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SECTION XXIX.

NEW GUINEA.

A. THE ISLAND OF NEW GUINEA.

1. *Geographical Situation of New Guinea.*—New Guinea, frequently described as the largest island in the world, lies to the north of Australia, between 0° 25' and 10° 40' S. latitudes, and between 130° 50' and 150° 35' E. longitudes. Its estimated area exceeds 300,000 square miles, the greatest length being 1,490 miles and the greatest breadth 430 miles.

A map shewing the Territory of New Guinea, Papua, and adjacent islands will be found on page 965.

2. *Discovery.*—The island was probably sighted by Abreus in A.D. 1511. The first visit by Europeans was apparently either that by the Portuguese Don Jorge de Meneses on his way from Goa to Ternate in 1526, or that by the Spaniard Alvaro de Saavedra in 1528. In 1606 Torres, having parted company with De Quiros at the New Hebrides, sailed, on his way to the Philippines, through the strait which separates the island from Australia, and which now bears his name.

3. *Colonisation.*—Little progress was made for many years in exploration and settlement. First the Portuguese, and afterwards the Dutch, who to a great extent replaced them as the principal European traders in the East, seem to have jealously excluded other traders and adventurers, and to have kept the knowledge of their discoveries to themselves. The coasts were visited by Roda, Schouten, Lemaire, Tasman, Dampier, Torres, Bougainville, and Cook; but the difficulties of navigation, the savagery of the islanders, and the tempting fields for enterprise in the more temperate regions further south, diverted the energy of traders and voyagers. Forrest describes a voyage by himself in 1774. In 1793, New Guinea was annexed by two commanders in the East India Company's service. Since that date the Dutch have made extensive surveys of the western portion, and the British and Germans have occupied and colonised the eastern. In September, 1914, German New Guinea was seized and occupied by Great Britain by means of a force raised and despatched by the Australian Government.

4. *Partition.*—The three colonising powers agreed to the partition of New Guinea, each having suzerainty over islands adjoining its own territory. The whole of the portion west of the 141st degree of latitude, comprising about 150,000 square miles, or nearly half the island, belongs to the Dutch. The eastern half was divided in almost equal portions between Great Britain and Germany, the area possessed by each (with adjacent islands) being about 90,000 square miles. An Anglo-German boundary commission, appointed for the purpose of defining the boundary between the territories of the two nations, started operations on 26th December, 1908, and completed the field-work on 27th October, 1909. The total length of boundary delimited was 66½ miles. The work was both important and difficult. For a considerable portion of the survey, the country was exceedingly rough and mountainous, and the natives hostile. In one instance, the line was carried over a range at an elevation of 11,110 feet. The Dutch colony forms part of the residency of Ternate in the Moluccas, and has not been extensively developed. The German protectorate, where considerable commercial development had taken place, included the northern part of the eastern half of the mainland, known as Kaiser Wilhelm Land, and the large islands of the Bismarck Archipelago and the Solomon Group, as well as nearly 200 smaller islands. The south-eastern portion of New Guinea, nearest Australia, is a dependency of the Commonwealth of Australia. The German Pacific protectorate was terminated in 1914.

B. PAPUA.**§ 1. General Description of Papua.**

1. **Australian Dependency of Papua.**—Surveys of the east coast of New Guinea by Stanley, Yule, Blackwood, Moresby, and others, brought home to Queensland, and to Australia generally, the danger to her commerce which would result from foreign possession of the islands and coasts opposite to Cape York, and from the holding by a hostile power of the entrance to the splendid waterway inside the Barrier Reef. The mainland opposite the shores of Queensland east of the 141st meridian was therefore annexed by that colony in 1883, but the action was disallowed by the British Government. In 1884, however, a British protectorate was authoritatively proclaimed by Commodore Erskine over the region lying east of the 141st meridian as far as East Cape, with the adjacent islands as far as Kosman Island. In the year following, an agreement with Germany fixed the boundaries between the possessions of the two countries, and to Great Britain was assigned the portion now known as Papua, lying between the extreme limits of 5° and 12° S., and 141° and 155° E. The British protectorate was subsidised by Queensland, New South Wales, and Victoria, and lasted until 30th September, 1888, when it was proclaimed a possession of the Empire. Its constitution was then that of a Crown colony, in association, however, with Queensland. Administration was in the hands of a Lieutenant-Governor, aided by an Executive and a Legislative Council, and advised by a Native Regulation Board. Port Moresby, on the south coast, was made the head-quarters of the official establishment; a supreme court was established there, and magisterial courts in the districts; and an armed native constabulary force (numbering 340 on the 30th June, 1919), under a European officer, was instituted for the maintenance of order. There were also, on the same date, 821 native village constables and 396 native interpreters, warders, boats' crews, etc., employed by the Crown.

2. **Annexation by Commonwealth.**—The Territory was placed under the authority of the Commonwealth on 1st September, 1906, by proclamation issued in pursuance of Letters Patent of the 18th March, 1902, and was accepted by the Commonwealth by the Papua Act 1905, which came into force by virtue of the proclamation aforesaid. The transfer was made under the authority of section 122 of the Constitution (see p. 24 hereinbefore). The Territory is now under the administration of the Commonwealth, but not included within it, and is divided into eleven magisterial districts.

3. **Physical Characteristics.**—Papua lies wholly within the tropics. The northernmost point touches 5° S. latitude; its southernmost portion, comprising Sudest and Rossel Islands, lies between 11° S. and 12° S. latitude. It is separated from Australia by Torres Strait. The length of Papua from east to west is upwards of 800 miles; towards either end the breadth from north to south is about 200 miles, but about the centre it is considerably narrower. The Territory comprises also the islands of the Trobriand, Woodlark, D'Entrecasteaux, and Louisiade groups. The length of coast-line is computed at 3,664 miles—1,728 on the mainland, and 1,936 on the islands. The total area is about 90,540 square miles, of which 87,786 are on the mainland, and 2,754 on the islands. From the eastern end of the territory rises a chain of mountains, which forms a great central ridge and attains its greatest altitude, as it extends westwards, in the Owen Stanley Range, the highest points of which are Mount Victoria (13,200 feet), Mount Scratchley, the Wharton Range, and Mount Albert Edward. The western end of the possession is for nearly 300 miles generally low and swampy for some distance along the coast. The whole territory is well watered. The great mountains and a large portion of the lower country are covered with forest. The islands are mountainous, and, with the exception of the low coral islands of the Trobriand Group, part of Murua, and a few others of small dimensions, principally of volcanic formation. The highest is Goodenough Island, 8,000 feet. The largest rivers of the mainland flow into the Gulf of Papua. The Fly River, with its tributaries, drains an extensive area of the territory of the Netherlands, as well as of the British. Its length in British territory is about 620 miles, and it is navigable by a steam launch for over 500 miles. Other important rivers are the Turama and the Purari. There are many excellent harbours.

§ 2. Population.

The total white population of Papua on 30th June, 1920, was 1,096, made up of 693 adult males and 258 adult females (adults being persons over 16 years of age), and 81 male and 64 female children. The following table gives the white population of Papua for the last five years :—

WHITE POPULATION OF PAPUA, 1916 TO 1920.

YEAR ENDED 30TH JUNE.

1916.	1917.	1918.	1919.	1920.
992	1,036	962	971	1,096

The chief occupations of adult male Europeans were :—Government officials and employees, 106 ; planters (including managers and assistants), 145 ; storekeepers and clerks, 101 ; miners, 66. The number of missionaries is stated as 104.

It is not possible to make a reliable estimate of the number of natives, owing to the fact that much of the interior country is unexplored. It is generally assumed to be somewhere between 250,000 and 500,000. These speak many languages and dialects. The coloured population, other than Papuans, numbered on 30th June, 1920, 282, of whom 197 were mission teachers principally from Samoa, Fiji, Solomon Islands, and other South Sea Islands, while 20 were Torres Straits islanders. On the same date, half-castes, including Papuan half-castes, totalled 296. An Immigration Restriction Ordinance prohibits the immigration into the Territory of persons who fail to pass the dictation test, or who are persons of bad character, or likely to become a charge upon the public. Exemptions may, however, be granted by the Lieutenant-Governor to persons of special skill whom it is desired to employ as overseers or foremen.

At the Census of 3rd April, 1921, the European population was returned at 1,339, but this figure included the crew and passengers of the *Marsina*, numbering 87. There were also on the same date 3 Chinese, 10 Japanese, 60 Malays, 124 other Asiatics, 397 Fijians, Samoans, and other Oceanic races, and 159 half-castes.

§ 3. Native Labour, Taxation, Etc.

The rights of both employer and labourer are conserved by the Native Labour Ordinances. Service on the part of the native is voluntary, and he must be justly treated, and properly housed and fed. Employers may recruit personally, or obtain their natives through a licensed recruiter. Contracts of service must be in writing, entered into before a magistrate or other qualified officer, and the natives must be returned to their homes on completion of engagement. The labour question is complicated by the communistic system which prevails in the villages. Native custom demands that the friends or fellow-clansmen of the returned labourer receive a share in whatever he gets. The result is that the stimulus of individual interest is largely absent. During the period of service the recruiter or employer is personally responsible for the native's welfare. Refusal to work after engagement, or desertion from service, renders the labourer liable to imprisonment. On the other hand, a magistrate may terminate an engagement where unjust or harsh treatment by the employer is proved. The term of indenture must never exceed three years, and in the case of miners and carriers eighteen months is the limit, but re-engagements may be made. The magistrate must satisfy himself that the remuneration is fair, that the native is willing to undertake the service, and that there is no probability of unfair treatment or detention. Wages must be paid in the presence of an officer. A medicine chest, stocked with necessary drugs and first aid instruments, must be kept by all employers.

Just treatment, good food, and satisfactory remuneration for his labour have made the Papuan savage an excellent servant. With considerable natural aptitude and intelligence, he is able to understand readily what is required by his employer ; consequently native labour is very largely engaged by the Administration for the construction of roads and public works, and by the private employer for the clearing and upkeep of plantations. While in some districts the natives manifest a marked

unwillingness to work, in other cases, inland villagers have offered themselves as labourers without suggestion from recruiters or other officers. Actual ill-treatment of native employees may be said to be non-existent.

In his Report for 1917-18 the Lieutenant-Governor drew attention to the adaptability shewn by some of the natives in the way of house-building, boat-building, the management of sailing vessels and oil launches, and in some cases as clerks.

The number engaged under contract of service during the year ended 30th June, 1920, was 6,397, as compared with 8,610 in the preceding year. Various causes have been assigned for the falling-off, the principal being the difficulty of obtaining rice, and the dislike of native labourers for the substituted foods. It is hoped to remove this by the cultivation of rice locally. At present a small quantity is grown in the Mekeo district and in other parts of the territory, and its cultivation is beginning to attract the attention of Europeans. Another cause is the decrease in the purchasing power of money, the monthly wage of 10s. not offering sufficient inducement for the natives to leave their villages. In addition, there were 1,652 natives employed for short periods who were not under contract of service, 1,172 armed constabulary and village constables, and 331 engaged in miscellaneous services such as interpreters, warders, boats' crews, messengers, etc. There were also on the same date 55 mandated children, nearly all of whom were under care of missionary agencies.

