

Return to Port Moresby—the survival, copying and restitution of rescued records

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With two major Australian Archives microfilming projects involving pre-1942 Papua New Guinea records nearing completion, the authors outline the complex and chequered history of these records—including wars, a volcanic eruption, burial, brick kilns and a morgue—and the part the records have played in the histories of the Australian Archives and the National Archives of Papua New Guinea.

The records were forwarded to Australia from the 1930s to 1950s for safekeeping and have now been or will be sent to Port Moresby with microfilm copies being sent to other successor governments with an interest in the records. In effect, this account completes the story told in Kevin Green's 1969 article 'A group of archives rescued from war-damaged Port Moresby'.¹

Administrative history

THE PRE-1942 ADMINISTRATIONS of what is now Papua New Guinea, together with the more northerly island territories of the former German New Guinea, are those relevant to the current study. The administrative changes

that occurred between 1884 and 1942 and the two world wars are reflected in and affected the fate of the records created by those administrations.

During the nineteenth century, the Australian colonies were nervous of the possibility of one or more foreign powers establishing settlements in a remote part of Australia or on nearby island chains. Although the Australian colonies were anxious to annex the eastern half of New Guinea for security reasons, Britain was not at first interested. However, colonial pressure, together with a concern about the infringement of native rights and anxiety about German settlement in adjacent areas, finally persuaded the British to establish a protectorate. The result was the artificial division in 1884 of eastern New Guinea in two: in the north, German New Guinea and in the south, the Protectorate of British New Guinea.² The history of the two areas followed different paths.

German New Guinea/Mandated Territory of New Guinea Administrations

In 1885, the German Imperial Government issued a charter to the trading company Neu Guinea Kompagnie enabling it to exercise rights of sovereignty over German New Guinea for an indefinite period. From 1899, when the company surrendered its charter, the German Government ruled the Protectorate of German New Guinea directly.³

In 1899 the area of control of the administration was extended to the Island Territory of the Caroline, Pelew (Palau) and Mariana Islands (purchased by Germany from Spain) and in 1906, the German Protectorate of the Marshall Islands (which included Nauru) was merged with German New Guinea.

On the outbreak of war in 1914, at the request of Britain, Australian troops took Rabaul, and German New Guinea, including the islands territories, was surrendered. Australian troops, under the name of the British Administration of German New Guinea, then administered the former German protectorate with the exception of Nauru and the islands north of the equator, which were administered by a British appointee and Japan respectively.⁴

After the war, Australia was given two mandates by the League of Nations to administer New Guinea and Nauru.⁵ The Japanese received a mandate covering the German possessions in the Pacific north of the equator, i.e. the Caroline (including Palau), Mariana and Marshall Islands groups. The Mandate of New Guinea Administration continued until the Japanese invaded, taking Rabaul, the administrative headquarters, in January 1942.

British New Guinea/Papua Administrations

Meanwhile, the British New Guinea protectorate was finally annexed as a possession in 1888, after it was agreed that the Australian colonies (Queensland, New South Wales and Victoria) would share financial responsibility for the administration for ten years. It was also agreed that the Administrator (renamed Lieutenant-Governor in 1895) would report to the Governor of Queensland who, in turn, reported to the British Colonial Office.⁶

In 1898 the joint funding agreement lapsed and the colonies and then the new Australian Commonwealth government were reluctant to accept full responsibility for British New Guinea and the colony teetered on the verge of bankruptcy. Letters Patent of 1902 made provision for placing the colony under the authority of the Commonwealth but it was not until 1906 that Australia formally accepted complete responsibility and renamed the colony the Territory of Papua.⁷

While the seat of government, Port Moresby, was not invaded in 1942 as was Rabaul, there were Japanese air raids. The Australian Army moved in to conduct the war against the Japanese, and in the tension, civil administration broke down. On 15 February 1942 military administrations took over (see Figure One). The Australian New Guinea Administrative Unit (ANGAU) formed in April 1942 was the first administration to combine the two territories, although the possibility of an amalgamated administration had been considered on several occasions.⁸ As those parts of New Guinea and Papua occupied by the Japanese were recovered, ANGAU assumed full control.⁹

Papua New Guinea Administration

After World War II, ANGAU handed over the administration to a single entity, the Provisional Administration of the Territory of Papua New Guinea. Papua was still an Australian territory, while New Guinea became an Australian Trust Territory under the United Nations.¹⁰ Papua New Guinea moved to self-government and then independence in 1975.

