Pertussis	1	4	3	..	..	3	5	..	16
Encephalitis	1	4	4	2	..	2	1	1	15
Asphyxia	6	4	..	..	3	..	..	..	13
Tetanus	2	..	..	..	6	2	2	..	12
Anaemia .. ..	..	..	5	1	1	1	2	1	11
Kwashiorkor .. ..	..	..	4	1	..	1	4	1	11
Congenital abnormality	4	2	1	..	2	..	..	..	9
Failure to thrive	3	..	..	..	6	..	..	..	9
Nephritis .. ..	..	..	2	5	..	1	1	..	9
Birth Injury	2	..	..	..	5	1	..	..	8
Cerebral haemorrhage	6	..	..	..	..	2	..	..	8
Acute hepatitis .. ..	..	..	3	..	..	4	..	..	7
Burns .. ..	..	1	2	..	..	2	1	..	6
Cardiac failure.. ..	..	2	1	1	..	2	..	..	6
Bronchitis .. ..	..	1	1	..	..	2	1	..	5
Congenital heart .. ..	..	3	..	..	..	2	..	..	5
P. U. O. .. ..	..	1	2	..	..	..	2	..	5
Sarcoma .. ..	..	..	2	2	..	..	..	..	4
Septicaemia .. ..	..	..	2	1	..	..	2	..	4
Tracheobronchitis .. ..	..	1	..	..	..	2	1	..	4
Other.. ..	2	9	10	15	3	8	8	4	59
	92	257	202	55	97	243	176	37	1,159

APPENDIX XIX.—*continued.*

10. DISTRIBUTION OF DEATHS OF INDIGENOUS CHILDREN UNDER TEN YEARS OF AGE OCCURRING IN ADMINISTRATION HOSPITALS DURING THE YEAR ENDED 31ST MARCH, 1961.

(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.	
Western Highlands District—									
Kompam	1	..	4	1	1	1	1	..	9
Laiagam	4	17	12	3	1	21	13	6	77
Mount Hagen	7	20	10	2	16	17	8	1	81
Minj .. .. .	..	2	2	..	1	..	..	1	6
Togoba Hansende Colony	1	3	1	1	..	3	2	..	11
Wabag	3	35	34	3	1	35	37	1	149
	16	77	63	10	20	77	61	9	333
Eastern Highlands District—									
Chuave	2	10	5	2	2	9	4	..	34
Goroka	13	11	6	4	7	15	2	1	59
Gumine	3	7	..	1	1	8	1	1	22
Henganofi .. .. .	..	3	2	..	..	2	..	..	7
Kainantu	3	9	2	3	1	8	2	1	29
Kerowagi	5	6	2	3	3	12	8	3	42
Kundiawa	6	27	19	3	16	26	9	2	108
Lufa .. .. .	..	4	4	..	..	1	2	..	11
Okapa .. .. .	..	5	4	1	1	4	1	..	16
	32	82	44	17	31	85	29	8	328
Sepik District—									
Aitape .. .. .	..	..	2	..	..	2	..	..	4
Aitape Hansende Colony .. .. .	..	..	1	..	..	..	..	..	1
Ambunti .. .. .	..	..	..	..	..	..	1	..	1
Angoram .. .. .	..	2	1	..	1	3	2	..	9
Dreikikir	1	4	3	2	1	2	3	..	16
Green River .. .. .	..	..	1	..	..	..	1	..	2
Lumi	1	3	4	1	3	1	3	2	18
Maprik	6	4	8	5	7	10	10	3	53
Nuku .. .. .	..	..	4	..	..	2	1	1	8
Telefomin .. .. .	..	..	1	..	1	..	..	..	2
Timbunke	1	2	..	..	..	..	1	..	4
Vanimo	3	1	1	..	..	1	1	..	7
Wewak	5	4	4	2	4	2	7	4	32
Yangoru	1	2	2	..	1	..	1	..	7
	18	22	32	10	18	23	31	10	164
Madang District—									
Aiome	1	..	..	..	..	..	..	..	1
Bogia	1	6	2	1	1	1	..	2	14
Bundi .. .. .	..	6	2	..	1	3	2	..	14
Hatzfeldhaven .. .. .	..	1	..	..	..	..	..	..	1
Josephstaal .. .. .	..	..	1	..	..	..	1	..	2
Kar Kar	2	2	3	..	1	4	2	..	14
Madang	7	9	3	2	3	2	4	..	30
Saidor	1	..	5	1	..	1	3	1	12
	12	24	16	4	6	11	12	3	88

APPENDIX XIX.—*continued.*10. DISTRIBUTION OF DEATHS OF INDIGENOUS CHILDREN UNDER TEN YEARS OF AGE OCCURRING IN ADMINISTRATION HOSPITALS DURING THE YEAR ENDED 31ST MARCH, 1961—*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.	
Morobe District—									
Bulolo	1	5	7	1	..	5	3	1	23
Butaweng .. .. .	..	..	..	..	..	..	..	..	..
Finschhafen .. .. .	..	1	1	..	..	..	..	..	2
Kaiapit .. .. .	..	13	5	1	2	12	5	..	38
Lae (Malahang) .. .. .	..	8	8	1	3	6	8	3	37
Menyamy .. .. .	..	..	1	..	..	..	..	..	1
Morobe .. .. .	..	2	..	..	..	5	2	..	9
Mumeng	1	3	4	..	..	3	7	..	18
Wau	1	3	2	2	..	..	1	..	9
Wasu .. .. .	..	..	..	1	..	..	1	..	2
	3	35	28	6	5	31	27	4	139
New Britain District—									
Bitapaka .. .. .	..	..	3	..	..	2	4	..	9
Butuwin .. .. .	..	..	..	..	..	..	1	..	1
Cape Gloucester	1	..	2	1	..	..	..	1	5
Kandrian .. .. .	..	1	..	..	1	..	..	..	2
Pomio .. .. .	..	1	..	1	..	2	3	..	7
Nonga	5	9	4	3	10	7	4	1	43
Talasea .. .. .	..	..	..	..	..	..	..	..	..
	6	11	9	5	11	11	12	2	67
New Ireland District—									
Anelau Hansenide Colony .. .. .	..	..	..	..	..	..	..	..	..
Kavieng .. .. .	..	..	6	1	1	3	2	..	13
Namatanai	1	..	..	..	2	..	1	..	4
Taskul	2	2	..	..	1	..	..	..	5
	3	2	6	1	4	3	3	..	22
Bougainville District—									
Buin .. .. .	..	1	1	..	..	1	1	..	4
Kieta .. .. .	..	1	..	..	1	..	..	1	3
Sohano	1	1	3	1	1	..	..	..	7
Torokina .. .. .	..	..	..	..	..	..	..	..	..
Wakunai	1	..	..	1	..	..	..	..	2
	2	3	4	2	2	1	1	1	16
Manus District—									
Lorengau .. .. .	..	1	..	..	..	1	..	..	2
	92	257	202	55	97	243	176	37	1,159

APPENDIX XIX.—*continued.*

11. NUMBER OF PATIENTS TREATED BY MISSION HEALTH INSTITUTIONS DURING THE YEAR ENDED 31ST MARCH, 1961.

District.	Number of Known In-Patients.	Number of Known Out-Patient Treatments.	Number of Known Aid Post Treatments.
Western Highlands	8,024	56,224	168,833
Eastern Highlands	5,137	34,084	126,624
Sepik	4,367	17,370	155,249
Madang	7,987	9,727	13,751
Morobe	6,278	54,386	41,286
New Britain	14,092	245,630	26,030
New Ireland	3,040	48,640	28,500
Bougainville	4,631	90,647	39,437
Manus	347	1,672	13,100
Total	53,903	558,380	612,810

12. ADMINISTRATION INFANT WELFARE CENTRES AND CLINICS FOR NON-INDIGENOUS PERSONS FOR THE YEAR ENDED 31ST MARCH, 1961.

Centre.	Enrolments.		Number of Attendances by Children.	
	Number Aged less than one Year Enrolled at 31st March, 1961.	Number Aged one to Five Years Enrolled at 31st March, 1961.	Under one Year.	One to Five Years.
Bulolo (includes Wau)(a)	22	7	509	44
Goroka	13	28	341	149
Kavieng	15	13	67	41
Lae	86	27	1,243	192
Lumi	1	2	5	9
Madang	20	22	333	52
Mount Hagen (includes Minj)(b)	12	14	205	34
Rabaul	116	124	1,173	637
Saidor	1	1	19	19
Wewak	9	5	148	17
Total	295	243	4,043	1,194

(a) Wau clinic is conducted by the Sister stationed at Bulolo.

(b) Minj clinic is conducted by the Sister stationed at Mount Hagen.

APPENDIX XIX.—continued.

13. ADMINISTRATION INFANT WELFARE CENTRES AND CLINICS FOR INDIGENES FOR THE YEAR ENDED 31ST MARCH, 1961:
NUMBER OF CHILDREN ENROLLED AND NUMBER OF ATTENDANCES.

Infant Welfare Centres.	Enrolments.		Number of Attendances by Children.			
	Number Aged less than one Year at 31st March, 1961.	Number Aged one to five Years at 31st March, 1961.	Under one Year.	One to five Years.	Over five Years.	Total Attendances.
Bogia	263	942	4,906	14,701	370	19,977
Bulolo	229	692	1,746	5,231	129	7,106
Goroka	427	1,171	4,235	5,102	25	9,362
Kavieng(a)	642	1,810	1,673	6,222	479	8,374
Kundiawa	593	1,759	3,533	8,885	2,286	14,704
Lae	1,012	2,484	11,691	25,229	207	37,127
Lumi(b)	63	106	378	541	98	1,017
Madang	711	1,660	5,269	8,521	90	13,880
Maprik	218	775	5,136	15,843	7,630	28,609
Mount Hagen	1,204	3,251	8,594	15,708	526	24,828
Rabaul(c)	1,177	2,440	10,433	12,766	2,906	26,105
Saidor(d)	90	396	453	1,589	2	2,044
Sohano	176	419	1,215	3,141	315	4,671
Wewak	424	1,323	4,316	7,663	2,548	14,527
Total	7,229	19,228	63,578	131,142	17,611	212,331

(a) Includes Bol and Lokon Aid Posts. to January, 1961, inclusive.

(b) Commenced October, 1960.

(c) Includes Tapapipi Rural Health Centre.

(d) Opened August, 1960.

14. ADMINISTRATION INFANT WELFARE CENTRES AND CLINICS FOR INDIGENES FOR THE YEAR ENDED 31ST MARCH, 1961:
PRE-NATAL CARE: BIRTHS AND DEATHS.

