



**PUBLIC SERVICE
INFORMATION
HANDBOOK**

**TERRITORY OF
PAPUA AND NEW GUINEA**



Issued under the authority of the
Minister for Territories,
Hon. P. HASLUCK, M.P.

INTRODUCTION

The Territory of Papua and New Guinea is an area of vast mountain ranges, rushing river systems, and dense forests. Its native people number about one and three-quarter millions. Before the coming of the Europeans they lived the life of primitive people, separated by over 200 different languages and a state of constant belligerence between one group and another. Some of their customs, such as cannibalism, were repugnant to humanity and their lives were governed to a large extent by fear and sorcery. They were habituated to deeds of violence. They were shut in by mountains, bush and torrents. Hence, from the beginning of European administration, the task of exploring the country and of establishing friendly relations with the people and imposing a measure of law and order among them has been beset with unusual difficulties. This task has been going on in one or another sector of the Territory since Australia first became responsible for the Administration and is still being undertaken in some areas in the remote mountains. While the Administration has been taking measures in some parts of the Territory for the social, economic and political advancement of the indigenous people, it has also been engaged continuously in other parts in the task of making first contact with the more remote population. Over the past three years more than 5,000 square miles of country have been brought under full Administration control and over the same period the area classified as "penetrated by patrols" has been reduced by some 3,000 square miles. To-day, all the Territory has been "penetrated by patrols"; only 7 per cent. of the whole Territory has not yet received attention beyond the first stage of "penetration by patrols" and 81 per cent. of the area is under full control.

This was the country which the earliest British Administrator saw as a place where it would be possible to bring about progress without destroying the native peoples ; of which another Administrator said : " Australia will receive no immediate return from the expenditure in this Territory other than the contentment and friendship of a million neighbours by helping them towards freedom from want and fear and, by education, making the other two freedoms possible."

The Australian Government is looking for men and women with intelligence, imagination, initiative and courage to take a hand in the development of the Territory and the advancement of its native people.

HISTORY OF THE TERRITORY

The Territory of Papua was placed under the authority of the Commonwealth by Proclamation in 1906 and in 1920 the League of Nations conferred upon the Commonwealth a Mandate for the Government of the Territory of New Guinea. In 1942, following the outbreak of war in the Pacific, these Territories came under military control and Civil Administration was not restored until 1945 when a single Provisional Administration Service was formed for both Territories. The Papua and New Guinea Act, which came into force in July, 1949, upholds that the Territory of Papua shall be a possession of the Crown and that the Territory of New Guinea shall be administered under the International Trusteeship System. The Act provides for an Administrative Union of the two Territories, with one Administrator, one Supreme Court and one Public Service.

GEOGRAPHY OF THE TERRITORY

Description Separated from Australia by Torres Strait is the 183,000 square miles which comprises the Territory of Papua and New Guinea.

This includes the eastern half of the main island, the islands of the Trobriand, Woodlark, D'Entrecasteaux and Louisiade groups, New Britain, New Ireland, Manus, Bougainville, Buka and the Admiralty Islands.

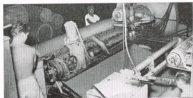
The landform varies greatly from the mangrove and sago swamps of the coastal belt to the mountains of Central New Guinea, which range up to 15,000 feet. The whole Territory is remarkably well-watered by large and permanent rivers, most of which are navigable by small vessels and launches for many miles inland.

Climate The Territory lies wholly within the tropics. Temperatures remain fairly constant throughout the year while the humidity is high. Conditions inland tend to be cooler on account of the increasing height above sea level so that in the mountains, the climate is cool and bracing. The Territory is not subject to hurricanes.

Population As at 30th June, 1956, the indigenous population of the Territory of Papua and New Guinea was estimated to be 1,718,258 and the non-indigenous 21,166. The European section of the non-indigenous population was 16,570 of whom 6,683 reside in Papua and 9,827 in New Guinea. There is also a Chinese population of 2,378 in New Guinea.

