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(SECOND SESSION.)

THE PARLIAMENT OF THE COMMONWEALTH OF AUSTRALIA.

JOINT COMMITTEE OF PUBLIC ACCOUNTS.

REPORT

ON

AGRICULTURAL AND PASTORAL LEASES

IN THE

FEDERAL CAPITAL TERRITORY.

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(Sixth Committee.)

(Senators appointed 7th February, 1929.)

(Members of the House of Representatives appointed 14th February, 1929.)

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‡ Appointed 14th August, 1929. ¶ Appointed Chairman 16th August, 1929.

(Seventh Committee.)

(Appointed 22nd November, 1929.)

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* Appointed Chairman 22nd November, 1929. † Appointed Vice-Chairman 28th November, 1929.

JOINT COMMITTEE OF PUBLIC ACCOUNTS.

R E P O R T

ON

AGRICULTURAL AND PASTORAL LEASES IN THE FEDERAL CAPITAL TERRITORY.

INTRODUCTORY.

1. Under date 6th August, 1929, the Honorable the Minister for Home Affairs (Mr. C. L. A. Abbott) addressed the Chairman of the Parliamentary Joint Committee of Public Accounts in the following terms :—

I received a députation from the Rural Lessees' Association, Federal Capital Territory, on the 1st instant. The députation put forward certain matters, which they claim affect them very severely, viz., shortness of tenure, rental, cost of improvements and size of holding. From my own local knowledge I feel that this is a matter that requires thorough investigation, and it has occurred to me that perhaps your Committee would be good enough to consider the advisability of taking it up while the House is sitting. There are, approximately, 220 members and altogether, I understand, something over 300 pastoral lessees, but 60 or 70 of these are really only very small residential holdings although they were classed as pastoralists. In view of the present circumstances, dryness of season and severe fall in wool values, I should be glad if this matter could receive consideration from yourself and your Committee.

After considering the representations of the Honorable the Minister the Committee undertook to conduct the desired investigation, and, in view of the importance thereof, decided to defer the inquiry then proceeding into the staffs of Commonwealth bodies outside the operations of the Commonwealth Public Service Act.

The Committee's investigations were interrupted, however, by the dissolution of the eleventh Parliament, and the present Committee, on its appointment, was made familiar with the work done by the preceding Committee. Recognizing the importance of successful and contented rural settlement in the Federal Capital Territory, the present Committee decided to continue the inquiry in accordance with the provisions of Section 4 of the *Committee of Public Accounts Act 1913-1920*, which reads :—

Where any matter is inquired into by the Committee and the Committee has lapsed or ceased to have legal existence before reporting on the matter the evidence taken before the Committee may be considered by the succeeding Committee as if the evidence had been given before the succeeding Committee.

COMMITTEE'S PROCEEDINGS.

2. To acquaint itself with the subject matter of the inquiry the Committee summoned a large number of witnesses, including representatives and members of the Federal Capital Territory Lessees' Association; the Chief Lands Officer of the Federal Capital Commission; the pastoral advisor of Australia for Dalgety and Company (Senator J. F. Guthrie); the Agrostologist of the Department of Agriculture, New South Wales; Mr. R. Futter, land valuer, Sydney; Mr. King, of Winchcombe, Carson, Ltd., and other persons familiar with land values and land settlement in the Federal Capital Territory. In addition, the Committee made very careful inspections of a number of typical holdings with a view to obtaining a closer and more comprehensive understanding of the true position of rural lessees in the Territory.

3. The names of the witnesses who appeared before the Committee are shown in Appendix A, Page 15.

HISTORICAL SURVEY OF ACQUISITION, CONTROL, AND DEVELOPMENT OF FEDERAL TERRITORY LANDS.

4. Section 125 of the Constitution provides that the Seat of Government of the Commonwealth shall be determined by the Parliament and shall be within the territory granted to, or acquired by, the Commonwealth. It also provides that the Territory shall be situated in New South Wales, not less than 100 miles from Sydney; that it shall contain an area of not less than one hundred square miles; and that such portion of the territory as consists of crown lands shall be granted to the Commonwealth without any payment therefor.

5. *The Seat of Government Act 1908*.—It was decided by the *Seat of Government Act 1908* (a) that the seat of Government should be in the district of Yass-Canberra in the State of New South Wales, (b) that the Territory to be acquired by the Commonwealth should contain an area of not less than 900 square miles, and (c) that the territory should have access to the sea.

6. Agreement between Commonwealth and New South Wales Governments.—On the 18th October, 1909, the Prime Minister of the Commonwealth and the Premier of New South Wales, subject to the approval of their respective Parliaments, agreed to the surrender by the State, and the acceptance by the Commonwealth, of an area of approximately 900 square miles, and made certain stipulations with respect to the surrender and acceptance of the Territory.

7. *The Seat of Government Acceptance Act 1909*.—The Acceptance Act, which was assented to on 13th December, 1909, confirmed the agreement referred to in paragraph 6, determined the site of the Seat of Government, and authorized the Governor-General to declare by proclamation that on and from a proclaimed day the Territory should be accepted by the Commonwealth. It also made provision for the continuance in the Territory, after its acquisition by the Commonwealth, of State laws and private interests in land and for the commencement of the administration of the Territory by the Commonwealth.

8. On the 14th December, 1909, a similar measure, entitled the *Seat of Government Surrender Act*, was passed by the Parliament of New South Wales. The Act ratified the Agreement and surrendered the Territory to the Commonwealth.

Accordingly, on the 5th December, 1910, a proclamation was issued vesting the Territory in the Commonwealth on and from 1st January, 1911.

9. On assuming control of the Territory which, for the most part, was a rabbit-infested area, the administration of the day set about eradicating the rabbit pest and improving the national estate by encouraging development and enforcing observance of the law governing freehold lands. A scheme of subdivision was developed; land was leased with tenures up to ten years under strict improvement conditions; and the rentals charged ranged from 3d. to 9d. per acre. The policy of the Government of the day was to dispose of leases by public tender to the highest bidder. Until 1918 there was no definite policy in respect to subdivisions. Areas were leased with the main object of eradicating rabbits and generally improving the land. Unfortunately, many leases were granted without due regard as to whether or not they constituted living areas. As a consequence those charged with the land administration of the Territory at a later stage were confronted with many difficulties in their endeavours to subdivide the rural lands on an equitable and economic basis. In the years 1919 and 1920 the first permanent subdivisions were made. The 1919 subdivision consisted of 24 blocks averaging 381 acres, and the 1920 subdivision consisted of 27 blocks averaging 554 acres. In 1923 a further subdivision was made involving 25 blocks at an average of 502 acres. In January, 1926, the Federal Capital Commission made available its first subdivision known as the Stromlo-Kambah subdivision, comprising approximately 30,000 acres. The subdivision consisted of 24 blocks at an average size of 1,243 acres. In allotting these and subsequent areas the Commission, recognising the disabilities of lessees on small holdings, endeavoured, as far as practicable, to improve the position by increasing their areas. The last subdivision was made available in March, 1929, when 33,609 acres were cut up into 29 blocks of an average area of 1,159 acres.

10. The leasing of Commonwealth lands in the Territory is governed by the *Leases Ordinance 1918-1927* and relative regulations, the main provisions of which are as under:—

- (a) Term of lease not to exceed 25 years;
- (b) No person to hold under lease land of a greater assessed value than £8,000, exclusive of the value of buildings, fences, &c. (Prior to 7th March, 1929, the limit of value was £6,000.);
- (c) Leases may be granted for grazing, fruitgrowing, horticultural, agricultural, residential, or business purposes, or any other purpose approved by the Commission;
- (d) The Commission may from time to time cause assessments to be made of the value of the lands which may be leased;
- (e) Applications for leases shall be invited by notice in the *Commonwealth Gazette*;
- (f) The Commission may, if it thinks fit, by notice in the *Commonwealth Gazette*, invite applications for leases in the form of tenders;
- (g) If the highest price tendered be less than the reserve rental, the Commission may at any time, without inviting further applications, grant a lease of that parcel of land at the reserve rental fixed by the Commission;

- (h) Except with the previous consent in writing of the Commission a lessee shall not
 (a) assign his lease; (b) sublet the leased land; or (c) part with the possession of the leased land;
- (i) The Commission may at any time, on failure by a lessee to fulfil all or any of the conditions of his lease, determine the lease;
- (j) The Commission, by notice in writing to the lessee, may resume any portion of the land which is required for any public purposes of the Commonwealth or the Commission. The Commission may pay compensation in respect of any improvements effected by the lessee on the land resumed.

VALUE OF TERRITORY LANDS.