Creation, dispersal and destruction of the records

The fate of the pre-1942 records of the administrations was affected by a volcanic eruption and the tropical climate as well as by the events outlined.

German New Guinea, British Military Administration and New Guinea Mandate records

As the two German administrations lasted only thirty years, most of their records were probably still in New Guinea in 1914 and were thus captured. It is not clear when the records came to light because when, in 1916, the Japanese government made inquiries regarding the administrative archives of the German Islands under Japanese occupation, they were informed that there were no such documents in Rabaul.¹¹

At various times in the 1920s, the German government attempted to regain possession of local German New Guinea records. It appears that copies of registers of births, deaths and marriages were made and forwarded to Germany.¹²

In 1930, the 'old German records' held by the Department of Lands in Rabaul were examined and 111 files dealing with Nauru, the Caroline Islands and Marshall Islands etc. were identified as being of no use to the New Guinea administration. The Administrator directed that the files be forwarded to Canberra with a view to their transmission to the mandates concerned. The Territories Branch of Prime Minister's Department sought a legal opinion and was advised that no question of law appeared to be involved. The decision on the disposal of the files was a matter of policy. The Territories Branch therefore decided that 'a better purpose might be served by retaining the files in the Commonwealth'. It was felt that, as the files were at least seventeen years old, they would not be of much use to the mandatory powers—especially as they were in German. They also seem to have been reluctant to forward files to Japan.¹³ Further records of German New Guinea, together with records of the British Military Administration and of the New Guinea Mandate, no longer required by the mandate administration, were shipped to Australia in a rationalisation after the Rabaul volcanic eruption in 1937.

Because Rabaul and other administrative centres were invaded by the Japanese during World War II, a high proportion of the New Guinea Administration records were destroyed together with German records remaining in New Guinea.¹⁴ Some agencies had packed up records for despatch south or inland but were caught by the speed of the Japanese advance. The Supreme Court records, for example, were packed in wooden crates and boxes in rooms adjoining the court or on the verandah ready for transport from Rabaul to Lae on 22 January 1942. Rabaul was invaded on 23 January.¹⁵

Figure
Table 1: Papua New Guinea Administration

GERMAN

DAS SCHUTZGEBIET DER NEU GUINEA KOMPAGNIE
[New Guinea Company Protectorate]
1885-1899

DAS SCHUTZGEBIET VON DEUTSCH NEU-GUINEA
[Protectorate of German New Guinea]
1899-1914

[& 1899: Caroline, Pelew & Mariana Islands
1906: Protectorate of the Marshall Islands]

BRITISH ADMINISTRATION OF GERMAN NEW GUINEA
1914-1921

[1914: Western Pacific High Commission (for Nauru)
1914: Japanese Administration of the German
Island Territories]

MANDATED TERRITORY OF NEW GUINEA
1921-1942

NEW GUINEA ADMINISTRATIVE UNIT (NGAU)
Feb-Apr 1942

BRITISH

BRITISH NEW GUINEA PROTECTORATE
1884-1888

POSSESSION OF BRITISH NEW GUINEA
1888-1906

TERRITORY OF PAPUA
1906-1942

PAPUAN ADMINISTRATIVE UNIT (PAU)
Feb-Apr 1942

AUSTRALIAN NEW GUINEA ADMINISTRATIVE UNIT (ANGAU) 1942-1946

TERRITORY OF PAPUA-NEW GUINEA (PROVISIONAL ADMINISTRATION) 1945-1949

TERRITORY OF PAPUA AND NEW GUINEA 1949-1971

PAPUA NEW GUINEA, 1971-

Records were lost in fires on Manus and in Wau. The Assistant Geologist, Wau, who had rescued certain plans and records, was very annoyed to hear that the geological office including all records, samples and equipment had been destroyed in a scorched earth policy.¹⁶

