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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-east of Australia, between $0^{\circ} 25'$ and $10^{\circ} 40'$ S. latitudes, and between $130^{\circ} 50'$ and $150^{\circ} 35'$ E. longitudes. Its estimated area exceeds 300,000 square miles, the greatest length being 1490 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.

4. **Partition.**—These three powers have 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 is 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 $66\frac{1}{2}$ 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 has taken place, includes the northern part of the eastern half of the mainland, known as Kaiser Wilhelm's 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 British, and a dependency of the Commonwealth of Australia.

§ 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 from 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 till 4th 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 221 on 30th June, 1912, under a European officer, was instituted for the maintenance of order. There were also, on the same date, 491 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. 34 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 Straits. 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 3664 miles—1728 on the mainland and 1936 on the islands. The total area is about 90,540 square miles, of which 87,786 are on the mainland and 2754 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, 8000 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 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, 1912, was 1064, made up of 761 adult males and 194 adult females (adults being persons over 16 years of age), and 51 male and 58 female children. The following table gives the population of Papua for the last five years :—

WHITE POPULATION OF PAPUA, 1908 to 1912.

YEAR ENDED 30TH JUNE.

1908.	1909.	1910.	1911.	1912.
711	702	879	1,032	1,064

The chief occupations of whites are:—Government officials and employees, 89 ; planters (including managers and assistants), 107 ; and miners, 145.

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 400,000 and 500,000. These speak many languages and dialects. The coloured population, other than Papuans, numbered on 30th June, 1912, 405. On the same date, half-castes, including Papuan half-castes, totalled 324. 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

(iii.) *Government and Native Plantations.* There are six Government plantations of coconuts and Pará rubber, with a total area of 230 acres. The natives are compelled by an ordinance to plant coconuts for food supply. It is estimated that the total area so planted amounts to 350,000 acres. New Government plantations are contemplated, the Government having decided to grant the territory a loan of £5000 a year for 5 years for Government plantations.

(iv.) *Government Nurseries and Experimental Stations.* Sylvicultural nurseries have been established 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. Attached to the nurseries are experimental stations, where the suitability of soil and climate for the different products is tested and correct methods of cultivation demonstrated. Four nurseries have been established, the total area being about 190 acres. From these, more than 102,000 Pará rubber trees and seeds, 417,000 sisal hemp plants, 600 bowstring hemp plants, as well as various other plants have been distributed to planters. A Government orchard, for supplying fresh fruit and vegetables, has been established at one of the experimental stations, and yields considerable quantities of European fruit-foods. One of the experimental stations has been incorporated in a new plantation.

(v.) *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.

3. **Live Stock.**—On 31st March, 1912, the live stock in the territory consisted of 372 horses, 6 donkeys, 1286 head of cattle, 82 mules, 144 sheep, 585 goats, 95 pigs, and 5267 fowls. A Government stud farm has been established for the breeding of horses. Twenty-two stud mares were imported from Queensland in 1910, and 17 in 1911. A valuable asset to the stud is the possession of two stallions of good breeding. The introduction of rabbits, foxes, hares, and monkeys is prohibited.

4. **Forest Products.**—There is a large variety 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 Pará rubber. Guttapercha is obtained from species of *palaquium*, which grow on the hills. Drugs, dyewoods, and spices are also obtained from indigenous plants. Four 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. About 474,000 superficial feet of log timber were exported to Australia in 1911-12, an increase over the previous year of 74,000 sup. feet. Contracts have also been made by residents to ship timber to Great Britain.

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 is found along the shores and reefs. There is a dugong fishery on the coast of the Western Division.

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, silver, tin, lead, zinc, cinnabar, iron, osmiridium, gypsum, manganese, sulphur, graphite, and petroleum. The discovery of the last named mineral is regarded as important, and steps are being taken to establish the industry. 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 1878, gold, the existence of which in the territory had long been known, was unsuccessfully sought by a party of Australian miners. Ten years later the first field was discovered. Prospecting parties are subsidised by the Government. The search has now spread over every division, and finds have been recorded wherever the explorers have gone. There are 137 white miners and 1050 indentured labourers in Papua; the majority of the whites are working the Murna goldfield. The quantity and value of the gold yield for five years are given below:—

GOLD YIELD, PAPUA, 1907-8 to 1911-12.