11. The area of 576,000 acres comprising the Federal Capital Territory is made up thus:—

	Acres.
Freehold acquired by the Commonwealth	213,830
Ceded by the State of New South Wales under the <i>Seat of Government Surrender Act</i> —approximately	254,358
Area of freehold unacquired	46,968
Area in course of alienation	60,844
	<hr/> 576,000

The 213,830 acres of freehold were acquired by the Commonwealth at a cost of £792,842, or approximately £3 15s. per acre. Since acquisition the Commonwealth has expended approximately £100,000 on improving the land. The improved values placed on grazing lands by the Federal Capital Commission range, for the most part, from £2 to £10 per acre, the average value being about £4 6s. 8d. per acre. In November, 1927, the Federal Capital Commission engaged the services of Mr. R. Futter, a land expert of high repute from Sydney, to make a valuation of a large proportion of rural holdings in areas from which complaints of excessive values were coming. The result showed that the valuations adopted by the Federal Capital Commission were, on the average, £1 per acre less than the valuations of Mr. Futter. It was claimed by lessees, however, that as the expert took only eight days to complete his investigations, and as lessees were not afforded an opportunity to place their disabilities before him, it was reasonable to assume that complete reliance could not be placed on the valuations made. The evidence discloses that prior to 1927 Mr. Futter received a retainer from the Commonwealth Government to value all lands resumed in the area visited by him in November, 1927. Over a period of three years he frequently visited the Federal Capital Territory to make valuations for the Government. His knowledge of Federal Territory lands extended over many years. The opinion that the land was over-valued was not shared by all witnesses, some of whom expressed the view that, compared with freehold land of similar carrying capacity, the land values in the Territory were reasonable.

RENTAL BASIS AND RENTALS.

It was stated in evidence by the lessees that they did not know and could not definitely ascertain the basis on which rentals were calculated. It was understood, however, that they were based on 5 per cent. of the capital value of the land. In the course of evidence, the Chief Lands Officer of the Federal Capital Commission explained the rental basis in the following terms:—

The capital value of the land is fixed. The interest is calculated at 5 per cent. per annum on the capital value per acre of the land. The unimproved value of the land is arrived at in accordance with the ordinance. Rates are fixed at 2d. in the £ on the unimproved capital value. If the block is improved and, in the opinion of the Commission, no work is required to make it wholly productive and revenue producing, the 5 per cent. of the capital value, plus the rates, is the rent paid by the lessee. The Commission pays the rates, but they are included in the rent. If the block requires work to be done upon it in order to bring in into full productivity, an allowance is made of a sum equivalent to the amount of labour required. This is calculated per year over the period of the lease, and deducted from the computed rent. Provision is made for fencing, water, destruction of timber, and destruction of briar and blackberry. In arriving at the capital value, the first thing considered is the period of the lease, or the time to the first reappraisal, if any. An endeavour is then made to arrive at what is a fair capital value according to the price of wool before and, as well as can be estimated, after the date on which the lease is calculated.

Lessees strongly represented that a definite basis of rentals should be clearly laid down either in the Lands Ordinance or in their lease documents.

It was further claimed by the lessees that, having regard to the earning capacity of the land, the rentals charged on some blocks were excessive, while on other blocks rentals were badly balanced, and could not be reasonably defended when considered in relation to the rentals paid on other holdings. To remove the anomalies thus created an early review of all rental charges was strongly urged.

DISABILITIES OF RURAL LESSEES.

13. Evidence disclosed that the rural lessees in the Territory were not satisfied with the conditions governing land settlement and land administration in the Federal Capital Territory. Strong representations were made to the Committee :—

- (a) That the areas allotted to lessees are, generally, too small to ensure a reasonable living ;
- (b) That the duration of leases is too short ;
- (c) That certain conditions of leases are onerous and not uniform ;
- (d) That rentals are, generally, too high and, in many cases, unbalanced ;
- (e) That short-term leases, small areas, insecurity of tenure and the re-appraisal factor discourage improvement of the land, and encourage overstocking ;
- (f) That the compulsory purchase by lessees of old dwellings and other erections on leased land imposes an unfair burden on lessees, particularly in view of the short terms of leases ;
- (g) That the Land Board as at present constituted is most unsatisfactory to the lessees ;
- (h) That some lessees have to seek other avenues of employment to enable them to make ends meet ;
- (i) That the national estate is suffering as the result of overstocking ;
- (j) That lessees cannot obtain any financial aid in respect of their holdings, as financial institutions refuse to regard them as an available security ;
- (k) That, owing to the limited income from their areas, it is impossible for most lessees to set aside a reserve for bad years or to further improve their properties ;
- (l) That conditions as to tenant rights are not uniform ;
- (m) That the labour and cost involved in effecting improvements on holdings are not sufficiently considered by the Federal Capital Commission when assessing rentals ; and
- (n) That a large number of lessees, particularly those on small holdings, are placed in a difficult position as a result of the serious decline in the price of wool.

LIVING AREAS.

14. Lessees claim that many of their troubles arise from the fact that a large proportion of the areas occupied are far too small. As a consequence lessees are compelled to overstock their land and to seek other avenues of employment. Land settlement under such conditions was considered most undesirable, not only from the point of view of the tenant, but from the point of view of the national estate, which must rapidly deteriorate if continuously overstocked. Owing to the hazardous nature of pastoral pursuits it was represented that areas allotted should be sufficiently large to enable a settler to make a reasonable living and to make some provision for improvements, adverse seasons, and decline in values. Under existing conditions, however, provision for such contingencies was impossible. As no further suitable land was available for settlement, the difficulty of increasing existing holdings was fully appreciated by the lessees. Compulsory acquisition was not favoured by settlers. The only practical solution that presented itself at the moment was for one or more lessees to buy out the property of a neighbour. The success or failure of such a scheme depended entirely on the willingness of some lessees to relinquish their holdings. As there appeared to be no alternative solution, it was urged that no obstacle should be placed in the way of lessees extending their holdings in the direction indicated. It was further submitted that the position of lessees to-day was not comparable with that existing in the earlier years of administration, for the reason that, during the latter period, wool prices were higher, costs were lower, and large areas of agistment country were always available. Lessees were now almost entirely confined to their own areas, practically all grazing country under Government control being under lease. It was claimed that this factor, combined with the decline in the price of wool, had placed many lessees in a difficult position. Having regard to the average carrying capacity of Territory lands and the present price of wool

the general opinion amongst lessees was that, in order to ensure a reasonable living, a lessee should have sufficient land to run from 1,500 to 2,000 mixed sheep, and there were very few leased properties in the Territory which could carry that number. In this connexion the following figures showing the distribution of grazing and dairying leases were submitted :—

Area in Acres.		Number of Lessees.	
1 to	100	..	4
101 to	400	..	28
401 to	600	..	16
601 to	800	..	19
801 to	1,000	..	23
1,001 to	1,200	..	27
1,201 to	1,501	..	28
1,501 upward		..	25

It would thus be seen, the settlers claimed, that a large proportion of the lessees were occupying areas which were so restricted that successful settlement was impossible.

DURATION OF LEASES.

15. Lessees were unanimous in the opinion that the terms of leases were far too short. The maximum tenure provided by law was 25 years ; but in only a limited number of cases had the statutory maximum been granted, as would be seen from the following figures :—

	Number.	
Leases issued up to one year	..	78
From 1 to 3 years	..	Nil
From 3 to 5 years	..	17
From 5 to 7 years	..	2
From 7 to 10 years	..	125
From 10 to 20 years	..	8
From 20 to 25 years	..	33
		<hr/> 263

Included in the total of 263 are areas leased for specific purposes, such as poultry farms and orchards.

Opinions were expressed that the period of leases should be 30 years, or at least 25 years, with an understanding that, if periodical re-appraisements were made, enterprising lessees should not be penalized by way of increased rent for improving the carrying capacity of their lands.

Existing lease documents gave the lessee no guarantee of renewal of his lease. The policy of the Federal Capital Commission was to give a new lease to satisfactory tenants ; but the lessee always had a feeling of insecurity as to the terms and conditions of the new lease. This feeling of insecurity, combined with the fear that his lease may be terminated, induced the lessee to overstock, and made him very conservative in the matter of improving the carrying capacity of his holding. It was contended that the granting of longer leases would not only contribute to a more contented tenantry, but would assist more rapid development of the Territory lands.

RE-APPRAISEMENT OF LEASES.

16. The Federal Capital Commission may from time to time cause assessments to be made of the value of the lands which may be leased. The re-appraisal factor was, it was submitted, a source of considerable anxiety to the lessee, and particularly to the man with a short lease, who had expended capital in improving the carrying capacity of his property. Under present lease conditions the position of the lessee was, it was claimed, too uncertain, as there was always the fear that a penalty in the shape of higher rents would follow improvements designed to increase the productivity of the soil. To remove the anxiety thus occasioned it was urged that the factors governing reappraisal should be definitely laid down for the guidance of lessees, and that it should be made clear that a resourceful lessee would not be penalized for improving the carrying capacity of his holding, which, after all, added to the value of the national estate.

CONDITIONS OF LEASES NOT UNIFORM.

17. According to evidence tendered the conditions of leases held by lessees in the Federal Capital Territory were not uniform. Under some leases lessees owned the fences; under others the fences were the property of the Federal Capital Commission. On some blocks lessees owned the improvements other than fences; while on others the improvements were the property of the Government. On some holdings lessees had tenant rights, or partial tenant rights, while on others lessees had no such rights. As to tenure, the policy of the Government had changed from time to time, five-year leases having been granted alongside others of 25 years. Such a position was considered anomalous and called for early rectification.