Infant Welfare Centre.	Pre-natal Care.		Number of Confinements.	Number of Twin Births.	Number of Deaths.				
	Numbers Enrolled at 31st March, 1961.	Total Attendances.			Maternal.	Under One Month.	One to Twelve Months.	One to Five Years.	Over Five Years.
Bogia	67	652	123	3 x 2	5	1	5	2	..
Bulolo	62	459	238	1 x 2	2	7	10	19	..
Goroka	61	249	113	4 x 2	..	2	4	1	1
Kavieng(a)	186	369	291	1 x 2	..	2	2	9	1
Kundiawa	7	171	111	6 x 2	..	..	9	3	..
Lae	295	2,504	732	2 x 2	2	7	31	25	1
Lumi(b)	10	49	13	..	1	2	4	2	..
Madang	9	154	282	4 x 2	..	8	31	15	1
Maprik	79	1,855	218	..	1	16	7	2	1
Mount Hagen	88	881	566	4 x 2	8	16	52	15	..
Rabaul(c)	247	2,070	216	2 x 2	..	1	1	5	8
Saidor(d)	9	97	5	..	..	1	3	6	2
Sohano	119	643	120	1 x 2	..	4	3	4	2
Wewak	129	362	99	1 x 2	..	3	10	7	2
Total	1,368	10,515	3,127	29 x 2	19	70	172	115	19

(a) Includes Bol and Lokon Aid Posts. to January, 1961, inclusive.

(b) Commenced October, 1960.

(c) Includes Tapapipi Rural Health Centre.

(d) Opened August, 1960.

APPENDIX XIX.—*continued.*15. MISSION INFANT WELFARE CENTRES AND CLINICS FOR INDIGENES DURING THE YEAR ENDED 31ST MARCH, 1961:
PRE-NATAL CARE AND INFANT WELFARE.

Missions.	Number of Stations.	Pre-Natal Care.			Infant Welfare.			
		Number Enrolled at 31st March, 1961.	Number of New Cases during Year.	Number of Attendances.	Number Enrolled Aged less than 1 Year at 31st March, 1961.	Average Monthly Enrolment.	Total Attendances.	Average Number of Children on Milk per Month.
Apostolic Church Mission ..	1	13	65	145	179	659.8	3,816	16.1
Assemblies of God in Australia ..	..	..	..	..	..	..	..	..
Australian Baptist Foreign Mission Incorporated ..	3	139	416	2,374	532	2,350.4	29,442	53.2
Australian Churches of Christ Foreign Mission Board Incorporated ..	1	22	39	90	106	364.2	2,673	5.2
Australian Lutheran Mission ..	1	47	123	408	114	644.6	4,236	7.5
Bismarck-Solomons Union of Seventh Day Adventists ..	2	6	29	141	8	37.4	521	0.3
Catholic Mission of the Divine Word ..	1	44	131	593	166	815.4	7,076	11.7
Catholic Mission of the Holy Ghost(a) ..	6	149	420	2,308	534	1,478.4	25,132	53.1
Catholic Mission of the Most Sacred Heart of Jesus, Kavieng ..	4	166	268	5,215	258	748.7	8,992	10.1
Catholic Mission of the Most Sacred Heart of Jesus, Vunapope ..	10	737	2,465	14,948	1,267	3,438.9	43,119	39.4
Christian Missions in Many Lands ..	3	4	23	75	104	905.1	3,123	17.8
Coral Sea Union of Seventh Day Adventists ..	2	4	9	50	65	99.6	1,120	1.8
Franciscan Mission ..	2	60	178	2,623	197	464.9	19,514	54.8
Lutheran Mission, New Guinea(a) ..	18	435	1,586	3,644	1,309	7,021.8	49,944	88.5
Marist Mission Society(a) ..	13	132	581	2,646	506	1,313.2	13,547	35.2
Methodist Missionary Society of New Zealand ..	3	44	204	766	176	774.9	4,328	19.1
Methodist Overseas Mission (New Guinea District) ..	6	138	486	2,500	480	2,106.4	12,589	28.0
New Guinea Anglican Mission ..	2	..	10	386	119	542.2	4,081	9.3
Salvation Army, New Guinea ..	1	49	161	673	239	1,094.5	7,061	14.5
South Seas Evangelical Mission Limited ..	1	..	7	22	102	302.0	2,144	10.7
Unevangelized Fields Mission ..	1	3	6	154	21	38.7	902	1.8
Total(a) ..	82	2,306	7,515	42,128	6,695	26,019.2	261,716	..

(a) Statistics incomplete.

APPENDIX XIX.—continued.

16. MISSION INFANT WELFARE CENTRES AND CLINICS FOR INDIGENES DURING THE YEAR ENDED 31ST MARCH, 1961:
RECORDED BIRTHS AND DEATHS.

Mission.	Recorded Births.		Total.	Still-births.	Pre-mature Births.	Twin Births.	Maternal Deaths.	Recorded Deaths.			
	Occur- ing in Hos- pital.	Occur- ing in Villages.						Infants under One Year.		Infants over One Year.	
								In Hos- pitals.	In Villages.	In Hos- pitals.	In Villages.
Apostolic Church Mission	23	..	23	1	1	1 x 2	..	8	..	2	..
Assemblies of God in Australia, New Guinea Mission	2	228	230	10	1	3 x 2	2	6	19	3	3
Australian Baptist Foreign Mission Incorporated	106	388	494	12	43	11 x 2	1	46	31	10	10
Australian Churches of Christ Foreign Mission Board Incorporated	7	13	20	..	2	..	2	..	9	1	2
Australian Lutheran Mission	53	71	124	1	7	2 x 2	..	..	5	4	2
Bismarek-Solomons Union of Seventh Day Adventists	15	5	20	..	..	..	..	1	..	..	1
Catholic Mission of the Divine Word ..	93	39	132	6	6	2 x 2	1	4	1	5	3
Catholic Mission of the Holy Ghost(a) ..	226	98	324	2	19	10 x 2	3	13	23	1	4
Catholic Mission of the Most Sacred Heart of Jesus, Kavieng	331	33	364	5	15	4 x 2	..	12	2	..	..
Catholic Mission of the Most Sacred Heart of Jesus, Vunapope	1,672	150	1,822	17	45	24 x 2	8	48	15	17	6
Christian Missions in Many Lands ..	4	30	34	5	6	2 x 2	3	..	6	..	1
Coral Sea Union of Seventh Day Adventists	30	2	32	..	1	2 x 2	..	8	2	..	1
Franciscan Mission	75	128	203	..	18	6 x 2	1	4	4	1	1
Lutheran Mission, New Guinea	679	773	1,452	21	30	26 x 2	7	53	82	24	20
Marist Mission Society(a)	494	189	683	11	18	10 x 2	2	21	16	4	1
Methodist Missionary Society of New Zealand	187	53	140	12	10	7 x 2	..	9	7	..	..
Methodist Overseas Mission (New Guinea District)	421	50	471	13	25	1 x 3 6 x 2	1	7	1	3	..
New Guinea Anglican Mission	9	5	14	..	1	1 x 2	..	11	1	4	..
Salvation Army, New Guinea .. .. .	..	168	168	..	2	..	..	..	16	..	..
South Seas Evangelical Mission Limited	..	14	14	..	..	..	..	11	3	2	..
Unevangelized Fields Mission	3	11	14	..	..	..	1	1	1	..	1
Total(a)	4,430	2,448	6,878	116	250	1 x 3 117 x 2	32	263	224	81	56

(a) Statistics incomplete.

17. TOTAL EXPENDITURE ON PUBLIC HEALTH DURING THE YEAR ENDED 30TH JUNE, 1961.

Administration—	£	£
Public health—general	1,457,998	..
Medical aid to missions(a)	186,308	..
Maintenance of hospital engineering, water supply and sewerage	59,321	..
Construction of water supply, sewerage, hospitals and ancillary buildings ..	670,641	..
Building grants-in-aid to missions	80,838	..
Purchase of hospital and medical equipment	25,934	..
		2,481,040
Missions (ascertainable expenditure from their own funds) .. .. .	..	171,966
Native local government councils (from their own funds) .. .. .	..	14,237
Total Expenditure .. .. .	..	2,667,243

(a) This item includes Administration contributions to missions for conducting fully subsidized hansenide colonies and tuberculosis hospitals. Before 1959-60, these contributions were included in the item "Public health—general".

APPENDIX XX.

HOUSING.

1. OCCUPIED DWELLINGS, CLASSIFIED ACCORDING TO CLASS OF DWELLING AND ADMINISTRATIVE DISTRICT AT 30TH JUNE, 1961.
(Exclusive of Dwellings Occupied Solely by Indigenous Persons.)

Class of Dwelling.	Western Highlands.	Eastern Highlands.	Sepik.	Madang.	Morobe.	New Britain.	New Ireland.	Bougainville.	Manus.	Total.
Private dwellings—										
Private house (a)	246	346	296	402	1,064	1,215	243	172	108	4,092
Share of private house .. ..	..	55	4	2	12	39	11	2	6	131
Self-contained flat	3	16	2	11	77	67	17	1	2	196
Other private dwelling .. ..	..	..	..	2	4	16	..	..	..	22
Total	249	417	302	417	1,157	1,337	271	175	116	4,441
Dwellings other than private—										
Hotel	1	2	3	1	3	2	1	..	..	13
Boarding house	1	4	1	2	3	7	1	..	1	20
Educational institution	1	1	..	1	1	4	1	..	..	9
Religious institution	1	2	11	6	..	12	1	5	..	38
Hospital	1	1	1	2	1	3	2	2	1	14
Charitable institution .. ..	..	..	..	..	..	1	..	..	..	1
Other non-private dwelling	1	5	12	12	21	15	3	1	2	72
Total	6	15	28	24	29	44	9	8	4	167
Total occupied dwellings	255	432	330	441	1,186	1,381	280	183	120	4,608

(a) Includes shed, hut, &c.

2. OCCUPIED DWELLINGS CLASSIFIED ACCORDING TO MATERIAL OF OUTER WALLS AT 30TH JUNE, 1961.
(Exclusive of Dwellings Occupied Solely by Indigenous Persons.)

Material of Outer Walls.	Class of Dwelling.					Total Occupied Dwellings.
	Private House.	Share of Private House.	Self-contained Flat.	Other Private Dwelling.	Non-private Dwelling.	
Brick	7	..	1	2	..	10
Stone	5	..	..	..	..	5
Concrete	29	..	4	..	6	39
Wood	2,103	69	114	7	88	2,381
Iron	345	17	17	..	9	388
Fibro-cement	1,177	26	57	13	57	1,330
Canvas	1	..	..	..	1	2
Bush materials	362	19	2	..	2	385
Other	61	..	1	..	1	63
Not stated	2	..	..	..	3	5
Total	4,092	131	196	22	167	4,608

APPENDIX XX.—continued.

3. OCCUPIED DWELLINGS CLASSIFIED ACCORDING TO NUMBER OF ROOMS AT 30TH JUNE, 1961.
(Exclusive of Dwellings Occupied Solely by Indigenous Persons.)

