BRITISH NEW GUINEA.

REPORT ON BRITISH NEW GUINEA, FROM DATA AND NOTES
BY THE LATE SIR PETER SCRATCHLEY, HER MAJESTY'S
SPECIAL COMMISSIONER;

BY

MR. G. SEYMOUR FORT,

Private Secretary to the late

SIR PETER SCRATCHLEY, R.E., K.C.M.G.

PRESENTED TO BOTH HOUSES OF PARLIAMENT BY HIS EXCELLENCY'S COMMAND.

By Authority:

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PART I. contains a record of places visited, proceedings taken in connection with the erection of buildings, purchases of land, judicial matters, &c., judicial proceedings, and other administrative matters.

PART II. is a statement of the existing state of the country, the character of the natives, their system of land tenure, resources—actual and potential, &c.

PART III. embodies the views of the late Sir Peter Serricks with regard to the present political position which British New Guinea occupies in the Anglo-Australia System—also his views with regard to its future position and future administration.
REPORT.

SIR PETER SCRATCHLEY arrived in Melbourne at the end of the year 1884. Before, however, he was able to proceed to New Guinea, two main questions had to be settled—

(1) To find a suitable vessel in which to go to, and remain on, the New Guinea coast:

(2) To arrange with the various Australasian colonies with regard to the present and future contributions towards the expenses of administering the Protected Territory. In order to settle this latter question, Sir Peter Scratchley visited the colonies of Victoria, New South Wales, Queensland, Tasmania, and New Zealand, and personally interviewed their respective Ministers. He also met and interviewed the Premier of South Australia. The purport of the replies from these colonies with regard to this point was to the effect that they would continue to contribute their respective quotas for periods varying from two to five years, on the condition that a certain share in the expenditure should be borne by the Imperial Government (vide Appendix No. 9).

The difficulty and delay in obtaining a suitable vessel for service on the New Guinea coast was intensified by the threatened rupture between England and Russia, which was imminent during the months of March and April of that year. Early in January, 1885, Sir Peter Scratchley had gone to Sydney, and while there the Government had offered to place H.M.C.S. Wilmereen at his disposal for service on the New Guinea coast for six months. This offer was accepted, and the vessel was placed in charge of Captain Taylor, who was instructed to carry out the necessary refittings and repairs. In the meantime, Sir Peter went to Tasmania, and not long after his return to Melbourne from that colony the threatened rupture with Russia appeared so imminent that he felt it his duty to resign the Wilmereen, and place her again at the disposal of the New South Wales Government. For a considerable period after this his time and attention were devoted to the defences of the various colonies. As soon as the alarm with regard to the danger to be apprehended from Russia had somewhat subsided, he advertised for tenders for the chartering of a steamer for service on the New Guinea coast. Twenty answers were received, but the prices asked by the majority of the tenderers were so exorbitant as to leave only one or two to choose from. After considerable trouble and deliberation, Sir Peter Scratchley accepted the tender of the Australasian Steam Navigation Company for the s.s. Governor Blackall, and in July she was laid up in Sydney for the purpose of refitting and preparing for her work on the coast of New Guinea (vide Appendix No. 10). In the meantime, at the request of the Governments of Queensland and New Zealand, Sir Peter Scratchley visited those colonies for the purpose of conferring with the Ministers on the subject of his mission.
By the end of July, the Governor Blackall was ready, but, owing to his illness, Sir Peter Scratchley was unable to start until the middle of August. On the 13th of that month the Governor Blackall left Sydney, and, after calling at Brisbane, Townsville, and Cooktown, arrived at Port Moreby on the 22nd August.

PART I.—Record of Proceedings.

After arrival of Sir Peter Scratchley in New Guinea, his time may be divided into three periods:—

(i.) From 28th August to 12th October, during which period he was engaged in establishing the seat of Government at Port Moreby, and in inspecting the country from Port Moreby to South Cape and Dinner Island. Redscar Bay was visited, and an expedition made inland, for about twelve miles, to the Kabadi district. The following places along the coast were also visited:—Bootless Inlet (vide Appendix No. 4), Tupuselci, Kaiile, Kayakapa, Hula, Kemip, Walsh River, Kerijana, Kalo, Aromu, South Cape, Teste Island, and Dinner Island (vide Appendix 32). From each of these places expeditions were made inland, in some cases penetrating to the interior to the distance of fourteen miles.

(ii.) Period from 12th to 30th October. During this period, Sir Peter Scratchley, in company with H.M.S. Diomand and Raven, who were awaiting his arrival at Dinner Island, was engaged in investigations concerning the killing of white men, which had occurred among the islands on the South and South-East Coast, in the Louisiade Archipelago, &c. The following cases were investigated:—The killing of Captain Miller, at Normanby Island, on the 3rd of that month (vide Appendix No. 22); the killing of Reid, at Slade Island, Engineer Group (vide Appendix No. 30); the killing of Captain Friar, at Moreby Island (vide Appendix 18); the killing of Bob Lumse, at Hayter Island (vide Appendix No. 21); the killing of Captain Webb, in the previous year, at Milport Bay (Appendix No. 33); the attack on the schooner Wild Duck, in Cloudy Bay, in June, 1884. For the purpose of obtaining evidence, the following islands were visited:—Killerton Island and the main land in Milne Bay, Dufance Island, Lydia and Toulon Islands. On the 29th, the vessels returned to Aromu (vide Appendix No. 2), where the flag was hoisted, in the presence of about 2,000 natives; and on the 31st they returned to Port Moreby.

(iii.) From 1st November to 1st December—a period of exploration and discovery. On the 1st November, the Governor Blackall was sent back to Australia, in consequence of the dangerous illness of Mr. Askwith, serving on staff, and Sir Peter Scratchley remained on shore at Port Moreby for twelve days, making an expedition 50 miles inland to Mr. Forbes’ station, at the base of Mount Owen Stanley (vide Appendix No. 17). After the return of the Governor Blackall, he went to Hula, and, on the 15th, held a Court of Inquiry on the conduct of two white men. On the 19th, he proceeded to Discovery Bay, in Milne Bay, exploring on the way a hitherto unknown river on the north-east portion of the bay. On the
following day, the Governor Blackall was taken into hitherto unsurveyed waters, at the head of the bay, to a place called Maivars. From here the vessel went to Bentley Bay, the most southerly point on the North-East Coast, calling on her way at Killerton Island, from which place an expedition was made across the hills, extending from Mitre Bay to Bentley Bay, through a country which was reported to be teeming with hostile natives, who were, however, found to be most friendly. From Bentley Bay the vessel cruised along the North-East coast to Mitre Rock, which forms the boundary of the English territory on the North-East Coast (vide Appendix No. 24). Mitre Rock was reached on the 25th November. From this point, owing to the illness of Sir Peter Scratchley, the vessel steamed direct to Australia, calling at Dinner Island and South Cape on the way, arriving at Cooktown on the 1st December.

Two important results are to be noted:—

(1) The practical knowledge gained of the country, the natives, and their immediate environment.

(2) The friendly relations opened up everywhere with the natives.

With regard to the first point, at each place visited a record was kept of the name of the district and its chief; the approximate number of villages and population; the character of the natives, climate, and nature of the soil; the natural products and industries, &c.; and any incidents of importance. Each of these points will be dealt with in a subsequent part of the Report.

With reference to the opening up communication with the natives—at each place, wherever possible, the chiefs were collected, presents made, and the intention of the Government and its wish to protect black and white alike explained. The chiefs were told that all complaints against white men were to be made to H. M. Special Commissioner or his representative, who would constantly patrol the coast; that no chief was to take the law into his own hands; that tribal warfare was to be discouraged; and the absolute authority of one chief to be recognised. The position of the native teacher, as exercising a beneficial influence, was also everywhere recognised.

On arrival in New Guinea the subjects demanding immediate attention were—

(1) The appointment of officers; (2) The establishment of a seat of Government; (3) The purchasing of land from the natives; (4) The erection of a house for the Government Resident.

Captain Musgrave, Assistant Deputy Commissioner, was placed in charge, and intrusted with the administration of affairs for the district, extending from Yale Island to Hood Bay. The Honorable J. Douglas, who was Government Resident at Thursday Island, was also appointed Assistant Deputy Commissioner for the purpose of exercising control over the western portion of the protected territory. Mr. Frank Lawes was appointed Postmaster, Harbour-master, and Clerk to Captain Musgrave. Two brothers, by name Hunter, of considerable practical experience in New Guinea, were also taken into Government employ—the one to act as forester and inspector of the timber trade, the other to inspect the bêche-de-mer industry.
Port Moresby was established as the seat of Government, and the sole port of entry. The reasons for this selection were—(1) because it was the only place where any permanent attempt at civilization had been made; (2) because of its comparative healthiness; (3) its vicinity and easy access, especially for sailing vessels, to Cooktown, and a telegraph station.

A considerable area of land, comprising the best sites in the harbour and nearly the whole of the frontage to the sea, was, with but small difficulty, purchased from the natives. In summoning together the claimants for this land, and in obtaining their assent to parting with their property in perpetuity, and thus securing a sound title for the Government, the assistance rendered by the Mission was invaluable. A portion of this was set aside for Government buildings; part was reserved as a site for a future township, and a portion also was to be held as a native reserve.

Previous to the arrival of Sir Peter Scratchley at Port Moresby, the only houses were those belonging to the Mission and to a storekeeper of the name of Goldie. Consequently, all Government officials, and to a large extent all visitors, also, were dependent upon the hospitality of the Mission for board and lodging. A site was, however, carefully selected by Sir Peter, on which a large two-roomed house, which had been ordered at Townsville, was erected. This is at present occupied by Captain Musgrave, and is the only Government residence in the island. By means of pipes laid on from a natural spring, the house, as well as the native village below, is amply supplied with water. A prison was also in the course of erection, and Captain Musgrave was instructed to collect materials for the building of a native bungalow. A small printing office was also established, and Regulations were printed, copies of which were sent to as many white traders as possible, and to the native teachers in each district.

Boevagi, the chief of the village, was formally recognised as chief of the district. He was instructed to refer all complaints, whether of a tribal nature or against white men, to the Special Commissioner. Twenty-five of the sub-chiefs of the district were summoned on board the Governor Blackall, were presented with presents, and were told by Sir Peter Scratchley—firstly, that they were to regard the white man as their friend, whose presence would be to their advantage; secondly, that they were to regard Boevagi as their chief, to whom they were to refer to in all cases requiring arbitration.

In addition to the land at Port Moresby purchased by the Government, a large tract of land, comprising nearly one half of Stucy Island, was purchased at South Cape (vide Appendix No. 31). In this case, the transaction was simplified by the fact that there was only one owner, and that the rest of the tribe recognised his individual right to dispose of the land. No title deeds were drawn up, nor did the seller attach his name to any document; a statement was signed by the Rev. J. Chainers, the native interpreter, and others, to the effect that the native (Pusa) had a sole right to the land, that he had parted with it voluntarily, and that he and the tribe were satisfied with the payment given—about £5 worth of trade. These were the only purchases of land made.