ESSEES REQUIRED TO PURCHASE HOMES AND OTHER ERECTIONS ON LAND.

18. Strong criticism was directed by lessees against the policy of the Federal Capital Commission in requiring lessees under their leases to acquire old homesteads and other fixtures from the Commission. In many cases the homes and other structures were very old and in an advanced stage of deterioration, and in some instances were of very little practical value to the lessees. The values placed on some of these homes and fixtures were regarded as excessive, and imposed an unfair burden on the lessees. It was claimed that the purchase of improvements should be optional, and that, if a lessee did not wish to purchase, his rental should be increased to cover interest and depreciation on the true value of the improvements. That considerable doubt existed as to the true value of these improvements may be gathered, lessees claimed, from a glance at the following figures submitted in evidence :—

Valuation of Officers of Federal Capital Commission.				Outside Valuations.	
			£	£	£
Case A	..	1st valuation	425		
		2nd valuation	392	..	190 and 210
		3rd valuation	300		
Case B	..	1st valuation	517		
		2nd valuation	330	..	198 and 217

In view of the wide discrepancies in these values and the limited tenure of their leases, the lessees felt that they had reasonable cause for complaint. The Federal Capital Commission defended the policy of compelling lessees to purchase improvements, for the reason that it saved very heavy repair bills, which, it was stated, cut alarmingly into the profits from the land.

CHARGE FOR MAINTENANCE OF FENCES AND RABBIT DESTRUCTION.

19. In certain areas in the Territory a charge of 1s. per acre was levied by the Federal Capital Commission for services rendered by Commission employees in the maintenance of boundary fences and the destruction of rabbits. This charge was considered by lessees to be unnecessary, and it was contended that the work could be carried out by the lessees themselves at a lower cost.

The Federal Capital Commission defended the policy of controlling these services on the following grounds :—

- (a) It affords a definite safeguard to the national estate ;
- (b) It relieves lessees of the responsibility of destroying rabbits and maintaining fences ;
- (c) It leaves the lessee free to develop his holding or to engage in outside work ;
- (d) The Commission officers engaged in rabbit destruction are highly efficient and often render service to lessees by assisting sheep in trouble ;
- (e) It enables the work to be carried out at a cost far below what it would cost individual lessees.

Rather than see the present control discontinued the Commission would favour a reduction in the charge made to lessees.

NOXIOUS WEEDS.

20. The evidence disclosed that the Federal Capital Commission has attempted to lessen the burden of a number of lessees in infested areas. In the earlier stages of development it was apparent that unless definite steps were taken to eradicate noxious weeds the whole of the Territory would become infested. In the first year of the Commission's administration £2,065 was spent on eradication. Of this amount £523 was recoverable from lessees. The Commission

not only dealt with leased lands, but with every acre under its control. In the second year the amount expended was £3,849, of which £1,720 was recoverable. It became evident that lessees could not bear the cost of adequately handling the problem, and, as a result of representations by the lessees, the Commission entered into an arrangement under which lessees would bear the cost of weed destruction up to 1s. per acre, plus a charge equal to 40 per cent. of the balance of the cost, the Commission to bear the remainder. This arrangement applied to the years 1926-27 and 1927-28 during which time other concessions were made to lessees. Subsequently a new arrangement was entered into under which it was agreed that the Commission would take over the work in certain infested areas at a cost to the lessee of 1s. per acre per annum. This was regarded by the Commission as a most liberal concession, as in many cases the cost to the Commission was seven or eight times the amount charged to lessees. The Commission, however, to a certain extent, looked upon the work as a national undertaking.

The arrangement under which the Commission eradicates noxious weeds at 1s. per acre is confined to certain badly infested areas. The majority of lessees, however, are obliged to do the work themselves under the lease conditions. In cases where lessees fail to discharge their obligations the Commission may, under powers conferred by the Noxious Weeds Ordinance, detail its own men to do the work at the cost of the lessee. In this connexion complaint is made by lessees that the charge made by the Commission is excessive; that the methods employed are somewhat arbitrary; and that the Commission sends its officers to do the work when the lessees are prepared to do it themselves within a reasonable time. The explanation of the Commission is that the main consideration is to exterminate the weeds before the seeds are set. It was further represented by lessees that where they have to exterminate the weeds themselves their rentals should be lower. The Commission's reply to this contention is that due regard is paid to all improvement conditions when rentals are assessed.

TENANT RIGHTS.

21. Before a lessee can secure tenant rights in improvements on the land he must obtain the approval of the Federal Commission to make such improvements. The policy of the Federal Capital Commission is to grant tenant rights in improvements which do not over-capitalize the land. If no renewal be granted at the termination of a lease, any fixtures erected with the permission of the Commission will be taken over by the Commission at a valuation. In the event of dispute as to valuations the matter is settled by arbitration. Evidence tendered indicated that there was a lack of uniformity in respect to tenant rights. Lessees urged, therefore, that steps be taken to place all lessees on a basis of equality.

CARRYING CAPACITY OF LAND.

22. Opinions were divided as to the average carrying capacity of Federal Territory lands. Certain areas were, of course, superior to others. Some lessees claimed that the average leased land in the Territory should not carry more than two sheep to three acres. Other witnesses, however, held the view that the true carrying capacity was one sheep to the acre, which opinion was borne out by stock returns furnished by the lessees themselves. It was pointed out by lessees that a wrong conception had been formed in the earlier years of settlement as to the true carrying capacity of the land, because during that period large areas were used for agistment and holdings were, as a result, credited with a greater capacity than they actually possessed. With agistment country available lessees were able to give their sheep a change of country and thus spell their lands; but such a facility was not now available, and it was contended by lessees that the carrying capacity of the land was not nearly so great as was formerly believed.

OVERSTOCKING.

23. Evidence disclosed that overstocking in the Territory had been the rule rather than the exception. Lessees recognized that such a condition of affairs was regrettable and that overstocking was fatal in the long run both to the country and the settler; but they claimed that, in order to make a living, they were compelled to overstock the land and to engage in outside employment.

IMPROVING PASTURES BY THE USE OF FERTILIZERS.

24. Evidence showed that very little had been done in the direction of improving the pastures by the application of fertilizers. Endeavours were being made, however, by the Federal Capital Commission to test the value of fertilizers by a series of experiments, but owing to the dry seasons the results achieved could not be taken as a fair guide. A number of lessees

had conducted experiments in a small way, but the results were not encouraging. Other lessees, however, claimed to have improved their holdings considerably by the use of superphosphates. On the general question of top-dressing there was a wide difference of opinion. Some lessees held the view that the nature of the soil, the rainfall, heavy winds, and the dry seasons in the Territory were unfavorable to the economic application of artificial manures. Other witnesses who appeared before the Committee claimed that the application of fertilizers was an economic proposition and should be encouraged. They maintained that if more intense culture were provided by this means it would offer at least a partial solution of the problem of some small areas. It was admitted that some of the country was not suitable for top-dressing, but at the same time it was claimed that there were very substantial areas of land in the Territory which would readily respond to the scientific use of fertilizers. It was stated that the experiments already made by lessees were carried out in a very small way during unfavorable seasons, and the results achieved could not, therefore, be seriously regarded. Having regard to the serious decline in wool values it was urged that the time had come when serious thought should be given to the question of improving the pastures, and in this connexion it was represented that the Government should assist lessees to purchase on easy terms sufficient top-dressing to adequately treat their holdings. Opinions were also expressed that the Federal Capital should lead the way for the rest of Australia in the scientific development of pastoral lands.

LAND BOARD.

25. The composition of the Land Board was not favored by lessees, who claimed that, under existing conditions, they were, in effect, called upon to appeal from Cæsar to Cæsar. The Land Board consisted of Commissioner Goold, the Chief Lands Officer of the Federal Capital Commission, and a representative of the rural lessees. The land policy was advised by the Chief Lands Officer and, when adopted, was administered by him. It was stated in evidence that the practice had grown up of leaving the administration of rural lands almost exclusively in the hands of the Lands Officer, and lessees did not favour this form of administration. In the interests of successful land settlement in the Territory the establishment of an independent Land Board composed of men with a close knowledge of local conditions was considered by lessees an urgent necessity. Such a Board, it was suggested, should consist of a representative of the Government, a representative of the rural lessees, and an independent expert with a thorough knowledge of pastoral leases.

AGRICULTURAL POSSIBILITIES.

26. While it was generally conceded that the lands of the Territory were suitable for grazing purposes, lessees were divided in their opinions as to the agricultural possibilities of the land. It was claimed by the Federal Capital Commission that lessees did not work their holdings to the best advantage and that more should be done in the direction of agriculture. This view was supported by substantial independent evidence. Lessees claimed, however, that the land in the Territory suitable for agriculture was limited, and that it was not possible for lessees on small areas to segregate part of their land for agricultural purposes. It was further represented by the lessees that, having regard to the cost of purchasing necessary machinery and to the uncertainty of crops owing to frosts and extreme cold, it would be economically unsound to cultivate a small area.