However, some records did survive. In Wau, the Mining Warden sealed all survey plans in a galvanized iron tank and buried it: the tank was later dug up and the records retrieved by ANGAU. Accounting records of the Buka Passage Office and the Kieta District Office were 'removed to the safety of the mountains' in January–February 1942. Unfortunately some of these records were lost due to 'excessive humidity and the flooding of the place where they were concealed'. However, some survived to be despatched to Canberra for safekeeping until their return to New Guinea after the war.¹⁷

Perhaps the most surprising case of survival was that of portions of the libraries of the Departments of Public Health and Agriculture. They were recovered in a tunnel in Rabaul in 1945 where, according to a notice posted near the entrance, they had been cared for by a Japanese!¹⁸

Papuan records

As the Japanese advanced in January–February 1942, some Papuan Departments started shipping records to Australia. Treasury, survey, staff, Supreme Court and Registrar-General records were despatched.

Individuals also took action after the cessation of civil administration on 14 February 1942. An officer of the Papuan Constabulary who remained to join the army packed up certain police records and despatched them to Australia where they ended up being stored by his sister before being handed to the Department of External Territories in Canberra in May 1944.¹⁹

The officer in charge of records in the Government Secretary's Department, Lewis Lett, was concerned to preserve the unique series of patrol reports dating from 1884 to 1941. He and the Government Secretary saw them as having great historical value. The Executive Council did not make provision for their removal to Australia, so, after the heads of departments had left, Lett took matters into his own hands. He packed the reports and other valuable papers in four old rifle cases while air raid warnings sounded and ack-ack guns opened up for the first time. He then persuaded the naval authorities to ship the boxes to Brisbane and notified Canberra of his action. The records dropped from sight for several months and were finally located in the King's Warehouse, Brisbane in August 1942. They were sent by rail to Canberra and

placed in the temporary custody of the Commonwealth National Library and stored with other library material in a disused kiln at the Canberra brickworks.

J. R. Halligan of the Department of External Territories was anxious to locate records and funds of the New Guinea and Papuan Administrations to account for funds and to prepare for the reinstatement of civilian administration. (Burying silver coins in the dead of night, without witnesses, figures large in reports of evacuation by district officers. Large quantities of coins were kept to pay Papua New Guineans and were too heavy to carry out in an emergency.)

Halligan coordinated action on tracking records and had lists prepared of records despatched to Australia. Some material was located temporarily in Sydney where evacuated officers of the Papuan Public Service were attached to the New Guinea Trade Agency to finalise action on accounts.²⁰ When action was completed the records were forwarded to Canberra.

Halligan also contacted ANGAU in May 1942 asking that a survey of the location of administration records be prepared. When visiting Port Moresby in 1943, he arranged for the records already collected to be listed and transferred to Canberra. After the material was listed by ANGAU staff, R. J. Paul and G. Whittaker (two prewar residents of Papua), eleven cases of records were forwarded to Canberra in 1943 and placed in storage in the morgue at the old Hospital, Acton. The records despatched by Lett were moved from the brickworks to the morgue between 1943 and 1945.

The District Censor also confiscated and returned books found in soldiers' parcels sent from forward areas—books such as 'Dysentery in the Federated Malay States' stamped 'Office of the Chief Medical Officer, Papua'!

The Allied Geographical Section asked for access to administration records to assist the war effort and maps and plans were lent. The academic grapevine was also working despite the war. Ian Hogbin of the Anthropology Department of Sydney University wrote to the Department of External Territories expressing concern about the preservation of the early Papuan records which he had heard were stored at the brickworks. The accommodation was checked and pronounced satisfactory.²¹ Records required by the PNG Administration were returned to Port Moresby after the war. Other administration records remaining in Canberra were transferred to the Archives Division of the Commonwealth National Library and its successor between 1950 and the early 1960s by a number of agencies as the records came to light, usually when storage areas were being cleaned out.