Under the Native Taxes Ordinance, passed in 1918, a tax not exceeding £1 may be imposed on natives, excepting native constables, mission teachers, natives unfit for work, and those who have not less than four living children. The proceeds of the tax are to be expended on education, or for such purposes having for their object the direct benefit of the natives as may be prescribed.

It is stated that the tax is very popular amongst the natives in many parts of the Territory, and that exemption from taxation is bitterly resented. The net receipts from the tax in 1919-20 came to £8,307, out of which small amounts were granted to the Anglican Mission and the London Missionary Society, further disbursements being contingent on the provision of a satisfactory scheme of distribution.

§ 4. Production.

1. *Papuan Products.*—The products of the territory are obtained from its agricultural, forestal, fishing, mining, and manufacturing industries. There is a Papuan court at the Imperial Institute, London, where, beside maps, handbooks and reports, a representative collection of products is shewn, additions being made to the exhibits from time to time. Displays of Papuan produce are also made at exhibitions held in the Commonwealth. The industries of Papua are not numerous, but they are becoming more diversified. In many cases, some years must elapse before the raw material is available for commerce.

2. *Agriculture.*—(i) *Soil and Rainfall.* The physical features of Papua are favourable to agriculture. Rich soils at varying elevations, and heavy and evenly-distributed rainfall, have ensured success in cultivating almost every tropical product of value. The Territory comprises immense areas of rich alluvial and volcanic soils along the coast, and equally fertile land at elevations up to 6,000 feet. Splendid rainfalls are recorded, except over a belt of country which runs back from the coast to the hills, and which has its dry season from May to November. This "dry" area is admirably suited for the production of tobacco, fibres, cotton, etc. There are 20 meteorological stations throughout the Territory. An economic museum and agricultural library have been established. By anticipating and removing many of the pioneering difficulties, the Government has made the task of the colonist an easy one. The feature of recent years has been the steady investment of capital in the development of large areas previously acquired. One of the principal difficulties of planters is the heavy growth of weeds, and the Government has undertaken experiments with the planting of grasses to take the place of weeds, and so keep down rank vegetation.

(ii) *Plantations.* On 31st March, 1920, there were 256 plantations. Agricultural settlement has been mostly in the Central and Eastern Divisions, though plantations are rapidly spreading in other districts. The total area planted was 62,162 acres, or an average of 243 acres for each plantation. The principal plantation industries entered upon up to the present are coconuts, rubber, and sisal hemp. Secondary agricultural industries are the cultivation of bowstring hemp, kapok, coffee, tobacco, vanilla, cocoa,

tapioca, cinnamon, tea, rice, and maize. The natives are compelled by an ordinance to plant coconuts for food supply. In the Kokoda district, which is not suitable for coconut planting, 8,000 rubber seeds and plants were distributed amongst the native villages in 1918. In addition to the coconuts in these plantations many more are planted over small and widely scattered areas by the older natives in accordance with custom. The following table shews the areas under the different cultures at the end of June, 1920 :—

	Acres.					
Coconuts	46,101
Rubber	8,363
Hemp	6,241
Coffee	85
Rice	21
Other cultures (including fruit trees)	1,351
Total	62,162

The quantity and value of the various products for the year ended 30th June, 1920, were as follows :—

Copra, 4,080 tons .. .. .	..	..	..	..	..	£124,035
Hemp, 336 tons .. .. .	..	..	..	..	..	12,284
Rubber, 242 tons .. .. .	..	..	..	..	..	41,542
Total .. .. .	..	..	..	..	..	£177,861

It was estimated in 1917 that over £1,000,000 had been expended in plantations, and, with the exception of two large British companies, practically the whole of the capital was subscribed in Australia and locally.

(iii) *Government Plantations and Experimental Stations.* At Orangerie Bay the Government coconut plantation covers an area of 1,171 acres, some of the trees being eight years old. Copra-making has been commenced, the production in 1920 being 74 tons, valued at £2,278. The Government rubber plantation on the Kemp-Welch River has an area of 230 acres, and contains over 4,000 trees large enough for tapping, but no action has been taken in this direction owing to the low price of rubber.

Sylvicultural nurseries have been established in connexion with the plantations with the object of supplying settlers with seeds and plants, which have been imported from the East and West Indies, Central America, tropical Australia, Ceylon, the Malay States, and the Solomon Islands. At the experimental stations, the suitability of the soil and climate for different products is tested, and correct methods of cultivation demonstrated. Large quantities of plants and seeds have been distributed to planters. A Government orchard, for supplying fresh fruit and vegetables, has been established at one of the stations, and yields considerable quantities of European fruit-foods.

(iv) *Indigenous Products.* There are many indigenous plants of great economic value. These comprise sandalwood and other timber trees, sugar-cane, cotton plants, rubber—both vine, nutmegs, ginger, bamboos, palms, bananas, bread-fruit, edible nuts, sago-palms, fruits, and vegetables. About 92,000 acres are held under timber licences, but little development has so far been undertaken. There are large areas of valuable timbers, but some of them are situated in mountainous country, difficult of access. The export of mangrove bark for tanning purposes amounted in 1919–20 to 1,400 tons, valued at £2,686. [See also § 4 hereinafter.]

3. *Live Stock.*—On 30th June, 1920, the live stock in the Territory consisted of 225 horses, 768 head of cattle, 44 mules, 6 donkeys, 463 goats, 117 pigs, and 4,786 poultry. A Government stud farm has been established for the breeding of horses. The introduction of rabbits, foxes, hares, and monkeys is prohibited.

4. *Forest Products.*—There is a large diversity of useful timbers in Papua. Of 120 varieties that have been catalogued, 16 are adapted to resisting heavy strains, and are suitable for girders, railway wagons, etc.; 10 for railway carriage and coach building; 15 for joinery, lining, flooring, etc.; 14 for butter boxes; 5 for boat building; 4 for piles, and 15 for cabinet work. Sandalwood is indigenous. It is largely used for cabinet work, and santal oil is distilled from its roots. Ebony is also produced for export. Rubber is

a promising industry. There are considerable areas of native rubber (*Ficus Rigo*); but the planters generally prefer the imported Para rubber. Guttapercha is obtained from a species of *palaquium*, which grows on the hills. Drugs, dyewoods, and spices are also obtained from indigenous plants. The mountain firs offer possibilities in the shape of turpentine oils and timbers, while the conifer *Agathis alba* yields a valuable resin. Saw mills have been established, but the output has not been sufficient to supply the local demand for building and other timber, and large quantities of sawn timber have been imported from Australia. Contracts have been made by residents to ship timber to Great Britain. The timber licenses in force during 1919 covered 92,000 acres.

5. Fisheries.—Pearl-shell fishing occupies an important place in the industries of Papua. A considerable number of luggers is licensed, but the returns are mostly credited to Queensland, whose boundary approaches to within a few miles of the Papuan coast. The species of tortoise which supplies the commercial tortoise-shell is also a native of the Territory. Bêche-de-mer and trochus are found along the shores and reefs. There is a dugong fishery on the coast of the Western Division. The value of fisheries exports in 1919–20 was £53,430, of which bêche-de-mer accounted for £612, pearls £25,577, trochus shell £24,255, turtle shell £136, and shell, other, £2,850.

6. Mining.—(i) *Variety of Minerals.* Minerals have been discovered in many places, and over an extremely wide range. Those discovered so far are—gold, copper, tin, lead, zinc, cinnabar, iron, osmiridium, gypsum, manganese, sulphur, graphite, chromite, brown coal, lignite, and petroleum. Indications of the existence of petroleum have been found at scattered intervals over an area of country covering about 1,500 square miles between Yule Island and the Purari Delta, in the Gulf Division of Papua. Quantities of oil and inflammable gas have been met with in the test bores put down, but not in sufficient bulk as yet for commercial purposes. Indications have also been noted in Dutch New Guinea, and in the portion of the Territory formerly under German control. According to one observer, the whole of the East Indian Archipelago forms one “petroliferous province,” the statement being supported by the fact that the nature of the oil so far obtained in Papua is more comparable with Dutch East Indian oil than any other.

Exploitation of the Papuan oil-fields by private companies is not permitted.

A scheme has been arranged under which the Imperial Government has entered into partnership with the Commonwealth Government in further exploitation of the field. Additional labour and machinery have been provided for, and the work will be under the control of a field manager selected in England.

Of precious stones, only the topaz and beryl have been obtained. Large beds of apparently good coal also exist. A geologist was added to the Government service at the beginning of the year 1911.

(ii) *Gold.* In 1888 the first gold was discovered. The search has now spread over every division, and finds have been recorded wherever the explorers have gone. Prospecting parties are subsidised by the Government. There are 69 white miners and 956 indentured and casual labourers, of whom 50 whites and 705 indentured labourers were working on the Louisiade field. This field was the chief producer in 1919–20 with 7,471 ozs. of reef gold and 1,000 ozs. of alluvial, valued respectively at £9,700 and £3,500. The Murua field returned 400 ozs., the Yodda 450 ozs., the Gira 200 ozs., and the Lake-kamu 500 ozs., the product in each case being alluvial gold. The total quantity, in fine ounces, and the value as returned of the gold yield for five years are given below:—

GOLD YIELD, PAPUA, 1915–16 TO 1919–20.

1915–16.		1916–17.		1917–18.		1918–19.		1919–20.	
Quantity.	Value.	Quantity.	Value.	Quantity.	Value.	Quantity.	Value.	Quantity.	Value.
fine ozs. 10,181	£ 43,248	fine ozs. 8,943	£ 37,988	fine ozs. 7,752	£ 32,931	fine ozs. 6,376	£ 27,084	fine ozs. 11,751	£ 21,757

The alluvial gold included in the total for 1919–20 was estimated at 4,280 ozs., valued at £12,098, of which 1,000 ozs. were won on the Louisiade field and 500 ozs. at Lake-kamu.

Most of the rivers, with the exception of those flowing into the Gulf of Papua, have been declared open to gold-dredging, and good yields have been obtained from many of the rivers thus dredged. The total value of gold won to 30th June, 1920, was £1,556,009.

(iii) *Copper*. There were no exports of ore in 1920. On the Astrolabe field the production of ore at Laloki and Dubuna amounted to about 7,800 tons, estimated to possess a value of £31,000. The total amount shipped to the end of June, 1919, was 8,102 tons, valued at £112,965.

(iv) *Osmiridium*. During 1920 it is estimated that about 100 ozs. of this metal, valued at £3,300, were obtained, chiefly on the Gira goldfield. The existence of osmiridium had been known for some years, but no serious attempt was made to collect it, the alluvial gold miner even picking out the larger slugs of the metal from his gold parcel and throwing them away.