With a view to thoroughly testing the agricultural possibilities of the Territory lands, the Federal Capital Commission had sought the co-operation of the New South Wales Government, which had made available to the Commission the services of the State Agrostologist, the Agricultural Instructor, and the fruit culture expert. A number of experiments had been conducted, but, unfortunately, trials had been followed by dry seasons.

FUTURE OUTLOOK OF THE WOOL INDUSTRY.

27. Evidence tendered to the Committee in regard to the future outlook of the Australian wool-growing industry indicated that the prices for the current year would not reach the average price for last year. Up to a recent date the average price of wool for Australia for the current year was, it was stated, about 1s. per lb., and expert advice submitted to the Committee showed that 1s. per lb. might be accepted as a fair average for the year. As the wool from the Federal Capital Territory was superior in quality to the Australian average, it was anticipated by expert witnesses that the lessees of the Territory would receive from 13d. to 14d. per lb. for their clip. It would thus be seen that the lessees of the Territory were relatively in a better position than most pastoralists throughout Australia. Witnesses, including experts, were not prepared to venture definite opinions as to what the future prospects of the wool market would be, but no appreciable increase in prices could be hoped for in the immediate future.

OBSERVATIONS AND RECOMMENDATIONS.

28. Having carefully considered all phases of land administration in the Federal Capital Territory, the Committee is satisfied that the present system is capable of improvement. In the early years of administration, prior to Commission control, the land administration of the Territory was not, in the opinion of the Committee, administered with a proper regard for the future, there being no definite policy as to subdivision, tenure and lease conditions. It is obvious to the Committee that some lessees have been placed on areas which are too small. This factor, combined with the lack of uniformity in lease conditions and the absence of guiding precedents, has rendered the work of the present administration most difficult, and has produced a measure of hardship and discontent amongst the settlers. It is clear to the Committee that an honest endeavour has been made by the present Chief Lands Officer (Mr. J. C. Brackenreg) to rectify the errors of the past. The Committee is satisfied that he has discharged his duties efficiently and appreciates the assistance rendered by him during the investigation.

The Committee is also convinced that the policy of the Federal Capital Commission in appointing one of its Members to the Land Board is not a sound one, evidence having disclosed that appointments made in this manner are not in the best interests of successful land settlement.

29. Having studied the position from all aspects the Committee is satisfied that the time has arrived when definite steps should be taken to establish a body capable of making recommendations to the Minister on such matters as tenure of leases, improvements, rentals, reappraisements, transfers, resumptions, home maintenance areas, and other aspects of land administration which may be referred to it from time to time by the Minister.

It is recommended, therefore, that a Land Advisory Board be established composed of :—

- (1) A representative nominated by the rural lessees of the Territory ;
- (2) An officer appointed by the Government to represent the Lands Administration of the Territory ; and
- (3) A Chairman appointed by the Government with a knowledge of local conditions and administration of land laws, and possessing no interests in the Territory or the Government of the Commonwealth.

The Chairman of a contiguous State Land Board is suggested as a person suitably qualified to fill this position, particularly as the work of the Board will not involve frequent sittings.

30. The Committee further recommends that the powers and duties of the Land Advisory Board be definitely laid down in the form of an Ordinance or regulations.

RESTRICTED AREAS.

31. The problem of restricted areas is a serious one and has engaged the close attention of the Committee. In arriving at conclusions on this important matter many factors require consideration. Chief of these are the varying quality of the land, pasture improvement, agricultural possibilities, mixed farming, improvement of the flocks, and farm by-products. Owing to the conflict of evidence on the factors enumerated and to the limited nature of experimentation to date, it is impossible for the Committee to determine what is a reasonable home maintenance area. In the circumstances the Committee suggests that this question should receive the early attention of the Land Advisory Board. Evidence is not wanting, however, that in some cases lessees are not working their holdings to the best advantage, and that their normal income could be appreciably augmented if more attention were paid to mixed farming and the ordinary by-products of a farm. As lessees are opposed to compulsory resumption, and as there are no further suitable lands available for resumption within the unacquired areas, it is clear that the problem of restricted holdings can only be solved by voluntary re-adjustment of leases by the lessees themselves. To facilitate one or more lessees buying out a neighbour, the Committee suggests that those charged with the land administration of the Territory should offer every encouragement in the direction of establishing home maintenance areas, and that the Minister, on the recommendation of the Land Advisory Board, should grant a reasonable measure of financial assistance to enable this to be accomplished. The amount to be paid for equity should be approved by the Minister on the recommendation of the Land Advisory Board.

32. It is further recommended that any advances made by the Minister in the direction indicated be subject to repayment over a reasonable period at current rates of interest.

TENURE OF LEASES.

33. The Committee is of opinion that the present policy of granting short-term leases is detrimental to successful development, for the reason that it discourages improvements, encourages overstocking, and renders financial aid impossible. With a view to encouraging orderly development and to promoting a feeling of security and confidence amongst the lessees, the Committee recommends that, where possible, leases be extended to 25 years. The Committee recognizes, of course, that long-term leases cannot be granted in respect of lands which may be required for national purposes. The Committee suggests that a re-appraisal be made at the end of the first twelve years, but it should be definitely established that in determining rentals regard shall not be had to any increase in the values of a holding attributable to improvements effected by the lessee.

LAND VALUES AND RENTALS.

34. On the question of land values and rentals the weight of evidence induces the Committee to the belief that land values and rentals are, generally, equable, fair and reasonable. Instances of alleged unbalanced rentals were submitted to the Committee, but, upon investigation, it was found that what appeared to be anomalies were capable of explanation because of improvement conditions which did not apply in all cases.

Anomalies may exist, and these should be the subject of review by the Land Advisory Board.

IMPROVEMENTS ACQUIRED FROM THE FEDERAL CAPITAL COMMISSION BY LESSEES.

35. Evidence discloses that forty-five lessees have purchased improvements from the Federal Capital Commission of a total value of £14,571, or an average of £324 per lessee.

The Committee considers that in some cases the values placed on these improvements are too high and recommends an early revaluation. In arriving at valuations of these old homesteads and other structures the Committee holds the view that the methods of valuing ordinary dwellings cannot apply, the main consideration being serviceability or utility to the holder. If, after revaluation, a lessee be dissatisfied, he should appeal to the Land Advisory Board. To lighten the burden of lessees, the Committee recommends that, if the principle of a 25 years' lease be adopted, repayments be made over the longer period. This concession, combined with a revaluation and right of appeal, should, if it is submitted, remove all cause for complaint.

AGRICULTURAL POSSIBILITIES.

36. The Committee is unable to speak definitely on the agricultural possibilities of the Territory, but the weight of evidence, including expert testimony, indicates that more should be done by lessees in the direction of growing crops, particularly oats and lucerne. From observations made by the Committee in the course of its inspections it is convinced that mixed farming could be undertaken more extensively by the lessees. It is stated in evidence that within the rural leases there are 10,000 acres of first class agricultural land. At the present time it is estimated that there are only 3,250 acres under cultivation.

It is worthy of mention that Farrer's work in regard to wheat breeding has probably added £1,000,000 a year to the value of Australia's wheat production during the past twenty years, and it is interesting to note that all this experimental work was carried out in what is now the Federal Capital Territory.

LESSEES LIVING AWAY FROM THEIR HOLDINGS.

37. Evidence disclosed that eighteen lessees are living away from their holdings. The Committee takes a serious view of this matter, as proper supervision cannot be exercised over blocks leased in this manner. In the interests of development the Committee is of opinion that personal residence should be made a condition of all leases and should only be waived by the Minister under very exceptional circumstances, and on the recommendation of the Land Advisory Board.

FERTILIZERS.

38. The evidence placed before the Committee with regard to the use of fertilizers for improving the pastures of the Territory indicates that a great deal more experimental work is necessary before it can be established that top-dressing can be profitably undertaken by the lessees. Tests have been made in a small way, but the results achieved to date do not justify a

definite conclusion that the productivity of the soil of the Territory can be improved to an extent that would warrant the capital cost involved. The Committee is of opinion that experimentation by the Federal Capital Commission should continue, and that where fertilizers are required by lessees for top-dressing the Government should assist the lessees in a scheme of bulk purchase, the capital outlay of lessees to be repayable over a term of three years at current rates of interest. Where lessees purchase fertilizers for agricultural purposes, the period of repayment should be limited to one year. With regard to experiments conducted by the Commission on lessees' holdings, the Committee feels that more generous assistance should be provided than has been extended in the past.

LACK OF UNIFORMITY IN LEASE CONDITIONS.

39. Evidence tendered disclosed a lack of uniformity in lease conditions. The Committee suggests that uniformity should be established as far as possible. In the matter of tenant rights, however, the Committee agrees with the policy of the Federal Capital Commission in not granting tenant rights in improvements which over-capitalize the land. Any cases of dispute should, of course, be determined by the Land Advisory Board.

ARREARS OF RENTAL.

40. The evidence showed that the total income received from rents from the 1st January, 1925, to 30th June, 1929, amounted to £160,503. The rentals outstanding at 30th June, 1929, amounted to £5,563, or 3.46 of the total collections. Of this amount no less than £3,000 was owing by eight lessees. In the cases of certain settlers who were in arrears with their rent the Committee is satisfied that the arrears were due to circumstances altogether dissociated from their leases or lease conditions.