Number of Rooms.	Class of Dwelling.					Total Occupied Dwellings.
	Private House.	Share of Private House.	Self-contained Flat.	Other Private Dwelling.	Non-Private Dwelling.	
1	46	40	30	9	..	125
2	192	19	32	8	..	251
3	488	26	48	2	5	569
4	1,242	24	47	1	8	1,322
5	1,232	18	31	1	11	1,293
6	547	2	6	1	20	576
7	215	1	2	..	10	228
8	74	..	..	..	14	88
9	24	..	..	..	13	37
10	12	..	..	..	10	22
11 and over	14	..	..	..	67	81
Not stated	6	1	..	..	9	16
Total	4,092	131	196	22	167	4,608

4. OCCUPIED DWELLINGS CLASSIFIED ACCORDING TO DATE OF BUILDING AT 30TH JUNE, 1961.
(Exclusive of Dwellings Occupied Solely by Indigenous Persons.)

Date of Building.	Class of Dwelling.					Total Occupied Dwellings.
	Private House.	Share of Private House.	Self-contained Flat.	Other Private Dwelling.	Non-private Dwelling.	
Before July, 1954	1,727	55	52	7	82	1,923
July-December, 1954	84	..	2	1	..	87
1955	282	4	11	2	10	309
1956	340	10	23	9	12	394
1957	381	16	16	..	13	426
1958	346	14	21	..	14	395
1959	313	14	26	..	12	365
1960	301	11	33	1	11	357
1961	213	4	4	1	6	228
Not stated	105	3	8	1	7	124
Total	4,092	131	196	22	167	4,608

5. OCCUPIED DWELLINGS CLASSIFIED ACCORDING TO WHETHER SERVICED WITH GAS^(a) OR ELECTRICITY AT 30TH JUNE, 1961.
(Exclusive of Dwellings Occupied Solely by Indigenous Persons.)

Class of Dwelling.	Facilities.					Total.
	With Gas Only. ^(m)	With Electricity Only.	With Gas ^(a) and Electricity.	Without Gas or Electricity.	Not Stated.	
Private house	4	3,139	34	882	33	4,092
Share private house .. .. .	..	80	2	49	..	131
Self-contained flat .. .. .	..	185	3	7	1	196
Other private dwelling .. .. .	..	21	1	..	..	22
Non-private dwelling .. .. .	..	144	2	15	6	167
Total occupied dwellings	4	3,569	42	953	40	4,608

(a) Gas refers to cylinder supplies only. There are no reticulated gas supplies in the Territory.

APPENDIX XXI.

PENAL ORGANIZATION.

1. PERSONS RECEIVED INTO GAOL FROM THE COURTS DURING THE YEAR ENDED 30TH JUNE, 1961: TERMS OF SENTENCE.

Term of Sentence.	Indigenes.			Europeans.			Other Non-indigenes.		
	Males.	Females.	Total.	Males.	Females.	Total.	Males.	Females.	Total.
Under 1 Month	1,466	58	1,524	3	..	3	..	..	..
1 Month and under 3 Months	5,841	297	6,138	1	..	1	2	..	2
3 Months and under 6 Months	2,782	92	2,874	4	..	4	2	..	2
6 Months and under 12 Months	929	24	953	1	..	1	1	..	1
1 Year and under 2 Years	42	1	43	..	..	..	..	..	..
2 Years and under 3 Years	19	1	20	..	..	..	1	..	1
3 Years and under 5 Years	15	..	15	..	..	..	..	..	..
5 Years and under 10 Years	4	..	4	..	..	..	..	..	..
10 Years and under 15 Years	1	..	1	..	..	..	..	..	..
15 Years and over .. .. .	..	..	..	..	..	..	..	..	..
Life Imprisonment .. .. .	..	..	..	..	..	..	..	..	..
Death Recorded (a)	8	..	8	..	..	..	..	..	..
Queen's Pleasure	1	..	1	..	..	..	..	..	..
Total {	10,724	469	11,193	9	..	9	6	..	6
	384	4	388	..	..	..	..	..	..
Grand Total	11,108	473	11,581	9	..	9	6	..	6

(a) All sentences of "Death Recorded" have subsequently been commuted to determinate sentences. There were no sentences of death carried out during the year.

NOTE.—The average number of detainees daily was (i) indigenous 2,117.26.
(ii) non-indigenous 1.34.

2. PRISONERS UNDER SENTENCE IN GAOL AT 30TH JUNE, 1961: AGE DISTRIBUTION.

Age in Years.	Indigenes.			Europeans.			Other Non-indigenes.		
	Males.	Females.	Total.	Males.	Females.	Total.	Males.	Females.	Total.
Under 14	2	..	2	..	..	..	..	..	..
14 and 15 .. .. .	..	..	..	..	..	..	..	..	..
16 and 17	26	..	26	..	..	..	..	..	..
18, 19 and 20	179	7	186	..	..	..	1	..	1
21 to 24	308	13	321	..	..	..	..	..	..
25 to 29	557	24	581	..	..	..	..	..	..
30 to 39	579	20	599	..	..	..	..	..	..
40 to 49	193	9	202	..	..	..	..	..	..
50 to 59	47	1	48	..	..	..	..	..	..
60 and over	1	..	1	..	..	..	..	..	..
Total {	1,803	73	1,876	..	..	..	1	..	1
	89	1	90	..	..	..	..	..	..
Grand Total	1,892	74	1,966	..	..	..	1	..	1

APPENDIX XXI.—continued.

3. PRISONERS UNDER SENTENCE IN GAOL AT 30TH JUNE, 1961: TERM OF SENTENCES BEING SERVED.

Term of Sentence.	Indigenes.			Europeans.(a)			Other Non-indigenes.		
	Males.	Females.	Total.	Males.	Females.	Total.	Males.	Females.	Total.
Under 1 Month.	144	6	150	..	..	..	..	..	..
1 Month and under 3 Months ..	742	35	777	..	..	..	..	..	..
3 Months and under 6 Months ..	424	17	441	..	..	..	..	..	..
6 Months and under 12 Months ..	279	12	291	..	..	..	..	..	..
1 Year and under 2 Years ..	48	..	48	..	..	..	..	..	..
2 Years and under 3 Years ..	34	1	35	..	..	..	..	..	..
3 Years and under 5 Years ..	68	1	69	..	..	..	1	..	1
5 Years and under 10 Years ..	76	2	78	..	..	..	..	..	..
10 Years and under 15 Years ..	55	..	55	..	..	..	..	..	..
15 Years and over ..	11	..	11	..	..	..	..	..	..
Life Imprisonment ..	8	..	8	..	..	..	..	..	..
Death Recorded ..	3	..	3	..	..	..	..	..	..
Total { First Term ..	1,803	73	1,876	..	..	..	1	..	1
{ Recidivist ..	89	1	90	..	..	..	..	..	..
Grand Total ..	1,892	74	1,966	..	..	..	1	..	1

(a) Europeans sentenced to imprisonment of over 6 months are usually transferred to a prison in Australia to serve their sentence.

APPENDIX XXII.

EDUCATION.

1. SCHOOLS, TEACHERS, AND PUPILS, ADMINISTRATION AND MISSION, AT 30TH JUNE, 1957 TO 1961.

At 30th June.	Administration.					Missions.					Total.				
	Schools.	Teachers.	Pupils.			Schools. (a)	Teachers. (a)	Pupils.			Schools. (a)	Teachers. (a)	Pupils.		
			Male.	Female.	Total.			Male.	Female.	Total.			Male.	Female.	Total.
1957 ..	152	424	7,742	2,226	9,968	3,149	4,155	68,225	46,751	114,976	3,301	4,579	75,941	49,003	124,944
1958 ..	184	483	(b)	(b)	11,333	2,767	3,620	64,774	43,272	108,046	2,951	4,103	73,196	46,183	119,379
1959 ..	189	562	(b)	(b)	12,517	2,777	3,453	66,114	46,028	112,242	2,966	3,996	75,221	49,438	124,759
1960 ..	198	573	(b)	(b)	15,349	2,616	3,529	68,983	46,901	115,884	2,814	4,102	79,860	51,373	131,233
1961 ..	247	776	(c) 14,941	(c) 6,178	(c) 21,119	2,271	3,267	68,123	45,124	113,247	2,518	4,032	(c) 83,064	(c) 51,302	(c) 134,366

(a) Since 1956 the missions have been adapting and improving their schools to comply with Administration policy. A number of schools have been closed or consolidated, and with the raising of standards the number of mission personnel classed as teachers declined. (b) Break-up according to sex is not available. (c) Does not include 34 male and 6 female teacher trainees receiving tuition in Papua, or 28 secondary school students attending school in Papua.

APPENDIX XXII.—continued.

2. TEACHERS AND PUPILS, ADMINISTRATION AND MISSION, AT PRIMARY LEVEL AT 30TH JUNE, 1957 TO 1961.

At 30th June.	Administration.						Mission.						Total.					
	Teachers.(a)			Pupils.(a)			Teachers.			Pupils.			Teachers.			Pupils.		
	Indig-enous.	Non-Indig-enous.	Total.	Male.	Female.	Total.	Indig-enous.	Non-Indig-enous.	Total.	Male.	Female.	Total.	Indig-enous.	Non-Indig-enous.	Total.	Male.	Female.	Total.
	<i>Primary (T).</i>																	
1957..	320	221	342	6,508	1,745	8,253	..	..	(b)	(c)	(c)	113,059	..	..	(b)	(c)	(c)	121,312
1958..	347	31	378	6,974	2,291	9,265	..	..	(b)	(c)	(c)	18,109	..	..	(b)	(c)	(c)	27,374
1959..	(d)	(b)	425	7,632	2,777	10,409	..	..	(b)	17,260	11,979	29,239	..	..	(b)	24,892	14,756	39,648
1960..	411	55	466	8,464	3,772	12,236	588	205	793	25,295	16,887	42,182	999	260	1,259	33,759	20,659	54,418
1961..	521	100	621	11,960	5,326	(d)17,286	824	210	1,034	31,516	20,893	52,409	1,341	307	1,648	43,476	26,219	69,695
	<i>Primary (A).</i>																	
1957..	..	47	47	593	474	1,067	..	..	(b)	(c)	(c)	468	..	..	(b)	(c)	(c)	1,535
1958..	..	52	52	653	577	1,230	..	..	(b)	285	265	550	..	..	(b)	938	842	1,780
1959..	..	49	49	673	588	1,261	..	..	(b)	294	274	568	..	..	(b)	967	862	1,829
1960..	..	49	49	672	566	1,238	..	20	20	334	341	675	..	69	69	1,006	907	1,913
1961..	..	60	60	782	676	1,458	..	20	20	351	341	692	..	80	80	1,133	1,017	2,150
	<i>Exempt.</i>																	
1958..	..	..	..	..	..	..	(d)	(d)	3,001	52,360	36,205	88,565	(d)	(d)	3,001	52,360	36,205	88,565
1959..	..	..	..	..	..	..	(d)	(d)	2,837	47,917	33,695	81,612	(d)	(d)	2,837	47,917	33,695	81,612
1960..	..	..	..	..	..	..	(d)	(d)	2,681	42,391	29,579	71,970	(d)	(d)	2,681	42,391	29,579	71,970
1961..	..	..	..	..	..	..	2,158	..	2,158	35,350	23,740	59,090	2,158	..	2,158	35,350	23,740	59,090
	<i>Totals.</i>																	
1957..	320	69	389	7,101	2,219	9,320	..	..	(b)	(c)	(c)	113,527	..	..	(b)	(c)	(c)	122,847
1958..	347	83	430	7,627	2,868	10,495	..	..	(b)	(c)	(c)	107,224	..	..	(b)	(c)	(c)	117,719
1959..	(d)	(d)	474	8,305	3,365	11,670	..	..	(b)	65,471	45,948	111,419	..	..	(b)	73,776	49,313	123,089
1960..	411	104	515	9,136	4,338	13,474	(d)	(d)	3,494	68,020	46,807	114,827	3,680	280	4,009	77,156	51,145	128,301
1961..	521	160	681	12,742	6,002	18,744	2,982	230	3,212	67,217	44,974	112,191	3,499	387	3,886	79,959	50,976	130,935

(a) Includes teachers and pupils at primary levels in post-primary schools.
(d) The racial break-up is not available.