Owing to the somewhat unstable and unique relationship that the Imperial and Colonial Governments had occupied with regard to New Guinea, several Europeans had gone through the form of purchasing land from the natives. Two classes of claimants to land were dealt with—those who based their claims on purchases made prior to the proclamation of the Protectorate; those who claimed a prescriptive right to lease lands, on the ground of occupancy or original exploration.
Of the first class, a claim to about 700 acres of land at Port Moresby in 1878, and a claim to 15,000 acres of land alleged to have been purchased in the Kabadi district in 1889, were the most important. Although, under paragraph No. 6 in Commodore Erskine’s Proclamation of November, 1884 (vide Appendix No. 27), these claims had no legal basis whatever, yet as there might be special cases, where individuals might in equity appear entitled to consideration, each case was thoroughly investigated by Sir Peter Scratchley.

In the first case, the original purchase had been made in July, 1878; the original purchaser, who had been master of a trading vessel, had died and had assigned his claims to the present claimant, who now claimed about 500 acres of peninsula headland, and two other allotments of about 100 acres each, these two being comprised in the land purchased by the Government as a native reserve. In the purchase of these it was alleged that £600 had been spent. After careful inquiry, it was made clear that certain transactions had taken place, and that certain natives had signed their names to these transactions. It was, however, made equally clear that, putting the trade at its highest figure, not more than £8 was given to the natives for the land.

The claim was refused on the following grounds:

(a) Under Commodore Erskine’s Proclamation it had no legal basis.

(b) Neither of the parties to the transaction had any legal or official authority.

(c) There was no reason shown why in equity any consideration should be given.

As the land in the Kabadi district was stated to be very fertile, the area claimed extensive, and the claim already possessed an official history, a special expedition was made for the purpose of investigation.

This claim was refused on the following grounds:

(a) Sir Arthur Palmer’s Proclamation (vide Appendix No. 28).

(b) Commodore Erskine’s Proclamation.

(c) There was no reason shown why in equity the claim should be recognised.

In support of this last clause, Sir Peter Scratchley wrote: “I have ascertained, by inquiries on the spot, that the purchase of the land was not completed by you or your late partner, and that your negotiations for the land have at no time been acknowledged by the chief of the district.”

I may state that one of the partners has voluntarily retired from his alleged claim—the other still importunes the Government on the subject.

The applications for leases were based on the grounds of occupancy or original exploration. They were all temporarily shelved or refused until the places had been visited by Sir Peter Scratchley or one of his officers (vide Appendix No. 29).

The following applications for concessions of land were recorded:

(1.) From a firm in Australia, on behalf of a German Company, for the purpose of establishing trading stations.—This application was referred to the Imperial Government.
(2.) From the New Guinea Land and Emigration Company in London (vide Appendix No. 25), to which the following reply was returned by Sir Peter Scratchley:—

"Being anxious to assist in every way the enterprise of persons desirous of developing the resources of the British portion of the island, I regret to state that the project, as laid before me in your prospectus, is altogether unworkable and premature."

(3.) From a New Guinea trader, in order to enable him to start a company for the development of native industries.—The correspondence in reference to this application was never completed.

Permissive occupancy of Government land, for the purpose of erecting a house and store, was granted to two traders at Port Moresby, and also at South Cape.

Permission was granted to Mr. H. O. Forbes, who has a station at Sogere, about 50 miles inland from Port Moresby, to purchase land from the natives in that district.

A registration of claimants to land or to leaseholds, on the same plan as that adopted in Fiji, was in the course of compilation. As soon as this had been completed, the claims of those persons who had expended money in the purchase of land, or who had worked and cultivated land on terms of agreement with the natives or otherwise, would have received prior consideration as against all subsequent requests to lease or purchase.

In addition to the claimants already mentioned, there are others whose claims date back for some years, who are only waiting the result of test cases before they take any action (vide Appendix No. 13).

As it was found that no vessel would undertake the conveyance of a monthly mail to Port Moresby at any economical rate, it was considered necessary to abandon, for the present, the project of a monthly mail service. The Queensland Post Office authorities agreed, however, to regard New Guinea in the same light as an isolated station in Queensland. That is to say, letters posted in New Guinea, and bearing a Queensland stamp, would be charged Queensland rates; while all letters addressed to New Guinea would be forwarded to Cooktown, and would there await the departure of any vessel that might be returning to New Guinea, no extra charge being made for their transference from Cooktown to their destination. The Queensland Government were also good enough to allow the Auditor-General to make a half-yearly audit of the accounts. Official notices with regard to New Guinea were also, by the courtesy of His Excellency the Governor and the Premier, allowed to be inserted in the Queensland Government Gazette (vide Appendix No. 29).

As, in Sir Peter Scratchley's opinion, the indiscriminate influx of adventurers and speculators would be to the disadvantage of the country, no person was allowed to go to New Guinea without a permit. Several permits to trade were granted to private companies and individuals; but it is a significant fact that, although the requests for these permits were very urgent, yet in the majority of cases the applicants did not avail themselves of them when granted. Each permit was granted subject to the observance of conditions (vide Appendix No. 12). The customs officer, both at Townsville and Cooktown, was authorized by the Queensland Government to prevent any vessel without a permit from clearing from either of the above-named ports.
It was a prominent item in Sir Peter Scratchley's policy to encourage as much as possible explorations, conducted upon a proper footing and under recognised leaders. Many persons applied for permits to explore who were totally unfit to do so, and whose attempt, had permits been granted them, would have been ruin to themselves, and would have made a breach in the relations with the natives which it might have taken years to heal. The following remarks on this question appear in his note book:—

"All explorations must be methodical and systematic. No time must be fixed for the return of the exploring party, which should be composed of as few members as possible. No exploring party should act independently of the Government."

The two most important explorations undertaken during Sir Peter Scratchley's administration were—

(1.) The expedition of the Australasian Geographical Society, under Captain Everill. The whole history of this expedition is so well known that remark is unnecessary.

(2.) Mr. H. O. Forbes, Fellow of the Royal Geographical Society, arrived in Australia in August, and accompanied Sir Peter Scratchley in the s.s. Governor Hocknell to New Guinea. His object is to explore the Owen Stanley Range. For this purpose he has established himself, with 25 Malays, at a station at the base of the mountain, and has opened up friendly relations not only with the natives immediately around him, but also far back into the interior. Early in the dry season he will attempt the ascent of the mountain. In the meantime, he is engaged in making observations and collecting Botanical and Natural History specimens. He will eventually furnish the Government with a Geological Report upon the country through which he passes. In order to assist him in his operations, Sir Peter Scratchley has authorized him to purchase land from the natives, for the purpose of introducing the cultivation of rice and maize, and a considerable amount of the former, for seed purposes, was ordered from Batavia. Sir Peter also furnished him with a large number of seeds for the purpose of forming a Government garden. It had also been the intention of Sir Peter Scratchley to have granted him from the Government funds a considerable sum of money to enable him to continue his operations after his ascent of the mountain. His long experience in dealing with natives, the accurate records kept by him of the natural features and natural products of the country, render his work as an explorer of exceptional value in adding to the knowledge of the country.

(3.) An application was made from the Mayor of Townsville for a permit to be granted to a gold prospecting expedition to visit the country. This was granted, and Sir Peter Scratchley promised to instruct his officers to assist the expedition in every way possible. It was, however, pointed out that it would not be advisable for the expedition to start until the end of the rainy season.

During his cruise along the coast, many instances of strained relationships existing between the trading whites and the natives were brought under Sir Peter Scratchley's notice.
The most important complaint made by natives against white men was a charge brought by Kenaki, chief of Hula, against two white men, by name Guise and Currie (vide Appendix No. 19). These two men had been resident in that district for some time, and the chief had made a complaint to Mr. Romilly about them in December, 1884. He complained that, although they were resident in the district, they followed no trade; that they were in the habit of systematically violating the young women of the tribe; and, what appeared to be the chief cause of his complaint, of violating the married women also. He further informed Mr. Romilly that they had spoken disrespectfully of the Commodore. Acting upon this complaint, Mr. Romilly requested the captain of H.M.S. "Steiger" to deport the men from Hula. This was done, and they were taken in that vessel to Australia. They, however, again returned in a vessel which had no permit, and took up their residence at Hula. On Sir Peter Scratchley's first visit to Hula, in September, the chief Renaki made a formal complaint against these two men, and asked Sir Peter Scratchley if he was strong enough to remove them.

At that time Sir Peter Scratchley was unable to remain at the village, but he promised that he would return and investigate the matter. Accordingly, when he visited Hula in November, a Court was held on board the s.s. "Governor Blackall", and the two men, Guise and Currie, were summoned by warrant to appear. The native evidence taken before the Court was not strong enough to justify their deportation under clause 20 of the Western Pacific Orders in Council, but they were proceeded against under clause 27 of those Orders, which prohibits residents in the Island from remaining there if their presence shall be considered by the Commissioner detrimental to the peace and good order of the Pacific Islands.

A few minor complaints, made against some of the traders on the coast, with reference to the prices paid for bêche-de-mer, &c., were also adjudicated upon.

The principal complaint of whites against natives was a charge of robbery with assault, committed by some of the natives at Aroma, upon a trader called Dan Rewan. This case was carefully investigated on the spot by Sir Peter Scratchley, and the native evidence taken in the matter, the result being that the chief was ordered to restore the stolen property, which was done.

Six cases of white men who had been killed during the past two years on the New Guinean Coast were investigated. The results of these investigations went to show—

1. That the white men killed fell into two classes:—(a) Those who were killed for their individual crimes against native laws, either immorality, as in the case of Reid, or of unfair and unjust dealing, as in the case of Bob Lunse, or, as in the case of Webb, for recklessly ignoring of tribal feuds and warfare. (b) Those who fell as victims to native superstitious ideas, and the demand for vengeance which, the evils of the labour traffic had aroused, vide Frier and Miller's case.

2. That in every case, therefore, there was either direct or indirect aggressive provocation on the part of the whites against the blacks.

3. That, in the majority of cases, there was reckless disregard on the part of the murdered of warnings given. Frier refused to believe the native boy who told him the natives had determined to kill him. Miller had been warned by Captain Bridge, of H.M.S. "Espiègle", and by Mr. Chalmers, not to go to Normanby Island.
So many and so various are the difficulties connected with the question of punishment, that to administer justice according to European notions for these outrages is impossible. A murder is committed, and a man-of-war proceeds to the spot. She finds that every person in the village has left, taking everything with them; by waiting a day or so, some of the men will return. They will not, however, fight—at the first sign of hostility they flee into the jungle, where, to pursue them, would be fatal, as, for every native caught, ten white men might be spared. Should, however, the natives remain and consent to give evidence, such evidence is wholly unreliable partly from the difficulty of interpretation and explanation, and partly also from the readiness with which, when they do understand, they will endeavour to adapt their statements to the leading idea or apparent wish of the questioner. Then, again, the native custom with regard to payment for murder, and their low estimate of human life, forms another difficulty. In the case of Miller, one of the murderers came off to the ship voluntarily, bringing his payment or vergild for the murder he had committed (vide Appendix No. 23). He was detained on board, but to have punished him with death, in the face of his having voluntarily paid what, according to his standard of justice, was a full penalty for his deed, would have been revenge and not justice.

As a result of the experience gained by Sir Peter Scratchley during these investigations, the following conclusions were arrived at:—

(1.) That the Government cannot be responsible for the protection of irresponsible traders, who cruise from place to place in vessels insufficiently manned, whose defenceless position, and the possession of trade which they injudiciously expose, are almost invariably a source of incitement to the natives to attack them.

(2.) That men-of-war vessels are not suited for the purpose of administering justice and punishing outrages on the New Guinea coast; that under the peculiar conditions for which they are required, they combine the least amount of efficiency with the greatest display of force.