SUGGESTED ACQUISITION OF FURTHER FREEHOLD LANDS IN THE TERRITORY.

41. It was suggested in evidence that the problem of restricted areas could be overcome by the acquisition of further freehold lands in the Territory. The Committee carefully considered this matter, but found that the areas that might possibly be acquired were not suitable for subdivision. Moreover, the land, if acquired, could not be leased at a price which would justify the capital outlay.

CARRYING CAPACITY.

42. Opinions of witnesses were divided as to the average carrying capacity of Federal Territory lands. The weight of opinion amongst lessees indicated that not more than two sheep to three acres could be effectually carried year in and year out. Other witnesses expressed the view that one sheep to the acre could be regarded as the fair average carrying capacity of the areas leased. The following figures based on returns furnished by the lessees show the extent to which the land has been stocked over a period of three years:—

			1926.	1927.	1928.
Area (in acres)	..	..	115,268	119,273	124,913
Number of sheep	..	..	115,888	123,617	122,440

Provided there has not been overstocking, it would appear that the estimate of one sheep to the acre is fairly accurate. The Committee cannot of course offer any definite observations on this matter, except to suggest that, as the question of carrying capacity has such an important bearing on land values, it should engage the early attention of the Land Advisory Board.

NOXIOUS WEEDS.

43. The Committee has given careful consideration to the question of eradication of noxious weeds in the Territory, and from the evidence tendered it is satisfied that the lessees who come under the 1s. per acre arrangement are being treated liberally. The following figures are of particular interest:—

			Cost to Commission.		Recovered from Lessees.
			£		£
1925	..	..	1,542	..	523
1926	..	..	2,129	..	1,720
1927	..	..	2,076	..	950
1928	..	..	1,188	..	472
1929	..	..	2,259	..	1,219
			9,194	..	4,884

It will thus be seen that the Commonwealth has borne the bulk of the expenditure in connexion with this very necessary service.

CHARGE OF 1s. PER ACRE FOR DESTRUCTION OF RABBITS AND MAINTENANCE OF FENCES.

44. The Committee has carefully considered the representations of lessees concerning this charge, and after analysing certain facts and figures submitted by the Federal Capital Commission it is satisfied that a reduction of 3d. per acre should be made to the lessees concerned.

FUTURE OF THE AUSTRALIAN WOOL INDUSTRY.

45. Owing to the limited nature of its inquiry the Committee was not, of course, in a position to make a comprehensive survey of the future prospects of the wool industry. It is felt, however, that a few observations based on conclusions drawn from an analysis of the many factors bearing on the situation may be of interest. That the price of wool is subject to such marked fluctuations and has fallen to such a low level are matters for serious reflection, not only by those engaged in the pastoral industry, but by the people of Australia as a whole, because on the income received from our wool clip our national existence and prosperity so greatly depend. The value of the Australian clip for the season ended 30th June, 1929, was, approximately, £69,572,000, the average price per lb. to the grower being about 16.44d. As already indicated the price for the current year's clip will be considerably below last year's average. It is difficult at the moment to estimate what the average price will be. Assuming a reduction of 3d. per lb. on the basis of last year's production it would represent a decrease in our national wealth of about £12,000,000 for the year, so that the importance of the wool industry will be fully recognized. The present position has been brought about by a combination of factors which are world-wide in their influence. The extreme financial stringency in London, Europe and other parts of the world; the restriction of credit in England as a result of heavy investment of British capital in America; the rapid expansion of the manufacture of artificial fabrics; the reduced spending power of the people consequent on unemployment and general trade depression, are all factors having a more or less direct relation to the decline in wool values. It is also known that a determined effort is being made by London merchants and manufacturers to break down prices to pre-war level. For some time past cloth merchants and manufacturers have been buying only from hand to mouth, leaving the topmaker to carry all the stock and take all the risk. As a result of these tactics, bad trade, stringency in finance, and heavy offerings, topmakers were forced to sell at very low prices, and it is evident that a determined attempt will be made to keep prices at a low level. While not desirous of creating an impression that the wool industry of Australia is in a precarious position, the Committee feels that the time has arrived when very serious thought should be given to the many problems with which the industry is faced. The marked expansion in the manufacture of synthetic products cannot be ignored. Evidence shows that the consumption of artificial fabrics throughout the world last year was equal to the whole of the Australian wool clip, so that it would be idle to suggest that the present crisis in the wool industry is wholly financial. It will thus be seen that to this question Australia is bound to give serious attention. The increasing use of artificial silks and other fabrics is not, unfortunately for Australia, confined to other countries. Owing to the pleasing appearance of these fabrics, they have won their way into the favour of our own people. Countries not dependent on the proceeds of wool can therefore be excused for using apparel made of rayon and other synthetic products. It is true that admirable work has been done in improving the quality and character of our wool, and the greatest credit is due to those who have brought our flocks to their present standard of excellence; but it would seem that the inexorable law of economics demands that still more must be done to conserve Australia's greatest industry. In this connexion the Committee urges that greater effort should be concentrated on research, diminution of mortality, extensive advertising of the great advantages of woollen clothes for warmth and health, and the prudent and systematic marketing of our product.

The settlers in the Federal Capital Territory are naturally disturbed at the fall in wool prices, which is, of course, nation-wide in its incidence; but relatively they are in a better position than others engaged in the pastoral industry throughout Australia. The Committee is of opinion that the lessees of the Territory could augment their income by flock improvement, and on this matter it is suggested that the advice of experts should be sought.

CONCLUSION.

46. The Committee desires to express appreciation of the assistance rendered by the many witnesses who appeared before it.

P. E. COLEMAN,
Chairman.

Office of the Joint Committee of Public Accounts,
Parliament House,
Canberra, 13th December, 1929.

APPENDIX "A."

NAMES OF WITNESSES WHO APPEARED BEFORE THE COMMITTEE.

Abbott, The Honorable Charles Lydiard Aubrey, M.P., Minister for Home Affairs, Canberra.
 Alison, William Leslie, Rural Lessee, Federal Capital Territory.
 Anderson, Kenneth Primrose, Rural Lessee, Federal Capital Territory.
 Bondfield, Eric Charles, Rural Lessee, Hall, Federal Capital Territory.
 Brackenreg, James Carrington, Chief Lands Officer, Federal Capital Commission, Canberra.
 Campbell, Arthur Denne, Rural Lessee, Woden, Federal Capital Territory.
 Clothier, Hilton Arthur, Rural Lessee, Queanbeyan, New South Wales.
 Cox, Frederick Lawrence, Inspector of Lands and Stock, Federal Capital Commission, Canberra.
 Futter, Robert Reginald, Land Valuer and Pastoralists' Agent, Sydney.
 Goodwin, John Thomas Hill, President of the Rural Lessees' Association, Canberra.
 Gribble, William Henry, Rural Lessee, Federal Capital Territory.
 Guthrie, Senator James Francis, Pastoral Advisor for Australia to Dalgety and Company, Melbourne.
 King, Whitfield, Manager, Wool Department, and Wool Expert of Winchcombe, Carson Limited, Wool Brokers, Sydney.
 Lee, Leslie William George, Rural Lessee, Federal Capital Territory.
 Lessey, Barton Schobell, Rural Lessee, Kambah, Federal Capital Territory.
 McIntosh, Hector Gordon, Rural Lessee, Canberra.
 Ordish, Major Harold, Quartermaster, Royal Military College, Duntroon.
 Southwell, Frederick Silas, Rural Lessee, Federal Capital Territory.
 Tindale, Thomas, Farm Foreman, Royal Military College, Duntroon.
 Watson, Doctor James Frederick William, Ginninderra, Federal Capital Territory.
 Whittet, John Neville, Agrostologist, Department of Agriculture, Sydney.
 Woodger, William George, Managing Director, Woodger and Calthorpe Limited, Canberra.
 Woods, Thomas Michael, Rural Lessee, Tharwa, Federal Capital Territory.
 Wright, Albert Edward, Honorary Secretary, Rural Lessees' Association, Canberra.

APPENDIX "B."

NUMBER OF SHEEP AND PRODUCTION OF WOOL, ETC.—AUSTRALIA—1908-1928.