Language The linguistic structure of the Territory is surprisingly complex due to the many native dialects. However, English is the official language of the Territory ; " Melanesian-Pidgin " has become the lingua franca for New Guinea and " Police Motu " for Papua.

Industry It is the policy of the Government to encourage settlement in Papua and New Guinea. The economy of the Territory is based on primary production and the major industries are agriculture, mining and timber. Secondary industries are encouraged provided they are economic.



Feeding in Flourmill.

The climate and soils are favourable for a variety of products including copra, rubber, cocoa, tea, coffee, fibres, peanuts, rice, meat, dairy products, vegetables and fruit. The advancement of native agriculture—for local food supply and improved land use in village gardens, as well as for economic production of crops for sale—has a high priority in Government policy for Papua and New Guinea.

There are large areas of forest lands in which many valuable species occur.

Gold is one of the Territory's most valuable exports while platinum, silver and other minerals are found in small quantities. The gathering of marine shell is an established industry.

Manufacturing industries are largely confined to the processing of Territory products either for export or local consumption.

PUBLIC FACILITIES

Transport and Communications Because of the extremely mountainous nature of the country, shipping and air facilities provide the most convenient means of transport throughout the Territory. Roads are being built and improved from the main ports into the richer areas and between centres in the highlands. An extensive developmental programme now under way is designed to provide new roads and to improve the standard and conditions of existing roads to meet increasing traffic demands and to facilitate development.

The shipping and air services are good. Regular services by sea operate between the Territory and Australia and an extensive system of coastal and inter-island services is maintained. The major part of the Territory is covered by a system of internal air services and there are regular flights each week to Australia.

Postal Services Full postal and telegraphic facilities are available at all major centres. Mail is transported within the Territory by air and sea. A radio-telephone trunk service links all the principal towns of the Territory and the Overseas Telecommunications Commission operates a service between the Territory and Australia.

Currency Australian currency and Territorial coinage are used throughout the Territory. The rules of exchange and for the transfer of currency are the same as those applying on the mainland.

Banking The Commonwealth Trading Bank of Australia, the Australian and New Zealand Bank and the Bank of New South Wales provide general trading and savings bank facilities in the Territory. Administration officers operate agencies of the Commonwealth Savings Bank at out-stations.

Medical Services The Department of Public Health has the general oversight of medical and dental services. It maintains a large number of hospitals for both European and native patients. The work of the Department is expanding continuously in the fields of preventive medicine and infant and maternal welfare.

Generally, the health of the European community is good. A vigorous anti-malarial campaign now being conducted, together with normal prophylactic precautions, is greatly reducing the incidence of malaria.



Radiology.

Educational Services Education is free and compulsory for European children up to the age of fifteen. The Department of Education conducts primary schools for Europeans and correspondence tuition is arranged for children in remote areas. Secondary education is not yet generally available in the Territory although limited facilities are being developed.



A Primary School.

The Administration grants a special "secondary education allowance" in respect of children attending secondary schools in Australia to parents who normally reside in the Territory. The extent of this assistance is £145 per annum plus one return air fare per annum as far as Sydney for each child.

Shopping Facilities The main centres in the territory contain general stores which cater for all requirements. Small stores operate in the more scattered settlements, where wide use is also made of mail order facilities. There is also considerable trade between private individuals in the Territory and business houses in Australia.

Churches Most Christian religious denominations are established in the Territory and there are ample facilities for religious worship.

Recreation Because of the climate, amusement and regular exercise are necessary to the maintenance of health. The best hours of exercise are those of the early morning and from 4 p.m. onwards. Facilities are available at all centres for most of the sports normally played, such as swimming, tennis, golf, cricket, hockey, baseball, etc.

An extension service of the Commonwealth National Library operates. In some centres amateur dramatic societies have been formed. There are also the Papua and New Guinea Scientific Society, a Papua and New Guinea Regional Group of the Institute of Public Administration and the Papuan Branch of the Arts Council of Australia.

GENERAL INFORMATION

Accommodation Because the Territory Public Service is continually expanding, the provision of adequate accommodation is a serious problem. The single quarters available at some centres are of temporary army barracks type, but at other centres single residential quarters of a better class are provided.