The Archives Division (the predecessor of the Commonwealth Archives Office, 1961–74, and the Australian Archives) had its beginnings during World War II. In 1944, Ian Maclean was appointed Archives Officer within the Commonwealth National Library, one of the two archival authorities (the other being the Australian War Memorial) under the general direction of the War Archives Committee.

In fact, it was while examining Papuan Administration records in 1945 with the War Memorial's Archives Officer, Karl Lodewyckx, that Ian Maclean determined that the archives principles elaborated by Sir Hilary Jenkinson would be applied to the Commonwealth government's records.²²

Moves towards establishing a PNG Archives Office

After the re-establishment of civil administration in Port Moresby in 1945, covering the Mandated Territory of New Guinea as well as Papua, there was still no formal archives based in the Territory. In 1949 a fire in the Government Secretary's Office had destroyed most of the Administrator's records, some Law Department records and ANGAU records.²³ This caused considerable concern in Canberra.

In 1951, L. S. Lake of the Commonwealth National Library visited the Territory. He located Papuan Executive Council minute books and records of the Central Court and Government Secretary in the back room of the Public Library apparently gathered together by ANGAU. He arranged for this material to be despatched to Canberra. He also arranged with the Administrator for circulars to be sent to district officers asking that old records be transferred to Canberra. This resulted in the transfer of the prewar records of the Resident Magistrate, South Eastern Division.²⁴

H. J. Gibbney, a Senior Archivist with the Archives Division, was sent in 1955 from Canberra to survey Territory records and report on what needed to be done for better records management.²⁵ Apart from recommendations about the custody and care of the records, he considered that a position of Records Officer and Archivist should be created in Port Moresby. Such a position was eventually created late in 1957, though the appointee, Val Prescott, did not commence duties until April 1959. In 1962 a PNG Archives Committee was established, by which time accommodation was available for the Archives in the basement of the Legislative Council building.²⁶

During his 1955 survey, Gibbney located lands and mines records that had been stowed away under a native hut at the beginning of World War II and

Treasury records rescued from the Post Office, Port Moresby, after it had been looted by Australian troops.²⁷ These records, salvaged by ANGAU, were forwarded to Canberra.

Description of the records

In the meantime work was being undertaken to describe the records located in Canberra.

In 1950 the British New Guinea and Papuan records then held in storage by the National Library on behalf of the Department of External Territories were formally transferred to archival custody. John A. Miles of the Australian School of Pacific Administration was seconded to assist Alex Dix of the Archives Division with the arrangement and description of the records. They produced a preliminary inventory and calendar in September 1950 which included a brief history of the administrations and the records as well as lists of series and detailed calendars. The inventory (known as Preliminary Inventory No. 1) does not appear to have been widely distributed.²⁸

The British New Guinea records also received some attention from the Australian National University's Department of History, when L. S. Bethell, 'as an experiment in the technique of description' compiled a 'Descriptive List of Papuan Papers'.²⁹ The list was roneoed, 156 pages, and covered six bundles dating from 1884 to 1898. There are a number of useful forewords and 'Suggested rules for a descriptive list'. It had a limited circulation, but sufficient for the National Archives of Papua New Guinea to receive requests from the United Kingdom for copies of items in the list as late as 1991.³⁰

In the late 1950s and early 1960s, Gibbney prepared draft guides to the Records of the Protectorate of British New Guinea, 1884–1888 (Inventory No. 5), to the Records of the Colony of British New Guinea, 1888–1906 (Inventory No. 6) and to the Records of the Administration of the Territory of Papua (Inventory No. 7). These draft typed guides, which included administrative histories, histories of the records, descriptions of the series, lists of staff and organisation charts, were available in Commonwealth Archives Office search rooms and were heavily used.³¹

During the late 1960s and early 1970s Peter Scott, a Senior Archivist with the Commonwealth Archives Office, personally undertook or directed staff in work on British New Guinea and Papuan administrative history and arrangement and description. The British New Guinea and Papuan records which had been controlled by Accession System numbers, were examined,

series identified and the material converted to CRS System series numbers with a G prefix. Extensive documentation was included in the then main Commonwealth Archives Office finding aid, the Summary Guide, which was available in all regional offices. Copies of this documentation were sent to the PNG Archives.