(v) *Other Minerals*. Some good samples of galena (sulphide of lead) have been obtained. Small quantities of cinnabar (sulphide of mercury), graphite (or plumbago), zinc-blende, native sulphur, and other minerals are also found.

A mineral laboratory and museum have been fitted up, and are available to prospectors and others interested.

§ 5. Statistical Summary.

1. *Revenue and Expenditure*.—The revenue and expenditure for 1919–20, under principal heads, are given below; also a summary covering a period of five years. In addition to the revenue collected during the year, amounting to £35,537, a sum of £30,000 was granted by the Commonwealth Government.

REVENUE AND EXPENDITURE OF PAPUA, 1919–20.

REVENUE.			£	EXPENDITURE.			£
Customs and Excise .. ..	..	..	56,631	Lieutenant-Governor and Civil list .. ..	..	..	4,279
Post Office .. ..	..	..	2,315	Government Secretary .. ..	..	..	46,047
Licenses .. ..	..	..	1,311	Treasury .. ..	..	..	23,630
Fees, fines, etc. .. ..	..	..	(a)6,170	Lands, Mines, and Agriculture ..	..	..	7,832
Mining receipts .. ..	..	..	1,094	Public Works .. ..	..	..	19,658
Land revenue .. ..	..	..	4,318	Medical .. ..	..	..	12,692
Harbour dues .. ..	..	..	1,993	Department of Native Affairs ..	..	..	2,209
Miscellaneous receipts .. ..	..	..	3,960	Central Court .. ..	..	..	1,932
Appropriation of former years ..	..	..	5,964	Legislative Council .. ..	..	..	157
Sale of Government property .. ..	..	..	1,781				
Total .. ..	..	..	£85,537	Total .. ..	..	..	£118,436

(a) Including Native Labour Fees, £2,015.

REVENUE AND EXPENDITURE OF PAPUA, 1915–16 TO 1919–20.

Item.		1915–16.	1916–17.	1917–18.	1918–19.	1919–20.
		£	£	£	£	£
Revenue .. ..	..	49,311	63,568	72,594	73,121	85,537
Expenditure .. ..	..	77,913	83,740	103,176	102,962	118,436

The loans due to the Commonwealth by the Territory of Papua amount to £57,000.

2. Imports and Exports.—The value of imports and exports for the last five years is shewn in the table below :—

VALUE OF IMPORTS AND EXPORTS OF PAPUA, 1915-16 TO 1919-20.

Particulars.	1915-16.	1916-17.	1917-18.	1918-19.	1919-20.
	£	£	£	£	£
Imports.	223,040	271,640	285,792	258,112	422,741
Exports.	125,428	156,535	220,599	176,247	270,481
Total Trade . . .	348,468	428,175	506,391	434,359	693,222

As in all new countries, the imports consist chiefly of articles necessary for the primal needs of the community. Thus in 1919-20 the imports of agricultural products and groceries came to £136,000; drapery, £53,000; metals and machinery, £68,000; tobacco, £31,000; oils, paints, etc., £18,000; beverages, £15,000; wood, wicker, and cane, £9,000; drugs, £7,000. Government stores to the value of £40,000 were also imported. The chief items of export during the last five years are as follows :—

EXPORTS OF PAPUA, 1915-16 TO 1919-20.

Article.	1915-16.	1916-17.	1917-18.	1918-19.	1919-20.
	£	£	£	£	£
Gold	43,249	37,988	32,931	27,084	21,757
Copra	19,051	40,882	68,225	53,264	124,035
Rubber	14,846	26,682	37,020	33,010	41,542
Hemp	11,999	11,463	17,682	12,532	12,284
Copper Ore	9,971	14,050	11,572	1,613	..
Pearl Shell and Trochus Shell . .	6,770	8,050	6,625	9,375	24,255
Pearls	1,000	2,400	19,250	21,550	25,577
Bêche-de-Mer . . .	3,229	2,521	3,551	2,240	612
Bark . . . . .	..	4,423	7,228	4,847	2,686

The development of the plantations is reflected above in the increased exports of copra, rubber, and hemp, and as greater areas come into bearing, these figures will, of course, increase. Up to the end of 1914-15 the copra exports were almost wholly native products. During 1919-20 there was also an export of osmiridium, amounting to 88½ ozs., valued at £2,930.

3. Postal and Shipping.—Considerable development has been shewn in means of communication—the postal returns, and the tonnage of vessels entered and cleared at ports, having largely increased. Particulars regarding postal matter are given hereunder :—

POSTAL STATISTICS OF PAPUA, 1915-16 TO 1919-20.

Year.	Letters.		Packets.		Newspapers.		Parcels.	
	Received.	Des-patched.	Received.	Des-patched.	Received.	Des-patched.	Received.	Des-patched.
1915-16 ..	157,218	112,572	30,054	2,460	100,464	13,302	2,904	876
1916-17 ..	127,296	106,836	14,724	4,476	98,016	33,900	3,108	1,044
1917-18 ..	137,850	124,656	20,214	5,850	91,866	45,738	3,606	882
1918-19 ..	159,702	114,540	10,272	5,832	125,118	42,354	4,266	1,008
1919-20 ..	174,138	135,234	15,072	8,214	141,906	46,686	5,208	1,182

The value of money orders issued in 1915-16 was £6,411; of those paid, £1,078. In 1919-20, the respective values were £6,441 and £2,166.

The following table shews the number, tonnage, and nationality of vessels entered and cleared at ports during the years 1915-16 to 1919-20 :—

SHIPPING.—FOREIGN-GOING VESSELS ENTERED AND CLEARED AT PORTS OF PAPUA, 1915-16 TO 1919-20.

Nationality.	Vessels.									
	Number.					Tonnage.				
	1915-16	1916-17	1917-18	1918-19	1919-20	1915-16	1916-17	1917-18	1918-19	1919-20
British ..	166	121	117	98	86	96,753	72,414	57,955	60,108	59,189
Foreign ..	48	50	20	..	..	151,134	158,594	63,772	..	..
Total ..	214	171	137	98	86	247,887	231,008	121,727	60,108	59,189

Throughout, the figures are exclusive of ships of war and Government vessels. The falling off in numbers and tonnage is, of course, due to the disorganization resultant on the war.

§ 6. Land Tenure.

1. *Method of Obtaining Land.*—(i) *The Land Laws.* The broad principles upon which the land laws of Papua are based are :—(a) No land can be alienated in fee simple ; (b) the rental of the land leased is assessed on the unimproved value of the land, and is subject to reassessment at fixed periods.

A detailed account of the method of obtaining land was given in Official Year Book No. 6, pp. 1083-4.

(ii) *The Leasehold System.* With a view of attracting pioneer settlers, an ordinance was passed in 1906 under which leases were granted on very liberal terms. No rent was payable for the first ten years, the heavy expense of survey was borne by the Government, and no charge was made for the preparation and registration of the leases ; that is to say, no payments whatever had to be made to the Government for 10 years. Under this system, the area under lease increased in four years from 2,089 acres to 363,425 acres ; about 140 plantations were started, and nearly 1,000 acres planted during that period.

After allowing free survey for three years, it was decided that all future applicants for agricultural leases exceeding in area 100 acres should be required to pay the cost of survey. It was also found desirable to check a tendency amongst a proportion of land applicants to obtain areas so great that the improvement conditions could not be carried out. It was therefore enacted that no leases should be granted after 1st June, 1910, exceeding 5,000 acres in extent, and that rent at the rate of 3d. per acre must be paid from the commencement on all leases exceeding 1,000 acres in area. As a result of these enactments, several leases have been forfeited. On the other hand, a stricter enforcement of improvement conditions has resulted in a substantial raising of the standard.

2. *Land Tenures.*—On 30th June, 1920, the lands of the Territory were held as follows :—

	Acres.			
Area of land held by the natives	57,000,908
Area of Crown land	691,605
Area of freehold land	23,085
Area of leasehold land	230,002
Area of Territory	57,945,600

Private sales of land in the Territory have now practically ceased. The Government buys from the natives, and then leases to planters, who are forbidden to have direct dealings in land with Papuans. The position as regards leasehold tenures may be seen from the following table :—

AREA HELD UNDER LEASE IN PAPUA, 1915-16 TO 1919-20.

Year ended 30th June.	1915-16.	1916-17.	1917-18.	1918-19.	1919-20.
Land held under lease .. acres (as recorded)	228,013	227,476	224,010	218,951	230,002

Of the total area of 230,002 acres shewn above, the surveyed area was 201,365 acres, of which about 196,000 acres were agricultural leases, and about 5,000 acres were held under pastoral lease.

The area of land acquired by the Crown from the natives in 1919-20 was 9,654 acres.

The total area surveyed in the Territory is 22,524 acres of freehold, and 278,554 acres of leasehold.

§ 7. Progress of Papua.

1. Statistical View of Twelve Years' Progress.—As already stated (§ 2, *supra*) the Territory was placed under the Commonwealth control on 1st September, 1906. The following table indicates the progress that has been made since that date :—

STATISTICAL SUMMARY, PAPUA, 1907 TO 1920.

Items.	Year ended 30th June.	
	1907.	1920.
White population	690	1,096
Native labourers employed (exclusive of Crown servants) ..	2,000	8,049
Number of white civil servants	65	106
Armed constabulary	185	331
Village constables	401	841
Territorial revenue	£ 21,813	85,537
Territorial expenditure	£ 45,335	118,436
Value of imports	£ 87,776	422,741
Value of exports	£ 63,756	270,481
Area under lease acres	70,512	230,002
Area of plantations acres	1,467	62,162
Meteorological stations established	3	20
Gold yield fine ounces	12,439	11,751
Copper ore shipped tons	137	..
Live stock in Territory—		
Horses	173	225
Cattle	648	768
Mules	40	44

C. THE TERRITORY OF NEW GUINEA.*

§ 1. German Activities in the Pacific.

1. *German Colonies in the Pacific.*—About 1857 the Hamburg firm of Godeffroy established itself in Samoa. Although not pioneers, the Germans acquired in time the trade supremacy and considerable land claims, and Apia became the base of the wider operations which Theodor Weber, Godeffroy's representative and German Consul-General in the Pacific, was planning in his country's interest. In 1874 the firm placed a trading station on the island of Mioko (Duke of York Group, to the east of New Britain). At about the same time they penetrated both the Caroline and Marshall Islands, seeking trade in copra and pearls, and recruiting labour for their plantations in Samoa. In Fiji, also, German interests were large, and there was a considerable German trade. Keen disappointment was felt in Germany when, in 1874, these islands were annexed by Great Britain.

In 1879 the Hamburg firm of Robertson and Hernsheim (afterwards Hernsheim and Co.) established a trading station at Makada (Duke of York Group); later it opened stations at Matupi (Blanche Bay) and other places in New Britain and New Ireland. The same firm founded the German South Sea Trading Coy. (*Deutsche Südsee Handels- und Plantagen-Gesellschaft*, usually known as "D.H.P.G."), which took over the station of the Godeffroy firm at Mioko (Duke of York Group) after the latter's failure in 1879, and established a number of stations at which native-grown copra and other products were collected and native labourers recruited for its plantations in Samoa. In 1883, 700 natives from New Britain and New Ireland were employed in Samoa, besides 1,500 in Queensland and Fiji.