Season ended 30th June.	Number of Sheep.	Estimated wool Production expressed in terms of greasy wool.	Estimated Value of Production.	Average Export Price per lb. of Greasy Wool.	Export of Wool of Australian Origin.					
					Greasy.		Scoured.		Tops.	
					Quantity.	Value.	Quantity.	Value.	Quantity.	Value.
	No.	lbs.	£	pence.	lbs.	£	lbs.	£	lbs.	£
1908 ..	87,043,266	682,860,564	30,512,000	9.17	471,832,275	18,027,930	70,915,494	4,885,730	†	..
1909 ..	91,676,281	647,415,575	24,737,000	9.35	529,020,213	20,603,450	75,585,927	4,821,022	496,492	58,638
1910 ..	92,047,015	740,249,776	28,830,000	9.58	587,090,469	23,439,098	77,054,831	5,203,215	1,123,469	134,874
1911 ..	93,003,521	787,527,437	31,441,000	8.87	578,823,623	21,394,798	69,257,534	4,400,989	2,513,106	275,406
1912 ..	83,253,686	798,390,585	29,310,000	9.50	557,832,718	22,073,172	60,236,056	3,953,092	3,018,050	323,299
1913 ..	85,057,402	687,485,825	28,318,000	9.70	531,434,544	21,479,682	60,888,364	4,381,610	3,561,722	415,670
1914 ..	78,600,334	771,308,222	31,093,000				See note below.			
1915 ..	69,257,189	734,826,751	28,766,000	9.45	443,953,830	17,476,637	60,853,325	4,114,524	4,095,966	511,021
1916 ..	76,668,604	636,275,674	31,255,000	11.86	408,631,163	20,140,990	74,897,090	5,844,375	4,981,975	680,656
1917 ..	84,965,012	636,589,411	41,885,000	15.77	333,213,655	21,892,125	51,817,384	5,408,928	4,869,452	1,204,570
1918 ..	87,086,236	654,443,141	45,076,000	16.72	242,901,559	16,917,870	62,829,063	6,089,718	4,571,357	1,510,799
1919 ..	75,554,082	736,414,694	50,704,000	16.49	458,033,726	31,479,990	106,313,411	10,351,553	2,822,578	935,212
1920 ..	77,897,555	762,105,005	52,940,000	16.69	552,334,128	38,416,481	84,902,658	9,169,643	6,148,118	2,957,679
1921 ..	82,226,470	625,197,486	37,636,000	14.53	417,879,965	25,304,295	61,525,697	6,426,167	6,598,681	2,049,588
1922 ..	78,803,261	723,058,219	39,576,000	13.16	710,715,127	38,974,292	102,358,846	7,795,704	6,200,505	1,207,048
1923 ..	80,110,461	726,683,278	55,607,000	18.38	598,290,474	45,810,943	106,399,645	9,912,256	6,374,922	1,412,683
1924 ..	93,154,953	662,598,085	66,451,000	24.14	483,945,461	48,673,982	42,366,906	6,360,354	4,988,258	1,161,920
1925 ..	103,563,218	776,881,507	81,430,000	27.10	492,267,097	55,580,545	39,533,417	6,558,161	4,090,958	1,119,849
1926 ..	104,267,101	833,738,907	61,633,000	17.63	768,929,795	56,495,373	50,082,586	5,545,165	5,953,442	1,162,877
1927 ..	100,827,476	924,410,553	69,430,000	17.99	712,342,468	53,410,657	53,209,240	5,819,988	4,519,357	822,713
1928 ..	†106,115,100	888,129,780	75,634,000	20.49	688,844,560	58,796,050	51,291,564	6,811,652	2,559,159	488,199
1929 ..	*	†950,000,000	†69,572,000	17.57	763,339,527	55,902,618	46,328,289	5,543,420	872,774	166,957

NOTE.—Figures relating to Exports for 1913 and preceding years represent those at 31st December. Subsequent years are to 30th June.

* Not yet available. † Quantity not available. ‡ Estimated.

The following table shows the estimated wool production and value together with the average export price for the two periods :—

Year.	Number of Sheep.	Estimated Wool Production.		Average Export Price.
		Quantity.	Value.	
		lbs.	£	s. d.
1891	106,421,068	640,752,606	20,649,000	0 7.73
1928-29*	106,115,100	950,000,000	69,779,000	1 5.63

* Estimated.

APPENDIX "C."

STATISTICS.

						Acres.
Total area of Federal Capital Territory	..	..	..	..	..	576,000
(a) Ceded by New South Wales under Seat of Government Surrender Act—approximate	..	..	..	..	..	254,358
(b) Freehold acquired by Commonwealth (Cost £792,842)	..	..	..	..	..	213,830
(c) Area of freehold unacquired	..	..	..	..	..	46,968
(d) In course of alienation	..	..	..	..	..	60,844

576,000

Area within City boundaries	..	..	..	..	..	26,880
Area outside City boundaries	..	..	..	..	..	549,120
Area held under lease for Federal Capital Commission—						Acres.
City Lands	..	..	..	..	..	10,154
Country Lands	..	..	..	..	..	210,670
						220,824

Areas leased for grazing and dairy farm purposes:—

Area of Holdings, in Acres.

Number of Lessees.

1 to 100	..	..	..	..	..	28
101 to 400	..	..	..	..	..	16
401 to 600	..	..	..	..	..	19
601 to 800	..	..	..	..	..	23
801 to 1,000	..	..	..	..	..	27
1,001 to 1,200	..	..	..	..	..	28
1,201 to 1,500	..	..	..	..	..	25
1,501 upward	..	..	..	..	..	170

In addition to the holdings indicated above, areas have been leased for specific purposes, such as poultry farms, orchards, pig farms, rangers' horse paddocks, &c.

Number of sheep in the Territory—approximately 230,000.

Number of cattle in the Territory—6,192.

Leases issued—

Up to 1 year	..	..	..	..	..	78
1 to 3 years	..	..	..	..	..	Nil
3 to 5 years	..	..	..	..	..	17
5 to 7 years	..	..	..	..	..	2
7 to 10 years	..	..	..	..	..	125
10 to 20 years	..	..	..	..	..	8
20 to 25 years	..	..	..	..	..	33
						263

APPENDIX "D."

PARTICULARS OF FEDERAL TERRITORY ACQUISITIONS.

Holding No.	Particulars of Property.	Date of Acquisition.	Total amount of compensation paid.	Area.
			£ s. d.	A. R. P.
Part 24	A. H. Jeffreys	25.2.1911	9,743 11 8	1,780½ acres
Part 24	A. H. Jeffreys	24.6.1911	4,909 10 1	237 2 17
59	Bradbury Estate	8.7.1912	166 19 5	40 0 0
1	E. O. Moore	27.7.1912	1,490 2 6	1,280 0 0
2	Rd. Moore, Senr.	27.7.1912	2,634 6 2	833 1 20
3	Estate, Wm. Moore	27.7.1912	3,885 10 10	867½ acres
4	Wm. Hardy	27.7.1912	1,666 2 1	640 acres
5	P. Hardy, Senr.	27.7.1912	1,637 19 7	640 acres
6 and 6A	P. Hardy, Junr.	27.7.1912	780 0 3	248½ acres
7	Mrs. M. Ingram	27.7.1912	1,258 5 11	720 acres
8	Estate, J. Morrison	27.7.1912	2,000 0 0	554 0 38
8A	M. P. Morrison	27.7.1912	921 4 4	298 acres
9	Mrs. E. Blundell	27.7.1912	623 2 11	140 0 0
10	F. Campbell, Yarralumla Estate	27.7.1912	149,662 13 5	39,640 1 4½
11	Trustees, Estate, Ellen Fox	27.7.1912	1,408 10 6	313 0 15
12	W. Wallace	27.7.1912	422 18 9	138 0 0
13	Executors, Wm. Sullivan	27.7.1912	4,671 13 3	1,099 0 0
14	J. Wallace	27.7.1912	357 0 6	120 0 0
15	Owen Fox	27.7.1912	333 14 11	80 0 0
16 and 16A	P. Sheedy	27.7.1912	4,845 2 8	1,204 0 3
17	J. E. Fitzgerald	27.7.1912	6,568 14 11	622½ acres
18	Estate, Luke Tiernan	27.7.1912	6,597 15 0	717 3 36
20	Executors, W. Sullivan	27.7.1912	8,928 19 11	1,955 1 0
21	Colonel J. E. R. Campbell	27.7.1912	144,690 19 3	30,451 0 0
38	Church of England Propty. Trust	27.7.1912	4,504 14 10	118 0 5
38A	Church of England Propty. Trust	27.7.1912	.. .. .	1 3 38
39	J. Darmody	27.7.1912	30 19 10	28½ acres
19	Estate, Luke Tiernan	17.8.1912	Included in Holding 18	643 2 20
31	P. Sheedy	17.8.1912	(See remarks)	411 2 3
30	Wm. Ryan	17.8.1912	3,907 12 6	636 1 34
32	Trustees, O. C. Palmer	17.8.1912	4,148 14 7	789 1 10
36	John Morrison	21.12.1912	450 19 8	80 1 8
33E	W. E. Oldfield	1.2.1913	466 3 8	81 1 8½
41	D. and G. Morton	1.2.1913	111 2 8	16 1 38½
88	Mrs. M. S. Harcourt	5.4.1913	3,192 15 3	687½ acres
63	Jeremiah Keefe	24.5.1913	701 16 2	1,280 acres
90	D. Perrott	14.6.1913	979 5 5	641½ acres
91 and 94	P. Hardy, Senr.	14.6.1913	1,856 8 3	1,201 acres
92	W. C. McDonald	14.6.1913	193 9 7	40 acres
93	J. Blundell, Junr.	14.6.1913	431 8 8	320 acres
95	H. C. A. Reid and W. C. McDonald	14.6.1913	810 15 3	1,280 acres
96	J. Blundell, Senr.	14.6.1913	942 11 7	560 acres
97	S. Shannon	14.6.1913	363 15 9	103 acres
81	Agnus, Cameron	12.7.1913	1,282 8 8	410 acres
74	F. Campbell	19.7.1913	80 5 9	15 2 36
73	J. E. R. Campbell	19.7.1913	137 5 6	28 0 3
80	P. Hardy, Junr.	16.8.1919	2,135 8 8	2,880 0 0
78	Jas. Ryan	11 10.1913	279 5 7	152½ acres
44 and 47	Wm. Darmody, Senr.	22.11.1913	3,680 0 0	2,053 3 2
108	John Shumack	6.12.1913	1,414 8 2	417½ acres
35	J. E. Monk	6.12.1913	302 7 10	63½ acres
77 and 189	Mrs. M. S. Harcourt	21.2.1914	2,222 4 10	509 1 19
89	W. Webber	9.4.1914	198 13 2	201 0 0
116 and 331	Estate, J. Southwell	9.4.1914	880 10 8	306 2 25
244	Woods Bros.	9.4.1914	5,426 4 0	3,734 0 0
278	W. H. Jones	9.4.1914	401 5 8	1 0 0
68	Estate, P. Sheedy	16.5.1914	2,316 7 4	1,280 0 0
99	J. Williams	16.5.1914	260 0 7	79 0 10
186 and 187	W. G. Green	16.5.1914	660 11 5	210 0 0
56	Estate, P. Sheedy	16.5.1914	2,249 3 8	2,162 3 0
55	J. McIntosh	23.5.1914	5,858 1 2	1,763 1 0
M. 1	A. H. Nevell	30.5.1914	50 4 6	3 3 4
53 and 54	J. E. Fitzgerald	4.7.1914	.. .. .	1,638 1 37
243	E. Woods, Senr.	4.7.1914	122 6 6	363 0 0
72	W. Hardy	8.8.1914	916 2 11	704 0 20
86	G. E. Southwell	3.10.1914	3,203 1 0	1,100 2 31
215	W. Maloney	28.11.1914	432 7 0	600 0 0
22, 26 and 226	A. and C. McInnes	18.3.1915	3,968 17 10	754 1 39
23	Estate T. Harman	18.3.1915	1,386 5 10	318 0 0
25	W. Ryan	18.3.1915	2,410 3 1	1,162 3 0
..	Trustees, Majura Hall	18.3.1915	265 16 7	0 1 0
27	J. Flint	18.3.1915	572 14 5	80 0 0
28	Shumack	18.3.1915	1,122 17 0	317 3 8
29 and 84	R. Maloney	18.3.1915	3,123 15 8	581½ acres
37	Bishop of Goulburn	18.3.1915	201 9 9	38 0 0
40	Miss I. Cameron	18.3.1915	3,133 8 4	942 0 0
43 and 50	J. Cooper	18.3.1915	645 19 2	80 0 0
48	J. Darmody	18.3.1915	114 14 11	86 0 0
49	J. Darmody	18.3.1915	566 7 11	240 0 0
51	E. P. O'Rourke	18.3.1915	649 2 5	140 0 0
52 and 57	J. Darmody	18.3.1915	699 10 11	69½ acres
58	W. Darmody, Senr.	18.3.1915	271 8 2	39 3 0
60	Estate, W. Harman	18.3.1915	134 19	109½ acres

