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SECTION XXIX.

PAPUA (BRITISH NEW GUINEA).

§ 1. 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.

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.

§ 2. The Australian Dependency 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 headquarters of the official establishment; a supreme court was established there, and magisterial courts in the districts; and an armed native constabulary force (numbering 343 on the 30th June, 1918), under a European officer, was instituted for the maintenance of order. There were also, on the same date, 767 native village constables 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. 30 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 great 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.

§ 3. Population.

The total white population of Papua on 30th June, 1918, was 962, made up of 636 adult males and 189 adult females (adults being persons over 16 years of age), and 73 male and 64 female children. The following table gives the white population of Papua for the last five years :—

WHITE POPULATION OF PAPUA, 1914 TO 1918.

YEAR ENDED 30TH JUNE.

1914.	1915.	1916.	1917.	1918.
1,186	1,037	992	1,036	962

The chief occupations of adult male Europeans were :—Planters (including managers and assistants), 134; miners, 82; Government officials and employees, 97. The number of missionaries is stated as 57.

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, 1918, 277, of whom 191 were mission teachers principally from Samoa, Fiji, Solomon Islands, and other South Sea Islands. On the same date, half-castes, including Papuan half-castes, totalled 301. 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.

§ 4. Native Labour.

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, during 1917-18, inland villagers 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 draws 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, 1918, was 7,059. In addition, there were 1,500 natives employed who were not under contract of service, 1,067 armed constabulary and village constables, and 33 local constables. There were also on the same date 63 mandated children, nearly all of whom were under care of missionary agencies.

§ 5. 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 22 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 30th June, 1918, there were 224 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 57,593 acres, or an average of 258 acres for each plantation. The principal plantation industries entered upon up to the present are coconuts, rubber, sisal hemp, and tobacco. Secondary agricultural industries are the cultivation of bowstring hemp, coffee, vanilla, kapok, cocoa, tapioca, cinnamon, tea, and maize. The natives are compelled by an ordinance to plant coconuts for food supply, and about 500,000 have been planted in the last five years. 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 on 30th June, 1918 :—

	Acres.
Coconuts	42,675
Rubber	8,311
Hemp	5,362
Tobacco	381
Maize	127
Other cultures (including fruit trees)	737
Total	57,593

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.* There are four Government plantations with a total area under cultivation of about 1,900 acres. The table hereunder shews their distribution :—

PAPUAN GOVERNMENT PLANTATIONS AND EXPERIMENTAL STATIONS.

Locality.	Nature of Cultivation.	Area.
		Acres.
Orangerie Bay	Coconuts	1,300
Kemp-Welch River	Rubber, coconuts, etc.	420
Milne Bay	Coconuts, etc.	59
Hombron Bluff	Rubber, etc.	160

Sylvicultural nurseries have been established in connection 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. The export of mangrove bark for tanning purposes amounted in 1917-18 to 1,051 tons, valued at £7,228.

3. *Live Stock.*—On 30th June, 1918, the live stock in the Territory consisted of 191 horses, 2 donkeys, 518 head of cattle, 111 mules, 3 sheep, 295 goats, 331 pigs, and 3,758 fowls. 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 waggons, 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 1917 covered 51,215 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 1917-18 was £29,437, of which bêche-de-mer accounted for £3,557, pearls £19,250, trochus shell £6,625, and shell, other, £11.

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 petroliferous strata have been found at scattered intervals over an area of country covering about 2,000 square miles between Yule Island and the Purari Delta, on the eastern side of the Gulf of Papua, and distant approximately 200 miles from Port Moresby. Operations are at present carried on at a locality on the Vailala River in difficult country, with steep hills, deep ravines, swampy valleys, and dense bush and undergrowth. The climate is damp and malarial, with a rainfall of 150 to 200 inches a year.