1907-8.		1908-9.		1909-10.		1910-11.		1911-12.	
Quantity.	Value.								
ozs.	£								
14,557	51,024	14,710	51,108	16,151	60,181	18,497	68,803	17,047	60,608

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 Gold-buyers Ordinance (Ordinance XVIII. of 1909) provides for the issue of licenses to buy gold, and imposes a penalty in respect to the purchase of gold by unauthorised persons. The total quantity of gold won to 30th June, 1912, was 339,584 ounces, valued at £1,227,555.

(iii.) *Copper.* A rich and extensive copper field has been proclaimed, and about 30 square miles of it are being worked. There are indications that the mineral exists over a much wider region. The ore shipments in 1910-11 were the largest since the field was discovered. The total amount shipped to date is 1849 tons, valued at £23,453.

(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, 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.

7. *Manufactures.*—The chief native manufactures are pottery, canoes, fishing nets, mats, shell ornaments, stone implements, and decorated gourds.

§ 6. Statistical Summary.

1. **Revenue and Expenditure.**—The revenue and expenditure for 1911-12, 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 £51,035, £30,000 was granted by the Commonwealth Government—£25,000 for ordinary expenditure, and £5000 for Government plantations; £3072 was brought forward from the previous year, being the unexpended balance. As compared with 1910-11, the principal increase in receipts was £5200 in the Customs Department. The chief decrease was £1190 in postal receipts. On the expenditure side, increases occurred in all departments.

REVENUE OF PAPUA, 1911-12.			EXPENDITURE OF PAPUA, 1911-12.		
Customs receipts	£37,751		Lieutenant-Governor and Civil list	£2,673	
Post Office	3,294		Government Secretary	32,444	
Native labour fees	1,415		Treasury & Postal Department	7,831	
Native hospital fees	668		Lands and Agriculture	9,712	
Mining receipts	1,472		Public Works	19,438	
Sale of town allotments	486		Medical	6,036	
Miscellaneous receipts	5,949		Department of Native Affairs ...	1,633	
			Central Court	1,216	
			Legislative Council	189	
			Government Plantations Account	4,464	
Total	£51,035		Total	£85,636	

REVENUE AND EXPENDITURE OF PAPUA, 1907-8 to 1911-12.

Item.	1907-8.	1908-9.	1909-10.	1910-11.	1911-12.
	£	£	£	£	£
Revenue	26,019	27,706	35,918	45,972	51,035
Expenditure	48,525	51,036	64,874	70,699	85,636

2. **Imports and Exports.**—The value of imports and exports for five years is shewn in the table below. The figures for 1907-8 and 1908-9 evidenced considerable expansion in trade over former years. Those for 1909-10 shewed an advance over 1908-9 of £25,497 in imports, and £20,907 in exports. In 1910-11 imports increased nearly 70 per cent. over the previous year, exports nearly 17 per cent. In 1911-12 the imports increased 16 per cent. over the previous year; exports decreased 14 per cent.

VALUE OF IMPORTS AND EXPORTS OF PAPUA, 1907-8 to 1911-12.

Particulars.	1907-8.	1908-9.	1909-10.	1910-11.	1911-12.
	£	£	£	£	£
Imports	94,061	94,680	120,177	202,910	235,369
Exports	80,616	79,692	100,599	117,410	99,990
Total trade	174,677	174,372	220,776	320,320	335,359

The principal articles of import are foodstuffs, which in 1911-12 reached a total value of £80,576. The chief other imports in that year were:—Drapery and clothing, £27,953; hardware and ironmongery, £23,454; building material, £13,934; tobacco and cigars, £14,090; machinery, £8849; boats and launches, £7569; wine, spirits, and beers, £6490; live stock, £4891; oils and kerosene, £4641. The most notable increases over the previous year are:—Foodstuffs, about £23,000; hardware and ironmongery, nearly £10,000; and tobacco and cigars, nearly £3000. In each of the five years under review gold has formed considerably more than half the value of the total export. In 1911-12 the value of this metal exported reached £49,316. Other principal exports were:—Copra, £19,368; copper ore, £9681; pearls, £9605; bêche-de-mer, pearl and turtle shell, £4462; timber, £2685; rubber, £935; sandalwood, £259.

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, 1907-8 to 1911-12.