(b) Comparative figures are not available for mission schools.

(c) Break-up according to sex is not available.

NOTE.—Before 1957–58, schools were only classified as native primary and non-native primary schools.

APPENDIX XXII.—continued.

3. TEACHERS AND PUPILS, ADMINISTRATION AND MISSION, BEYOND PRIMARY LEVEL AT 30TH JUNE, 1957 TO 1961.

At 30th June.	Administration.						Mission.						Total.					
	Teachers.(a)			Pupils.(a)			Teachers.			Pupils.			Teachers.			Pupils.		
	Indig-enous.	Non-Indig-enous.	Total.	Male.	Female.	Total.	Indig-enous.	Non-Indig-enous.	Total.	Male.	Female.	Total.	Indig-enous.	Non-Indig-enous.	Total.	Male.	Female.	Total.
<i>Post-primary (including Girls' Schools).</i>																		
1957..	1	12	13	367	7	374	..	..	(b)	(d)	(d)	806	..	..	(b)	(d)	(d)	1,180
1958..	8	21	29	(d)	(d)	423	..	..	(b)	345	11	356	..	..	(b)	(d)	(d)	779
1959..	31	23	54	(d)	(d)	468	..	..	(b)	(d)	(d)	396	..	..	(b)	(d)	(d)	864
1960..	..	19	19	(d)	(d)	396	..	7	7	(d)	(d)	469	..	26	26	(d)	(d)	865
1961..	17	22	39	410	73	(e) 483	..	25	25	(e) 486	(e) 140	626	17	43	60	896	213	1,109
<i>Secondary.</i>																		
1957..	..	8	8	112	..	112	..	..	(b)	(d)	(d)	50	..	..	(b)	(d)	(d)	162
1958..	..	7	7	(d)	(d)	128	..	..	(b)	66	6	72	..	..	(b)	(d)	(d)	200
1959..	..	9	9	(d)	(d)	82	..	..	(b)	(d)	(d)	80	..	..	(b)	(d)	(d)	162
1960..	..	8	8	(d)	(d)	120	..	6	6	(d)	(d)	82	..	14	14	(d)	(d)	202
1961..	1	20	21	108	83	(c, g) 191	..	7	7	89	..	89	1	27	28	197	83	280
<i>Technical.</i>																		
1957..	2	12	14	162	..	162	..	..	(b)	73	..	73	..	..	(b)	235	..	235
1958..	..	15	15	243	..	243	..	..	(b)	44	..	44	..	..	(b)	287	..	287
1959..	4	20	24	269	..	269	..	..	(b)	36	..	36	..	..	(b)	305	..	305
1960..	3	20	23	282	..	282	..	1	1	49	..	49	3	21	24	331	..	331
1961..	3	22	25	361	..	361	..	1	1	29	..	29	3	23	26	390	..	390
<i>Teacher Training.</i>																		
1957..	..	..	..	..	..	..	..	..	(b)	(d)	(d)	520	..	..	(b)	(d)	(d)	520
1958..	..	2	2	(d)	(d)	44	..	..	(b)	328	22	350	..	..	(b)	(d)	(d)	394
1959..	..	1	1	28	..	28	..	..	(b)	287	24	311	..	..	(b)	315	24	339
1960..	..	8	8	132	21	153	2	19	21	409	48	457	2	27	29	541	69	610
1961..	1	9	10	(f) 133	(f) 20	(f) 153	2	20	22	302	10	312	3	29	32	435	30	465

(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 available. (c) Does not include 1,187 students receiving tuition at secondary and post-primary levels through the Pre-entry and Auxiliary Training Branch. (d) The break-up according to sex is not available. (e) Includes eight female and two male non-indigenous pupils studying at post-primary level in primary (A) schools. (f) Does not include 34 male and six female teacher trainees receiving tuition in Papua. (g) Does not include 28 students attending school in Papua.

NOTE.—Before 1960-61, post primary schools were known as intermediate schools.

APPENDIX XXII.—*continued.*

4. TYPES OF SCHOOLS, ADMINISTRATION AND MISSION, AT 30TH JUNE, 1957 TO 1961.

At 30th June.	Administration.							Mission.								Total.							
	Primary (A).	Primary (T).	Post- Primary (a).	Second- ary.	Tech- nical.	Teacher Train- ing.	Total.	Primary (A).	Primary (T).	Ex- empt.	Post- Primary	Second- ary.	Tech- nical.	Teacher Train- ing.	Total.	Primary (A).	Primary (T).	Ex- empt.	Post- Primary	Second- ary.	Tech- nical.	Teacher Train- ing.	Total.
1957 ..	17	123	8	2	2	..	152	8	3,103		17	1	3	17	3,149	25	307	2,919	25	3	5	17	3,301
1958 ..	20	148	10	2	2	2	184	8	195	2,540	6	1	2	15	2,767	28	343	2,540	16	3	4	17	2,951
1959 ..	21	153	10	2	2	1	189	10	329	2,413	10	1	1	13	2,777	31	482	2,413	20	3	3	14	2,966
1960 ..	20	156	12	2	5	3	198	10	548	2,033	6	2	2	15	2,616	30	704	2,033	18	4	7	18	2,814
1961 ..	22	201	10	4	8	2	247	10	692	1,535	15	3	1	15	2,271	32	893	1,535	25	7	9	17	2,518

(a) Includes Girls' Schools.

NOTE.—Before 1957-58, primary schools were only classified as native and non-native. Before 1960-61, post primary schools were known as intermediate schools.

APPENDIX XXII.—continued.

5. ADMINISTRATION AND MISSION SCHOOLS—SUMMARY OF TEACHERS AND PUPILS BY ACADEMIC LEVEL AT 30TH JUNE, 1961.

Academic Level.	Teachers.			Pupils.		
	Indigenous.	Non-Indigenous.	Total.	Indigenous.	Non-Indigenous.	Total.
<i>Administration Schools.</i>						
Primary (A) .. ..	..	60	60	21	1,437	1,458
Primary (T)	521	100	621	17,286	..	17,286
Total Primary	521	160	681	17,307	1,437	18,744
Post-Primary	17	22	39	483	..	483
Secondary	1	20	21	102	89	191
Technical	3	22	25	361	..	361
Teacher Training	1	9	10	93	60	153
Pre-entry and Auxiliary Training Branch .. ..	..	..	(a)	1,187	..	1,187
Total Administration Schools	543	233	776	19,533	1,586	21,119
<i>Mission Schools.</i>						
Primary (A) .. ..	..	20	20	..	692	692
Primary (T)	824	210	1,034	52,409	..	52,409
Exempt	2,158	..	2,158	59,090	..	59,090
Total Primary	2,982	230	3,212	111,499	692	112,191
Post-Primary .. ..	..	25	25	616	(b) 10	626
Secondary .. ..	..	7	7	89	..	89
Technical .. ..	..	1	1	29	..	29
Teacher Training	2	20	22	312	..	312
Total Mission Schools	2,984	283	3,267	112,545	702	113,247
<i>Administration and Mission Schools.</i>						
Primary (A) .. ..	..	80	80	21	2,129	2,150
Primary (T)	1,341	307	1,648	69,695	..	69,695
Exempt	2,158	..	2,158	59,090	..	59,090
Total Primary	3,499	387	3,886	128,806	2,129	130,935
Post-Primary	21	50	71	1,099	(b) 10	1,109
Secondary	1	27	28	191	89	280
Technical	3	23	26	390	..	390
Teacher Training	3	29	32	405	60	465
Pre-entry and Auxiliary Training Branch .. ..	..	..	..	1,187	..	1,187
Total Administration and Mission Schools	3,527	516	4,043	132,078	2,288	134,366

(a) The teaching staff is carried on the headquarters establishment of the department and is not included in staff totals in this table. (b) These students receive tuition at post-primary level at Primary (A) Schools.

APPENDIX XXII.—continued.

6. ADMINISTRATION AND MISSION SCHOOLS: INDIGENOUS PUPILS BY ACADEMIC LEVEL AT 30TH JUNE, 1961.

Standard.	Administration.			Mission.			Total.		
	Male.	Female.	Total.	Male.	Female.	Total.	Male.	Female.	Total.
Primary (A)—									
Preparatory	2	2	4	..	..	..	2	2	4
Grade 1	2	1	3	..	..	..	2	1	3
2	2	..	2	..	..	..	2	..	2
3	1	..	1	..	..	..	1	..	1
4	2	2	4	..	..	..	2	2	4
5	6	..	6	..	..	..	6	..	6
6	1	..	1	..	..	..	1	..	1
Total	16	5	21	..	..	..	16	5	21
Primary (T)—									
Preparatory	3,278	1,584	4,862	11,277	8,754	20,031	14,555	10,338	24,893
Standard 1	2,765	1,361	4,126	7,530	5,109	12,639	10,295	6,470	16,765
2	2,005	1,014	3,019	4,761	3,104	7,865	6,766	4,118	10,884
3	1,507	647	2,154	3,660	2,207	5,867	5,167	2,854	8,021
4	1,155	396	1,551	2,154	1,034	3,188	3,309	1,430	4,739
5	816	208	1,024	1,481	492	1,973	2,297	700	2,997
6	434	116	550	653	193	846	1,087	309	1,396
Total	11,960	5,326	17,286	31,516	20,893	^b 52,409	43,476	26,219	69,695
Post-primary—									
Standard 7	195	61	256	259	113	372	454	174	628
8	143	12	155	185	6	191	328	18	346
9	72	..	72	40	13	53	112	13	125
Total	410	73	483	484	132	616	894	205	1,099
Secondary—									
Form 1	40	30	70	46	..	46	86	30	116
2	25	5	30	27	..	27	52	5	57
3 .. .. .	..	2	2	7	..	7	7	2	9
4 .. .. .	..	..	..	9	..	9	9	..	9
Total	65	37	102	89	..	89	154	37	191
Technical—									
1st Year	241	..	241	29	..	29	270	..	270
2nd Year	96	..	96	..	..	..	96	..	96
3rd Year	24	..	24	..	..	..	24	..	24
Total	361	..	361	29	..	29	390	..	390
Teacher Training(a)—									
Course "A"	75	18	93	254	10	264	329	28	357
Course "B" 1st Year .. .. .	..	..	..	48	..	48	48	..	48
Total	75	18	93	302	10	312	377	28	405
Pre-entry and Auxiliary Training Branch(c)—									
Post-primary	887	..	887	..	..	..	887	..	887
Secondary	300	..	300	..	..	..	300	..	300
Total	1,187	..	1,187	..	..	..	1,187	..	1,187
Grand Total	14,074	5,459	19,533	32,420	21,035	53,455	46,494	26,494	72,988

(a) Administration figures include 25 male and 5 female Papuans who are Course "A" students at Goroko Teachers' College but exclude 18 male and 6 female Course "B" students and 16 Course "C" students from New Guinea training at Port Moresby Teachers' College. (b) Pupils in registered and recognized schools only. In addition, 59,090 pupils attend exempt schools. (c) At 30th June, 1961, the students had not been classified by grade.