Separate rooms are usually available. Officers may be required to make their own messing arrangements. However, at the larger centres, where messing is provided, the weekly charge varies according to costs, the present rates being £5 17s. 6d. at the Senior Officers' Mess, £5 2s. 6d. at the Men's Mess and £4 5s. 0d. at the Women's Mess.

Married accommodation is extremely difficult to obtain and the wives and families of married men cannot go to the Territory until such accommodation is available.

A programme covering the erection of modern 2 or 3 bedroom houses designed to cope with tropical conditions is being vigorously pursued by the Administration in all districts of the Territory but it may be a considerable time before there are sufficient houses to provide for all married staff, especially in the larger centres. A rental charge of £48 p.a. is payable in respect of each permanent house. Married accommodation may be available earlier in cases where new appointees are posted to an out-station but in these cases the houses are sometimes constructed of local bush materials. Present rental charges for these temporary houses vary from £42 to £18 p.a.

Furniture and Household Linen Essential items of furniture such as bed, mattress, dressing-table, wardrobe, dining-table, dining-chairs, refrigerator and stove are provided by the Administration for both single and married quarters.

Appointees are required to provide their own pillows, linen, blankets, towels and mosquito nets, etc.

Personal Services It is usual to employ natives for personal services, such as cleaning quarters and laundry. The present cost is approximately £1 10s. 0d. to £2 0s. 0d. a week for a single officer or £3 0s. 0d. to £4 0s. 0d. a week for a married officer and his family, which covers rations clothing, equipment, etc.

Clothing Clothing should be light and of a durable washing material. For men, light cotton drill clothing is most suitable, and for women, frocks of cotton or washing silk.

There are tailors in Port Moresby, Lae, Rabaul and Madang



Port Moresby, Administration Centre of Territory.

THE PUBLIC SERVICE

Organisation The Public Service of the Territory of Papua and New Guinea is classified in four divisions—the first division comprising heads of departments; the second division

comprising clerical, administrative and professional officers ; the third division made up of other categories of staff ; and the auxiliary division, essentially a training division, reserved for the indigenous people who may graduate to the other divisions of the Public Service as they attain the necessary standards.

The Territory Service is made up of the following departments :—

Administrator ; Public Service Commissioner ; Civil Affairs ; Public Health ; Native Affairs ; Treasury ; Law ; Education ; Agriculture, Stock and Fisheries ; Lands, Surveys and Mines ; Works ; Forests ; Customs and Marine ; Posts and Telegraphs.

CONDITIONS OF SERVICE

The Ordinance Conditions in the Service are prescribed in the Public Service Ordinance 1949-1956 and the Regulations made under the Ordinance.

Some of the main features of the Ordinance and Regulations are outlined below and officers of the Service are expected to make themselves familiar with the legislation.

Appointments Appointments are generally permanent subject to a probationary period of twelve months. Permanent officers of the Commonwealth or a State Public Service are required to resign to take up a permanent appointment in the Territory Service. (For information about transfer of rights see page 14).

The Headquarters of the Administration is located at Port Moresby but appointees may be required to serve anywhere in the Territory.

Fares and Removal Expenses Fares of an appointee from place of permanent residence in Australia to the Territory or place of training in Australia are paid by the Administration. Appointees usually travel by air and the cost of excess baggage included in an overall total of 100 lbs. is reimbursed. The cost of transporting up to a further 100 lbs. of baggage by sea may also be met.

The Administration will bear also the cost of the fares in excess of £3 of the wife and family of a married officer from place of residence to the Territory. However, an officer's wife and family may not proceed to the Territory until Administration married accommodation is available or private arrangements to the satisfaction of the Administration are made. The cost of removal of furniture (including packing charges, but not insurance) in excess of £10, but not exceeding in all two tons weight, is also paid.

Appointees are required to proceed to the Territory under travel arrangements made by the Department of Territories.

Provision is made for assisted passages for officers proceeding on approved recreation leave.

Leave

(a) Recreation Leave. Appointees become eligible for three months' recreation leave after twenty-one months' service in the Territory.