(3.) That the most effective police would be a selected crew of Samoans or Fijians, under the charge of an English officer, who would be constantly patrolling the coast. This force could also be utilized for the prevention of tribal warfare. It would of course be necessary that the officer in charge should send in a written report of his proceedings.

PART II.—THE EXISTING STATE OF THE COUNTRY.

The above-mentioned administrative proceedings were more or less of a provisional nature, and were incidental to what appeared to Sir Peter Scratchley to be the main object of his cruise, namely, to gain a practical insight into the actual condition of the country, in order to be able to lay before the Imperial and Colonial Governments some scheme for its administration. As it is evident, on account of the climate, that as the natural resources of New Guinea can only be developed by means of coloured labour, the distribution of the natives, both as to population and disposition, is perhaps of paramount importance. With the exception of some portions of the North-East Coast, almost the entire littoral of the Protected Territory is inhabited. In the West
and North-West, from the Fly River to Hāi Sound, the natives are very numerous, the tribes are large, and a higher stage of tribal development is reached than elsewhere. The soil is in some places extremely fertile, and the sago produced in this portion of the coast supplies the districts on the South-West Coast as far as Kaille.

The natives inhabiting not only the coast, but also the high lands and valleys from Port Moresby to Kerapuna, are numerous, peaceable, and show themselves willing to adopt European ideas with regard to labour, &c. This is especially the case among the fertile lands behind Kapakaya, Hula, and Kerapuna. At Aroma, Cloudy Bay, Milport Bay, and Toulon Island, the character of the natives changes; they are very numerous, their tribal organization is more complete, and their individual physique finer, but they are not to be trusted—their latent capacity for bloodshed is strong, and with discretion restrained.

The population from South Cape to Bentley Bay and East Cape is more scattered, the villages are small and numerous, the people small in stature, and of peaceable disposition.

But little is known of the natives on the North-East Coast; the few that were visited were visited during the cruise of the Governor Blackall. Several places were visited where no white man had ever been before; although shy, the natives appeared to be friendly; in some places the villages were very large.—(Vide Appendix No. 24.)

Most of the islands in the Louisiade Archipelago and D'Entrecasteaux Group are thickly populated; the natives are, however, treacherous, and less to be trusted than those on the mainland; in most of the islands also, as well as on the mainland from South Cape to Bentley Bay, the natives have been and are cannibals.

From what is known of the interior, the villages appear to be numerous, and the people friendly. At Mr. Forbes' station, the furthest settlement inland hitherto attempted, the natives are not only friendly, but have caused tribes living far away in the interior to become friendly also.

During his tours of inspection, Sir Peter Scratchley personally visited no fewer than 18 districts, 27 islands, 34 inland villages, and nearly 60 coast villages. Except on rare occasions, no arms were carried; and on no single occasion was the slightest hostility shown, or was there a single disturbance with the natives.

The social and political organization of the New Guinea natives is quite rudimentary. Even the tribes in the West, who are less barbarous than elsewhere, have no fully developed tribal system, such as existed in Fiji, Java, or New Zealand. On the other hand, however, nowhere are they nomadic or so low in the scale as the Australian black.

The infinite variety of dialects to be found throughout the Protected Territory is a prominent element of difficulty in dealing with the natives, whether for trading or investigation purposes. Not only each district, but each village, has very frequently a different dialect. The Motu dialect prevails over the largest area, namely, from Port Moresby to Kapa Kapa.

Owing not improbably to the influence of the Māhāy element (vide Appendix No. 14), they have everywhere shown themselves ready to trade with Europeans, and eagerly exchange, not only natural products, pigs, &c., but even personal ornaments, relics, house utensils, &c., for tobacco, axes, cloth, &c. They have also a good deal of inland trading among themselves, the inland supplying the coast tribes with food
products in exchange for fish, salt, &c. In the Port Moresby district large expeditions are annually made to the Guli of Papua for the purpose of exchanging the pottery (burnt clay pots) made at Port Moresby for the sago grown in the West. These expeditions are undertaken in large crafts (Lakatoiis) made by lashing several canoes together. In these they frequently go out of sight of land, and steer by the stars. It was estimated that in one of these expeditions, which started from Port Moresby shortly after the arrival of the Governor Blackall, 20,000 pots were taken, for which they would bring back in exchange about 150 tons of sago.

As the natives exist almost entirely upon vegetable diet—yams, bananas, &c.—Capacity for labour, they are obliged to undergo a certain amount of labour in tilling the ground. This, however, is done mainly by the women, who are not unfrequently skilled in agricultural skills. The men, however, as a rule, are not industrious, and seem incapable of any systematic permanent labour. The principal food sources are food sources, bananas, yams, sweet potatoes, taro, cocoa-nuts, sugar-cane, bread-fruit, and other native fruits, fish, &c.

In order to render the natives more capable of self-government among themselves and useful instruments in developing the resources of the country, it will be necessary that native customs and institutions should be reformed by Government in two directions.

(1.) It will be necessary to create in each district a tribal chief, who will also be a British official. This chief will be trustee for the lands, and responsible for the conduct of the inhabitants in his district.

At present, not only in each district but in each village, there appears to be a chaos of authorities. Under the present circumstances, each man, beyond conforming to certain established customs, is a law to himself. In a single village there is not unfrequently to be found three rival chiefs, each basing his claim to chiefship upon a different basis; there is the patriarchal chief, who is, more or less, connected by kin with all in the village; there is the man who is chief by virtue of his individual prowess in war; and there is also, perhaps, a sorcerer chief. It occasionally happened that all three attributes, or perhaps two, were centered in one chief—as, for instance, Konepa, chief of Aroma—but this is the exception, and not the rule. The remedy suggested by Sir Peter Scratchley was to introduce a modified form of the Java system, crushing out the minor chiefs, and making the Government-elected chief the recipient of a certain annual payment. He would then be held responsible for the safety of all foreigners, and for the maintenance of law and order within his district.

(2.) It will be necessary to raise the standard of native comfort, by introducing the cultivation of rice and maize.

This could be done by means of the official chief and native teachers. Its effect would be to increase the number of requirements among the natives—to give them an inducement to steady labour and systematic cultivation. Hitherto tobacco has been current coin among the natives, and only so long as they were in want of this would they work, consequently their labour could never be depended upon. At Port Moresby, however, and elsewhere, the introduction of a meal of rice, as payment for a day's work, was appreciated, and proved a far greater inducement to steady and reliable labour than tobacco.

The system of land tenure in New Guinea is generally admitted to be a complicated one. Those who have hitherto written and reported concerning it have almost
without exception regarded it as an organized system of tribal ownership; but although the natural boundaries of the tribal districts are always known to each member of the community, yet it seems probable that there is no idea of tribal ownership as it is generally understood.

The actual ownership of the land appears to be based upon the basis of kinship. The land is divided into divisions and subdivisions, owned by groups of individuals, who are all more or less connected by kin. The number of individuals in these groups is variable. The group may have dwindled down to one representative, or it may have indefinitely increased. Each member of this family group regards himself as having a distinct interest in the land appropriated to his kinsmen; not only, however, can no one member alienate the land without the consent of the family group, but each member will claim to receive a share of the profits of the sale of such land. The sense of individual proprietorship is very strong, and extends to particular trees, and even to the fruit upon these trees, &c.

The position and action of the chiefs will vary in proportion to their individual influence and power. If the land to be disposed of belong to the family group, of which the district chief is also the patriarchal head, he would be the most prominent figure in any transactions with the land; but if the land in question belong to a different family group from that to which he himself belongs, and he has no voice by virtue of kinship with them, then his authority and power as district chief will, with reference to this land, be almost nothing. It is exceptional to find a chief strong enough to negotiate independently for the disposal of the land belonging even to his own group. It is, therefore, still less common to find him negotiating with regard to land in which, from want of relationship to the owners, he has not himself any share. However vague these distinctions with regard to the interests of chiefs and of members of family groups in land may appear to Europeans, they nevertheless seem to be pretty well defined and understood by the natives themselves. As a practical illustration of the strange degrees in which various members and chiefs of tribes are interested in the tribal lands, I may give the following:

There was a small piece of land at Port Moresby for which 30 or 40 members of a tribe alone claimed payment. These, however, were not the whole of the tribe but only a part, and their apparent right to receive the money was acquiesced in by the rest of the tribe. At South Cape, however, the independent right of one individual, and he was not a chief, to dispose of a large area of land was recognised by the whole tribe—no one, not even the chief of that tribe, putting forward any claim for payment (vide Appendix No. 31); while again, for the land adjoining, there were many owners out of the tribe, each of whom including the chief, would have had to receive payment in settlement for any land sold. At Kalamadi, a piece of land belonged to a family group, of which the district chief was not the patriarchal head, and he was consequently, on the sale of the land, only able to veto the transaction, but could not stop the transactions in connection with the sale of the land.

Although it is probable that the confidence of the natives would best be gained by avoiding for the present any attempt to purchase land, yet this course is now hardly practicable. It is, however, evident that with all these different and conflicting interests in any one piece of land, it is absolutely necessary that there should be one recognised source and channel from which a good title could be drawn, otherwise it might be that two or three members of one of the groups might pretend to have authority to sell land to any purchaser, but in reality they would have only a small interest in the pur-
chase-money, each of the other members of the group having an equal right to their share in it. The conditions for bringing about a war in connection with land, similar to that which occurred in New Zealand, are abundantly present in New Guinea, and unless the land transactions are controlled by Government, complications with the natives must arise. It is not easy, however, to define in what most practical and economical manner this control could be exercised. One means towards this end would be the creation of an official tribal chief, through whom theoretically the title would issue. No title would be valid without his assent, but this assent must be certified to by the Sub-Commissioner in charge of the district, and, if necessary, receive the approval of the Special Commissioner. Transactions for land, however, under a certain defined area, might, under special conditions, be made directly with the natives. Other means might also be devised on the spot for ensuring a good title to lands.

The London Mission Society commenced to work in New Guinea in 1871. In its constitution and principles it is unsectarian, but for many years it has been mainly supported by the Congregational Churches of the British Isles and Australian Colonies. The Mission districts are as follows:—

(a) The Western begins at the Baxter River, embraces the Fly and the Katam Rivers, and ends at the Aird River. This is under the care of the Rev. S. McFarland and the Rev. — Scott. The head-quarters of this district are not situated on the main land but at Murray Island, where natives are instructed and sent to the coast to open Mission stations. In the institution many industrial arts are taught, and a schooner for Mission purposes has been recently launched which was built by the students under the direction of an English boat-builder.

(b) The Central District begins at the Aird River and ends at Orangery Bay, having Port Moresby for its head-quarters, and the Rev. W. G. Lawes, F.R.G.S., and the Rev. J. Chalmers are at the head of this district.

(c) The remaining district extends from Orangery Bay eastward, and is under the care of the Revs. — Savage and W. Sharpe.* At Port Moresby is a college and school, whereas native teachers are trained for the purpose of carrying out Mission work.