The German New Guinea records also received attention. Some appear to have found their way into the departmental library in the 1930s and thence into the National Library's duplicate collection. Files were located in 1955 in the old Hospital, Acton, and later, others were discovered in agency storage accommodation near the Canberra railway station. Some of the material was lent to Marjorie Jacobs of Sydney University who prepared a report and checklist.³² Professor Sack and his research assistant, Margrit Davies, also listed some material.

In the early 1970s, Scott undertook extensive work on the administrative history of German New Guinea. He prepared CRS System inventories of agencies and charts and, as a preliminary step to further full arrangement and description, he analysed and listed the records (grouped as far as possible into 'series' or 'classes') on inventories of series for the agencies. Copies of this documentation was included in the Summary Guide and was also distributed to the PNG Archives, the Bundesarchiv and other institutions and individuals who had expressed interest in German New Guinea records.

Microfilming and return of the British New Guinea and Papuan series

It was agreed in the early 1960s that all pre-1942 administration records would remain for the time being in trust in Australia and that the post-1942 material would be located in Port Moresby. And so, the nine metres of post-1942 records held in Canberra were sent to Port Moresby in 1964.

However, by the late 1960s the Administrator was increasingly calling for older records from Canberra as evidence in court cases. Also there was a growing interest in academic research on PNG in Australia and in Papua New Guinea, after the establishment of the University of Papua New Guinea in 1966. The newly appointed PNG Archives Officer, Kevin Green, and the University Librarian, George Buick, were interested in developing the archival resources available in Port Moresby.³³

In the meantime, within the Commonwealth Archives Office, the issue of the custody of Papua New Guinea administration archives was reviewed and it was decided to recommend that the pre-1942 records should be returned to

the Territory as part of PNG's heritage after the records were microfilmed for security and Australian reference purposes and after the availability of suitable storage arrangements was confirmed. The Administrator, D. O. Hay, agreed on 27 September 1967 with the Commonwealth Archives Office proposal and, in 1968, the Federal Executive Council approved the funding arrangements for filming the extant pre-1942 Papuan records.

Detailed arrangement and description and microfilming proceeded quickly at first as funds and resources were available and the records being microfilmed were relatively straightforward to prepare and describe. During a visit to Canberra, the PNG Archivist, Kevin Green, had indicated his filming and return priorities. As records were filmed, consignments of the original records were despatched by air to Port Moresby and, by 18 August 1970, seventy consignments had been returned.³⁴

However, the amount of material which could be prepared for the annual filming program and for despatch was affected by the fragile and fragmentary nature of the remaining material and the resources which could be allocated to the project. For example, in 1972 the Australian Government decided to release Commonwealth cabinet records for the first time and so records were transferred and most arrangement and description resources had to be allocated to this high profile project for three years. As a result, consignments were despatched only intermittently to Port Moresby in the 1970s and 1980s.

At this time, microfilm copies were not supplied free with the originals, and Kevin Green was having some difficulty in paying for his needs. Some records were very fragile and in much demand.³⁵ Meanwhile, the Australian Archives (also short of funds) unsuccessfully attempted to obtain Australian overseas aid funds to cover the cost of microfilm copies for PNG.