(b) Long Leave. After six years' service officers may be granted three months' leave on full pay. This long leave is granted in addition to and taken at the same time as recreation leave.

(c) Furlough. Six months' furlough on full pay may be granted to a permanent officer upon completion of twenty years' service. Provision is also made whereby pay in lieu of pro rata furlough may be granted in cases where an officer retires or dies before completing twenty years' service.

However, where the earlier retiring age is selected, a higher rate of contribution is payable. With the concurrence of the Administration, an officer may retire at any time after reaching the age of 50 years (females 45 years), in which case the pension payable will be calculated on actuarial principles. Generally, appointees complete six months' service before they are required to contribute to the fund.

Transfer of Rights

(a) Leave. A permanent officer of a Commonwealth or State Public Service, or approved instrumentality or authority, who is appointed to the Territory Service may, subject to approval of the Minister, be permitted to count his former service for the purpose of determining rights to sick leave and furlough, provided such service with the Commonwealth or State and the Territory Service is continuous. Any sick leave or furlough taken while an officer of the former service would, of course, be taken into account.

(b) Superannuation. Although a direct transfer of superannuation contributions is not possible, a contributor to the Commonwealth or a State Superannuation Fund may elect, within a period of three months from the date he is required to contribute to the Territory Superannuation Fund, to pay the refund of contributions from the former fund into the Territory fund, in return for which he receives a number of fully paid units, the value of which will be applied in reduction of his normal fortnightly contribution.

Hours of Duty

The hours of duty for officers of the Service are at present under review. Under existing provisions, the normal hours for office staff are 36½ hours per week.

In Port Moresby, Lae and Rabaul the hours of duty are—Mondays to Fridays: 7.45 a.m.-12 noon; 1.00 p.m.-4.06 p.m.

At all other centres the hours of duty are—Mondays to Fridays: 8.00 a.m. - 12 noon; 1.30 p.m.-4.03 p.m. Saturdays: 8.00 a.m.-12 noon.

Certain other officers also work 36½ hours per week, but in the case of field staff there are no specific hours of duty.

STAFF TRAINING Australian School of Pacific Administration

The academic training of Territory officers is centred in the Australian School of Pacific Administration, Mosman, Sydney. Subjects studied by the selected officers include Anthropology, History, Geography and Land Use, Government, Native Education, Tropical Hygiene and Law. Courses of study are varied to suit the requirements of the officers attending the School.

Public Service Institute

A Public Service Institute has been established in Port Moresby to assist officers to improve their qualifications, to obtain specialised training related to their careers and to maintain and develop their cultural and professional interests. Tuition is provided at Matriculation and University levels for officers wishing to undertake specified academic studies and instruction is also arranged for promotional and other in-service purposes.

The tuition is provided, according to location of officers, in classes, by correspondence and through periodical visits by lecturers to the various centres.



Native Coffee Harvest



Public Service Interview.

RECRUITMENT

The range of functions of the Territory Service compares with that of the Commonwealth or a State Public Service and some idea of the wide field of recruitment will be obtained from the list of Departments under "Organisation" on page 10.

Cadetships Young men can take up specialist careers in the Territory Service through cadetships. Except for medical cadetships, applicants must be under 24 years of age. Successful applicants receive an appropriate course of training. The following are the fields in which the cadetships are available from time to time:—

1. Cadet Patrol Officer.
2. Cadet Forest Officer.
3. Cadet Agricultural Officer.
4. Cadet Education Officer.
5. Cadet Veterinary Officer.
6. Cadet Surveyor.
7. Cadet Medical Officer.
8. Cadet Field Medical Assistant.
9. Cadet Valuer.
10. Co-operative Officer in Training.

Women are eligible for medical and education cadetships only.

Further information about the Territory and the Territory Service (including specific positions) can be obtained from the Secretary, Department of Territories, Canberra, A.C.T. ('phone UO 411, Extension 29A), or the Official Representative, Department of Territories, Commonwealth Offices, 5 Hickson Road, Sydney ('phone B 0537).

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