APPENDIX XXII.—continued.

7. ADMINISTRATION AND MISSION SCHOOLS: NON-INDIGENOUS PUPILS BY ACADEMIC LEVEL AT 30TH JUNE, 1961.

Academic Level.	European.			Asian.			Mixed Race.			Total.		
	Male.	Female.	Total.	Male.	Female.	Total.	Male.	Female.	Total.	Male.	Female.	Total.
<i>Administration Schools.</i>												
Primary (A)—												
Preparatory ..	107	69	176	34	35	69	6	11	17	147	115	262
Grade 1 ..	86	50	136	22	20	42	13	8	21	121	78	199
" 2 ..	72	90	162	23	20	43	14	11	25	109	121	230
" 3 ..	92	69	161	16	15	31	10	4	14	118	88	206
" 4 ..	77	74	151	24	22	46	10	5	15	111	101	212
" 5 ..	57	67	124	17	19	36	10	5	15	84	91	175
" 6 ..	49	55	104	21	16	37	6	6	12	76	77	153
Total Primary(A)	540	474	1,014	157	147	304	69	50	119	766	671	1,437
Secondary—												
Form 1 ..	10	14	24	11	7	18	4	4	8	25	25	50
" 2 ..	6	8	14	2	9	11	..	..	..	8	17	25
" 3 ..	6	1	7	4	3	7	..	..	..	10	4	14
Total Secondary	22	23	45	17	19	36	4	4	8	43	46	89
Teacher Training												
Course (E)—												
For Administration												
schools ..	55	..	55	..	..	..	..	..	..	55	..	55
For mission schools	3	2	5	..	..	..	..	..	..	3	2	5
Total Teacher												
Training ..	58	2	60	..	..	..	..	..	..	58	2	60
Total Administration Schools	620	499	1,119	174	166	340	73	54	127	867	719	1,586
<i>Mission Schools.</i>												
Primary (A)—												
Preparatory ..	35	20	55	2	1	3	37	30	67	74	51	125
Grade 1 ..	25	33	58	2	..	2	29	31	60	56	64	120
" 2 ..	28	24	52	..	2	2	21	26	47	49	52	101
" 3 ..	20	19	39	2	3	5	24	21	45	46	43	89
" 4 ..	24	21	45	2	..	2	18	18	36	44	39	83
" 5 ..	20	25	45	..	2	2	15	28	43	35	55	90
" 6 ..	33	20	53	..	..	..	14	17	31	47	37	84
Total Primary(A)	185	162	347	8	8	16	158	171	329	351	341	692
Post-primary—												
Grade 7 ..	2	8	10	..	..	..	..	..	..	2	8	10
Total Mission Schools	187	170	357	8	8	16	158	171	329	353	349	702
<i>Administration and Mission Schools.</i>												
Grand Total ..	807	669	1,476	182	174	356	231	225	456	1,220	1,068	2,288

8. ADMINISTRATION SCHOOLS BY DISTRICT AND TYPE OF SCHOOL, AT 30TH JUNE, 1961.

District.	Type of School.	Number of Schools.	Teachers.							Pupils.						
			Indigenous.			Non-Indigenous.			Total.	Indigenous.			Non-Indigenous.			Total.
			Male.	Female.	Total.	Male.	Female.	Total.		Male.	Female.	Total.	Male.	Female.	Total.	
Western Highlands ..	Primary (A) ..	2	..	..	..	1	2	3	3	..	..	..	42	36	78	78
	Primary (T) ..	7	25	1	26	8	1	9	35	713	138	851	..	..	..	851
		9	25	1	26	9	3	12	38	713	138	851	42	36	78	929
Eastern Highlands ..	Primary (A) ..	4	..	..	..	2	4	6	6	..	..	..	65	42	107	107
	Primary (T) ..	27	47	7	54	17	6	23	77	1,866	400	2,266	..	..	..	2,266
	Post-Primary ..	1	3	..	3	1	2	3	6	141	..	141	..	..	..	141
	Teacher Training ..	1	1	..	1	4	1	5	6	75	18	93	..	..	..	93
	Technical ..	2	1	..	1	2	..	2	3	53	..	53	..	..	..	53
		35	52	7	59	26	13	39	98	2,135	418	2,553	65	42	107	2,660
Sepik ..	Primary (A) ..	1	..	..	..	1	1	2	2	..	..	..	30	32	62	62
	Primary (T) ..	27	48	..	48	10	2	12	60	1,149	288	1,437	..	..	..	1,437
	Post-Primary ..	1	3	..	3	5	..	5	8	174	..	174	..	..	..	174
	Technical ..	1	..	..	..	1	..	1	1	20	..	20	..	..	..	20
		30	51	..	51	17	3	20	71	1,343	288	1,631	30	32	62	1,693
Madang ..	Primary (A) ..	1	..	..	..	1	4	5	5	2	2	4	77	62	139	143
	Primary (T) ..	27	49	1	50	10	3	13	63	1,420	500	1,920	..	..	..	1,920
	Girls(a) ..	1	..	1	1	..	3	3	4	..	57 (3)	57	..	..	..	57
	Post-Primary ..	1	2	..	2	2	..	2	4	73	3	76	..	..	..	76
	Technical ..	1	2	..	2	2	..	2	4	40	..	40	..	..	..	40
		31	53	2	55	15	10	25	80	1,535	562	2,097	77	62	139	2,236
Morobe ..	Primary (A) ..	4	..	..	..	3	13	16	16	..	..	..	221	230	451	451
	Primary (T) ..	30	61	14	75	6	4	10	85	2,233	840	3,073	..	..	..	3,073
	Girls(a) ..	1	..	1	1	1	2	3	4	..	99 (23)	99	..	..	..	99
	Post-Primary ..	1	..	..	..	2	1	3	3	76	..	76	..	..	..	76
	Technical ..	2	..	..	..	8	..	8	8	121	..	121	..	..	..	121
	Integrated Secondary ..	1	..	..	..	2	..	2	2	5	..	5	10	9	19	24
	Secondary ..	1	..	..	..	..	1	1	1	..	27	27	..	..	..	27
		40	61	15	76	22	21	43	119	2,435	966	3,401	231	239	470	3,871
New Britain ..	Primary (A) ..	5	..	..	..	5	16	21	21	14	3	17	243	218	461	478
	Primary (T) ..	27	109	14	123	11	2	13	136	2,314	1,531	3,845	..	..	..	3,845
	Girls(a) ..	1	..	2	2	..	1	1	3	..	52 (20)	52	..	..	..	52
	Integrated Secondary ..	1	..	..	..	6	3	9	9	8	10	18	33	37	70	88
	Secondary ..	1	1	..	1	8	..	8	9	154	10	164	..	..	..	164
	Technical ..	1	..	..	..	8	..	8	8	105	..	105	..	..	..	105
	Teacher Training ..	1	..	..	..	4	..	4	4	..	..	..	58	2	60	60
		37	110	16	126	42	22	64	190	2,595	1,606	4,201	334	257	591	4,792

APPENDIX XVII.—continued.

8. ADMINISTRATION SCHOOLS BY DISTRICT AND TYPE OF SCHOOL, AT 30TH JUNE, 1961—continued.

District.	Type of School.	Number of Schools.	Teachers.							Pupils.						
			Indigenous.			Non-Indigenous.			Total.	Indigenous.			Non-Indigenous.			Total.
			Male.	Female.	Total.	Male.	Female.	Total.		Male.	Female.	Total.	Male.	Female.	Total.	
New Ireland	Primary (A)	2	..	..	..	1	2	3	3	..	..	..	46	27	73	73
	Primary (T)	25	48	8	56	7	1	8	64	749	466	1,215	..	..	..	1,215
	Post-Primary	1	1	..	1	2	..	2	3	78	..	78	..	..	..	78
	Technical	1	..	..	..	1	..	1	1	22	..	22	..	..	..	22
		29	49	8	57	11	3	14	71	849	466	1,315	46	27	73	1,388
Bougainville	Primary (A)	1	..	..	..	..	1	1	1	..	..	..	14	7	21	21
	Primary (T)	10	22	..	22	3	2	5	27	301	208	509	..	..	..	509
	Post-Primary	1	4	..	4	1	..	1	5	80	..	80	..	..	..	80
		12	26	..	26	4	3	7	33	381	208	589	14	7	21	610
Manus	Primary (A)	2	..	..	..	1	2	3	3	..	..	..	28	17	45	45
	Primary (T)	21	54	9	63	3	1	4	67	845	767	1,612	..	..	..	1,612
	Post-Primary	1	4	..	4	1	1	2	6	56	40	96	..	..	..	96
		24	58	9	67	5	4	9	76	901	807	1,708	28	17	45	1,753
Total New Guinea	Primary (A)	22	..	..	..	15	45	60	60	16	5	21	766	671	1,437	1,458
	Primary (T)	201	463	54	517	75	22	97	614	11,590	5,138	16,728	..	..	..	16,728
	Post-Primary	7	17	..	17	14	4	18	35	678	43	721	..	..	..	721
	Girls(a)	3	..	4	4	1	6	7	11	..	208 (46)	208	..	..	..	208
	Secondary	2	1	..	1	8	1	9	10	154	37	191	..	..	..	191
	Integrated Secondary	2	..	..	..	8	3	11	11	13	10	23	43	46	89	112
	Technical	8	3	..	3	22	..	22	25	361	..	361	..	..	..	361
	Teacher Training	2	1	..	1	8	1	9	10	75	18	93	58	2	60	153
	Pre-Entry and Auxiliary Training Branch	..	..	..	..	..	..	..	(b)	1,187	..	1,187	..	..	..	1,187
			247	485	58	543	151	82	233	776	14,074	5,459	19,533	867	719	1,586	621,119

(a) The figures in brackets show the number of girls at post-primary level of the Department and is not included in staff totals in this Table.

(b) The teaching staff of the Pre-Entry and Auxiliary Training Branch is carried on the headquarters establishment

NOTE.—Some Post-Primary schools contain a primary component, and one secondary school contains a post-primary component. In this table teachers and pupils have been included without relation to the academic level to which they belong.

APPENDIX XXII.—continued.