By the 1980s, some confusion had arisen in PNG about the status of the project. As a foundation member of the University of Papua New Guinea Library staff in 1966 and undertaking Papua New Guinea history higher degree studies throughout the 1970s, Nancy Lutton was aware that records were being filmed and returned to Port Moresby. Indeed, by the time she was appointed Chief Archivist of the National Archives of Papua New Guinea in 1989, she believed that the project had been completed years before. However, after investigation of holdings and correspondence with the Australian Archives, it was confirmed that quite a few of the series of Papuan records had still not been filmed because of difficulties in filming and in allocating resources. Also, priority was being given to the German New Guinea microfilming project.³⁶

The German New Guinea records microfilming agreement

The German New Guinea records presented different custody and ownership issues as there were several successor governments to the German New Guinea administrations. In 1974, with a view to coming to arrangements before PNG independence, the Australian Archives approached the Department of Foreign Affairs (the Commonwealth agency controlling the records and also the agency dealing with foreign governments) outlining the interests of the three successor states to the former German New Guinea (i.e. PNG, the Republic of Nauru and the US Trust Territory of the Pacific Islands which incorporated the Micronesian islands of the former Japanese mandate).

It was argued that although much of the material related to Micronesia, archivally the records and filing systems of the German colonial government in Rabaul were an obvious entity and should be kept intact. It was proposed that the original records be deposited after arrangement and microfilming in the PNG Archives, that PNG allow and facilitate access to the original records by other successor governments, and that a copy of the film be provided to Nauru and the US Trust Territory.

The Department of Foreign Affairs, accepting Australian Archives' advice, approached the three governments concerned. They expressed interest and broadly agreed with the arrangements although some details were not finalised. However, this project did not progress because, although the two most straightforward series were filmed, the Archives had problems finding appropriately experienced staff to handle the language and handwritten gothic script.

This remained the position until the late 1980s. From the early 1970s, the German Bundesarchiv had expressed interest in obtaining a copy of the German New Guinea material. In 1987 the Bundesarchiv wrote to the Australian Archives offering the services of an indexer to work on the records in exchange for a microfilm copy. The National Archives of Papua New Guinea was involved in the negotiations and was a signatory with the Australian Archives to the agreement on the description and filming project. The National Archives of PNG was to receive a copy of the microfilm as well as the return of the original records.³⁷

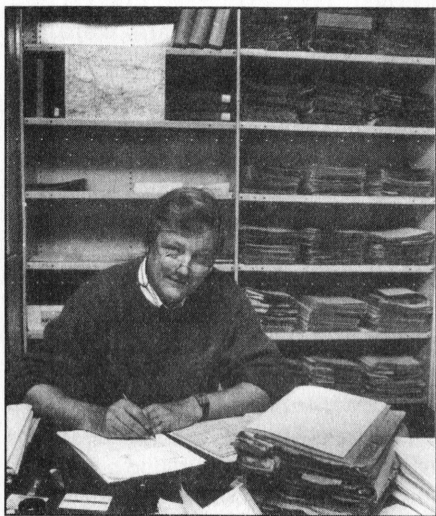
As had been proposed in 1974, the other German New Guinea successor governments were also to receive copies of the film. By 1990 these successors had become Nauru, the Commonwealth of the Northern Marianas, the Federated States of Micronesia, the Republic of the Marshall Islands and the

Republic of Palau. A copy was also to go to the US National Archives because of the USA's involvement with the former Trust Territory of the Pacific Islands.

The German archivist, Dr Jurgen Real, visited Australia and worked on the records for three months in 1991 following which the filming was undertaken and the records were despatched to Port Moresby and over 1000 rolls of microfilm were distributed amongst the various governments at the Australian Government's expense.

On first seeing the German New Guinea records on their arrival in Port Moresby, Lutton was struck by the beautiful condition of the originals, far superior to the British and Papuan records. The latter had in fact always been heavily used, and while some microfilms had been purchased, the films had never been used because the PNG Archives had never had the funds to obtain a microfilm reader, let alone a reader/printer. Although it had two purpose built repositories, obtaining any kind of equipment was extraordinarily difficult, but success was achieved before Lutton left in 1992.