There are 30 South Sea Island and 16 New Guinea teachers, located at 38 native schools. These stations form a chain from East Cape to Macalachi Point, and then again on the Fly River, and to the west of it. Although the whole of that coast line is not actually occupied, the gaps are being rapidly filled up. Between the two places mentioned above, there is only one gap, namely, Cloudy Bay, where the natives are on friendly terms with the teachers. At each station the Mission teacher has a large house and a garden, also a whale boat; at the majority of stations there is also a church built. It would be impossible to define the area over which the influence both of Mr. Chalmers and Mr. Lawes as well as of the native teachers extends. One positive result of the labours of the Mission is that they have succeeded, not merely in opening up communication with the natives along nearly the entire littoral of the Protected Territory, and far into the interior as well, but, what is more important, they have inspired those natives with confidence. Had the result been reversed, and the natives rendered aggressively hostile or suspicious, none but armed bodies of men could have ventured into the interior, nor could single individuals have cruised from point to point along the coast in fair security. Under the present conditions, a single white man, unarmed, can go 50 miles into the interior from any point between Port Moresby and Hula in perfect safety.

* Since writing this the Rev. W. Sharpe has died from fever in New Guinea.
The successful results attained by the Mission in this respect are due, partly, to the special qualifications for the work possessed by the Revs. W. G. Lawes and J. Chalmers. The former has acquired a scholarly mastery of the native language, has compiled a grammar and dictionary from an unknown language, and has organized a body of interpreters. To his efforts are due the possibility of being able to carry out investigations and enter into explanations with the natives. The latter, by his energy and enthusiasm—by his courage and tact—has not only overcome native shyness and distrust, but wherever he has gone he has upheld the moral superiority of the white man, and inspired even the wildest barbarians with trust and confidence.

Success is also partly due to the native teachers, who, by their frequent visits in their spare time, have been pioneers to break down native superstition and distrust (vide Appendix No. 26). They are the channels of communication between European ideas and native superstitions, and their usefulness in a political point of view is very considerable. To their devotedness and zeal is due the fact that Europeans are able to go with tolerable security into places which otherwise must have remained sealed to any but armed forces. By their means, moreover, the natives might be induced to undertake the cultivation of rice, maize, &c. They are excellent gardeners themselves, and have cultivated limes, Papuan apples, pineapples, oranges, tea, potatoes, &c.

Experience shows that the presence among primitive barbarians of Missionaries of different sects is not infrequently the cause of political disturbances, or even civil war. This was especially the case in some of the islands in the Western Pacific, Rotumai, &c. The efforts of the Roman Catholic Mission to establish themselves in places which the London Mission Society had occupied for years, were, in Sir Peter Scratchley’s opinion, upon political grounds, to be discouraged. He considered that the London Mission had, in equity, a prescriptive right within certain districts, and that the intrusion within these districts of a rival denominational sect was likely to produce trouble among the natives. Hearing, therefore, that certain Roman Catholic priests had established themselves at Yule Island, which had been previously occupied by the London Mission, he wrote to the head of the Roman Catholic Mission at Thursday Island, and pointed out the settlement on Yule Island of these priests was undesirable, and that other areas were available for their efforts. He further offered to take the priests in the s.s. Governor Blackall to the Louisiade group, or any other island they might desire.

There are, in all, about 20 white men now resident in New Guinea. The majority of these are traders, who are backed in a small way by merchants and firms in Australia. There are three stores at Port Moresby, and one settler has erected a sawmill. The traders, as a rule, live in their boats, but a few native houses at Hula and Killerton Island have been erected by Europeans. In consequence of the recent murders that have been committed in the islands, and the disturbed state of the natives generally on the South-East Coast, warnings were sent round to as many traders as possible (vide Appendix No. 11).

The climate of New Guinea must doubtless be considered as one of its greatest drawbacks. In the first place, it is enervating, and Europeans are incapable during the summer of performing much continuous labour; and, secondly, the fever, which is everywhere prevalent, is of a severe character. Although all early attempts at permanent settlement, especially on the coast, must be attended with a high rate of mortality, yet it seems not improbable that there the New Guinea climate will resemble
that of the north of Queensland, and that in proportion as settlement advances and the soil is worked, so the pestilential character of the climate will become modified. In breaking up land for sugar plantations in the north of Queensland, every one, Kaukas as well as Europeans, were attacked, some fatally, with fever. On the same stations fever is now almost unknown. With regard, however, to the present state of the climate in New Guinea, all that can be done is to point out some of the least unhealthy spots on the coast, such as Cornwallis Island, Port Moresby, Dinner Island, Killerton Island, Teste Island, and several places on the North-East Coast. In the interior, although fever prevails, it is not of so severe a character as that on the coast, while the atmosphere, especially on the highlands, is more bracing and invigorating.

The commencement of the seasons in New Guinea are:—Spring, September 23rd; Summer, December 21st; Autumn, March 20th; Winter, June 21st. The rainy season commences in December, and lasts with more or less fall of weather rain until April. The rough statistics collected with regard to the rainfall shows as follows:

On the North-West Coast, as far as to Redscar Bay, rainfall moderate throughout the year; excessive during rainy season. Most healthy portion of the year from June to October. On the South-East Coast, from Port Moresby to Keruupuna, rainfall almost nil for sometimes six months in the year; during this season this district, especially Port Moresby, is, comparatively speaking, healthy. From Aroma to East Cape the rainfall in the summer is considerable. At South Cape the least unhealthy season is during the north-east monsoon or rainy season. On the southern portion of the North-East Coast the rainfall is apparently small. Among the islands the rainfall throughout the year is considerable, and the most unhealthy portion of the year throughout the Protected Territory is in April and May, as the floods are subsiding after the rainy season.

The whole of the Papuan Gulf may be regarded as unsafe for vessels to visit. The water is always muddy, and reefs cannot be seen. Moreover, there is little depth of water for miles from the shore, very often not more than two fathoms, and heavy rollers are constantly coming in. From Redscar Head eastwards the South Coast is skirted almost continuously by a reef, an outlier of the great Australian Barrier Reef. This reef extends from the shore at a distance of some five to six miles, and the numerous indentations afford excellent harbours and anchorage. Along the whole of the North-East Coast, from East Cape to Mitre Rock, are numerous large harbours. N.E. Coast. The most important harbours, however, which would afford anchorage to any considerable number of vessels of a large size are Port Moresby, Orangerie Bay, Milport Bay, and South Cape. At some of these, however, landing for small boats is difficult, on account of the fringe of reef. The navigation along the whole coast is difficult, and no vessel can travel at night.

There are a large number of rivers in the Protected Territory, and the whole river of it, with the exception of the district around Port Moresby, appears to be well watered. The largest rivers are those which drain the basin of the vast level region which begins on the west side of the Gulf of Papua. The largest of these rivers is the Fly River, which rises some hundreds of miles in the interior. It is supposed that many of the smaller rivers are mere branches leading into the Fly. Owing to the action of the south-west monsoon, which blows during the healthy season, the mouths of these rivers are silted up with sand and mud, and are un navigable. This is especially the case in the Aird River, which it is only possible to enter
during the north-east monsoon, or unhealthy season. On the South-East Coast the rivers are numerous, and the soils on the banks fertile. As, however, the elevated land is near the coast, they are small in comparison with those in the west. The North-East Coast appeared to be well watered, and several rivers of considerable size were seen. In Dyke Acland Bay, where there is a vast tract of level country, densely wooded, intervening between the coast and the highlands, which are very distant, the mouth of a very large river was discerned. This river was not marked on any map.

In Milne Bay, two rivers, not mentioned in any map and apparently unknown, were discovered and explored. The first river (native name Daradava) was discovered in the north-east of the Bay, and was explored for a distance of about six miles. The banks were steep and precipitous; vegetation rank; timber; depth from 8 to 12 feet; small bar at its mouth, navigable for a small steamer. It is comparatively a small river, rising in the mountains near the coast. The other river (native name Hadara) was a very large one, and apparently led to the heart of the country. There were several deltas at the mouth. The land on either side was flat and the soil very rich; vegetation very tropical and in abundance; depth of river from 12 to 16 feet. Large numbers of natives were seen; they were, however, very friendly.

Within a radius of 100 miles from Port Moresby, the wallaby is to be found in large numbers. The undulating plains which extend at the back of Port Moresby are great hunting grounds for wallaby and pigs. Outside this radius the wallaby is not found. Wild pigs are found everywhere in the Protected Territory. The cuscus, an animal resembling the Australian native bear, and a species of tree kangaroo are to be found in the southern portion of the Peninsula. These animals, together with the wallaby, are marsupials. It is supposed that monkeys exist in the interior in the west. Birds of all sorts—pigeons, duck, cassowary, birds of paradise, &c.—are very numerous.

The mineral resources of the Protected Territory, both as to kind and quantity, are still a matter of conjecture. With regard to gold, two specimens of sand, one from the Laroggi and the other from Milne Bay, have been assayed. The assay of the specimen from the Laroggi River yield gold, but not in payable quantities; the results of the assay of that taken from Milne are not yet known. It is the opinion of Mr. H. O. Forbes, based upon his geological observations, that gold will not be found to the westward, but might lie among the high country in the Milne Bay district, and on the North-East Coast. Plumbago has been seen at various places along the South-West Coast. Pebbles and small fragments brought down from the interior, consisting of mica slate, quartz, sandstones, greenstone, and jasperoid rocks, show the formations there to be undistinguishable from the Silurian and Devonian series of the gold-fields of New South Wales. Rocks of similar age, with granite and gneiss, were also found.

The following industries are at the present time in operation in the country, from which a revenue could be immediately obtained,—Timber, bêche-de-mer, copra-making, pearl fishing, &c.

The glowing accounts which have appeared in the newspapers of the prospects of the timber trade in New Guinea have raised expectations of a very sanguine nature. It is true that there are large quantities of cedar and malaya (species of cedar) on the banks of the rivers in the west, in the Mann-mann district, and on the Kemp, Waish, Edith, and other rivers; but it is not generally known that a very large proportion of this timber is so small as not to be of marketable value. As large quantities of cedar had been felled before the proclamation of the Protected by firms in Australia, permits were granted to remove this timber, but the felling of fresh timber was prohibited until
the spot had been visited by Sir Peter Scratchley or one of his officers. The wisdom of this step was shown by the fact that large numbers of young cedar trees, too small for use, had been cut down in sheer wanton waste. To prevent this for the future, a Forester was appointed, whose duty it was to prohibit the felling of timber below a certain girth. It was stated, verbally, by an agent for an Australian company who had for some years past been engaged in felling timber in New Guinea, that out of 10,000,000 superficial feet of cedar and malava fallen, only about 500,000 superficial feet were of marketable value. He further went on to state that he did not think the future prospects of the cedar trade were hopeful, and that he himself would hardly be able to recover the money he had already spent in felling and removing timber. Besides the cedar and malava, there are, however, large quantities of indiarubber trees, massoii, sandalwood, ebony, hardwood, tanoua, &c.—especially in the district around South Cape, ebony grows in considerable quantities. Two or three large firms have invested capital in this trade in New Guinea. By one firm a number of Kanakas were employed, but hitherto no complications have arisen with the natives with regard to this industry.

Bêche-de-mer, or the sea-slug, which is an article de luxe among the Chinese, Bêche-de-mer.
is to be found all along the coast from Port Moresby to Aroma, including Constance Island, Milport Bay, Milne Bay, Slade Island, Bentley Bay, and, it is believed, in some bays on the North-East Coast. The number to be obtained, however, especially on the South-West Coast, has materially decreased during the last few years. The profits are small and precarious, and a considerable amount of hardship has to be undergone in prosecuting the trade. There is also a further difficulty in some districts where the natives, through superstition, dislike handling the bêche-de-mer. It was estimated that the actual annual export in this industry amounted to about £8,000; and it was suggested that the revenue raised by a tax on this trade might eventually be considerable (vide Appendix No. 3). The expense, however, of collecting this tax would absorb a large portion of the amount raised. It was the intention of Sir Peter Scratchley to establish a depot for this industry at Tote Island. An inspector was appointed, whose duty it was to report the number of vessels engaged, and the number of tons of fish exported. According to his estimate, there are now ten schooners occupied with this work, and the estimated amount of fish exported is about 500 tons. The persons engaged in this pursuit are, generally speaking, small irresponsible traders, who are constantly coming into collision with the natives with regard to payments, &c.