9. MISSION SCHOOLS BY DISTRICT AND TYPE OF SCHOOL, AT 30TH JUNE, 1961.

District.	Type of School.	Number of Schools.	Pupils.						Total.
			Indigenous.			Non-Indigenous.			
			Male.	Female.	Total.	Male.	Female.	Total.	
Western Highlands	Primary (A) ..	1	..	..	..	14	15	29	29
	Primary (T) ..	66	3,186	1,072	4,258	..	..	..	4,258
	Post-Primary ..	1	34	..	34	..	..	..	34
	Exempt ..	204	9,410	3,869	13,279	..	..	..	13,279
	Total ..	272	12,630	4,941	17,571	14	15	29	17,600
Eastern Highlands ..	Primary (A) ..	1	..	..	..	18	15	33	33
	Primary (T) ..	62	4,228	1,416	5,644	..	..	..	5,644
	Post-Primary ..	1	17	2	19	..	..	..	19
	Teacher Training ..	2	24	..	24	..	..	..	24
	Exempt ..	242	6,009	3,570	9,579	..	..	..	9,579
Total ..	308	10,278	4,988	15,266	18	15	33	15,299	
Sepik ..	Primary (T) ..	50	3,786	2,178	5,964	..	..	..	5,964
	Post-Primary ..	2	54	8	62	..	..	..	62
	Teacher Training ..	1	15	..	15	..	..	..	15
	Exempt ..	327	7,189	5,362	12,551	..	..	..	12,551
Total ..	380	11,044	7,548	18,592	..	..	..	18,592	
Madang ..	Primary (A) ..	2	..	..	..	51	48	99	99
	Primary (T) ..	80	3,349	2,350	5,699	..	..	..	5,699
	Post-Primary ..	1	17	..	17	..	..	..	17
	Teacher Training ..	3	32	5	37	..	..	..	37
	Technical ..	1	29	..	29	..	..	..	29
	Exempt ..	305	4,815	4,107	8,922	..	..	..	8,922
Total ..	392	8,242	6,462	14,704	51	48	99	14,803	
Morobe ..	Primary (A) ..	2	..	..	..	92	72	164	164
	Primary (T) ..	74	2,782	1,610	4,392	..	..	..	4,392
	Post-Primary ..	2	61	4	65	..	..	..	65
	Teacher Training ..	3	85	..	85	..	..	..	85
	Exempt ..	207	4,039	3,250	7,289	..	..	..	7,289
Total ..	288	6,967	4,864	11,831	92	72	164	11,995	
New Britain ..	Primary (A) ..	3	..	..	..	146	169	315	315
	Primary (T) ..	120	6,060	5,583	11,643	..	..	..	11,643
	Post-Primary ..	5	172	56	228	..	..	..	228
	Secondary ..	2	77	..	77	..	..	..	77
	Teacher Training ..	4	109	3	112	..	..	..	112
	Exempt ..	91	2,045	1,847	3,892	..	..	..	3,892
Total ..	225	8,463	7,489	15,952	146	169	315	16,267	

APPENDIX XXII.—*continued.*9. MISSION SCHOOLS BY DISTRICT AND TYPE OF SCHOOL, AT 30TH JUNE, 1961—*continued.*

District.	Type of School.	Number of Schools.	Pupils.						Total.
			Indigenous.			Non-Indigenous.			
			Male.	Female.	Total.	Male.	Female.	Total.	
New Ireland ..	Primary (A) ..	1	..	..	..	32	30	62	62
	Primary (T) ..	59	1,687	1,401	3,088	..	..	..	3,088
	Post-Primary ..	..	(a) 13	..	(a) 13	..	..	..	(a) 13
	Exempt ..	64	996	989	1,985	..	..	..	1,985
	Total ..	124	2,696	2,390	5,086	32	30	62	5,148
Manus ..	Primary (T) ..	43	1,192	961	2,153	..	..	..	2,153
	Post-Primary ..	1	37	13	50	..	..	..	50
	Exempt ..	29	187	171	358	..	..	..	358
	Total ..	73	1,416	1,145	2,561	..	..	..	2,561
Bougainville ..	Primary (T) ..	138	5,246	4,322	9,568	..	..	..	9,568
	Post-Primary ..	2	79	49	128	..	..	..	128
	Secondary ..	1	12	..	12	..	..	..	12
	Teacher Training ..	2	37	2	39	..	..	..	39
	Exempt ..	66	660	575	1,235	..	..	..	1,235
Total ..	209	6,034	4,948	10,982	..	..	..	10,982	
Total New Guinea ..	Primary (A) ..	10	..	..	..	353	349	702	702
	Primary (T) ..	692	31,516	20,893	52,409	..	..	..	52,409
	Post-Primary ..	15	484	132	616	..	..	..	616
	Secondary ..	3	89	..	89	..	..	..	89
	Technical ..	1	29	..	29	..	..	..	29
	Teacher Training ..	15	302	10	312	..	..	..	312
	Exempt ..	1,535	35,350	23,740	59,090	..	..	..	59,090
Total ..	2,271	67,770	44,775	112,545	353	349	702	113,247	

(a) 13 students undertaking Standard VII studies in a Primary (T) school.

In this table pupils are shown against the type of school in which they are located, without regard to the academic level to which they belong. The break-up of mission teachers by district and type of school is not available.

APPENDIX XXII.—continued.

10. MISSIONS CONDUCTING SCHOOLS AT 30TH JUNE, 1961.

Mission.	Registered and Recognized Schools.								Exempt Schools.	Grand Total.
	Primary.			Schools beyond Primary Level.						
	Primary (A).	Primary (T).	Total.	Post Primary.	Secondary.	Technical.	Teacher Training.	Total.		
Apostolic Church Mission .. ..	..	1	1	..	..	..	..	..	2	3
Assemblies of God in Australia-New Guinea Mission .. ..	..	4	4	..	..	..	..	..	11	15
Australian Baptist Foreign Mission Incorporated .. ..	..	9	9	..	..	..	..	..	28	37
Australian Lutheran Mission .. ..	..	8	8	..	..	..	..	..	13	21
Bismarck-Solomons Union of Seventh Day Adventists .. ..	..	16	16	1	..	..	1	2	77	95
Catholic Mission of the Divine Word, Wewak .. ..	..	20	20	2	..	..	1	3	178	201
Catholic Mission of the Divine Word, Goroka Vicariate	2	25	27	..	..	..	..	..	140	167
Catholic Mission of the Holy Ghost	1	42	43	1	..	..	2	3	196	242
Catholic Mission of the Holy Trinity .. ..	..	14	14	1	..	..	..	1	16	31
Catholic Mission of the Most Sacred Heart of Jesus, Vanapope	3	100	103	4	2	..	2	8	2	113
Catholic Mission of the Most Sacred Heart of Jesus, Kavieng	1	76	77	1	..	..	..	1	1	79
Christian Missions in Many Lands .. ..	..	8	8	..	..	..	..	..	3	11
Church of Christ Mission .. ..	..	2	2	..	..	..	..	..	..	2
Church of the Nazarene .. ..	..	1	1	..	..	..	..	..	..	1
Coral Sea Union of Seventh Day Adventists .. ..	..	23	23	1	..	..	1	2	38	63
East and West Indies Bible Mission .. ..	..	1	1	..	..	..	..	..	1	2
Evangelical Bible Mission .. ..	..	1	1	..	..	..	..	..	3	4
Evangelical Lutheran Mission .. ..	..	6	6	..	..	..	..	..	11	17
Fitzgerald O'Shannessey Voluntary Education Agency .. ..	..	1	1	..	..	..	..	..	..	1
Four Square Gospel Mission .. ..	..	1	1	..	..	..	..	..	1	2
Franciscan Mission .. ..	..	13	13	..	..	..	..	..	107	120
Lutheran Mission, Missouri Synod	1	6	7	..	..	..	..	..	105	112
Lutheran Mission, New Guinea	2	127	129	1	..	1	5	7	446	582
Marist Mission Society .. ..	..	104	104	1	1	..	1	3	11	118
Methodist Missionary Society of New Zealand .. ..	..	32	32	2	..	..	1	3	21	56
Methodist Overseas Mission (New Guinea District) .. ..	..	13	13	..	..	..	1	1	124	138
New Guinea Anglican Mission .. ..	..	26	26	..	..	..	..	..	4	30
New Tribes Mission (New Guinea) Incorporated .. ..	..	..	..	..	..	..	..	..	1	1
Salvation Army (New Guinea) .. ..	..	2	2	..	..	..	..	..	..	2
South Seas Evangelical Mission Limited .. ..	..	6	6	..	..	..	..	..	1	7
Swiss Evangelical Brotherhood Mission .. ..	..	4	4	..	..	..	..	..	..	4
Total	10	692	702	15	3	1	15	34	(a)1,541	2,277

(a) Includes Six exempt schools in Papua.