The German Government during these years shewed no desire for territorial acquisitions. Bismarck, who was opposed to a colonial dominion, with its expenses of administration and deficits falling on the Empire's Budget, repudiated the annexation of New Britain, where in 1878 the commander of the war-ship *Ariadne* hoisted the German flag. The Reichstag taking a similar view in 1880 refused financial backing to the German South Sea Trading Company, and declared against the annexation of Samoa, then in the first stages of the convulsions caused by conflicting foreign influences. At the same time Bismarck was not indifferent to the interests of German merchants, German war-ships were frequently sent to visit the Pacific Islands, and, when the project of a Panama Canal shewed the importance of some of these groups on the great trade routes, the German Government entered into treaties with the natives for coaling stations at Nafafu in Vavau (Tonga Islands) (1876), at Jaluit in the Marshalls (1878), and at Saluafata in Samoa (1879).

It was not until the early eighties that the colonial movement in Germany gained sufficient strength to overcome the reluctance of Bismarck and the indifference or opposition of the Reichstag. In the summer of 1884 Bismarck promised protection to any establishments made by the newly founded New Guinea Company (*Neu Guinea Kompagnie*), which was organizing an expedition to eastern New Guinea. For some time the Australian colonies had been apprehensive of the intentions of the German Government in regard to New Guinea and the neighbouring islands, and individually and collectively had urged on Great Britain the necessity of protecting their own and Imperial interests by the annexation of non-Dutch New Guinea. Finally in April, 1883, the Government of Queensland went so far as to annex the territory on its own authority; an act which the British Government did not confirm, but which led to renewed negotiations between Great Britain and the Colonies, and to the meeting of the Intercolonial Conference of December, 1883, the precursor of the Federation of Australia.

Great Britain, while not intending that Germany should annex any part of New Guinea, believed the fears of the Colonies to be unfounded, and hesitated to act, prolonging negotiations on the financial aspect of annexation. Conversations at Berlin in the summer of 1884 shewed that the Germans intended to annex the New Britain Islands; and the British Government then decided to proclaim a protectorate over at least the southern shore of non-Dutch New Guinea, leaving the question of the northern shore for further discussion with the German Government. But in November, 1884, the

* The information contained in the Foreign Office Handbook dealing with "Foreign German Possessions in the Pacific" was largely drawn upon in the compilation of this sub-section.

New Guinea Company's expedition raised the German flag, not only in the New Britain Islands, but also at several points on the northern shore of non-Dutch New Guinea; and Bismarck, though he said "he had not precisely ordered" this to be done, decided to accept the *fait accompli*, on the ground that the British Government had limited its protectorate to the southern shore, and that in any case British interests were not affected by a German protectorate over the northern. There had been a misunderstanding which, it seems, was not purely accidental, but the British Government could only blame its own hesitation and want of perception, and, in view of the general political situation, and more particularly of the Egyptian difficulty, thought it wisest to recognise the German protectorate. In notes exchanged between Lord Granville and Count Münster in April, 1885, the boundaries of the spheres of the two Powers in New Guinea were fixed as nearly as possible along the line of the watershed.

In August, 1885, the German flag was hoisted at Yap in the Carolines, but Spain claimed the sovereignty, and her claim was confirmed by the Pope, who mediated between the two Powers. When, in 1899, Spain, at the conclusion of the war with the United States, having lost the Philippine Islands, had little interest in retaining the Carolines, this group, together with the Pelew and Mariana Islands (except Guam, which Spain had ceded in 1898 to the United States), was bought by Germany for £37,500.

In October, 1885, Germany took possession of the Marshall, Brown, and Providence Islands, and of Choiseul in the Solomon Islands.

In 1886 an agreement was made between Great Britain and Germany, by which their respective spheres were defined. The German sphere included the northern Solomon Islands (Bougainville, Isabel, and others), as well as the territories over which Germany had already proclaimed her protection.

In 1888 a German protectorate was proclaimed over Nauru (Pleasant Island).

In 1899 a further agreement was made by which Germany transferred to Great Britain the northern Solomons (except Bougainville and Buka, which Germany retained); and Great Britain renounced in favour of Germany all her rights in Western Samoa.

Germany was thus in possession, prior to the outbreak of war in 1914, of the following islands, whose areas were approximately as follows:—

NEW GUINEA PROTECTORATE—

The "Old Protectorate"—						Square miles.
Kaiser Wilhelm Land	..	..	..	..	..	70,110
Bismarck Archipelago, with Bougainville and Buka	..	..	..	..	..	21,700
The "Island Territory"—						
Caroline and Pelew Islands	..	..	..	..	..	550
Mariana Islands (excluding Guam)	..	..	..	..	..	241
Marshall Islands (including Nauru)	..	..	..	..	..	176
SAMOA	..	..	..	..	..	1,000
Total	..	..	..	..	..	93,777

2. *Occupation by Australian Troops.*—Immediately after the outbreak of war, expeditions were organized in Australia and New Zealand to occupy the German possessions in the Pacific. The expedition from New Zealand occupied Samoa, and on the 17th September, 1914, the Acting Governor of German New Guinea signed terms of capitulation with the Officer Commanding the expedition from Australia, by which (not having authority to surrender any portion of the German possessions administered by him) he agreed that all military resistance to their occupation should cease, and that the armed German forces then in the field should be surrendered. The Australian Commanding Officer agreed, on his part, that during the military occupation by the Australian forces "the local laws and customs will remain in force so far as is consistent with the military situation."

The principal posts in the "Old Protectorate" and the island of Nauru were shortly afterwards occupied by the Australian forces: the islands north of the equator (that is, the former "Island Territory," excepting Nauru) were, by arrangement between the British and Japanese Governments, occupied by the Japanese Navy.

§ 2. General Description of the Territory of New Guinea.

1. **Geographical Position and Area.**—The present Territory of New Guinea comprises that portion of the German New Guinea Protectorate which lay south of the equator (excepting only the island of Nauru, see section xxxiv—Miscellaneous), and which was known in German times as the “Old Protectorate.” The principal islands (with their German names if these differ from those now in use) and their approximate areas are as follows :—

	Square miles.
Mainland of New Guinea (Kaiser Wilhelm Land)	70,110*
Bismarck Archipelago—	
New Britain (Neu Pommern)	9,200*
New Ireland (Neu Mecklenburg)	5,000*
New Hanover (Neu Hannover)	380*
Admiralty Islands	1,000†
Solomon Islands—	
Bougainville	3,500*
Buka	200*

According to the Foreign Office Handbook, the total area of the “Old Protectorate” is 91,810 square miles.

The most northerly of the islands (Anchorite Island) lies in about lat. 1° S.; the most southerly point of the Territory (the eastern part of its boundary with Papua) is in lat. 8° S.; its western boundary (with Dutch New Guinea) is the meridian of 141° E.; and its most easterly island (Bougainville) extends to longitude 156° E. From north to south its greatest extent is nearly 500 miles; from east to west over 1,000 miles. Rabaul, the capital, occupies a central position; its distances from some of the principal out-stations are: from Madang, 440 miles; Eitape, 630 miles; Kieta, 270 miles.

2. **Mainland of New Guinea.**—The mainland of New Guinea (Kaiser Wilhelm Land) is the northern section of eastern New Guinea. Its interior is rugged and mountainous, with heights reaching to over 11,000 feet, and is little known. The mountain ranges approach the coast, leaving comparatively little land near sea level, but this narrow strip is very fertile. All trade and communications are by sea along the coast, and the interior is left almost wholly to the native population.

The coast-line, which is about 750 miles long, is in parts fringed with coral reefs, and there are many small, lofty islands along its course. Except for Huon Gulf in the little-developed east of the country there are no deep inlets. Langemak Bay has commodious anchorage in deep water, and Finschhafen has landlocked anchorage for small vessels. In Astrolabe Bay are two or three sheltered harbours, including Konstantinshafen, Friedrich Wilhelm Hafen, and Alexishafen, which are the best on the coast. There are many other anchorages fit for schooners and small steamers in certain winds.

There are many rivers, of which the most important are the Sepik (Kaiserin Augusta) and the Ramu (or Otilien). The Sepik rises near the junction of the boundaries with Dutch New Guinea and Papua, and flowing easterly reaches the coast in latitude 4° S. It has not been fully explored, but was found in September (not the wettest month) to be about 270 yards wide and 12 feet deep within 60 miles of the Dutch border. As it approaches the sea its tendency to divide and form islands, sandbanks, and lagoons reduces the depth to under 30 feet, but there is no actual sandbar. It is navigable for over 250 miles by vessels of 600 tons; and in the rainy season flat-bottomed paddle steamers can ascend for more than 400 miles.

The Ramu rises in the most southerly part of the Territory and, flowing northwards, enters the sea near the mouth of the Sepik. It is navigable by steamers for a considerable distance, and was expected by the Germans to prove of great value as a waterway.

* From Foreign Office Handbook.—The Report of the Royal Commission on German New Guinea gives the following areas:—New Britain, about 10,000 sq. miles; New Ireland, 4,600 sq. miles; Bougainville, 3,500 sq. miles; New Hanover, over 500 sq. miles. The Deutsches Kolonial Lexikon gives the area of New Britain as 13,100 sq. miles, and the total area of the Bismarck Archipelago as 18,100 sq. miles.

† From Deutsches Kolonial Lexikon.

3. **Bismarck Archipelago and Solomon Islands.**—The islands of the Bismarck Archipelago and the Solomons are in general mountainous, with level ground only near the coasts. The only low-lying islands are some of the Duke of York Islands and Admiralty Islands. The islands of Bougainville and Buka (Solomons) are equally rugged; Bougainville contains mountains reaching 10,000 feet. The soil is usually fertile, except on the low coral islands, where fresh water is scarce.

The coasts of the large islands generally rise fairly steeply from the water, with bold headlands; but as a rule there is a beach, often overgrown with mangroves. Sunken rocks and coral reefs fringe many of the coasts, especially of the low islands.

There are many good harbours, the chief being Blanche Bay, in New Britain, containing the good anchorages of Matupihafen and Simpsonhafen, and Kawieng Harbour, in New Ireland, Miko in the Duke of York Islands, Peterhafen in the French Islands, Nares Harbour in the Admiralty Islands, and Queen Carola Harbour in Buka Island.

Most of the streams in these islands are too shallow and too rapid for navigation.

§ 3. Climate and Health.