Since 1915 about 2,500 gallons of oil of good quality have been raised, but the production so far is regarded merely as an indication of supplies which must be tested by boring to greater depths. Eight bores have been put down. A sum of about £100,000 has been expended up to 30th June, 1918, this amount covering outlay of all kinds in connection with the search for oil. Like the oil from Dutch East Indies the Papuan product is rich in benzene, and probably will yield heavily in paraffin and fuel oil. 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 63 white miners and

908 indentured labourers; the majority of the whites are working on the Murua, Louisiade and Yodda fields. The quantity, in fine ounces, and value of the gold yield for five years are given below :—

GOLD YIELD, PAPUA, 1913-14 TO 1917-18.

1913-14.		1914-15.		1915-16.		1916-17.		1917-18.	
Quantity.	Value.	Quantity.	Value.	Quantity.	Value.	Quantity.	Value.	Quantity.	Value.
fine ozs.	£	fine ozs.	£	fine ozs.	£	fine ozs.	£	fine ozs.	£
11,797	50,110	12,058	51,221	10,181	43,248	8,943	37,988	7,752	32,931

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, 1918, was £1,507,168.

(iii) *Copper.* Rich and extensive deposits of cupriferous ore have been located, and prospecting is still in progress. Owing to heavy transport charges, only the richest ore is, at present, shipped. The principal copper mining area is the Astrolabe field. During 1917-18, the production of ore amounted to 1,112 tons, valued at £11,572, the bulk of which was raised at the Dubuna mine. The total amount shipped to the end of June, 1918, was 7,878 tons, valued at £111,352.

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

A mineral laboratory and museum has been fitted up, and is available to prospectors and others interested.

§ 6. Statistical Summary.

1. *Revenue and Expenditure.*—The revenue and expenditure for 1917-18, 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 £72,594, a sum of £30,000 was granted by the Commonwealth Government.

REVENUE AND EXPENDITURE OF PAPUA, 1917-18.

REVENUE.		£	EXPENDITURE.		£
Customs and Excise .. ..	.. ..	48,067	Lieutenant-Governor and Civil list .. ..	.. ..	3,455
Post Office .. ..	.. ..	2,907	Government Secretary .. ..	.. ..	39,683
Native labour fees .. ..	.. ..	2,143	Treasury .. ..	.. ..	23,230
Hospital fees .. ..	.. ..	1,000	Lands and Agriculture .. ..	.. ..	5,270
Mining receipts .. ..	.. ..	914	Public Works .. ..	.. ..	16,347
Land leases .. ..	.. ..	2,159	Medical .. ..	.. ..	9,603
Harbour dues .. ..	.. ..	1,634	Department of Native Affairs .. ..	.. ..	3,766
Miscellaneous receipts .. ..	.. ..	13,770*	Central Court .. ..	.. ..	1,598
			Legislative Council .. ..	.. ..	224
Total .. ..	.. ..	£72,594	Total .. ..	.. ..	£103,176

* Includes Appropriation of former years, £6,881; Service of employees, £1,261; Fines and fees, £1,090, etc.

REVENUE AND EXPENDITURE OF PAPUA, 1913-14 TO 1917-18.

Item.	1913-14.	1914-15.	1915-16.	1916-17.	1917-18.
	£	£	£	£	£
Revenue	54,704	51,960	49,311	63,568	72,594
Expenditure	81,095	82,535	77,913	83,740	103,176

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, 1913-14 TO 1917-18.

Particulars.	1913-14.	1914-15.	1915-16.	1916-17.	1917-18.
	£	£	£	£	£
Imports.. .. .	212,134	202,055	223,040	271,640	283,792
Exports.. .. .	123,140	94,354	125,428	156,535	220,599
Total Trade .. .	335,274	296,409	348,468	428,175	504,391

As in all new countries, the imports consist chiefly of articles necessary for the primal needs of the community. Thus in 1917-18 the imports of agricultural products and groceries came to £88,600; drapery, £40,000; hardware, ironmongery, and machinery, £43,000; wood, wicker, and cane, £7,000; tobacco, £20,000; drugs, £5,000. Government stores to the value of £44,000 were also imported. The chief items of export during the last five years are as follows :—

EXPORTS OF PAPUA, 1913-14 TO 1917-18.