Some arrangement and description and microfilming of Papuan records is still outstanding. Further work was done on identifying series and describing the records when Jacob Hevelawa, one of the five Papua New Guinean graduate archivists, went for work experience to the Australian Archives for two months in 1992.³⁸



Dr Jurgen Real from the Bundesarchiv in Germany, at work in 1991 on the files of the former German colony, New Guinea held at Australian Archives.

Conclusion

And so action on the pre-1942 PNG administrations' records which have had an impact on both the Australian Archives and the National Archives of Papua New Guinea is nearing completion.

These records have played an important part in the development of the Australian Archives. As mentioned, it was in discussions over an early consignment of these records in 1945, that Ian Maclean determined that the archival principles elaborated by Sir Hilary Jenkinson would be

applied in the Commonwealth Government's archives. The 1950 experimental detailed guide to British New Guinea and Papuan records was the first major guide prepared in the new Archives Division. The records were also amongst the first to receive detailed description within the new CRS system, were part of the Archives' first major micro-filming project and presented particular problems because of their fragility, affected as they were by water, mould and insects. The records also raised significant custody and ownership issues and involved the Australian Archives in an international cooperative descriptive and microfilming project.



Conservator Ian Batterham discusses the condition of German New Guinea records with an archivist from Papua New Guinea, Mr Gabriel Gerry, visiting the Australian Archives in 1990.

The National Archives of Papua New Guinea is probably the best developed archives institution in the Pacific region because of the events related here. The records go back to the earliest government administrations, both British and German, dating from 1884, and while by no means complete, they are fairly representative and well described. The largest gap is in those records of the Mandated Territory of New Guinea 1921–1942, very little of which survived the Japanese invasion. In the context of competition for the development dollar in Papua New Guinea in the lead up to independence, the archives, as an institution, was established well before other institutions such as the University in 1966 and the National Library in 1975, and had begun transferring non-current records from government departments in the 1950s. The return of the rescued records to Port Moresby enabled succeeding chief archivists to successfully argue for their housing in purpose built accommodation, one opened in 1972, the first building erected at the new administrative centre in Waigani, and another nearby in 1988. To maintain the infrastructure thus established, five Papua New Guinean graduates were sent for archival training in Australia during the 1980s and early 1990s, again with the assistance of Australian aid.

Note: In preparing her part of the article, Hilary Rowell relied heavily on the work of former Archives staff who gathered information about the records. The extensive work of Peter Scott and Jim Gibbney deserves special mention.