1. **Climate.**—Throughout the Territory (except on the mountains) the climate is hot and moist all the year round. On the mainland, the mean temperature along the coast is about 80° F., with high humidity. There is no cool season, and rain falls in all months. In Astrolabe Bay and in the west of the country the heaviest fall is from November to March, a season during which north-westerly winds prevail. In the east, round Huon Gulf and Finschhafen, the rainiest season is from May to September. The annual rainfall on the coast is from 100 to 150 inches. In the Bismarck Archipelago the climate is much the same as on the mainland, except that during the prevalence of the south-east trades from May to September or October there is a comparatively dry season. November to March is the period of torrential downpour, accompanying north-west winds and occasional calms. The islands are outside the area of typhoons.

The following are results of observations taken at Rabaul during the period July, 1916, to December, 1920 :—

	°F.			
Dry bulb (shade) temperature—				
Average monthly mean	84.2
Highest monthly mean	89.8
Lowest monthly mean	63.7
Highest reading	100.0
Lowest reading	61.0
Wet bulb (shade) temperature—				
Average monthly mean	77.4
Highest monthly mean	81.1
Lowest monthly mean	75.0
Average humidity	70.5
Rainfall—				
Yearly average (1917–1920)	85.6 inches
Highest in one month	27.5 inches
Lowest in one month	0.4 inches
Yearly average number of days on which rain fell	..			163 days
Greatest number of days on which rain fell in one month				23 days
Smallest number of days on which rain fell in one month				2 days
Greatest fall in 24 hours	8.76 inches

2. **Health.**—The Territory presents great opportunities for the sanitarian, and, until measures can be taken to check diseases now endemic, it will remain unhealthy for Europeans. Dysentery is prevalent among the natives, and epidemics are frequent; and there have been several outbreaks of small-pox with high mortality. Elephantiasis, a skin disease known as the Tokelau ringworm, venereal disease, and tuberculosis also occur among the natives. Malaria, dysentery, and blackwater fever are prevalent among the white population, and in the past the death rate has been high. For instance, during the years 1890 to 1898 the death rate among the whites averaged 62 per 1,000 per annum. In 1909, however, it was only 24, and in 1910, 21 per 1,000.

Apart from diseases, the climate on the mainland, and at many places in the Bismarck Archipelago, is enervating for Europeans. Much improvement, however, can be expected from systematic sanitation; and the mountains in this and the neighbouring Territories may, especially when flying has become easier, do much to solve the problem of residence for whites.

§ 4. German Administration.

1. **German Colonial Policy.**—Possession was taken of New Guinea as a protectorate (Schutzgebiet), and such it remained during the whole period of German rule. It was not until 1899 that the German Government assumed full control of the administration.

German colonial policy in its inception under the guidance of Bismarck took the form of "diplomatic guardianship," that is to say, the protection by the State of business interests created by German merchants. The Imperialistic idea of a field of employment for the educated talent of the Empire was a later growth. Hence, when the problem of organizing government in the new colonial possessions was first broached, Bismarck's idea was to administer them through chartered companies on the model of some of the English dependencies, thus leaving to the merchants the work of material development. This method commended itself to him not only because it did not commit the State so directly, but also on the ground of economy.

2. **The New Guinea Company.**—By Imperial charter of May, 1885, sovereign rights over New Guinea and the Bismarck Archipelago were conferred on the newly-founded New Guinea Company; and in December, 1886, the German Solomon Islands were added to its sphere. The company was to establish and maintain government and judicial organization, and in return received all regalian rights under the supervision of the German Government. Its path was not a smooth one; neither were its administration nor its attempts at economic development successful; and in 1889 the Imperial Government stepped in and took over the collection of taxes and duties, the Company meeting the cost. Three years later the Company resumed control and administered the possessions until 1899, when, convinced that the task was beyond its strength, it surrendered its sovereign rights for four million marks and certain other concessions, and became merely a privileged trading Company. Throughout it had lacked capital, prestige, and moral support. It had had misfortunes; it lost heavily in trying to arrange adequate shipping communications; and an epidemic in 1891 carried off half its officials. Its administration was marred by excessive centralization in the Berlin management; its service was unpopular; and incomplete cadres and continual changes in the staff produced a fatal instability in the local government, which may have been one reason for its failure to get into touch with the natives. Unsuccessful as it was, it must be remembered that it held a vast territory for Germany, while opinion at home developed in favour of a more active colonial policy.

On the economic side the Company carried out some of the explorations and experiments in the choice of places for settlements and plantations, which are the necessary preliminary work in colonization. It founded a number of stations—Stephansort (1888), Friedrich Wilhelm Hafen (now Madang), its capital (1891), and Berlinhafen (now Eitape) (1894); but its economic enterprises were often costly and attended with little success; and, while failing itself, it impeded private effort. In the Bismarck Archipelago, where the first German plantation had been established in 1882, improved administration produced better relations with the natives, and a firmer foundation was laid for subsequent expansion.

In the Marshall Islands also company government was established. In December, 1887, the firm of Robertson and Hensheim and the D.H.P.G., which controlled the trade of the group, formed the Jaluit Company. In 1888 financial control was delegated by the German Government to this Company, and it was arranged that Imperial officials should carry on the administration, the Company defraying the cost and receiving in return exclusive authority and the monopoly of the pearl fisheries and of mining for phosphate rocks in the islands of the group (which included Nauru). A very simple administration was set up, with a Commissioner at the head, who was required to act with the advice of the Company. The arrangement worked well; there was no trouble with the natives; and the Company, confining itself chiefly to the copra trade, made good profits. In 1901 the privileges enjoyed by the Jaluit Company in the Marshall Islands were extended to the Eastern Caroline Islands.

3. Imperial Administration.—In 1899, when the Carolines and part of Samoa were annexed, and the New Guinea Company surrendered its sovereignty, the Imperial Government undertook the direct administration of all its Pacific possessions, except the Marshall Islands, where the Jaluit Company ruled as before until 1906. For administrative purposes they were divided into Samoa and New Guinea, which included all the German possessions in the Western Pacific. The system of government was simple and authoritative. The Governor, appointed by the Emperor, had wide powers, unrestricted by local legislatures, and assisted only by a Council which was little more than advisory. In New Guinea Old Protectorate (*viz.*, the Bismarck Archipelago, Solomon Islands, and Kaiser Wilhelm Land), he was assisted by two superior Judges, and the territories were divided into seven districts—Rabaul, Kawieng, Namatanai, Kieta, Friedrich Wilhelm Hafen, Eitape, and Morobe—administered by local magistrates. Order was maintained by a native police, commanded by German officers. The seat of government was at Rabaul, whither it was transferred from Herbertshohe in 1908–10. In the New Guinea island possessions—*viz.*, the Caroline and Marshall Islands—there were Vice-Commissioners acting under the Governor at Rabaul. The seat of government for the Eastern Carolines was at Ponape; for the Western, with the Pelew and Mariana Islands, at Yap; and for the Marshall Islands, at Jaluit. Samoa was divided into two administrative districts—Upolu and Savaii. The Governor resided at Apia, in Upolu, and was assisted by an Imperial Judge. There was a native High Chief and a native Council; and here, as also in New Guinea, some use was made of native chiefs in the administration.

The German Government sent some of the best men in the home and colonial services to its Pacific Protectorates. Several of the Governors were men of high distinction, and had highly trained staffs. The number of officials in the portions of the Protectorate of New Guinea now administered by the Commonwealth was, in 1911, 61, and in 1914, about 125.

4. Revenue.—The colonial revenue came mainly from Customs; and of the Customs revenue the greater part was derived from alcohol. Imperial subventions were necessary to enable the colonies to pay their way, though their financial position was improving with the growth of trade. Constitutionally the colonies were not integral parts of the German Empire; they did not belong to the Customs Union, and were not subject to general laws regulating taxation. Until 1893 they were charged import duties like foreign countries, but from that time they enjoyed most-favoured-nation treatment. They were at first administered by the Foreign Office, in which in 1890 a Colonial Department was established under a Colonial Director; in 1902 an unpaid advisory council of about 40 persons was formed. These arrangements did not work well, and in 1907 were superseded by the creation of a Colonial Office with large independent powers.

Throughout the period of the direct control of the German Government, the revenue was insufficient to balance the expenditure, and grants were made by the home Government. In 1904 the revenue (including that of the Island Territory) raised in the Protectorate was £10,550, the expenditure £74,100, and the Imperial subsidy £53,800; in 1913, the revenue was £87,750, the expenditure £166,100, and the Imperial subsidy £66,350. The Imperial subsidy granted to the Protectorate to 1914 amounted to about £950,000.*

§ 5. German Economic Development.

1. Produce and Crops.—The earliest traders contented themselves with the collection of native products (including copra), for which they exchanged "trade" goods. It was not until 1883 that the first plantation was laid out, at Ralun on Blanche Bay; the first plantation on the mainland was that of the New Guinea Company at Finschhafen, where the first settlement was placed in 1885.

The natives have been described as a people of peasant proprietors, and everywhere they practise a low form of agriculture. But their gardens afforded but a small amount of produce for oversea trade, and the exports of the Protectorate grew only as European plantations were made. Plantations extended but slowly, for the Protectorate is almost everywhere covered with forest, and the clearing of the land and its planting, even if labour can be had, is a slow task.

* It is interesting to notice that the grants and loans made, and other developmental expenditure, by the Australian Government before Federation, and afterwards by the Commonwealth Government to the Government of British New Guinea (Papua) amounted, up to 1914, to about £522,000, and to 1921, to about £952,000.

In the early years of the Protectorate the demand for copra was much smaller than recently, and it was not foreseen that this was to become the chief export. Experiments were accordingly made—principally by the New Guinea Company, which spent a large part of its capital in this work—with a number of tropical crops.

Tobacco was cultivated with success at Astrolabe Bay on the mainland, and in the Bismarck Archipelago. Plantation managers were brought from Sumatra, but the Dutch Government, fearing competition, forbade the New Guinea Company to take skilled native labourers to their new plantations. Labourers were ultimately obtained from China and the Straits Settlements, and by 1892 there were over 1,800 Malay and Chinese coolies on the mainland; but, owing to the heavy mortality, the number soon dropped to less than 1,000. By 1893 there were 500 acres under tobacco, and the export reached 77 tons. Tobacco of high quality, rivalling the best Sumatra leaf, is said to have been produced. Later, the growing of tobacco on European plantations was abandoned, partly, it is said, for want of intelligent labour, although it continued to be grown by the natives for their own use.

The New Guinea Company also experimented in the growing of cotton, and it is said that a product of high quality was obtained. In 1896 the export amounted to 60 tons, but in recent years this crop seems to have been almost abandoned.

Sisal hemp was more successful, and there has been a steady, although small export. The quantity exported in 1913 was 10 tons. Cocoa was successfully grown; in 1913, 137 tons were exported. Experiments with coffee were also successful, but there has been little production.

Several kinds of rubber-yielding plants are indigenous on the Mainland, and rubber (mostly of the *ficus* and *hevea* varieties) was cultivated in a few European plantations. In 1913, 17 tons, valued at nearly £6,000, were exported.