Article.	1913-14.	1914-15.	1915-16.	1916-17.	1917-18.
	£	£	£	£	£
Gold	47,233	50,889	43,249	37,988	32,931
Copra	26,063	12,693	19,051	40,882	68,225
Rubber	1,536	1,501	14,846	26,682	37,020
Hemp	3,633	1,269	11,999	11,463	17,682
Copper Ore	19,733	5,607	9,971	14,050	11,572
Pearl Shell and Trochus Shell .. .	11,212	4,292	6,770	8,050	6,625
Pearls	4,602	6,113	1,000	2,400	19,250
Bêche-de-Mer	2,857	3,853	3,229	2,521	3,551
Bark .. .. .	..	..	..	4,423	7,228

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.

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, 1913-14 TO 1917-18.

Year.	Letters.		Packets.		Newspapers.		Parcels.	
	Received.	Des-patched.	Received.	Des-patched.	Received.	Des-patched.	Received.	Des-patched.
1913-14 ..	158,760	124,353	24,458	8,347	130,620	35,011	3,305	1,367
1914-15 ..	144,193	98,158	23,878	7,215	111,011	37,393	3,220	1,004
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

The value of money orders issued in 1913-14 was £6,069; of those paid, £906. In 1917-18, the respective values were £5,986 and £1,310.

The following table shews the number, tonnage, and nationality of vessels entered and cleared at ports during the years 1913-14 to 1917-18 :—

SHIPPING.—FOREIGN-GOING VESSELS ENTERED AND CLEARED AT PORTS OF PAPUA, 1913-14 TO 1917-18.

Nationality.	Vessels.									
	Number.					Tonnage.				
	1913-14	1914-15	1915-16	1916-17	1917-18	1913-14	1914-15	1915-16	1916-17	1917-18
British	863	610	166	121	117	159,776	262,897	96,753	72,414	57,955
Foreign	66	33	48	50	20	198,730	99,729	151,134	158,594	63,772
Total	929	643	214	171	137	358,506	362,626	247,887	231,008	121,727

Throughout, the figures are exclusive of ships of war and Government vessels.

§ 7. 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, 1918, the lands of the Territory were held as follows :—

	Acres.
Area of land held by the natives	57,020,786
Area of Crown land	677,719
Area of freehold land	23,085
Area of leasehold land	224,010
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, 1913-14 TO 1917-18.

Year ended 30th June.	1913-14.	1914-15.	1915-16.	1916-17.	1917-18.
Land held under lease .. acres (as recorded)	230,879	235,072	228,013	227,476	224,010

Of the total area of 224,010 acres shewn above, about 196,000 acres were agricultural leases, and about 27,000 acres were held under pastoral lease.

In 1917-18, the area of leases granted was 5,284 acres; that of leases surrendered, revoked, and forfeited was 8,750 acres. The area of land acquired by the Crown from the natives was 43,850 acres.

The total area surveyed in the Territory is 22,523 acres of freehold, and 261,574 acres of leasehold.

§ 8. Progress of the Territory.

1. Statistical View of Eleven 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 1918.

Items.	Year ended 30th June.	
	1907.	1918.
White population	690	962
Native labourers employed (exclusive of Crown servants) ..	2,000	8,559
Number of white civil servants	65	97
Armed constabulary	185	300
Village constables	401	767
Territorial revenue	£ 21,813	72,594
Territorial expenditure	£ 45,335	103,176
Value of imports	£ 87,776	283,792
Value of exports	£ 63,756	220,599
Area under lease	acres 70,512	224,010
Area of plantations	acres 1,467	57,593
Meteorological stations established	3	21
Gold yield	fine ounces 12,439	7,752
Copper ore shipped	tons 137	1,112
Live stock in Territory—		
Horses	173	191
Cattle	648	518
Mules	40	111