Year.	Letters.		Packets.		Newspapers.		Parcels.	
	Received.	Des-patched.	Received.	Des-patched	Received.	Des-patched.	Received.	Des-patched.
1907-8 ...	53,118	47,521	6,655	3,137	44,052	12,674	1,370	501
1908-9 ...	57,055	51,259	8,608	3,997	48,070	14,320	1,566	467
1909-10 ...	64,357	56,776	8,893	5,575	52,178	21,104	1,351	379
1910-11 ...	84,274	83,617	13,712	8,011	63,170	25,520	2,279	542
1911-12 ...	124,603	97,783	23,433	5,336	88,873	36,107	2,769	949

The following table shews the number, tonnage, and nationality of vessels entered and cleared at ports during the years 1907-8 to 1911-12:—

SHIPPING.—FOREIGN-GOING VESSELS ENTERED AND CLEARED AT PORTS OF PAPUA, 1907-8 to 1911-12.

Nationality.	Vessels.									
	Number.					Tonnage.				
	1907-8.	1908-9.	1909-10.	1910-11.	1911-12.	1907-8.	1908-9.	1909-10.	1910-11.	1911-12.
British... ..	243	233	234	246	291	127,108	119,252	123,402	123,461	135,015
German	20	18	18	16	16	56,664	50,574	62,976	51,880	51,496
Dutch	18	24	39	46	...	54,396	69,908	77,781	87,176
Total... ..	263	269	276	301	*355	183,772	224,222	256,286	253,122	*275,803

Including two vessels of other nationalities of 2116 tons.

§ 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.

(ii.) *Agricultural Lands (Class A).* The terms upon which the land may be leased are exceedingly easy to the settler. He can obtain a leasehold of the best class of agricultural land for any period up to ninety-nine years on the following conditions:—

- (a) Upon making application, a small deposit fee, ranging from £1 for 100 acres or less, to £5 for 1000 acres, and £5 for every additional 1000 acres or portion thereof, is payable. This is returned to the applicant when, having accepted the lease, he has cultivated a portion of the land.
- (b) No survey fees are charged to the lessee for areas not exceeding 100 acres, and no fee is charged for the preparation or registration of the lease.
- (c) If the lease is for not more than thirty years, rent shall be paid during the whole term at the rate of 5 per cent. per annum on the unimproved value of the land.
- (d) If the lease is for more than thirty years the rent payable is determined at 5 per cent. per annum of the unimproved value of the land, but no rent is payable for the first period of ten years.

The unimproved value of the land is to be appraised every twenty years during the currency of the lease, and the rent determined accordingly, but if on any appraisement the rent is raised by more than one-third, the lessee may disclaim the lease, and is thereupon entitled to receive compensation for his improvements.

The compulsory improvement conditions attached to agricultural leases are as follows:—

- (a) One-fifth must be properly planted with some approved plants within five years.
- (b) Two-fifths within ten years.
- (c) Three-fourths within twenty years.
- (d) During the remainder of the term three-fourths of the suitable land must be kept properly planted.

Provided always that, if at any time during the first five years of a lease it appears to the Land Board that reasonable efforts are not being made to fulfil the improvement conditions, they may recommend the Lieutenant-Governor to cancel the lease, and thereupon it shall be lawful for the Lieutenant-Governor, by notice in the *Gazette*, to cancel the lease accordingly.

All agricultural lands which have not been alienated by the Crown have been assessed under Section 13 of the Land Ordinance at an unimproved value of 5s. per acre. This appraisement definitely fixes all land rentals for agricultural lands for twenty years as follows:—First ten years, free; second ten years, 3d. per acre per annum.

The rental of agricultural leases for the whole term of ninety-nine years cannot exceed the following amounts, subject to the clause *re* voluntary forfeiture and compensation:—First twenty years—first ten years, *nil*, second ten years, 3d. per acre; second twenty years, 4d. per acre; third twenty years, 5½d.; fourth twenty years, 7½d.; balance of lease, 9½d.

The maximum area which may be granted in any agricultural lease is 5000 acres.

(iii.) *Pastoral Lands (Class B)*. Pastoral land, suitable for cattle and horses, can be obtained in easily accessible positions. All these lands are well watered and clothed with blady kangaroo, crowsfoot, couch, scurvy, and other grasses. The carrying capabilities of this land are estimated at forty head of cattle to the square mile. Application, deposits, fees, etc., are similar to those for Class A.