None of these crops made any important contribution to the progress of the Protectorate. Its mainstay, in an increasing degree, has been the coconut palm. Indigenous in most of the islands, the coconut palm yielded copra to the natives from the beginning of European trade, and the plantations, commenced in 1882, steadily extended in area and product, until, in 1913, three-fourths in value of the total exports of the Protectorate consisted of copra.

Besides the products of agriculture, there must be mentioned the exports of birds of paradise and feathers, which amounted in 1913 to over £62,000; and of mother of pearl and other shells and marine products, which in the same year amounted to over £11,000.

The imports amounted to £425,026 in 1913, of which £184,229 was from Germany, £21,042 from the United Kingdom, £123,259 from Australia, £73,805 from Asia, and £16,705 from America. The tariff was the same, whether the goods came from Germany or from any foreign country.

2. Land Policy.—The policy of the German Government regarding tenure of land shewed a preference for freehold tenure, in contrast to that in British possessions in the Pacific, in which settlers can usually obtain land from the Crown on lease only. On the mainland and in the larger islands of the Bismarck Archipelago land could easily be obtained by settlers of any nationality.

The authorities readily gave information as to available land, and assisted new-comers in obtaining labour. Good land was offered at about 2s. per acre, and payment might be spread over several years.

The German Government attempted to establish a colony of small planters, with 250 acres apiece, in the Baining district of New Britain. The project met with some success, but many of the settlers lacked the capital necessary to support the heavy initial expenses of cultivation in the South Sea Islands. It has been estimated that the cost of preparing forest land for agriculture amounts, on an average, to £60 per acre, and the small planter is further placed at a disadvantage by the interval that elapses before the most profitable crops, such as coconuts and cocoa, come to maturity. It appears, therefore, that the powerful company with large estates is destined to play the leading part in the agricultural development of the German possessions in the Pacific.

3. Land Alienated.—On 1st January, 1914, the total area alienated was 499,751 acres, of which 192,458 were on the mainland. The area cultivated was 84,488 acres, of which about 16,000 acres were on the mainland; and the area in bearing, 28,629 acres, of which 5,307 were on the mainland.

The areas under the most important crops on 1st January, 1914, were :—

Crop.	Bismarck Archipelago.	Mainland.
Cereals—	acres.	acres.
Maize	312	20
Rice	10	100
Tuberous plants—		
Arrowroot	35	..
Taro	100	62
Palms—		
Coconut	63,775(a)	13,970(a)
Oil palm	2	2
Indiarubber—		
Ficus	1,967	1,825
Hevea	912	365
Kastilloa	417	125
Fibre-yielding plants—		
Cotton .. .. .	..	45
Sisal hemp	7	155
Cocoa	960	..
Coffee	152	..
Lemon and citronella grass	300	..

(a) Of which 20,380 in Bismarck Archipelago and 3,417 on the mainland were in bearing.

§ 6. Australian Military Occupation.

1. **General.**—German New Guinea remained in military occupation by the Australian Forces from September, 1914, until May, 1921. The Government of the country was carried on by the officer commanding, as Military Administrator, and all posts in the former civil administration were filled by members of the Forces. The Government was conducted on much the same lines as in German times, as the terms of the capitulation by which local laws and customs were to remain in force so far as consistent with the military administration, as well as the restrictions imposed by general practice on the powers of a military occupant, prevented any great changes from being made. It was accordingly the principal object of the Australian Government to maintain the existing state of affairs in the Territory, until its future control should be decided at the end of the war.

Both executive and legislative power in the Territory were vested in the Administrator, subject to instructions from the Minister for Defence. A large number of Ordinances were made by the Administrator in pursuance of his military powers, most of them concerned with the routine affairs of government. Perhaps the most noteworthy of the changes introduced by the Military Administration was in the treatment of native labourers (see § 8 hereinafter).

Germans resident in the Territory were, for the most part, allowed to remain during the military occupation. Civil officials were, however, allowed to return to Germany, but certain planters and others whose conduct was unsatisfactory were deported to Australia.

Most of the planters, and the large companies which owned plantations, carried on their business as usual; but they could not remit their profits to Germany, and accordingly, expended a large proportion of them in the Territory in making new plantations. The result was that the area under coconuts, 76,847 acres in 1914, grew by December, 1918, to 133,960 acres. The exports from the Territory were much interrupted by difficulties in shipping and marketing, but a very large increase over the amount in German times was becoming visible.

Imports to the Territory also grew rapidly. From £425,026 in 1913 the value increased to £588,793 in 1920; and with this increase grew the revenue of the Territory, of which Customs duties were the principal part.

In 1919 it was decided by the principal Allied and Associated Powers that the Territory of New Guinea, which Germany gave up as one of the terms of peace, should be entrusted under Mandate from the League of Nations to the Government of the Commonwealth. The issuing of the Mandate was, however, delayed; and it was not until 17th December,

1920, that its terms were settled, and the Mandate itself did not reach Australia until April, 1921. During this period the Government had to remain in form a military one, and subject to the limitations imposed by the terms of capitulation.

The Treaty of Peace provided that German nationals resident in her former colonies might be repatriated; and that the property rights and interests of German nationals in former colonies might be retained and liquidated by the Allies, the proceeds being credited to Germany in part payment of the reparation payable by her under the Treaty.

In pursuance of these powers, in September, 1920, the property of the principal German companies in the Territory, and in March, 1921, that of a large number of German planters, was vested in the Public Trustee; and the management of their businesses and plantations was entrusted (pending the sale or other disposal of the properties, which has not yet been authorized) to an Expropriation Board. The total value of the properties expropriated has been roughly estimated at from £4,000,000 to £5,000,000. About 80 Germans, who had lost their former employment with German companies or whose properties have been expropriated, had, up to September, 1921, left the Territory.

§ 7. Civil Government.

1. *Mandate*.—The Mandate for the Territory is as follows:—

THE COUNCIL OF THE LEAGUE OF NATIONS —

Whereas by Article 119 of the Treaty of Peace with Germany signed at Versailles on June 28th, 1919, Germany renounced in favour of the Principal Allied and Associated Powers all her rights over her oversea possessions, including therein German New Guinea and the groups of islands in the Pacific Ocean lying south of the Equator other than German Samoa and Nauru; and

Whereas the Principal Allied and Associated Powers agreed that in accordance with Article 22, Part I. (Covenant of the League of Nations), of the said Treaty, a Mandate should be conferred upon His Britannic Majesty to be exercised on his behalf by the Government of the Commonwealth of Australia to administer New Guinea and the said islands, and have proposed that the Mandate should be formulated in the following terms; and

Whereas His Britannic Majesty, for and on behalf of the Government of the Commonwealth of Australia, has agreed to accept the Mandate in respect of the said territory and has undertaken to exercise it on behalf of the League of Nations in accordance with the following provisions; and

Whereas, by the afore-mentioned Article 22, paragraph 8, it is provided that the degree of authority, control or administration to be exercised by the Mandatory not having been previously agreed upon by the Members of the League, shall be explicitly defined by the Council of the League of Nations,

Confirming the said Mandate, defines its terms as follows:—

ARTICLE 1.

The territory over which a mandate is conferred upon His Britannic Majesty for and on behalf of the Government of the Commonwealth of Australia (hereinafter called the Mandatory) comprises the former German Colony of New Guinea and the former German islands situated in the Pacific Ocean and lying south of the Equator, other than the islands of the Samoan group and the island of Nauru.

ARTICLE 2.

The Mandatory shall have full power of administration and legislation over the territory subject to the present mandate as an integral portion of the Commonwealth of Australia, and may apply the laws of the Commonwealth of Australia to the territory, subject to such local modifications as circumstances may require.

The Mandatory shall promote to the utmost the material and moral well-being and the social progress of the inhabitants of the territory subject to the present mandate.

ARTICLE 3.

The Mandatory shall see that the slave trade is prohibited, and that no forced labour is permitted, except for essential public works and services, and then only for adequate remuneration.

The Mandatory shall also see that the traffic in arms and ammunition is controlled in accordance with principles analogous to those laid down in the Convention relating to the control of the arms traffic, signed on September 10th, 1919, or in any convention amending the same.

The supply of intoxicating spirits and beverages to the natives shall be prohibited.

ARTICLE 4.

The military training of the natives, otherwise than for purposes of internal police and the local defence of the territory, shall be prohibited. Furthermore, no military or naval bases shall be established or fortifications erected in the territory.

ARTICLE 5.

Subject to the provisions of any local law for the maintenance of public order and public morals, the Mandatory shall ensure in the territory freedom of conscience and the free exercise of all forms of worship, and shall allow all missionaries, nationals of any State Member of the League of Nations, to enter into, travel and reside in the territory for the purpose of prosecuting their calling.

ARTICLE 6.

The Mandatory shall make to the Council of the League of Nations an annual report to the satisfaction of the Council, containing full information with regard to the territory, and indicating the measures taken to carry out the obligations assumed under Articles 2, 3, 4, and 5.

ARTICLE 7.

The consent of the Council of the League of Nations is required for any modification of the terms of the present mandate.

The Mandatory agrees that if any dispute whatever should arise between the Mandatory and another Member of the League of Nations relating to the interpretation or the application of the provisions of the Mandate, such dispute, if it cannot be settled by negotiation, shall be submitted to the Permanent Court of International Justice provided for by Article 14 of the Covenant of the League of Nations.

The present Declaration shall be deposited in the archives of the League of Nations. Certified copies shall be forwarded by the Secretary-General of the League of Nations to all Powers Signatories of the Treaty of Peace with Germany.

Made at Geneva the 17th day of December, 1920.

2. New Guinea Act.—In anticipation of the issuing of the Mandate, the Commonwealth Parliament had already, in September, 1920, passed the New Guinea Act 1920, by which the Governor-General was authorized to accept the Mandate when issued. The Territory was, by the Act, declared to be a Territory under the authority of the Commonwealth, by the name of the Territory of New Guinea.

The Act provided that there should be an Administrator, who should be charged with the administration of the Territory. The power to legislate for the Territory was to be exercised by the Governor-General; and no Council—legislative, executive, or advisory—was provided for.

The Act also provided for the observance of the safeguards in the interests of the natives set out in the Mandate, and by it forced labour was absolutely forbidden.

3. Establishment of Civil Government.—On receipt of the Mandate, arrangements were made by the Prime Minister, under whose control the administration of the Territory was placed, for the establishment of Civil Government; and on 9th May, 1921, a proclamation was issued in Rabaul that the military occupation had that day terminated. On the same day the first Ordinances made by the Governor-General under the New Guinea Act 1920 came into force. The most important of these was the Laws Repeal and Adopting Ordinance 1921, which provided that German laws should cease to apply to the Territory; that certain Acts of the Commonwealth should be applied to the Territory; that certain Statutes of Queensland and certain Ordinances of Papua should be adopted as laws of the Territory; that the Acts, Statutes, and laws of England in force in the State of Queensland, and the principles and rules of common law and equity in force in England, should, as far as circumstances allowed, be applied in the Territory; and that the Ordinances and other legislative acts of the Military Administration should remain in force.