Copra is made by splitting open coconuts and drying them either artificially Copra-making.or in the sun. It is used in large quantities in Europe as an element in oil cake and other cattle foods. The localities at present suited for the manufacture of copra are on the South-West Coast from Hula to Roma, all along the shores of Milne Bay, at Bentley Bay, and along the North-East Coast as far as Dampier Straits, and many of the Islands of the D'Entrecasteaux and Louisiade Group. At each of these places coconuts grow in abundance, and could be purchased from the natives at a low price (vide Appendix No. 7). It would, moreover, be very easy to induce them to plant more coconut trees, which, if planted in a certain manner, would bear fruit in three years. Thus, this industry is likely to yield a considerable profit to the individuals engaged in it (vide Appendix No. 8). In order, however, to facilitate its development, it would be necessary to have a chain of stations at various points, whereby a constant supply of nuts could be obtained. The natives show themselves willing to work in procuring the nuts, and are
often found trustworthy agents, and capable of rendering a correct account of any trade left in their hands for the purposes of purchase. In consequence of the moisture of the climate at Milne Bay and surrounding islands, there would be considerable difficulty in drying the nuts in the sun. As sun-dried copra is superior to the smoke-dried copra, it has been suggested that it would be more profitable to bring the nuts to Port Moresby, to be dried there by the sun, rather than treat them by artificial means.

The seat of the pearl fishing industry has hitherto been on the western extremity of the Territory, and occasionally large amounts of pearl have been collected. Quite recently, however, a large find of pearl was made in the Louisiade Group, and it is not improbable that this industry may assume much larger proportions, especially among the islands on the East Coast.

On the well-watered valleys of the Astrolabe ranges, and on the fertile areas distributed all over the Protected Territory, the following articles, for which a market could be found in the Australian colonies, could be produced without competing with colonial industries:—Cinchona, coffee, rice, on the hills, as in Java and Timor-Laut; and on the swamps, on the North-East Coast, sugar, arrowroot, cotton (which grow wild), vanilla, tobacco, &c. In course of time, the natives themselves might be taught to cultivate these, and would return the produce to the Government, a certain portion being reserved as their contribution towards the expenses of Government, and the surplus being made over to them as wages.

The following are some of the natural articles of commerce already growing in the country, and capable of forming sources of revenue in addition to the industries mentioned above:—Nutmegs, ginger, pepper, indiarubber trees (these grow to a large size in the Tabouri district), spices of all kinds, sago, hemp, massoi bark (largely used for medicinal purposes), coconut fibre, sandal-wood, saffron canes, rattan.

In some portions of the interior it would be possible to graze sheep and cattle—these might supply a local market—but the obstacles in the way of developing purely agricultural interests in the country, on account of the difficulties of communication, would be very great.

A central range of mountains running north and south forms the backbone of the Protected Territory. The highest point in this range is supposed to be Mount Owen Stanley, 13,200 feet. Leading to the base of this central range on either side, east and west, are a series of high ranges or spurs, whose sides are covered with dense tropical forest of a virgin growth. Interspersed among these ranges are open valleys, full of rich deep soil, table lands, patches of open country covered with coarse grass, and craters evidently formed by recent volcanic action. Many of the hillsides and valleys had been cleared, fenced, and cultivated by the natives. In some cases the ranges come almost sheer to the coast; in others, as at Kabadi, &c., the intervening land between the ranges and the coast is perfectly flat and open; while, again, at other places such as Kapka, Hula, &c., miles of gently undulating country, well watered, with patches of forest intervening, stretch far back into the interior from the coast. The character of the vegetation, especially on the coast, and in many cases of the soil also, is entirely Australian; towards the interior, however, it becomes more tropical, both as regards its character and density.
PART III.—FUTURE ADMINISTRATION, EXPENDITURE, ETC.

Before any definite programme of administration for the Protected Territory can be laid down, two questions of considerable political importance must first be settled. In the first place, the status and authority of the Special Commissioner within the Protected Territory requires to be more clearly and definitely defined, and secondly, the present political relationship of the Imperial Officer administering the country with respect to the Imperial and Colonial Governments is a wholly anomalous one, and one which apparently will not prove workable. Under the present arrangement, New Guinea forms no integral part in the Anglo-Australian System.

With reference to the first point, namely, the authority and status of the Special Commissioner, the following is the conclusion of a legal opinion obtained from the Hon. Mr. Griffith, Q.C., Queensland, given as Q.C. and not as Premier:

"I am therefore of opinion that General Scratchley has at present no legal jurisdiction and authority of any kind, except such as he can exercise as a Deputy Commissioner for the Western Pacific; and in particular that he has no power to make any regulations having the force of law, or to impose or collect any taxes or license fees upon exports or imports, or otherwise to exercise any legislative or judicial functions in the Protectorate."

With reference to the second point, and especially the relation of the Imperial Officer and the Australasian Governments, the following is the written opinion of Sir Peter Scratchley:

"A Crown Colony, with the simplest machinery for its government, will probably be the best. The judicial powers of the Governor should be such as to enable him to deal summarily with minor offences, and to remit, say to the Queensland Courts, offences of a more serious nature. Everything will, at first, be necessarily of a tentative character.

"What proportion of the expense of the cost of government will be borne by the Imperial Government? This is of paramount importance. If the whole of the expense is to be borne by the Colonies, the Imperial Government will practically have no control, and I foresee that a deadlock must eventually arise between the Imperial officer and the Australasian Governments.

"The exercise of tact, patience, and diplomacy will keep matters going for the first two or three years; but the deadlock will ultimately occur, as he will be dealing with half-a-dozen Governments, all holding more or less divergent views."

With regard also to the method of contributing, Sir Peter Scratchley writes as follows:

"The ignorance of the intentions of the Colonial Office as to the future creates difficulties in the colonial Governments coming to an agreement with the Imperial Government on the subject of the cost of governing British New Guinea.

"Until full information is given on all points, there is little prospect of a permanent settlement of the question, and the policy of the Australian colonies will continue to be of a hand-to-mouth character."
"The object should be to get the several Governments to propose acts of Special Appropriation to their local Parliaments, in order to permanently secure the contributions to be granted yearly to Her Majesty.

"An Act has been passed in Queensland, and, although that Government declines to increase its contribution, there is little fear of the Act being repealed.

"It is doubtful whether the other Governments will do more than vote the contribution yearly. If so, every year there will be discussions, more or less unpleasant, in the local Parliaments; and it will be difficult for the Imperial officer in charge to look ahead and establish an economical administration."

It has also been suggested that—

1. That the payments should be made half-yearly.
2. The financial year should commence on 1st January instead of 1st June.

Pending the settlement of these important political questions, Sir Peter Scratchley had intended to restrain, as far as possible for the present, the indiscriminate influx of white traders until the necessary machinery for control over whites and natives had been established. In order to obtain this, he had proposed establishing a chain of Government officials at various points along the coast.

Each Sub-Commissioner would have to be provided with a house, a schooner or whaleboat, one trusty and reliable European, and a crew of Solomon Islanders or Fijians, who should all be married. The duties of the Sub-Commissioner would be—
to act as port officer, health officer, &c.; to superintend all commercial transactions between natives and whites; to adjudicate on all cases arising between them and white men; to initiate the cultivation of grain for the natives; to encourage exports of natural products; to superintend and report upon all local industries; to control and advise all exploring expeditions in his district. The salary of the Sub-Commissioner should be at £400 a year. The establishment of these officers would be preparatory to, and a means of, systematically opening up the country, so that, when an influx took place, not only would it be possible to exercise control, but the lands best adapted for various industries could be at once pointed out.

After carefully considering all hydrographical, sanitary, and tribal conditions, it will perhaps be found that the best sites for these ports, which would be ports of entry, would be as follows:—Corwallis Island, which would command the entrance to the various rivers on the Western Coast. The situation is healthy, and it is within easy communication of Thursday Island and Port Moresby. The central seat of Government would be at Port Moresby, for reasons mentioned above; and the Government Resident would have charge of that district from Haul Sound to Hula. Aromu would be another centre, extending over the Hood Bay district, and along the coast to South Cape. Dinner Island could be made another centre, to control Milne Bay, the Louisiade Archipelago, and the D’Entrecasteaux Group; while it might be found necessary to have an officer stationed at Rawden Bay, for the purpose of controlling the North-East Coast from Bentley Bay to Mitre Rock.

With regard to the natives, it had been Sir Peter Scratchley’s intention to have formed depots at these ports of entry, and elsewhere, to which the natives might be
induced to bring trade. Regulations would be in force at these depots controlling the prices to be paid to the natives, the method of conducting trading operations, &c.

As the area of square miles in the Protected Territory is estimated at 86,382 sq. miles (vide Appendix No. 1), some portion of this might be handed over to a company for administrative and commercial purposes. It had been the intention of Sir Peter Scratchley to have encouraged in Australia the formation of a trading company on a basis somewhat similar to the British North Borneo Company (vide Appendix Nos. 5 and 6). With regard, however, to the tenure of land by this proposed company, Sir Peter Scratchley consulted the experience of Sir F. Whittaker, whose opinion it will be pertinent to quote:—"I may say that, if the Australian Company is to be empowered to acquire and cultivate land, this would, I think, be very objectionable; in fact, would at once introduce into New Guinea all the objectionable features that have been incident to the colonization of New Zealand and Fiji, in an exaggerated form. If, on the other hand, the Australian New Guinea Company intends only to establish trading stations on sites to be held under license from the Crown, then I think it would be of great use in promoting the interests and civilization of the inhabitants, and therefore should receive encouragement and assistance."

Referring to the statement made by the Auditor-General of Queensland, 1st February (vide Appendix No. 16), it will be seen that the amount received for the year 1884-5 was £15,171, the actual amount expended from 1st January, 1885, to 30th January, 1886, being £15,048. Aiding £506 to this for outstanding accounts, the total expenditure would amount to £15,548 (vide Appendix No. ). It will be remembered that the amount £15,171 was the amount due from the Colonial Governments from 1st June, 1884, to 1st June, 1885. As the contributions for the year 1st June, 1885, to 1st June, 1886, have not yet been paid in, there is consequently a very considerable balance to the New Guinea account, and not a deficit as publicly stated.

Moreover, by referring to Sir Peter Scratchley's memorandum of 1st April, 1885 (vide Appendix No. 15), forwarded to the Governments of the Australasian colonies, it will be seen that he divided expenditure into three heads—(a) Capital, or first cost, to be raised as a loan; (b) Estimated expenditure for the first year; (c) Annual expenditure for years subsequent. Had he lived to have carried out this classification, which was approved of by the Colonial Governments, many of the items—such as building of house, &c.—which, under the Auditor-General's Report, appear as annual expenditure, would have been charged to a loan or first cost account. In no way can the expenditure of the year from January, 1885, to January, 1886, be taken as the basis for future expenditure. The work done by Sir Peter Scratchley was preparatory and tentative. He states—"I consider that my duty is to examine and report upon the country for the information of the Imperial Government."