The compulsory improvement conditions attached to pastoral leases are:—

- (a) Ten head of cattle, horses, asses, mules, or fifty head of sheep, per square mile, must be on the land within five years.
- (b) Within ten years these numbers must be increased to twenty head of cattle or 100 sheep or goats to the square mile.
- (c) The land must be kept stocked to this extent for the remainder of the lease.

Provision for forfeiture of lease is the same as in the case of agricultural lands.

The rentals of pastoral leases for the whole term of ninety-nine years cannot exceed the following amounts, subject to the clause *re* voluntary forfeiture and compensation:— First twenty years—first ten years, *nil*; second ten years, 1s. per 100 acres; second twenty years, 3s. 1½d. per 100 acres; and increasing by one-third for every succeeding twenty-year period. Pastoral lands must be “proclaimed” before leasing.

(iv.) *Residence Leases*. Leases of Crown lands not included in any town may be granted for residence purposes. The area is not to exceed five acres, with annual rent not less than 10s. per acre; improvements as prescribed are to be effected, and the land fenced.

(v.) *Special Leases*. Leases of Crown lands may be granted for the erection of quays, wharfs, storehouses, factories, etc. The area is not to exceed 25 acres, and the period of the lease is limited to 25 years. Conditions as to rent, royalties, and improvements are to be carried out as prescribed.

(vi.) *Sales of Leases*. Permission may be given to sell, by auction or by tender, leases other than agricultural and pastoral, for special reasons.

(vii.) *New Conditions in Leases*.—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, and the heavy expense of survey was borne by the Government. In November, 1909, it was decided that all future applicants for land exceeding 100 acres in extent would be required to pay the cost of survey. It was also enacted that rent should be payable from the commencement of all leases granted after 1st June, 1910, if they exceeded in area 1000 acres.

2. *Land Tenures*.—On 30th June, 1912, the lands of the territory were held as follows:—

	Acres.
Area of land held by the natives	56,563,582
Area of Crown land	1,023,049
Area of freehold land	26,547
Area of leasehold land	332,422
Area of territory	57,945,600

Since the operation of the Papua Act, private sales of land in the territory have 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 development in leasehold tenures may be seen from the following table:—

TOTAL AREA HELD UNDER LEASE, 1906-7 to 1911-12.

Year ended 30th June.	1907.	1908.	1909.	1910.	1911.	1912.
Land held under lease ... acres	48,002	242,395	337,803	363,425	364,088	332,422

In 1911-12, the area of leases granted was 5850 acres; that of leases expired, revoked, and forfeited was 24,316 acres. Further, recent surveys have shewn that applicants for leases in many cases over-estimated the areas; this constitutes a further shrinkage of 13,200 acres. Leases of unimproved areas have, after a reasonable time has been allowed in which to make a substantial start in clearing and planting, been forfeited. There has been steady development in agriculture through the adoption of stringent safeguards against purely speculative acquisitions of land. During 1911-12, the area of land acquired by the Crown from the natives was 26,565 acres.

The total area surveyed in the Territory is 25,353 acres of freehold, and 140,354 acres of leasehold.

§ 8. Progress of the Territory.

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

STATISTICAL VIEW OF SIX YEARS' PROGRESS, 1907-12.

Subject.	Year ended 30th June.	
	1907.	1912.
White population	690	1,064
Native labourers employed (exclusive of Crown servants) ...	2,000	10,000
Number of white civil servants	65	89
Armed constabulary	185	221
Village constables	401	491
Territorial revenue	£ 21,813	51,035
Territorial expenditure	£ 45,335	85,636
Value of imports	£ 87,776	235,369
Value of exports	£ 63,756	99,990
Area under lease acres	70,512	332,422
Tonnage of ocean-going vessels entered and cleared at ports ...	159,177	275,803
Area of plantations acres	1,467	24,707
Meteorological stations established	3	15
Gold Yield ounces	16,103	17,047
Copper ore shipped tons	137	994
Live stock in territory—		
Horses	173	*372
Cattle	648	*1,286
Mules	40	*82
Timber shipped sup. ft.	...	474,000

* On 31st March, 1912.