Other Ordinances which came into force on the same day provided for the establishment of courts of law, and for the prohibition of the supply to natives of firearms, ammunition, intoxicating liquor, and opium.

For administrative purposes, the Territory is divided into ten Districts, named after the principal stations in them, as follows:—In New Britain: Rabaul, Talasea, and Gasmatta; on the Mainland: Morobe, Madang, and Eitape; in New Ireland and New Hanover: Kawieng and Namatanai; in Admiralty Islands and adjoining islands: Manus; in Solomon Islands: Kieta. Each District is under a District Officer, assisted by a small staff.

REVENUE.

Customs	£105,000
Licences	8,000
Business Tax	10,000
Head Tax	25,000
Shipping Services	40,000
Wireless	13,400
Health Department	6,000
Land and Survey Department	9,000
Sale of Stores	4,250
Post Office	5,000
Printing	1,000
Agriculture	4,000
Stamp Duties	3,000
Law Fees and Fines and Probate Duty	3,000
Miscellaneous	1,000

Administrator's Office ..	£2,966
Government Secretary's Department (including Printing and Motor Transport Departments)	12,450
Justice	4,740
Treasury (including Government Stores)	19,857
Audit	3,030
Lands and Survey	12,030
Native Affairs	11,720
Public Works (including Wharves, £18,450) ..	28,114
Trade and Customs (and Post Office)	5,310
Agriculture	7,788
Health and Sanitation ..	15,285
Harbour Master and Ships ..	37,430
Wireless	17,500
Advance to Treasurer ..	13,000
	<hr/>
	£191,220

Kawieng	£9,350
Kieta	7,310
Madang	7,100
Manus	5,570
Namatanai	4,920
Eitape	6,820
Morobe	5,020
Talasea	2,700
Gasmatta	2,640
				<hr/>
				£51,430

Total ..	..	<u>£242,650</u>
Less estimated savings ..	..	<u>5,000</u>
Total ..	..	<u>£237,650</u>

§ 8. Native Population.

1. **General.**—The natives of the mainland are for the most part mixed Papuans and Melanesians, split up into many tribes, between whom, where Government influence has not been established, there is continual strife. The Germans found them unwilling to work, and labourers for the plantations had to be imported from other parts of the Territory, as well as from Java and China.

In the islands, the natives are chiefly Melanesians, but there are many racial elements which differ from one another in appearance, manners, customs, and speech. The Admiralty Islanders shew a Papuan and perhaps Polynesian admixture, and the natives in the extreme west of the Archipelago have Malay or even Chinese affinities.

Most of the islanders are energetic, and of good physique, with the exception of those on some of the smaller western islands, and the inhabitants of the Gazelle Peninsula (New Britain), who are weak and much diseased.

The Buka Islanders were considered by the Germans to be the best workers, and were largely recruited for police duties. The Admiralty Islanders are also very virile and are good sailors.

Many languages are used in the Territory. The Germans made some attempt to encourage the use of German, but with little success. At the native school at Namanula, the dialect of the Blanche Bay natives was taught, with the idea of spreading it throughout the Protectorate, but this plan had made little progress when the school was closed in 1914. The "lingua franca" throughout the Territory was "bêche-de-mer" or "pidgin" English.

2. **Education of Natives.**—The education of the natives was left by the German Government to the missionaries, who were able to reach only a small proportion of the population. In 1907 the Government opened a school at Namanula, near Rabaul, to give elementary education and to train the natives in handicrafts. Pupils came from all parts of the Protectorate, and in 1914 they had increased to 121. By 1913 it had become possible to employ ex-pupils in the offices and works of the Government. At the outbreak of the war, plans were in preparation to establish a workshop at Rabaul for industrial training, and to open schools at out-stations. The results of the schools were of good promise, and encourage the hope that a considerable number of the natives may prove fit for training as clerks, artisans, motor drivers, and the like, if not for the lower grades of the professions.

3. **Control and Welfare of Natives.**—In their treatment of the natives, the Germans allowed practices not tolerated in British Colonies. Abuses occurred in connexion with the recruiting of labourers for the plantations; and employers were allowed to flog their labourers for offences in relation to their employment. There was, indeed, a fundamental difference in outlook towards the natives between the German Government and that of the Governments of British Possessions, such as that of Papua. The German Government seems to have looked upon the native as a means to an end, that end being the development of the country solely in the interests of the European settler; whereas in British colonies the welfare of the native is usually regarded as being in itself of the first importance. Nevertheless, the German policy has been described by a well-informed missionary as being, on the whole, just and progressive.

The control of the natives by the German Government was carried out by District Officers, who were stationed at head-quarters in the various Districts into which the Protectorate was divided. These District Officers dispensed minor justice, and organized patrols throughout their district for the purpose of collecting taxes in places where that was practicable, and of securing order amongst the native tribes, who were prone to wage war on each other.

It was the practice to ascertain the man of greatest influence in each community and appoint him "Luluai," or chief; a second native was chosen as "Tultul," or interpreter, through whom Government instructions were conveyed to the "Luluai," who was held responsible for their execution and for the general welfare of the people. There were very large areas, chiefly on the mainland, which were not under Government

influence, and of which little was known. Although Government influence was much extended during the military occupation, there are still large areas which have never been visited by white men.

When the Australian Forces occupied the Territory in 1914 they found the draft of an amending Native Labour Ordinance which the German Government was about to bring into force; and this formed the basis of the Native Labour Regulations enacted by the Military Administrator in 1915.

An important amendment in the German draft was, however, made by prohibiting the corporal chastisement of any labourer by any plantation owner or any person other than a Government official duly appointed in that behalf in pursuance of a Judge's order or the sentence of a Court. In 1919 the flogging of natives, under any circumstances whatsoever, was forbidden.

Other changes in regard to native labourers made during the Military Administration included the provision of additional safeguards in regard to recruiting; and attention was also given to the housing, food, clothing, medical attendance, and general comfort and well-being of natives working on plantations.

The welfare of the natives is directly connected with the economic future of the Territory, for, without their labour, little development can be expected in a country which is unsuited for white labourers, and to which coloured labourers of other races are not admitted. The Germans relied, in part, on force in recruiting native labourers and in compelling them to work. Despite the abolition of such methods under the military occupation, the number of native indentured labourers has largely increased. In 1914, according to the German returns, there were 17,529 labourers on plantations; in May, 1921, there were 30,849; and, during the same period, the cultivation of coconuts by natives for their own use and for sale of copra produced by themselves, largely increased.

§ 9. Asiatics in the Territory of New Guinea.

1. **General.**—Malays seem to have been the first Asiatics to be brought by the Germans to German New Guinea; 37 of them are recorded on the mainland in 1885. About 1889 the New Guinea Company began to bring Chinese, Malays, and Javanese in growing numbers from Singapore and Java to work on its plantations; by 1892 there were about 1,800 on the mainland. By 1898 the number had gone down to 300 or 400.

About ten years later, Chinese from China were brought to the Protectorate; in 1911 there were 555, in 1914, 1,377 and in 1921, 1,200. The number of Malays and Javanese decreased; in 1914 it was 163, and in 1921, 160.

In 1895 there were 2 Japanese in the Protectorate, in 1911 there were 25, in 1914, 103, and in 1921, 87. The total Asiatic population was 1,681 in 1914, and 1,447 in 1921. There were also 80 Caroline Islanders and kindred people, and 94 half-castes.

Under the German administration, Chinese, Malays, and other Asiatic labourers had a status somewhat superior to that of the natives. Japanese, although they had no rights under treaty (for the German-Japanese Treaty of Commerce and Navigation of 1911 did not apply to German New Guinea, as it was only a "Schutzgebiet"), had a status equal in many respects to that of Europeans. They could not, however, acquire land in freehold; but both they and Chinese (if able to read and write a European language) could obtain leases up to 30 years. Ordinances provided safeguards in the interests of Chinese and other non-indigenous natives brought to the Protectorate; the German Government welcomed Chinese labourers, whose numbers were increasing rapidly before the war. The Government did not look so kindly on the immigration of large numbers of Japanese or on their acquisition of important interests in the Protectorate, but no obstacle seems to have been placed in the way of their entering the Protectorate.

The Chinese provide the skilled artisans and domestic servants of the Territory, and many of them are small traders. There is only one Japanese firm of any size, but it is not a serious competitor with European firms; most of the Japanese residents are employed in its plantations, shipyards, and stores.

§ 10. Statistical Summary.

1. **European and Asiatic Population.**—The following tables shew the white and Asiatic populations from 1885 to 1921 :—

TERRITORY OF NEW GUINEA.—WHITE POPULATION, 1885 TO 1921.

1885	..	64	1893	..	190	1910	..	687
1886	..	97	1894	..	209	1911	..	723
1887	..	122	1895	..	203	1912	..	822
1888	..	148	1896	..	228	1913	..	968
1889	..	145	1897	..	251	1914	..	1,027
1890	..	164	1898	..	262	1917	..	818 (a)
1891	..	179	1907	..	529	1921	..	1,265 (b)
1892	..	186	1909	..	655			

(a) Does not include troops.

(b) Including 262 troops (engaged in Administration).

TERRITORY OF NEW GUINEA.—ASIATIC POPULATION, 1885 TO 1921.

	Chinese.	Malays and Javanese.	Japanese.	Others.
1885	..	37	..	..
1890	..	114	..	..
1892	..	1,085	..	..
1895	..	480	2	..
1898	..	156	..	..
1911	..	555	25	26
1914	..	1,377	103	38
1917	..	1,452	112	(a)
1921	..	1,185	87	..

(a) Not separately enumerated.

2. **Native Population.**—It has not yet been possible to make an enumeration, or even an estimate for the whole Territory, of the native population.

The latest figures published by the German Government were as follows, the numbers enumerated being those in the areas under Government influence. The estimate for other areas, it will be seen, is incomplete, as the mainland (most of which was not under Government influence) was not included.

TERRITORY OF NEW GUINEA.—NATIVE POPULATION, 1st JANUARY, 1914.

Island.	Enumerated.	Estimated.	Total (approx.).
New Britain	42,926	42,700	85,000
New Ireland	26,488	2,500	29,000
Duke of York Group	3,049	..	3,049
Witu or French Islands	2,523	..	2,523
Admiralty Islands	4,736	7,500	13,000
North-western Islands	992	..	992
New Hanover	6,539	..	6,539
Islands between New Ireland and New Hanover	811	..	811
St. Mathias, Squally Island, and Trench Island	2,160	800	3,000
Fisher and Gardner Islands	3,483	..	3,483
Lihir, Tanga, and Anir Islands	4,692	1,000	5,700
Nissan Island	1,562	..	1,562
Cartaret Island	391	..	391
Fead, Mortlock, and Tasman Islands	218	..	218
Buka and adjoining Islands	6,810	..	6,810
Bougainville	9,160	23,500	32,000
The Mainland	35,535	No estimate made	35,535 (a)
	152,075	..	230,000 (a)

(a) Not including any estimate for the portion of the mainland not under Government influence.