PARTICULARS OF FEDERAL TERRITORY ACQUISITIONS—*continued.*

Holding No.	Particulars of Property.	Date of Acquisition.	Total amount of compensation paid.	Area.
			£ s. d.	A. B. P.
61	H. Sigs	18.3.1915	1,736 0 0	349 0 0
62	J. J. Edmonds	18.3.1915	4,653 14 4	2,012 0 2
65	P. Gleeson	18.3.1915	538 1 8	40 0 0
66	C. J. O'Rourke	18.3.1915	158 9 10	40 0 0
66A	Mrs. E. Roffe	18.3.1915	125 8 10	40½ acres
67	Geo. Roffe	18.3.1915	346 18 7	50 0 0
75	Executors, E. Ryan	18.3.1915	1,360 9 0	395 1 0
76	Mrs. M. McDonald	18.3.1915	823 18 0	100 0 0
82	Farmers' Union	18.3.1915	283 2 5	Included in Holding 82
82	W. H. Jones	18.3.1915	52 18 5	Included in Holding 82
49	J. J. Darmody	{ 18.9.1915 18.11.1915 }	116 19 5	26 1 23
199	T. S. Hyles	18.9.1915	..	7 0 33
128	Wm. Rule	14.10.1915	1,072 8 8	383 2 0
171	J. Gallagher, Junr.	14.10.1915	4,368 2 4	1,366 3 20
148	W. A. Cartwright	21.10.1915	24 5 7	23 3 0
195	E. T. Harch	28.10.1915	60 9 7	61 1 19
196	A. W. Hyles	28.10.1915	22 15 0	54 3 10
216	C. Masters	28.10.1915	10 12 2	17 3 18
256, 257 and 362	Mrs. E. Murphy	28.10.1915	508 12 9	138 3 37
414	J. F. Maslin	28.10.1915	8 9 11	6 2 33
197	R. Hyles	{ 4.11.1915 11.1.1917 }	4,927 0 5	1,876 3 24
100	F. O'Rourke	18.11.1915	302 18 3	600 2 28
Part 122	J. Southwell, Junr.	18.11.1915	12 3 9	3 2 32
125	S. Southwell	23.12.1915	357 4 1	140½ acres
176	T. Gallagher	27.1.1916	147 4 4	66 3 0
360	S. McKeshnie	17.2.1916	519 0 8	239 2 6
111	M. Lazarus	23.3.1916	3,502 17 9	81 0 0
178	W. D. Gallagher	23.3.1916	16 8 10	4 0 15
344	W. Ginn	13.4.1916	2,562 2 0	1,053 1 37
402	A. McKeahnie, Junr.	8.6.1916	5 2 10	1 0 32
102 and 237	"Lanyon" Estate	{ 20.7.1916 22.3.1917 }	78,093 5 1	21,060 0 0
214	M. Maloney	21.9.1916	827 8 5	584 0 3
Part 46	J. Darmody	25.1.1917	202 11 11	165 0 28
107	G. Hatcliffe	18.10.1917	719 15 2	580 0 0
42	J. Keefe	8.11.1917	452 19 0	832 0 0
143	E. Brennan	8.11.1917	2,861 4 4	874 3 10
144	P. Brennan	8.11.1917	757 9 6	788 0 0
192	C. Hardy	8.11.1917	243 9 3	1,075 0 0
204	Mrs. E. Keefe	8.11.1917	1,777 9 7	404 0 0
164	John Dunn	30.9.1920	1,155 11 3	1,040 0 0
156	M. Cotter	{ 12.5.1921 11.8.1921 }	810 0 0	600 0 0
346	John Morrison	1.9.1921	1,416 16 0	715 0 0
33, 33D, and 71	Mrs. M. J. Atkinson	1.6.1922	1,846 0 0	84 0 10½
Part 179	Edward A. J. Stoker	8.6.1922	Exchange of areas	..
166	Mrs. H. Farrer	8.6.1922	4,500 0 0	240 0 0
251	E. J. Oldfield	22.6.1922	769 8 8	223 0 0
Part 223	L. J. Milson and Sons	7.6.1923	8,090 0 7	3,478 0 0
255	W. A. Pike	14.4.1924	1,128 0 0	108 0 0
6B	Phillip Hardy, Junr.	4.9.1924	463 10 0	28 0 30
34	B. Y. Blundell	4.9.1924	2,170 0 0	268 3 27
410	Mrs. Amy G. Halloran	2.4.1925	5,213 5 9	441 3 36
Part 223	L. J. Milson and Sons	25.11.1926	520 0 0	298 2 20
160	Thomas Curley	28.4.1927	1,000 0 0	104 2 24
79	David Grady	28.4.1927	..	161 0 0
194	R. J. Harris	5.5.1927	1,600 0 0	160 0 0
33A and 33B	McInnes Bros.	5.5.1927	250 0 0	24 1 10
347	A. Cameron	2.6.1927	500 0 0	55 3 1
268	Sarah Sullivan	2.6.1927	1,000 0 0	380 0 0
269	Sarah Sullivan	2.6.1927	850 0 0	100 0 0
173	Patk. Gallagher	9.6.1927	2,600 0 0	242 2 38
142	R. J. Harris	25.8.1927	435 2 0	267 3 0
33C	Mrs. Bambridge	22.9.1927	Not yet final-ized	{ 9 2 0
359	Keogh and Rowe	22.9.1927	..	20 0 20
260	James Ryan	19.1.1928	..	37 3 30
Total ..			791,837 14 3*	212,157 0 0

* Latest figure £792,842.

APPENDIX "E."

SCHEDULE 1.

ACQUIRED LEASED LANDS—OUTSIDE THE CITY AREA.

AREA, 167,719 ACRES—COST OF ACQUISITION, £669,842.

Year ended 30th June, 1929.