If any systematic administration of the country be attempted, the machinery of future government will have to be increased, thereby involving increased expenditure both in—(a) Capital, or first cost; (b) In salaries of Government officers. The principal items under (a), or first cost, will be the building of the houses for the Sub-Commissioners along the coast, providing accommodation for native police, providing whale-boats, &c. The increased expenditure under Schedule B (vide Appendix No. 15) will be the salaries of the Sub-Commissioners and native police, the establishment of a regular mail service, &c. It can, however, be reasonably anticipated that the increased expenditure for administration will index a proportionate increased development of natural sources of revenue.
It has been confidently anticipated by those who have seen the fertility of the Protected Territory, and its capacity for producing articles of tropical growth, that it will ere long become self-supporting. Although in its present condition this, perhaps, could hardly be possible, yet the following methods of raising a revenue to defray local expenditure might be found practical and economical:

1. License fees on all beche-de-mer and pearl fishing boats. These would be registered, and have to report themselves at Port Moresby at least once a year.

2. License fees for the erection of smoke huts and copra stations.

3. Expert duties on cedar and malava, at a fixed rate for so many 100 superficial feet of timber; ad valorem duties on sandal woods and black woods. With reference to this last duty, I may mention that one timber trader alone, if he had paid on his privileges according to Queensland timber dues, would owe the Government about £2,000. The Customs officers at Cooktown and Townsville might, with the consent of the Queensland Government, be empowered to act for the New Guinea Protectorate.

4. Funds arising from trading licences, judicial fees, harbour dues, and leases of certain unoccupied lands.

5. Import duties.

6. Native contributions to the expenses of government. These would have to be paid in kind, and could hardly be calculated as a source of revenue for some years to come.

The question with regard to New Guinea which at present is most prominent is whether it can be made a successful outlet for capital, or, in other words, a commercial success. Before, however, considering this point, it will be necessary to recall the fact that New Guinea was primarily annexed for a strategical purpose. Its value to Australia in this respect has not been diminished by the fact that portion of the country has been ceded to Germany. Not only is the British territory nearest the Australian shores; but it contains the finest climate, the finest harbours and ports, the most fertile lands, the largest rivers. The object, therefore, for which the country was primarily annexed has been obtained, and its strategical and negative value in this respect is not unfrequently lost sight of by those who only look for positive financial results.

The next point which demands attention is the responsibility which rests with the annexing powers with regard to the protection of the natives. Probably, in no country, and at no period of history, was there a more favourable opportunity for successfully adjusting the mutual interests of European and blacks than in British New Guinea. On both moral as well as political grounds, it is essential that the natives should be protected, not only negatively from aggressive violence and usurpation on the part of the whites, but positively also from moral contamination and corruption. Regulations with regard to the introduction of spirituous liquors must not exist merely on paper—they must be strictly and rigidly enforced; and, as far as is practicable, the system of appointing teachers to official positions must be avoided. The following statement with reference to this question appears among Sir Peter Scratchley's notes:—"The only hope of making New Guinea pay is the employment of the natives, who can, by patience and care, be trained. If they disappear, other natives will have to be imported. Pettling, therefore, the protection of the natives on the lowest ground, it will be seen that it will be cheaper to preserve and educate them. New Guinea must be governed for the natives and by the natives."
The future of the country depends largely upon the attitude of the natives. If they are rendered either hostile or corrupt, then it will continue to be the hunting-ground of needy adventurers or desperate speculators; if, on the other hand, they learn confidence in their rulers, then settlement in many parts is possible, and the country may become the regular source of supply of tropical products to the Australian markets. On this point, therefore, the duty of the Government and the interest of the speculator coincide, and if, in the scheme for the administration of the country, the positive protection of the natives be comprehended, the introduction of European capital will materially benefit them, will create in them a useful and willing instrument, and thus be the first means towards rendering financial success ultimately possible.

Briefly to summarize the foregoing points—

1. New Guinea was primarily annexed for a strategical purpose—that summary purpose has been obtained.

2. Having been annexed, it is the duty of the annexing power to protect the natives.

3. It is doubtful whether the country can ever be self-supporting, partly on account of the climate, and partly owing to the attitude and condition of the natives.

4. Nothing can be done towards systematically administering the country and developing its resources until it is made an integral part of the Anglo-Australian political system, and the position of the officer administering its Government, both with regard to the country itself, and also to the authorities to whom he is responsible, shall have been more definitely determined.

G. SEYMOUR FORT.

Melbourne,
March 30th, 1886.
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APPENDICES.

No. 1.

AREA OF NEW GUINEA (ESTIMATED).

The following is the extent of area occupied by Great Britain and Germany respectively in metric measure, as under:

<table>
<thead>
<tr>
<th></th>
<th>sq. Kilos</th>
<th>sq. Acres</th>
</tr>
</thead>
<tbody>
<tr>
<td>Great Britain</td>
<td>223,730</td>
<td>52,344,480</td>
</tr>
<tr>
<td>Germany</td>
<td>178,200</td>
<td>44,035,920</td>
</tr>
</tbody>
</table>

Such computation in square miles and acres gives to—

<table>
<thead>
<tr>
<th></th>
<th>sq. Mlies</th>
<th>sq. Acres</th>
</tr>
</thead>
<tbody>
<tr>
<td>Great Britain</td>
<td>86,932</td>
<td>52,344,480</td>
</tr>
<tr>
<td>Germany</td>
<td>68,803</td>
<td>44,035,920</td>
</tr>
</tbody>
</table>

The littoral of the Protected Territory is estimated at 1,000 miles.

No. 2.

APOMA.—INCIDENT AT HOISTING OF FLAG.

At the village of Miepa, where the flag was hoisted on the 30th October, seven Chinamen had been killed some years before. The matter had been investigated by Commodore Wilson, who had considered that the Chinamen, by their systematic violation of the women, had brought their punishment upon themselves. When, however, Sir Peter arrived at Miepa, he found the skulls of these Chinaman hanging on a platform in the centre of the village. He consequently informed the chief that the flag would not be hoisted unless the skulls were taken down and buried. After considerable hesitation the chief assented, and, in the presence of 2,000 natives, the skulls were taken down by the native teachers and buried on the spot.

A mountain of superstition was by this act removed, for it had been a most earnest belief among the natives that any one touching the skulls, for the purpose of removing them, would be immediately attacked by sickness, if not by death.

G. SEYMOUR FORT.

No. 3.

BÊCHE-DE-MER FISHING—STATISTICS CONCERNING.

The following statistics of the bêche-de-mer fishing were received by Sir Peter Scantlebury:

<table>
<thead>
<tr>
<th>Village</th>
<th>When established</th>
<th>Yield (now in Store in Fr. Morship)</th>
<th>Estimated Quantity on Station at date</th>
</tr>
</thead>
<tbody>
<tr>
<td></td>
<td>1885.</td>
<td>Bags</td>
<td>Bags.</td>
</tr>
<tr>
<td>Tuposelei</td>
<td>12th November</td>
<td>13</td>
<td>—</td>
</tr>
<tr>
<td>Kula</td>
<td>13th</td>
<td>10</td>
<td>—</td>
</tr>
<tr>
<td>Kapapau</td>
<td>14th</td>
<td>7</td>
<td>—</td>
</tr>
<tr>
<td>Hula</td>
<td>28th</td>
<td>4</td>
<td>—</td>
</tr>
<tr>
<td>Aroma</td>
<td>30th</td>
<td>5</td>
<td>—</td>
</tr>
</tbody>
</table>

Or a return of two tons bêche-de-mer for the month from grounds that have been already fished over for years.

No. 4.

NOTE AS TO "BOOTLESS INLET."

This is by some supposed to be the future of a large township. The land does not rise more than 69 feet at the head of the inlet, and communication with the interior of the island would, it is said, be easier, besides which it has the great advantage of a fine running stream of fresh water. Unfortunately a coral reef extends right across the opening of the bay, and no available passage has yet been discovered. In these days of engineering skill and powerful explosives the difficulties of approach, if as stated, will soon now be removed.

NEW GUINEA SYNDICATE.
BRITISH NORTH BORNEO COMPANY—NOTES RELATING TO.

From the commencement of the present century, and even before that date, public attention has from time to time been directed to Borneo as an encouraging field for European enterprise and industry.

By means of mineing labour and a large expenditure of time and money on the part of several leading merchants and others, the northern portion of that great island, with absolute rights of sovereignty, has been acquired, peaceful possession obtained, and the whole vested in the British North Borneo Previsional Association, Limited, by whom the completion of the pioneer work has been most successfully accomplished.

The territory was in 1877-8 granted in perpetuity by the Sultan of Brunei (Borneo) and Sooloe, and the Pangran Massongong of Borneo, subject only to payments amounting in all to £12,500 (about £2,400) per annum. Owing to the great importance of the acquisition a Royal Charter has lately been granted, one effect of which is the formal recognition of the title of Mr. Dean and his association to the territories granted to him by the Sultan. (See Earl Granville's Despatch, 7th January, 1885—Blue Book—Spain, No. 1, p. 204.)

This charter, further, without injuriously restricting the company's freedom of action, confers corporate powers of a very beneficial character.

The area acquired is about twenty thousand square miles in extent, and is in the form of an irregular triangle, with more than two-thirds thereof bounded by the sea. The coast line exceeds five hundred miles, and all islands within three leagues are included in the cession.

With a view to encouraging immigration, and accelerating the development of the country, the company is empowered to make advances to planters, merchants, and companies, who may be desirous of embarking with capital in agricultural, mining, commercial, or other enterprises within the territory. In the first instance, and until the richness of the country is demonstrated by experience, it may become the policy of the company to conduct mining, planting, and trading operations to some extent or their own account, but the chief and ultimate aim of the company will be to attract independent capital and labour.

The fiscal returns are steadily increasing, and should soon cover the cost of administration. In addition to these, and among the many other sources of revenue available in the company's possession are the following:

(1.) Sales and leases of lands for plantations, building, and other purposes. Under this head it may be mentioned that several applications from Ceylon planters and others have already been received and are under consideration.

(2.) Royalties on jungle produce, i.e., gutta-percha, indigo-rubber, camphor, beeswax, edible birds' nests, damu, cane, rattan, and timber of a very valuable character, well suited for exportation to Europe, China, and other markets. The jungle produce in the company's territory is known to be of special value, and gutta-percha (which is almost exhausted in other parts of Borneo, the export from Sarawak alone having reached one million pounds sterling), is known to abound. There is no doubt the demand for gutta-percha will increase enormously for the use of cable, telegraph, and telephone companies, and that this article will prove a highly productive and increasing source of revenue to the company.

No. 6.

BRITISH NORTH BORNEO COMPANY.—REGULATIONS WITH REGARD TO LAND.

The Land Regulations of British North Borneo.

Special Regulations for the Leasing of uncultivated Lands in lots of 100 Acres, and upwards, in extent.

Approved by the Court of Directors of the British North Borneo Company on the 7th day of February, 1888.

1. Applications for uncultivated lands of 100 acres and upwards in extent shall be made to the Company, the Governor of British North Borneo, or to the Resident of Districts.

2. Should the application be accepted the land must be selected within twelve months from the date of such application, but no selection shall be valid unless approved under the seal of the Governor, who shall have power to dispose of such selection, either in whole or in part.

3. The Governor will grant an agreement for lease for the land so approved by him to the applicant, to be followed as soon as possible by the issue of a lease for 99 years.