II. PUPILS ATTENDING MISSION SCHOOLS AT 30TH JUNE, 1961.

Mission	Primary Schools.									Registered and Recognized Schools Beyond Primary Level.						Grand Total.					
	Registered and Recognized.					Exempt Schools.				Total.		Post-Primary and Secondary.		Technical.					Teacher Training.		Total.
	Non-indigenous.		Indigenous.		Total.	Male.	Female.	Total.	Total.	Male.	Female.	Male.	Female.	Male.	Female.	Male.	Female.	Total.	Male.	Female.	Total.
	Male.	Female.	Male.	Female.																	
Apostolic Church Mission ..	..	..	24	14	38	40	11	51	89	..	..	..	..	..	..	..	..	64	25	89
Assemblies of God in Australia- New Guinea Mission ..	..	..	320	43	363	391	370	761	1,124	..	..	..	..	..	..	..	..	711	413	1,124
Australian Baptist Foreign Mission Incorporated ..	..	..	369	195	564	644	401	1,045	1,609	..	..	..	..	..	..	..	..	1,013	596	1,609
Australian Lutheran Mission ..	..	..	496	176	672	125	130	255	927	3	4	..	..	..	..	..	7	624	310	934
Bismarck-Solomons Union of Seventh Day Adventists ..	..	..	433	261	694	698	526	1,224	1,918	83	8	..	..	53	1	145	1,267	796	2,063	
Catholic Mission of the Divine Word, Wewak ..	..	..	1,756	1,390	3,146	4,415	3,468	7,883	11,029	54	8	..	..	15	..	77	6,240	4,866	11,106	
Catholic Mission of the Divine Word, Goroka Vicariate ..	91	70	1,657	897	2,715	3,268	2,706	5,974	8,689	..	..	..	..	..	..	..	..	5,016	3,673	8,689
Catholic Mission of the Holy Ghost ..	26	29	2,157	1,643	3,855	3,039	2,682	5,721	9,576	17	..	..	..	14	5	36	5,253	4,359	9,612	
Catholic Mission of the Holy Trinity ..	..	..	1,042	433	1,475	5,733	2,313	8,046	9,521	34	..	..	..	..	..	34	6,809	2,746	9,555	
Catholic Mission of the Most Sacred Heart of Jesus, Vunapope ..	146	169	5,483	5,019	10,817	62	66	128	10,945	173	49	..	..	32	2	256	5,896	5,305	11,201	
Catholic Mission of the Most Sacred Heart of Jesus, Kavieng ..	32	30	2,170	1,897	4,129	12	5	17	4,146	50	13	..	..	..	..	63	2,264	1,945	4,209	
Christian Missions in Many Lands ..	..	..	426	81	507	50	24	74	581	..	..	..	..	..	..	..	..	476	105	581
Church of Christ Mission ..	..	..	47	44	91	..	..	..	91	..	..	..	..	..	..	..	..	47	44	91
Church of the Nazarene ..	..	..	74	12	86	..	..	..	86	..	..	..	..	..	..	..	..	74	12	86
Coral Sea Union of Seventh Day Adventists ..	..	..	1,374	419	1,793	588	390	978	2,771	17	2	..	..	7	..	26	1,986	811	2,797	
East and West Indies Bible Mission ..	..	..	55	6	61	26	4	30	91	..	..	..	..	..	..	..	..	81	10	91
Evangelical Bible Mission ..	..	..	39	15	54	40	28	68	122	..	..	..	..	..	..	..	..	79	43	122
Evangelical Lutheran Mission ..	..	..	235	144	379	40	44	84	463	..	..	..	..	..	..	..	..	275	188	463
Fitzgerald-O'Shannessey Voluntary Education Agency ..	..	..	82	24	106	..	..	..	106	..	..	..	..	..	..	..	..	82	24	106
Four Square Gospel Mission ..	..	..	75	..	75	32	..	32	107	..	..	..	..	..	..	..	..	107	..	107
Franciscan Mission ..	..	..	929	598	1,527	1,890	1,200	3,090	4,617	..	..	..	..	..	..	..	..	2,819	1,798	4,617
Lutheran Mission Missouri Synod ..	14	15	314	94	437	1,928	622	2,550	2,987	..	..	..	..	..	..	..	..	2,256	731	2,987
Lutheran Mission New Guinea ..	44	36	4,972	2,368	7,420	9,216	5,816	15,032	22,452	58	..	29	..	120	..	207	14,439	8,220	22,659		
Marist Mission Society ..	..	..	4,091	3,464	7,555	184	162	346	7,901	67	29	..	..	17	..	113	4,359	3,655	8,014	
Methodist Missionary Society of New Zealand ..	..	..	1,062	816	1,878	180	160	340	2,218	17	19	..	..	20	2	58	1,279	997	2,276	
Methodist Overseas Mission (New Guinea District) ..	..	..	547	502	1,049	2,677	2,610	5,287	6,336	..	..	..	..	24	..	24	3,248	3,112	6,360	
New Guinea Anglican Mission ..	..	..	1,086	344	1,430	73	13	86	1,516	..	..	..	..	..	..	..	1,159	357	1,516	
New Tribes Mission (New Guinea) Incorporated ..	..	..	..	..	..	55	..	55	55	..	..	..	..	..	..	..	..	55	..	55
Salvation Army (New Guinea) ..	..	..	69	25	94	..	..	..	94	..	..	..	..	..	..	..	..	69	25	94
South Seas Evangelical Mission Limited ..	..	..	164	42	206	30	30	60	266	..	..	..	..	..	..	..	..	194	72	266
Swiss Evangelical Brotherhood Mission ..	..	..	197	27	224	..	..	..	224	..	..	..	..	..	..	..	..	197	27	224
	353	349	31,745	20,993	53,440	35,436	23,781	59,217	112,657	573	132	29	..	302	10	1,046	68,438	45,265	113,703		

NOTE.—Certain Missions conduct schools in Papua and pupils attending these schools are included in this Table. Consequently, statistics in this Table do not reconcile with statistics in other Tables.

APPENDIX XXII.—continued.

12. TEACHERS IN MISSION SCHOOLS AT 30TH JUNE, 1961.

Mission.	Registered and Recognized Schools.						Exempt Schools.			Total.		
	Non-indigenous.			Indigenous.			Male.	Female.	Total.	Male.	Female.	Total.
	Male.	Female.	Total.	Male.	Female.	Total.						
Apostolic Church Mission ..	..	1	1	..	..	..	2	..	2	2	1	3
Assemblies of God in Australia-New Guinea Mission ..	1	2	3	..	..	..	16	..	16	17	2	19
Australian Baptist Foreign Mission Incorporated ..	1	3	4	..	..	..	37	..	37	38	3	41
Australian Lutheran Mission ..	2	1	3	..	..	..	13	..	13	15	1	16
Bismarck-Solomons Union of Seventh Day Adventists ..	6	1	7	..	..	..	77	..	77	83	1	84
Catholic Mission of the Divine Word, Wewak ..	10	19	29	31	2	33	210	4	214	251	25	276
Catholic Mission of the Divine Word, Goroka Vicariate ..	1	15	16	23	..	23	149	1	150	173	16	189
Catholic Mission of the Holy Ghost	13	13	26	48	..	48	239	..	239	300	13	313
Catholic Mission of the Holy Trinity ..	7	4	11	12	..	12	312	..	312	331	4	335
Catholic Mission of the Most Sacred Heart of Jesus, Vunapope	12	26	38	178	47	225	3	..	3	193	73	266
Catholic Mission of the Most Sacred Heart of Jesus, Kavieng	3	3	6	106	6	112	2	..	2	111	9	120
Christian Missions in Many Lands	2	2	4	..	..	..	5	1	6	7	3	10
Church of Christ Mission ..	1	2	3	..	..	..	..	..	..	1	2	3
Church of the Nazarene ..	1	..	1	..	..	..	..	..	..	1	..	1
Coral Sea Union of Seventh Day Adventists ..	6	..	6	3	..	3	39	..	39	48	..	48
East and West Indies Bible Mission ..	..	1	1	..	..	..	1	1	2	1	2	3
Evangelical Bible Mission ..	..	1	1	..	..	..	2	1	3	2	2	4
Evangelical Lutheran Mission ..	1	..	1	6	..	6	7	..	7	14	..	14
Fitzgerald-O'Shannessey Voluntary Education Agency ..	1	..	1	..	..	..	..	..	..	1	..	1
Four Square Gospel Mission ..	..	..	..	..	..	..	1	..	1	1	..	1
Franciscan Mission ..	5	5	10	3	..	3	150	..	150	158	5	163
Lutheran Mission Missouri Synod	5	2	7	..	..	..	104	..	104	109	2	111
Lutheran Mission, New Guinea ..	18	20	38	65	..	65	466	2	468	549	22	571
Marist Mission Society ..	12	16	28	169	44	213	11	..	11	192	60	252
Methodist Missionary Society of New Zealand ..	..	6	6	39	4	43	25	..	25	64	10	74
Methodist Overseas Mission (New Guinea District) ..	3	5	8	25	3	28	271	2	273	299	10	309
New Guinea Anglican Mission ..	..	1	1	12	..	12	5	..	5	17	1	18
New Tribes Mission (New Guinea) Incorporated ..	..	..	..	..	..	..	1	3	4	1	3	4
Salvation Army (New Guinea) ..	..	1	1	..	..	..	..	..	..	..	1	1
South Seas Evangelical Mission Limited ..	..	1	1	..	..	..	1	1	2	1	2	3
Swiss Evangelical Brotherhood Mission ..	..	1	1	..	..	..	..	..	..	..	1	1
Total ..	111	152	263	720	106	826	2,149	16	2,165	2,980	274	3,254

NOTE.—Certain missions conduct schools in Papua and teachers at those schools are included in this Table. Consequently statistics in this Table do not reconcile with statistics in other tables.

APPENDIX XXII.—*continued.*

13. EXPENDITURE ON EDUCATION DURING THE YEAR ENDED 30TH JUNE, 1961.

Administration—	£	£
Department of Education—		
Salaries	657,471	
Contingencies	112,124	
Education services	233,545	
Grants-in-aid to missions	283,095	
	—————	1,286,235
Other departmental educational training(a)		57,662
Public libraries		10,166
Building construction—schools, &c.(b)		248,930
		—————
		1,602,993
Missions—Expenditure from own funds(c)		420,357
		—————
Total		2,023,350

(a) Training carried out by the Public Service Institute and the Departments of Public Health, Native Affairs, Forests, Posts and Telegraphs, Civil Affairs and Agriculture, Stock and Fisheries. (b) Includes expenditure on furniture and fittings but does not include expenditure on maintenance of buildings. (c) Returns from missions are incomplete.

APPENDIX XXIII.

INTERNATIONAL TREATIES, CONVENTIONS AND AGREEMENTS.

1. TREATIES, CONVENTIONS AND AGREEMENTS APPLIED TO THE TERRITORY DURING 1960-1961.

The Treaties, Conventions and Agreements applying to the Territory at 30th June, 1958, are shown at page 221 of the report for 1957-58.

During the period 1st July, 1958, to 30th June, 1961, 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.
- Convention for fixing the minimum age for admission of children to employment at sea (9th July, 1920)—applying as from 8th July, 1959.
- Convention concerning the rights of association and combination of Agricultural Workers (12th November, 1921)—applying as from 8th July, 1959.
- Convention concerning the age for admission of children to employment in agriculture (16th November, 1921)—applying as from 16th July, 1959.
- Articles of Agreement of the International Development Association (26th January, 1960)—applying as from 24th September, 1960.
- Convention concerning equality of treatment for National and Foreign Workers as regards Workmen's Compensation for Accidents (5th June, 1925)—applying as from 8th February, 1961.

APPENDIX XXIII.—*continued.*1. INTERNATIONAL TREATIES, CONVENTIONS AND AGREEMENTS APPLIED TO THE TERRITORY DURING 1960-61—*continued.*

Convention concerning Workmen's Compensation for Occupational Diseases (10th June, 1925)—applying as from 8th February, 1961.

Convention concerning Workmen's Compensation for Occupational Diseases (revised 1934) (21st June, 1934)—applying as from 8th February, 1961.

Convention on Road Traffic (19th September, 1949)—applying as from 2nd June, 1961.

Convention on the Nationality of Married Women (20th February, 1957)—applying as from 12th June, 1961.

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.

Federal Republic of Germany:—Trade Agreement (14th October, 1959)—applying as from 1st July, 1959.

France:—Convention supplementary to the Convention of 2nd February, 1922, respecting legal proceedings (15th April, 1936)—applying as from 9th October, 1959.

Federation of Malaya:—Agreement relating to Air Services (29th September, 1959)—applying as from 29th September, 1959.

Thailand:—Agreement relating to Air Services (26th February, 1960)—applying as from 26th February, 1960.

India:—Exchange of Notes modifying the Air Services Agreement between Australia and India of 11th June, 1949, and the Exchange of Notes associated therewith (14th December, 1960)—applying as from 14th December, 1960.

Netherlands:—Exchange of Notes between Australia and the Netherlands extending the Australia-Netherlands Postal Parcels Agreement of 22nd October, 1953, to Papua, New Guinea and Netherlands New Guinea (4th August, 1959)—applying as from 30th September, 1960.

2. TRUSTEESHIP AGREEMENT FOR THE TERRITORY OF NEW GUINEA.

Approved by the General Assembly of the United Nations at the Sixty-Second Plenary Meeting of its First Session on 13th December, 1946.