Endnotes

1. An earlier article in *Archives and Manuscripts* refers to the Papuan records project. See Kevin Green, 'A group of archives rescued from war-damaged Port Moresby', *Archives and Manuscripts*, vol. 3, no. 8, May 1969, pp. 23–30.
2. C. Hartley Grattan, *The Southwest Pacific to 1900: a modern history*, University of Michigan Press, Ann Arbor, 1963, pp. 459, 492–4, 496–8.
3. Gavin Souter, *New Guinea: the last unknown*, Angus and Robertson, Sydney, 1963, pp. 71–78.
4. *British Administration of German New Guinea Government Gazette*, vol. 1, no. 1, 15 October 1914; Australia. Administration of Nauru: Report for Pre-mandate period ending 17 December 1920 . . . *Commonwealth Parliamentary Papers*, 1922, vol. II, p. 2809; Australian Archives (ACT): CP78/23, 89/68; C. D. Rowley, *The Australians in German New Guinea 1914–1921*, Melbourne University Press, Melbourne, 1958.
5. Rowley, op. cit., p. 314. The New Guinea mandate included the former Kaiser Wilhelm's Land, the Bismarck Archipelago, the German Solomon Islands, the Admiralty Group and all other German Pacific possessions South of the equator other than the German Samoan Islands and the Island of Nauru: see Order by the British Military Administrator dated 6 May 1921 in Rabaul Gazette (*British Administration of German New Guinea Government Gazette*), 7 May 1921, p. 56.
6. This line of communication was the cause of some friction and legal confusion and in practice, the administration of the possession was under the control of Queensland since it held the purse strings—see unpublished paper 'The emerging role of the Australian colonies in the administration of British New Guinea, 1884–1890' by Chris Hurley, 1975, based on Colonial Office records.
7. The Commonwealth *Papua Act 1905* was proclaimed to commence in 1906. From March 1902 until 1906, the Lieutenant-Governor reported to the Governor-General instead of the Governor of Queensland and, from 1906, to the Commonwealth Minister responsible for Papuan matters.
8. This was raised on at least three occasions, see Australia. Report of the Royal Commission on late German New Guinea, *Commonwealth Parliamentary Papers*, 1920; Australian Archives (ACT): CRS A518, items A800/1/1, O800/1/1.
9. Australia. Report of the Royal Commission of Inquiry . . . into the circumstances relating to the suspension of the Civil Administration of the Territory of Papua in February 1942. (Commissioner J. V. Barry), *Commonwealth Parliamentary Papers*, 1945; Peter Ryan, 'The Australian New Guinea Administrative Unit' in *History of Melanesia. Second Waigani Seminar*, Port Moresby, 1968, pp. 531–548.
10. *Papua-New Guinea Provisional Administration Act 1945*. A single Administrator reported to an Australian Minister: from 1945 to 1951, to the Minister for External Territories [I]; from 1951 to 1968, to the Minister for Territories [I]; and from 1968 to 1973, to the Minister for External Territories [II].
11. Advice from the Military Administrator, Rabaul in Australian Archives (ACT): CRS A2, 1917/3615, part 7.
12. Australian Archives (ACT): CRS A457, 720/1; CP78/22, 1921/163; CRS A518, K 850/1/3; CRS A1, 25/1633, 25/8335.
13. Australian Archives (ACT): CRS A518, Z 836/2. These files were transferred to the Archives by Prime Minister's Department and by the Department of Territories [I] in 1960. These accessions were later converted to CRS G1 and G2.

14. On 4 January 1946, the Headquarters, First Army (AIF) reported to the Administrator in Port Moresby that enquiries in New Britain and New Ireland revealed that the only property of the Civil Administration found since reoccupation were some library books in Rabaul. No other official documents were found. See Australian Archives (ACT): CRS A518, AO 800/1/3, Part 2.
15. Australian Archives (ACT): CRS A518, AO 800/1/3, part 1.
16. Extract from letter dated 30 June 1942 from L. C. Noakes in Australian Archives (ACT): CRS A518, AO 800/1/3, part 1.
17. Australian Archives (ACT): CRS A518, AO 800/1/3, part 1.
18. Australian Archives (ACT): CRS A518, AO 800/1/3, part 2.
19. L/Cpl F. Young, see Australian Archives (ACT): CRS A518, T 800/1/5. The Territories Branch of Prime Minister's Department had become the Department of External Territories [I] on 26 June 1941.
20. See, for example, Treasury records in Australian Archives (ACT): CRS G153.
21. Most of the information about Papuan records is taken from Australian Archives (ACT): CRS A518, T 800/1/5.
22. Ian Maclean, 'An analysis of Jenkinson's "Manual of Archive Administration" in the light of Australian experience', in *Essays in memory of Sir Hilary Jenkinson*, ed. Albert E. J. Hollaender, Society of Archivists, p. 128.
23. National Archives of Papua New Guinea. Government Secretary. Records of the Government Secretary's Dept File CA1/8/1/30, 14 Feb 1949.
24. H. J. Gibbney, Draft Guide to the Records of the Territory of Papua (Inventory No. 7), Commonwealth Archives Office.
25. H. J. Gibbney, Report on the Archives of the Territory of Papua and New Guinea, 1955, National Archives of Papua New Guinea, Accession 974, file ARC 19.
26. National Archives of Papua New Guinea. Archivist's report to the First Meeting of the Archives Committee, 1962.
27. H. J. Gibbney, Draft Guide to the Records of the Territory of Papua, op. cit.
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34. *ibid.*
35. *ibid.*
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37. *ibid.*
38. *ibid.*