3. Imports and Exports.—The following tables show the values of imports and exports for the years 1887 to 1920, details of exports from 1913 to 1920, and imports from and exports to various countries for 1913 to 1920 :—

TERRITORY OF NEW GUINEA.—IMPORTS AND EXPORTS, 1887 TO 1920.

Year.				Imports.	Exports.	Total.
				£'000.	£'000.	£'000.
1887				17	20	37
1888				20	17	37
1889				20	18	38
1890				20	19	39
1891				21	21	42
1892				22	20	42
1893				24	22	46
1894				32	24	56
1895				36	25	61
1896				34	34	68
1897				37	31	68
1898				39	34	73
1899 .. .. .				..	..	..
1900				82	49	131
1901				81	69	150
1902				112	55	167
1903				143	59	202
1904				114	58	172
1905				144	65	209
1906				162	77	239
1907				167	98	265
1908				152	84	236
1909				131	120	251
1910				180	178	358
1911				260	201	461
1912				288	247	535
1913				425	402	827
1914 .. .. .				..	..	..
1915				153	167	320
1916				166	187	353
1917				232	339	571
1918				297	407	704
1919				384	475	859
1920				589	916	1,505

TERRITORY OF NEW GUINEA.—DETAILS OF EXPORTS, 1913 AND 1916 TO 1920.

Commodity.	1913.	1916.	1917.	1918.	1919.	1920.
	£	£	£	£	£	£
Cocoa	7,571	5,143	10,277	10,810	11,901	13,629
Copra	308,684	167,632	306,081	373,432	441,613	807,497
Stone and Ivory Nuts	2,357	160	183	85	224	273
Rubber	5,980	1,001	5,542	1,301	1,749	2,289
Sisal Hemp	305	..	..	..	..	..
Other Agricultural Products	1,183	1,970	1,256	596	147	2
Timber	176	..	..	..	..	..
Birds of Paradise and Feathers	62,809	100	25	..	1,022	39,391
Mother-of-pearl and other .. .. .	..	..	..	..	..	..
Marine Products	11,096	11,121	16,006	20,819	18,730	52,890
Miscellaneous	1,777	..	..	10	45	40
Totals	401,938	187,127	339,370	407,053	475,431	916,011

**TERRITORY OF NEW GUINEA.—IMPORTS FROM VARIOUS COUNTRIES,
1913 AND 1916 TO 1920.**

Year.	Australia.	Germany.	United States.	Japan.	Other Countries.	Total.
	£	£	£	£	£	£
1913	123,259	184,229	16,705	2,000	98,833	425,026
1916	138,875	..	..	809	..	139,684
1917	225,382	..	..	6,217	..	231,599
1918	293,766	..	..	31,427	..	325,193
1919	363,132	..	..	21,064	..	384,196
1920	588,793	..	..	..	..	588,793

**TERRITORY OF NEW GUINEA.—EXPORTS TO VARIOUS COUNTRIES,
1913 TO 1920.**

Year.	Australia.	Germany.	United States.	Japan.	Other Countries.	Total.
	£	£	£	£	£	£
1913	16,285	375,756	492	4,800	4,585	401,918
1916	183,214	..	..	3,903	..	187,117
1917	312,185	..	25,800	1,385	..	339,370
1918	373,934	..	18,000	15,119	..	407,053
1919	475,432	..	..	..	..	475,432
1920	727,011	..	..	..	189,000(a)	916,011

(a) 5,113 tons Copra to the United Kingdom.

4. **Export of Copra.**—The export of copra in 1884 reached about 1,300 tons, gradually increasing until 1898, when 2,500 tons were exported. By the year 1904 the figure had risen to 4,400 tons, and thenceforward increased until 1913, when a total of 14,000 tons was recorded. During the next few years the figures again increased; in 1918 nearly 21,000 tons were exported, and it is estimated that about 29,000 tons will be exported in 1921.

5. **European Plantations.**—The total area of European plantations for the year 1885 to 1918 is shewn in the following table:—

**TERRITORY OF NEW GUINEA.—AREA OF EUROPEAN PLANTATIONS,
1885 TO 1918.**

Year.	Total Area.	Area in Coconuts (including Area not in Bearing).
	Acres.	Acres.
1885	148	(a)
1890	678	(a)
1895	2,152	(a)
1898	6,763	(a)
1909	45,064	39,595
1911	58,837	51,510
1912	63,300	56,133
1913	72,473	64,822
1914	84,488	76,847(b)
1918 (December)	..	133,960†(c)

(a) Not recorded.

(b) Of which 23,572 acres were in bearing.

(c) Of which 44,169 acres were in bearing. In addition it was estimated there were 49,000 acres of coconuts owned by natives; most of the produce of these was used as food.

The area of European plantations of coconuts in the various islands in December, 1918, was :—

**TERRITORY OF NEW GUINEA.—EUROPEAN COCONUT PLANTATIONS,
DECEMBER, 1918.**

Island.	Not Bearing.	Bearing.	Total.
	Acres.	Acres.	Acres.
New Britain	23,320	19,528	42,848
New Ireland	26,268	8,528	34,796
Admiralty Islands	7,658	5,350	13,008
Solomon Islands	10,258	3,114	13,372
Mainland	22,285	7,651	29,936
	89,789	44,171	133,960

6. Native Labourers.—The number of native labourers employed on plantations and their distribution among the various districts are shewn below :—

**TERRITORY OF NEW GUINEA.—NATIVE LABOURERS EMPLOYED ON
PLANTATIONS, 1890 TO 1921.**

Year.	Number.	Year.	Number.
1890	869	1911	10,984
1895	2,246	1912	13,449
1898	2,348	1913	14,990
1908	8,275	1914	17,529
1909	8,311	1921 (May)	30,849(a)
1910	9,460		

(a) Number indentured on the 9th May, 1921.

**TERRITORY OF NEW GUINEA.—DISTRIBUTION OF INDENTURED NATIVE
LABOURERS, MAY, 1921.**

Island and District.	Number.	Island and District.	Number.
New Britain—		Admiralty Island—	
Rabaul	8,260	Manus	3,377
Talasea	926	Solomon Islands—	
Gasmatta	338	Kieta	3,129
Kokopo	3,421	Mainland—	
New Ireland and adjoining islands—		Morobe	921
Kawieng	3,846	Eitape	1,215
Namatanai	1,867	Madang	3,549
		Total	30,849

7. **Revenue and Expenditure.**—The following tables show the revenue and expenditure under German administration from 1904 to 1914 and under British administration from 1914 to 1921 respectively :—

PROTECTORATE OF GERMAN NEW GUINEA (INCLUDING NAURU AND THE ISLANDS HELD UNDER MANDATE FROM JAPAN).—REVENUE AND EXPENDITURE, 1904 TO 1914.

Year.	Customs.	Taxes.	Other Revenue derived from Protectorate.	Total Revenue from Protectorate.	Subsidy from Imperial German Government.	Expenditure.
	£	£	£	£	£	£
1904 ..	2,850	2,450	5,250	10,550	53,800	74,100
1905 ..	3,700	6,450	6,300	16,450	50,700	90,400
1906 ..	6,100	10,400	7,100	23,600	83,350	106,550
1907 ..	8,450	10,600	10,750	29,800	74,700	98,850
1908 ..	10,550	27,800	15,050	53,400	76,200	130,050
1909 ..	10,150	35,700	14,950	60,800	45,800	116,400
1910 ..	15,400	42,450	19,900	77,750	46,150	119,850
1911 ..	12,700	40,300	15,950	68,950	37,950	109,150
1912 ..	15,150	43,500	19,150	77,800	60,400	138,200
1913 ..	18,300	47,750	21,700	87,750	66,350	166,100
1914 ..	19,950(a)	57,500(a)	27,350(a)	104,800(a)	85,350(a)	191,700(a)

(a) These were the amounts in the estimates made by the German Governor to the Imperial German Government. According to another authority, the Imperial subsidy in 1914 was fixed at £138,000 and the expenditure £241,250.

TERRITORY OF NEW GUINEA.—REVENUE AND EXPENDITURE, 1914 TO 1921.

	Revenue.	Expenditure.
September, 1914, to 31st August, 1915	£39,607	(a)
1st September, 1915, to 30th June, 1916	77,287	(a)
1st July, 1916, to 30th June, 1917	115,559	(a)
1st July, 1917, to 30th June, 1918	139,921	(a)
1st July, 1918, to 30th June, 1919	143,636	167,134(a)
1st July, 1919, to 30th June, 1920	202,158	160,407(a)
1st July, 1920, to 30th June, 1921	193,957	215,315(a)
1st July, 1921, to 30th June, 1922	237,650(b)	237,650(b)

(a) The Revenue during these years was applied in maintaining the Government of the country and (to the amount of £220,225) in part payment of stores, transport, etc., for the use of the Expeditionary Force which carried on the Government. The pay and allowances of the Force (£661,541) and the balance of the cost of stores, etc. (£254,535), making a total expenditure on military account of £916,076, were defrayed from Commonwealth funds.

(b) Estimate.

8. Asiatic Population of the South Pacific.—In the following table is given the number of Asiatics in the South Pacific at various dates :—

NUMBER OF ASIATICS IN THE SOUTH PACIFIC.

Group.	Chinese and Tonkingese.	Japanese.	British Indians.	Malays and Javanese.	Other Asiatics.	Total.
Papua (1921) ..	3	10	(a)	60	124	197
Territory of New Guinea (1921) ..	1,200	27	none	160	..	1,387
British Solomon Islands (1913) ..	27	10(g)	none	none	none	27
Gilbert and Ellice Island	(b)	(b)	(b)	(b)	(b)	26(c)
Nauru (1921) ..	554	none	none	none	none	554
Ocean Island (1921) ..	375	none	none	none	none	375
Fiji (1918)	913	(h)	61,745	(h)	(h)	..
New Caledonia (1921)	(b)	2,100	(b)	1,200(c)	(b)	..
Tahiti and Other French Establish- ments (1911) ..	3,000(d)	346(e)	(b)	(b)	(b)	..
New Hebrides (1920)	224	51(f)	none	72	none	347
Western Samoa (1920)	838	none	(b)	(b)	(b)	..
Tonga	(b)	(b)	(b)	(b)	(b)	..
Cook Islands (1920) ..	(b)	none	(b)	(b)	(b)	..

(a) Not separately enumerated.

(b) Information not available (but in most of the cases to which this remark applies there is no reason to suppose there are any of the race in question).

(c) In 1911.

(d) Estimate by a newspaper correspondent in 1921.

(e) Most of these were at the phosphate workings at Makatea, from which all Japanese returned to Japan in 1920.

(f) In 1921.

(g) In 1920.

(h) Not separately enumerated, but included in 637 "others."

9. Bibliography.—The following authorities have been consulted in the preparation of the information relating to the Territory of New Guinea in the preceding pages:—

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Report of the Royal Commission on late German New Guinea. (P.P. No. 29 of 1920.) (Map.)