Revenue.			Expenditure.		
	£	s. d.		£	s. d.
Rental	33,841	15 9	Interest at 5½ per cent. on cost of acquisition	35,166	14 1
Maintenance of Rabbits and Fencing for Lessees, collected with rental ..	2,048	16 0	Inspection of Leases	640	0 0
Rates, collected with rental	2,750	13 9	General Lands Maintenance	410	0 0
Stock Rates	403	9 7	Destruction of Noxious Weeds (recoverable from Lessees)	1,219	5 1
Registration of Brands and Marks ..	10	10 9	Destruction of Noxious Weeds (not recoverable, i.e., 1s. per acre scheme)	2,259	13 7
Firewood Permits, Timber Royalty, &c. ..	200	0 0	Supply of Fencing Material for Lessees' improvements	1,096	17 3
Destruction of Noxious Weeds (recoverable from Lessees)	1,219	5 1	Destruction of Rabbits	1,438	11 2
Excess of expenditure over revenue ..	1,756	10 3			
	42,231	1 2		42,231	1 2

SCHEDULE 2.

ACQUIRED UNLEASED LANDS.

AREA, 36,061 ACRES—COST OF ACQUISITION, £72,750.

Apportionment—									
Water Supply	9,048	acres—Cost of Acquisition	..	..	14,743				
Forestry	2,960	"	"	"	11,680				
Parks and Gardens	1,124	"	"	"	4,652				
Agistment	5,224	"	"	"	20,303				
Useless Land	17,705	"	"	"	21,372				
					72,750				

Year ended 30th June, 1929.

REVENUE.

Allotment.	Agistment.	Wood Permits.	Total.
	£ s. d.	£ s. d.	£ s. d.
Agistment	2,588 12 8	.. .. .	2,588 12 8
Useless land .. .. .	.. .. .	89 4 2	89 4 2
	2,588 12 8	89 4 2	2,677 16 10

EXPENDITURE.

Allotment.	Interest at 5½ per cent.	General Lands Services.	Destruction of Noxious Weeds.	Destruction of Rabbits.	Bushfire Fighting.	Forestry Maintenance.	Establishment of Forests.	Inspection under Ordinances.	Total.
Water Supply	774 0 0	100 0 0	77 0 4	676 0 0	..	..	..	45 0 0	1,672 0 4
Forestry ..	613 0 0	50 0 0	151 4 5	100 0 0	..	2,928 2 1	8,269 19 1	..	12,112 5 7
Parks and Gardens ..	244 0 0	50 0 0	..	100 0 0	..	..	..	..	394 0 0
Agistment ..	1,066 0 0	25 0 0	..	169 0 0	..	..	..	..	1,260 0 0
Useless land ..	1,122 0 0	511 0 0	65 13 9	2,293 14 11	166 5 8	..	..	160 0 0	4,318 14 4
	3,819 0 0	736 0 0	293 18 6	3,338 14 11	166 5 8	2,928 2 1	8,269 19 1	205 0 0	19,757 0 3

NOTE.—If the land occupied for Commission purposes was leased at 5 per cent. on present day capital value the return per annum would be £2,240 15s.

SCHEDULE 3.

FREEHOLD AND LAND IN COURSE OF ALIENATION—107,807 ACRES.

Year ended 30th June, 1929.

<i>Revenue.</i>			<i>Expenditure.</i>		
	£	s. d.		£	s. d.
Rates	899	1 8	Administration	500	0 0
Stock Rates	134	0 5	Excess of revenue over expenditure	1,305	7 11
C.P. Deposits, Instalments and C.L.					
Rents	772	5 10			
	1,805	7 11		1,805	7 11

SCHEDULE 4.

LAND HANDED OVER BY THE STATE OF NEW SOUTH WALES—254,363 ACRES.

LEASED 119,537 ACRES—UNLEASED, 134,826 ACRES.

Year ended 30th June, 1929.

<i>Revenue.</i>			<i>Expenditure.</i>		
	£	s. d.		£	s. d.
Rental received in connexion with State			Administration	100	0 0
Scrub leases, &c. .. .	199	9 7	Excess of revenue over expenditure ..	478	13 7
Rent received from Lands handed over					
now leased by Commission ..	379	4 0			
	578	13 7		578	13 7

SCHEDULE 5.

CROWN LANDS, ROADS, RESERVES, ETC.—AREA, 32,531 ACRES.

Year ended 30th June, 1929.

<i>Revenue.</i>			<i>Expenditure.</i>		
	£	s. d.		£	s. d.
Nil.			Administration	50	0 0
Excess of expenditure over revenue ..	250	0 0	Destruction of Noxious Weeds ..	200	0 0
	250	0 0		250	0 0

SCHEDULE 6.

ACQUIRED LAND OUTSIDE THE TERRITORY.—WATER SUPPLY.

AREA 2,561 ACRES—COST OF ACQUISITION, £3 320.

SUMMARY OF SCHEDULES 1 TO 6.

EXPENDITURE.

Year ended 30th June, 1929.

Schedule.	Interest on cost of acquisition.	Inspection of leases.	General lands maintenance.	Destruction of noxious weeds recoverable from lessees.	Supply of fencing material for lessees.	Destruction of rabbits.	Destruction of noxious weeds (non-recoverable).	Bushfire fighting.	Forestry maintenance.	Establishment of forests planting, &c.	Inspections under Stock and Noxious Weeds Ordinance.	Administration.	Total.
1	£ s. d.	£ s. d.	£ s. d.	£ s. d.	£ s. d.	£ s. d.	£ s. d.	£ s. d.	£ s. d.	£ s. d.	£ s. d.	£ s. d.	£ s. d.
2	35,166 14 1	640 0 0	410 0 0	1,219 5 1	1,096 17 3	1,438 11 2	2,259 13 7	..	..	..	..	..	42,231 1 2
3	3,819 0 0	..	736 0 0	..	..	3,338 14 11	293 18 6	166 5 8	2,928 2 1	8,269 19 1	205 0 0	..	19,757 0 3
4	..	..	..	..	..	..	..	..	..	..	..	500 0 0	500 0 0
5	..	..	..	..	..	..	..	..	..	..	..	100 0 0	100 0 0
	..	..	..	..	..	..	200 0 0	..	..	..	..	50 0 0	250 0 0
	38,985 14 1	640 0 0	1,146 0 0	1,219 5 1	1,096 17 3	4,777 6 1	2,753 12 1	166 5 8	2,928 2 1	8,269 19 1	205 0 0	650 0 0	62,838 1 5

RECEIPTS.

Year ended 30th June, 1929.

Schedule.	Rental.	Maintenance collected with rental.	Rates collected with rental.	Stock Rates.	Registration of Brands and Marks.	Firewood Permits.	Destruction of noxious weeds (recoverable).	Agistment.	Rates freehold areas.	C.P. deposits, instalments and C.L. Rents.	Rental in connexion with Scrub leases and lands handed over leased by Commission.	Total.
1	£ s. d.	£ s. d.	£ s. d.	£ s. d.	£ s. d.	£ s. d.	£ s. d.	£ s. d.	£ s. d.	£ s. d.	£ s. d.	£ s. d.
2	33,841 15 9	2,048 16 0	2,750 13 9	403 9 7	10 10 9	200 0 0	1,219 5 1	..	..	..	..	40,474 10 11
3	..	..	..	..	..	89 4 2	..	2,588 12 8	..	..	..	2,677 16 10
4	..	..	..	134 0 5	..	..	..	..	899 1 8	772 5 10	..	1,805 7 11
	..	..	..	..	..	..	..	..	..	..	578 13 7	578 13 7
	33,841 15 9	2,048 16 0	2,750 13 9	537 10 0	10 10 9	289 4 2	1,219 5 1	2,588 12 8	899 1 8	772 5 10	578 13 7	45,536 9 3

FINAL SUMMARY.

Schedule.						Receipts.			Expenditure.		
						£	s.	d.	£	s.	d.
1	..	..	..	..	..	40,474	10	11	42,231	1	2
2	..	..	..	..	..	2,677	16	10	19,757	0	3
3	..	..	..	..	..	1,805	7	11	500	0	0
4	..	..	..	..	..	578	13	7	100	0	0
5	..	..	..	..	..	..	..	..	250	0	0
Excess of expenditure over receipts						17,301	12	2	..	..	..
						62,838	1	5	62,838	1	5

Against the total loss of £17,301 12s. 2d. as disclosed by the above summary it is contended credit should be taken as under :—

- (1) The worthless land to the value of over £20,000.
- (2) Prospective value of commercial Forestry in view of heavy expenditure yearly, which for last year amounted to £11,198 1s. 2d.
- (3) The amount allowed under each lease for maintenance and new work, some of which can later be capitalized.
- (4) Under-valuation of land for leasing purposes and estimating rental on 5 per cent. of capital value when the lowest bank interest is $6\frac{1}{2}$ per cent.
- (5) The loss of £2,259 13s. 7d. incurred in connexion with the destruction of noxious weeds under the arrangement made with certain lessees to destroy noxious weeds on their leases for 1s. per acre per annum for a period of five years.