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

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

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

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

Article 1.

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

Article 2.

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

Article 3.

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

APPENDIX XXIII.—*continued.*2. TRUSTEESHIP AGREEMENT FOR THE TERRITORY OF NEW GUINEA—*continued.**Article 4.*

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

Article 5.

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

Article 6.

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

Article 7.

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

Article 8.

The Administering Authority undertakes that in the discharge of its obligations under Article 3 of this agreement:

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

APPENDIX XXIV.

CLIMATIC CONDITIONS.

Place.	Month.	Maximum Temperature. (° F.)	Minimum Temperature. (° F.)	9 a.m. Humidity. (%)	Rainfall Points (100 Points = One Inch)	Rain Days.
Lae	1960—					
	July	81.7	71.6	88	2,201	23
	August	82.1	72.1	88	1,664	27
	September	84.9	72.7	78	758	13
	October	85.6	72.4	78	1,527	22
	November	86.8	73.5	79	1,263	22
	December	86.8	74.3	78	1,231	21
	1961—					
	January	86.2	74.6	80	1,854	23
	February	87.4	74.4	80	764	20
	March	88.1	74.8	76	619	19
	April	86.1	74.0	93	1,454	24
	May	84.8	74.1	85	2,340	27
	June	82.6	72.6	86	2,334	24
Madang	1960—					
	July	86.2	73.7	85	343	12
	August	85.9	73.9	84	180	13
	September	86.6	73.4	81	401	8
	October	85.6	72.8	84	1,699	22
	November	86.9	73.6	80	1,008	22
	December	85.8	73.2	83	2,588	20
	1961—					
	January	85.5	74.1	89	2,129	20
	February	86.0	73.8	84	924	19
	March	86.4	73.8	84	1,216	23
	April	86.2	73.5	87	1,941	27
	May	86.2	73.7	86	2,190	23
	June	84.8	73.2	89	1,322	27
Rabaul	1960—					
	July	85.1	74.4	83	549	19
	August	86.1	74.2	80	414	15
	September	88.2	74.1	76	414	13
	October	88.0	73.3	74	695	14
	November	88.8	74.1	74	718	17
	December	87.9	73.9	80	803	20
	1961—					
	January	85.8	74.1	84	1,457	26
	February	88.3	73.5	80	726	18
	March	86.2	73.9	80	1,145	17
	April	87.7	74.0	81	529	25
	May	88.2	73.4	78	572	15
	June	87.1	73.6	80	386	17
Momote	1960—					
	July	85.2	76.4	82	2,421	27
	August	86.5	77.1	79	933	23
	September	86.8	76.4	80	1,278	24
	October	86.8	76.2	77	1,184	20
	November	87.8	76.6	75	1,192	16
	December	86.2	75.8	81	1,866	24
	1961—					
	January	84.9	75.8	85	1,924	28
	February	86.3	75.5	82	1,496	21
	March	86.6	76.5	81	1,134	26
	April	86.3	76.1	80	1,145	23
	May	86.1	76.2	81	1,704	27
	June	84.7	75.7	84	2,048	24

APPENDIX XXV.

RELIGIOUS MISSIONS.

1. MISSIONS OPERATING AT 30TH JUNE, 1961: BY DENOMINATION.

Denomination.	Districts of Operation.	Number of Missions.	Number of Non-Indigenous Missionaries.	Number of Adherents Claimed.
Assemblies of God in Australia ..	Sepik	1	35	10,500
Baptist	Western Highlands and Sepik ..	1	30	5,000
Christian Missions in Many Lands ..	Sepik	1	43	4,100
Church of England	Eastern and Western Highlands, Madang and New Britain ..	1	26	9,000
Lutheran	Eastern and Western Highlands, Madang, Morobe and Manus ..	4	380	255,551
Methodist	New Britain, New Ireland and Bougainville ..	2	50	62,552
New Tribes Mission (New Guinea) Incorporated	Eastern Highlands and Morobe ..	1	29	2,100
Roman Catholic	All districts	8	762	300,408
Seventh Day Adventists	All districts	2	109	30,831
South Seas Evangelical Mission Ltd.	Sepik	1	20	2,000
Swiss Evangelical Brotherhood Mission	Eastern and Western Highlands ..	1	22	2,000
Other Denominations	Eastern and Western Highlands, Sepik and Madang	8	45	11,500
		31	1,551	695,542

NOTE.—The estimates of the number of adherents are compiled from information furnished by each mission.

APPENDIX XXV.—*continued.*RELIGIOUS MISSIONS—*continued.*

2. MISSIONS OPERATING IN THE TERRITORY AT 30TH JUNE, 1961.

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	11	3,000
Assemblies of God in Australia— New Guinea Mission	Maprik	Sepik	35	10,500
Australian Baptist Foreign Mission Incorporated	Baiyer River ..	Western Highlands, Sepik ..	30	5,000
Australian Lutheran Mission ..	Rooke Island	Morobe	21	6,000
Bismarck-Solomons Union of Seventh Day Adventists	Rabaul	Manus, New Britain, New Ireland, Bougainville	70	8,300
Catholic Mission of the Divine Word	Wewak	Sepik	121	55,000
Catholic Mission of the Divine Word	Goroka	Eastern Highlands	54	3,500
Catholic Mission of the Holy Ghost	Alexishafen ..	Madang, Morobe	123	46,848
Catholic Mission of the Holy Trinity	Mount Hagen	Western Highlands	55	28,000
Catholic Mission of the Most Sacred Heart of Jesus	Vunapope	New Britain	207	73,000
Catholic Mission of the Most Sacred Heart of Jesus	Kavieng	Manus, New Britain, New Ireland	45	23,944
Christian Missions in Many Lands Church of Christ Mission	Lumi Tung via Madang	Sepik Madang	43 9	4,100 1,300
Church of the Nazarene	Banz	Western Highlands	6	1,600
Coral Sea Union of Seventh Day Adventists	Lae	Morobe, Madang, Sepik, Eastern and Western Highlands	39	22,531
East and West Indies Bible Mission	Mount Hagen	Western Highlands	6	500
Evangelical Lutheran Mission ..	Lorengau	Manus	9	2,500
Four Square Gospel Mission ..	Wau	Eastern Highlands	4	1,500
Franciscan Mission	Aitape	Sepik	54	25,500
Kwato Extension Association Incorporated	Kwato (Papua)	Eastern Highlands .. ..	..	200
Lutheran Mission (Missouri Synod)	Wabag	Western Highlands, Madang, Morobe	37	20,000
Lutheran Mission (New Guinea) ..	Lae	Eastern and Western Highlands ..	313	227,051
Marist Mission Society	Tsiroge	Bougainville	103	44,616
Methodist Missionary Society of New Zealand	Skotolan	Bougainville	17	8,750
Methodist Overseas Mission (New Guinea District)	Rabaul	New Britain, New Ireland ..	33	53,802
New Guinea Anglican Mission ..	Dogura (Papua)	Madang, New Britain, Eastern and Western Highlands	26	9,000
New Tribes Mission (New Guinea) Incorporated	Goroka	Eastern Highlands, Morobe ..	29	2,100
Salvation Army	Port Moresby (Papua)	Eastern Highlands	4	400
South Seas Evangelical Mission Ltd.	Maprik	Sepik	20	2,000
Swiss Evangelical Brotherhood Mission	Minj	Eastern and Western Highlands ..	22	2,000
Sola Fide Mission	Wewak	Sepik	5	3,000
Total .. ..	.. ..	.. ..	1,551	695,542

NOTE.—The estimates of number of adherents are compiled from information furnished by each mission.

APPENDIX XXV.—*continued.*

3. NATIONALITIES OF NON-INDIGENOUS MISSIONARIES AT 30TH JUNE, 1961.

Nationality.	Males.	Females.	Persons.
British (including Australian citizens)	349	340	689
Austrian	13	11	24
Czechoslovakian	2	..	2
Dutch	28	27	55
French	4	9	13
German	189	124	313
Guatemalan .. .. .	..	1	1
Hungarian	3	2	5
Irish	15	5	20
Italian	8	2	10
Swiss	10	13	23
United States of America	180	152	332
Other	47	8	55
Total	848	694	1,542

4. MEDICAL AND EDUCATIONAL ACTIVITIES OF MISSIONS: SUMMARY OF EXPENDITURE DURING THE YEAR ENDED 30TH JUNE, 1961.

Particulars.	Medical Expenditure.	Educational Expenditure.
	£	£
Grant-in-aid by Administration	186,308	283,095
Ascertainable expenditure from own funds	171,966	420,357
Total	358,274	703,452

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	45	53-56	92	107	140	127
2	15-19	46	204	93	107	141	127-128
3	14-15	47	56-57	94	107	142	128-129
4	19-21	48	57	95	107	143	129
5	21	49	57	96	106	144	129
6	21	50	57-63	97	107-108	145	129
7	21	51	63	98	108-117	146	129-130
8	21-22	52	63	98a	116	147	130-131
9	22	53	63	99	116	148	129
10	22	54	63-64	100	109-116	149	131
11	22	55	64-69	101	110	150	131-132
11a	22	56	64, 69	102	{110, 112-	151	132-133
12	23-24	57	68-69		{ 113	152	133-134
13	24	57a	66-67	103	116	153	135-136
14	24-27, 47	58	69-82	103a	116	154	136
15	24		{72-74	104	116	155	136
16	28	58a	{79-81	105	264	156	136
17	28	59	81	106	117	157	{136-137,
18	28	60	82	107	117		{ 138
19	28-32	61	82	108	117	158	137
20	32	62	82-84	108a	117	159	138
20a	32-33	63	85-86	109	117-118	160	138-139
21	33-37	64	86-87, 89	110	117-118	161	139
22	37-42	65	88-90	111	118	162	139
22a	37-42	66	89	112	118	163	139-140
22b	169-202	66a	89	113	118-119	164	140
23	42-43	67	90, 92	114	119	165	141
24	43	68	90-92	115	125-126	166	141-142
25	43-46	69	92	116	119	167	142
26	45	70	93	117	119-123	168	142
27	45-46	71	93	118	122	169	142
28	46-47	72	93	119	120	170	142
28a	47	73	93	120	119	171	142-143
29	48-49	73a	93	121	119	172	143-145
30	48	74	94	122	118	173	145
31	48	75	94-101	123	123	174	145
32	48-49	76	101	124	123	175	145-146
33	48-49	77	97-101	125	123	176	146-147
34	49	78	101-102	126	124	177	147-148
35	49-50	79	103	127	124	178	148
35a	50	80	103	128	124	179	148
36	49, 50	81	103-105	129	124	180	148
37	50	82	103	130	124	181	148-149
37a	49-50	83	103	131	124-125	182	149
38	51-52	84	103	132	125	183	149
38a	51	85	103	133	126	184	149
39	51	86	103-104	134	126	185	149
40	51	87	104	135	126	186 .. ..	..
41	51	88	105	136	127	187	149
42	52-53	89	105	137	127	188	149
43	53	90	105	138	127	189	149-155
44	53	91	105-106	139	127	190	156