4. Should the immediate survey of such land be impracticable from any cause, the Governor will issue a permit to occupy such land, subject to the conditions on which a regular grant would have been issued; which permit will specify the extent, and describe as nearly as may be the situation of the land to which it relates, and after the survey of the land so occupied the permit will be called in and cancelled, and a regular lease issued in lieu thereof.

5. Upon the payment of £1 per acre a lease may be granted free of quit-rent.

6. A lease may be granted upon the payment of a premium of 50 cents per acre and an annual quit-rent of 10 cents, redeemable at any time before the expiration of the lease on payment of £1 per acre in addition to the premium.
COPRA—ESTIMATE BY CAPTAIN BRIDGE CONCERNING.

I think that it is not over-sanguine to expect that 10 per cent. of the copra alone, which might be collected with no additional planting, if retained for the Government as an excise tax, or whatever it may be called, would suffice to meet expenses. Of course the natives will have to be taught the preparation of the article—a thing simpler than that of sago, which many of them now send to the markets of the country.

It may be stated that the small Hau-puti Group, one of the groups composing the Friendly Islands, which cannot compare in fertility with New Guinea, and which has a population of only 5,000,exported, in 1883, 2,000 tons of copra, valued at £30,000. Eastern New Guinea alone ought in time to produce ten times as much; a ten per cent. excise levied only on copra would more than pay expenses.

No. 8.

COPRA.—COST OF MANURING, ETC.

The price of 2000-seeds on the south-east coast of New Guinea ranges from twenty to forty for one stick of tobacco. It takes from 6,000 to 7,000 seeds to make a ton of copra. Putting the tobacco at 1s. 6d. per pound, and 22 sticks to a pound, the actual cost of the nuts per ton is therefore about £8 15s., adding price for labour of drying, &c., the cost per ton of copra on the ground is about £5. In Sydney the market price ranges from £10 to £14. I may add that the demand for copra is increasing, its use in Europe as fodder for cattle having largely increased.

G. S. F.

No. 9.

CONTRIBUTIONS.

A.

NEW SOUTH WALES.

CONTRIBUTION TO NEW GUINEA PROTECTORATE.

This Government having had under consideration the above subject, and General Sir Peter Scamshley's request to know whether this Government will continue its contribution, I have now to state—

1st. That this Government paid its first year's contribution, £1,064 1s. 4d., or the 22nd May last.

2nd. This Government has always understood that the Imperial Government was to pay a portion of the expense. At the Convention it was generally understood that the Imperial contribution would not be less than half, for it was clearly pointed out that the strategic importance of securing the southern shores of New Guinea was as much if not more an Imperial than a Colonial advantage, for the ships associated in the Conventions were both in number and in tonnage, representative for more of British than of Colonial capital. The Convention did not consider that it would be courteous to dictate what portion the Imperial Government should pay, but preferred leaving it to the Imperial Government to state what portion, in its opinion, the Colonies ought to bear; and thus it was that the fifth resolution was adopted, by which the various Governments represented agreed to submit to and recommend to their various Legislatures measures of permanent appropriation for defraying, in proportion to population, such share of the cost incurred as Her Majesty's Government, having regard to the relative importance of Imperial and Australasian interests, may deem fair and reasonable. To cast the whole cost upon the Australasian Colonies would be to ignore the resolution of the Convention, unless the Imperial Government were prepared to advance the doctrine that Imperial interests are not concerned in this matter.

3rd. Under these circumstances, all that this Government can do is to recommend to Parliament that a permanent appropriation shall be made of its share according to population, to the extent of £10,000 for the whole of the Colonies, so soon as the Imperial Government shall have intimated the extent to which it is prepared to bear the common burden.

20 July, 1885.

ALEX. STUART.

B.

NEW ZEALAND.

MEMORANDUM FOR HIS EXCELLENCY CONCERNING NEW GUINEA.

Ministers have the honour to state to His Excellency their views regarding New Guinea, for submission to His Excellency Major-General Sir Peter Scamshley. They also suggest that a copy of the memorandum be sent to the Right Honorable the Secretary of State for the Colonies.

No. 32.
2. No definite lines for the administration of the affairs of New Guinea have been laid down in the instructions sent to Sir Peter Scratchley from the Colonial Office; and, without conference with the other colonies, Ministers do not consider that they are in a position to come to any positive decision on the subject.

3. Their opinion is that the annexation of New Guinea is of little direct importance to New Zealand. This colony, however, joined in the contribution up to £15,000 with the other colonies, to show its willingness to aid the Imperial Government in the extension of British interests in the Pacific, and also for the reason that it considered the annexation of New Guinea essential to the interests of Queensland, and that such Australian Colony should, within defined limits, lend its aid to the other colonies. The contribution has been paid as requested in expectation of its expenditure.

4. Ministers have now to consider two questions, viz.:—
(a.) What should be the future government of the new possession?
(b.) What further monetary aid should New Zealand render?

5. In the opinion of Ministers the possession should, for the present, be created a Crown colony. They state "for the present", because they consider its contiguity to Queensland should, at so distant a point, make its annexation so that colony a necessity. If, however, this were not desired, then, as a white population becomes settled, there should be granted to it such powers of local self-government as the Australasian Colonies possess.

6. Considering the strong bearing that the new acquisition has on the defences of the colonies generally, Ministers consider that a contribution, not exceeding £15,000 per annum, should, for a specified term of three years, be continued. This should not be applied to the cost of a vessel for the use of the Governor. Ministers submit that a vessel of the Dart type might be put at the disposal of His Excellency by the Imperial Government, and he will have to continually visit different parts of the coast and the Australian Colonies. At the end of three years the colony might be able to do without further monetary assistance, the use of the vessel above referred to being continued. If, however, it were found that further aid were required, the Imperial Government might fairly be asked to grant assistance, or the colony of Queensland, aided to some extent by the other colonies, might undertake the whole of government and management of the new territory. Ministers, desiring that New Zealand should act in union with the other colonies, and considering it unfair to Queensland to ask that colony at the present time to undertake the responsibilities of the government of the new possession, are willing to submit to Parliament the following resolutions:

(1) That, in the opinion of this House, the portion of New Guinea annexed to the Empire should, for the present, be created a Crown colony, with the view of its ultimately being annexed to Queensland, or created a constitutional colony.

(2) That aid should be given by the Imperial Government to the new possession by placing at the disposal of the Governor a vessel for his use.

(3) That, for a term of three years from the first day of June, 1886, this colony will undertake to pay its share of £15,000 a year proportionately as population, on the condition that the other colonies of Australia join in the contribution on the same terms.

7. Ministers have named the first day of June, 1886, as it is believed that the money in hand will suffice to that time. If necessary, an earlier date could be substituted.

A. Ministers venture to suggest that the Australasian Colonies should be consulted as to the name to be given to the new colony.

Robert Stout.

Wellington, 7th July, 1885.

C.

Queensland.

Chief Secretary's Office,
Brisbane, 18th May, 1885.

Sir,

I have the honour to acknowledge the receipt from Your Excellency of General Scratchley's despatch of 11th April, forwarding for the consideration of this Government, a memorial on the subject of the estimated cost of governing the British territory in New Guinea.

2. Lord Derby's telegram of 12th February to the Governors of the Australasian Colonies expresses a hope that the Colonial Governments will without delay confer with General Scratchley, consider with him what extent of territory inland should be annexed, and form an estimate of the probable annual cost, stating how they propose to distribute it and permanently secure their contribution to it, and adds that all these matters should be settled before General Scratchley goes to New Guinea, as the final declaration of sovereignty must be deferred until these arrangements are matured.

3. I have already, in my letter of 18th February, 1885, informed Your Excellency of the views of this Government as to the question of the cost of the maintenance of British jurisdiction in New Guinea, and have in my letter of 2nd April conveyed their wishes as to the extent of territory inland to be annexed. These wishes were, of course, expressed with reference to the circumstances as then known in this Colony. Since that time, however, further information has been presented from a report of the Blue Book (C. 4373, 1885), laid before the Imperial Parliament, and the White Book laid before the Reichstag, from which it is, I fear, to be inferred that the time has passed when any expression of opinion on the part of the Australasian Governments on the latter point is of very material consequence.

4. Attention was called in my letter of 18th February (following a telegram which I had the honour to ask Your Excellency to send to Lord Derby on the same subject) to the deficiency of information on the question of the extent of the powers intended to be conferred on and exercised by the High Commissioners. On this point, however, the Australasian Governments are, up to the present time, without further information.

5. Upon carefully considering General Scratchley's commission and instructions, and the despatch of 17th November, 1884, to Sir G. W. Des Voeux, High Commissioner of the Western Pacific, it appears plain that the Special Commissioner for New Guinea has hitherto had no legislative powers conferred.
upon him and only such administrative or executive powers as may be exercised by a Deputy Commissioner under the Western Pacific Orders in Council.

6. I have adverted to these matters because, in the absence of any definite information as to the functions intended to be performed by General Scratchley, it is difficult to know what expenditure need be incurred in performing them. I am aware that it is intended that he should reside in or near to New Guinea, and I assume that he will exercise, at any rate, some legislative authority and some judicial authority by himself or his officers, and that he will have to maintain a force adequate to preserve order in such parts of the British territory as may be actually occupied. This Government has accordingly endeavored to consider the question of expenditure from this point of view, and with such information as is in their possession. I have had the advantage, also, of personally conferring with General Scratchley on the subject.

7. I sincerely agree that, whatever may be the ultimate decision of Her Majesty's Government as to the mode of occupation and form of government of New Guinea, it is necessary for the High Commissioner, by personal examination, to make himself acquainted as far as possible with the requirements of the territory. I agree also that the Government, whatever its ultimate form, must be organized on a tentative basis.

8. So much being conceded, I think that the proposed annual expenditure as suggested in Schedules B and C of General Scratchley's memorandum is fair and reasonable, except that the cost of manning and maintenance of a steamer for the first year may possibly be reduced below the sum of £17,000 mentioned by him, and there may, perhaps, in consequence of the delay that has occurred, be more than £8,000 available out of the contributions from the Colonies for the year ending 31st June next.

9. I agree also that the High Commissioner will require a steamer of not less size than that suggested by him, and probably a schooner and boats in addition. It will also, I anticipate, be found necessary to erect suitable buildings for the residence of himself and his staff on shore at Port Moresby or some other place as may be selected for his head-quarters. I do not think that the annual contribution of £15,000 from the Australasian Colonies will be sufficient to defray the capital expenditure for these purposes, which must therefore be provided for in some other way. This Government will be prepared to co-operate with Parliament in appropriating over the share, in proportion of population, of a loan of £20,000 for that purpose—if Her Majesty's Government, upon full consideration of the matter, think that the whole of the amount should be advanced by the Colonies—or of such amount as may be required after allowing for any contribution which may be made by the Imperial Treasury.

10. In effect, therefore, this Government accepts and adopts General Scratchley's suggestions, subject to such variations of detail as to the mode of expenditure as may be found necessary after actual experience.

11. Your Excellency is aware that the share of Queensland of the annual contribution of £15,000 originally asked for by Her Majesty's Government is provided for by a permanent Appropriation Act. The Government are not prepared, under existing circumstances, to recommend to Parliament that the amount should be increased.

12. I have to request Your Excellency to inform General Scratchley that this Government will willingly place at his disposal the services of their officers for the purpose of auditing the accounts of his Government, or rendering such other assistance to him as may be required and may be consistent with their other duties. In particular, the Government Resident at Thursday Island might, it is conceived, render some assistance as a Deputy Commissioner, as was formerly done by Mr. Chester, Police Magistrate at that settlement.

13. As soon as it is definitely decided what form of jurisdiction is to be exercised in New Guinea, and over what extent of territory, this Government will be prepared to consider any proposition that may be made for an increase of contribution towards the expenses of the Government of New Guinea. In the meanwhile, however, they feel that they are not in a position to deal with this question.

I have the honour to be

Your Excellency's most obedient and humble servant,

S. W. GRIFFITH.

His Excellency
Sir Anthony Musgrave, K.C.M.G.,
GOVERNOR.

D.

8570.

VICTORIA.
Premier's Office,
Melbourne, 4th June, 1885.

No. 857128.

MEMORANDUM FOR HIS EXCELLENCY THE GOVERNOR

The Premier has the honour to advert to Your Excellency's memorandum of the 15th April ultimo, covering two letters from His Excellency Major-General Scratchley, Special Commissioner for New Guinea—one, respecting the payment of this colony's quota of the £15,000 promised to be contributed by the Australasian Colonies towards the government of New Guinea for the year ending 31st June, 1885; and the other on the subject of the cost of governing British New Guinea for five years further.

2. With regard to the former, Your Excellency was apprised on the 12th ultimo of the payment of Victoria's proportion of the £15,000. This proportion was calculated on the basis of the populations of the several colonies at the date of the last census, viz., the 3rd April, 1881. This mode of apportioning the expense was suggested by Mr. Service in the absence of any other proposal. No objection to it has been made by any colony excepting Queensland, the Government of which proposes that the population at 31st December last should be the basis of calculation instead of that at date of last census. It is not a matter of much moment which method is adopted; the population at last census, however, is an ascertained quantity, while any statement of population at 31st December last can only be an estimate. As a matter of fact, however, this colony, and it is believed other colonies, have paid their contributions on the basis proposed by Mr. Service.
3. The following table shows the populations at date of last census and the proportions of the subsidy due by each colony under this scheme, viz.:

<table>
<thead>
<tr>
<th>Colony</th>
<th>Population on 3rd April, 1881</th>
<th>£ s. d.</th>
</tr>
</thead>
<tbody>
<tr>
<td>Victoria</td>
<td>861,566</td>
<td>4,695 8 8</td>
</tr>
<tr>
<td>New South Wales</td>
<td>749,825</td>
<td>4,084 14 4</td>
</tr>
<tr>
<td>New Zealand</td>
<td>489,553</td>
<td>2,668 18 9</td>
</tr>
<tr>
<td>South Australia</td>
<td>279,965</td>
<td>1,324 11 7</td>
</tr>
<tr>
<td>Queensland</td>
<td>213,525</td>
<td>1,163 3 9</td>
</tr>
<tr>
<td>Tasmania</td>
<td>115,705</td>
<td>630 6 2</td>
</tr>
<tr>
<td>Western Australia</td>
<td>29,708</td>
<td>161 16 9</td>
</tr>
<tr>
<td>Fiji</td>
<td></td>
<td>73 0 0</td>
</tr>
<tr>
<td><strong>Total</strong></td>
<td></td>
<td><strong>15,000 0 0</strong></td>
</tr>
</tbody>
</table>

It should be added that, by general consent, the contribution of Fiji was reckoned upon its proportionate revenue rather than upon population.

4. Mr. Service now begs to refer to the other letter of which Your Excellency’s memorandum transmitted a copy—a letter in which Major-General Scratchley encloses a memorandum for the consideration of the Australian Governments relating to the estimated cost of governing British New Guinea.

This memorandum the extent inland of the British occupation in New Guinea is alluded to. This point, however, has since been determined by the agreement between Germany and Great Britain, as communicated by Lord Derby’s telegram of the 25th May ultimo. There remains, therefore, nothing further to be said on that subject, except to express the great disappointment felt by the Government and people of this colony at the meagre results of their efforts to secure the whole of Eastern New Guinea for the British Crown. For good or for evil, the matter, with all the incidents which led up to it, passes now into history.

5. With reference to the estimates of the annual cost of governing submitted by Major-General Scratchley, Mr. Service desires, in passing, to call Your Excellency’s attention to the method adopted by Germany in reference to the islands recently annexed by that Power, a method which attains every object desired by Australia in the first instance, almost without any expenditure at all.

This Government, however, is not prepared to object to the estimates, nor to the clear and practical programme of proceedings sketched in Major-General Scratchley’s memorandum. Mr. Service will, therefore, be prepared to ask Parliament to continue the contribution of this colony’s proportion of a subsidy of £15,000 until the Imperial Government has time to decide what portion of the cost of the government of New Guinea shall be borne by the Imperial Exchequer.

6. Having regard, however, to the limited area of territory annexed, and lack of information as to the intentions of Her Majesty’s Government, Mr. Service cannot ask Parliament to grant any increased contribution, either in respect of the annual expenditure, or the capital or first cost.

7. Mr. Service will be glad if Your Excellency will be so good as to communicate this memorandum to His Excellency the Special Commissioner for New Guinea, and also to the Right Honorable the Secretary of State for the Colonies.

JAMES SERVICE,
Premier.

E. CONTRIBUTIONS OF OTHER COLONIES.

South Australia has withdrawn her contribution altogether.

Tasmania promised to continue her contribution, and stated that for the future she would be guided by what Victoria did in the matter.

Fiji.—Owing to her financial condition she was unable to contribute more than £100. The Secretary of State for the Colonies agreed that she should be exempt from any contribution.

G. SEYMOUR FORT.
2. The lowest of the tenders which are now under consideration is £855 10s. per month for a steamer of about 480 tons gross tonnage. Assuming that this tender is accepted, the annual cost of the steamer will be £10,260, an amount which is beyond what can be afforded in future years.

3. On the other hand, I estimate that a steam vessel could be purchased in England for the sum of £18,000 (including fitting out and voyage to Australia), and could be manned and maintained for about £7,000 per annum. Thus, in six or seven years a saving would be effected which would cover the cost of the vessel.

4. I am also of the opinion that the steamer should be designed specially for the service, in order to comply with the requirements laid down in the memorandum annexed to this despatch.

5. Under these circumstances, I beg to recommend that the Lords Commissioners of the Admiralty should be moved to prepare the design of a suitable vessel, and that reference should be made to Rear-Admiral J. C. Wilson, R.N., who is well acquainted with the requirements of the service.

6. By adopting this course time will be saved, and the order for the vessel could be given immediately. I reported that funds were available for the purchase.

I have, &c.,

P. H. SCRATCHLEY.

The Right Honourable the Earl of Derby.

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[Enclosure to Despatch No. 28.]

Particulars of Steam Yacht for New Guinea.

1. Vessel is to be built of wood, at bottoms of iron ships foul rapidly, and there is no dock readily available.
2. Rigged for sailing, to save coal.
3. Tonnage, 450 to 500 tons.
4. Draught of water, maximum, 10 feet.
5. Speed, 10 knots.
6. Small coal consumption, 35 to 45 tons per ton.
7. Cabin accommodation on deck (if practicable) for Commissioner.
8. Ample accommodation for crew, white men to be separated from coloured crew.
9. Special arrangements to be made for increased ventilation.
10. Steam pinnace to be provided.
11. Light armament, to include two Nordenfeldt guns (5 barrel R.C.)
12. Small electric light.
13. Refrigerating chamber for provisions (if practicable).
14. Cost, to include fitting out voyage to Australia, insurance, &c., £18,000.

2nd June, 1885.

P. SCRATCHLEY.

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No. 11.

Gazette Notice, September, 1885.

CAUTION TO TRADERS AND OTHERS.

It is unsafe for traders and others to visit the following portions of the coast in British New Guinea—From Kerepam to South Cape, as well as Morich Island, D'Entrecasteaux Group, Engineer Group, Woodlark Group, Jorien and Joveny Islands; and from East Cape to the German boundary on the N. E. coast.

P. H. SCRATCHLEY,
Her Majesty's Special Commissioner.

South Cape, S.S. Governor Blackall, 5th October, 1885.

Copy handed to Ah Van, Master of Pride of Logan.
No. 12.

CONDITIONS UNDER WHICH PERMITS TO TRADE, FELL TIMBER, ETC., WERE GRANTED.

(a) That you keep me and my officers informed of your proceedings on the coast of New Guinea, from time to time sending me the names of the vessels employed.

(b) That the permission hereby given you to remove the timber confers no right to fell any more timber without a fresh permit; this fresh permit, however, cannot be issued until I, or one of my officers, have visited the place where the timber is to be felled.

(c) That you conduct your operations entirely at your own risk, and on the understanding that I, as Her Majesty's Special Commissioner, or any of my officers, undertake no responsibility whatever.

(d) That you agree to obey such Regulations as may from time to time be issued by me for the government of the British territory in New Guinea.

1. I enclose for your information and guidance, a copy of the Arms Regulations of 1884, issued by Her Majesty’s High Commissioner for the Western Pacific.

2. I have further to inform you that I reserve to myself the right of cancelling this permission; calling upon you to leave the island should you or your agents at any time perform any act which I should consider detrimental to the maintenance of good order and government within the limits of the British territory in New Guinea.

3. You are requested to understand that this case is treated as a special one, and that the exemption from a licence or export duty will not apply to future cases.

P. E. SCRATCHLEY.

No. 13.

CLAIMS TO LANDS—POLICY OF IMPERIAL GOVERNMENT CONCERNING.

As illustrating the policy of Her Majesty’s Government with reference to these claims, it will perhaps be not irrelevant to quote passages from a letter from the Colonial Office to Mr. E. Schubert, dated 30th October, 1875, published in the New Guinea papers in 1876, and consequently before the public for the last ten years. The passages are as follows:

"The conclusion, however, in which Her Majesty’s Government now stand with regard to New Guinea is not such as to leave them free to sanction, even tacitly, the acquisition of land within the island by British subjects.

"It is clear that, without the funds arising from the sale and lease of lands, it would be impossible to provide for the government of a country; and that any persons who may now settle in the country, knowing that Her Majesty’s Government is considering the question of annexing it, must distinctly understand that no acquisition of land made previous to a decision on this subject can be recognised to the prejudice of the Crown."

G. SEYMOUR FORT.

No. 14.

ETNOLOGICAL DISTRIBUTION.

The three racial types to be found in New Guinea—the Papuan, the Malay, and Polynesian—are much intermixed, and the data for any scientific statement with regard to their distribution are at present insufficient. The pure Papuan is only to be found within a small area in the interior and on some portions of the north-east. The Papuan type, however, prevails with modifications throughout almost the whole of the Protected Territory. In nature they are short and squat—low forehead and prognathous; in character they are noisy and demonstrative, shy and suspicious, with a low estimate of human life, but not aggressively bloodthirsty. Their standard of comfort is very low, and they show but little capacity for any higher organization. The Malay element appears to predominate in the tribes to westward and in the tribes at Arua and Cloudy Bay district. They are aggressive and bloodthirsty, and are gradually driving back other tribes; they show capacity for a higher organization. The Polynesian element is most prominent at South Cape, although the Polynesian form of religion is entirely wanting; they have a tendency to be treacherous, are noisy and demonstrative, and the artistic faculty is strongly marked among them. Distinct types of Papuan, Malay, and Polynesian nationality are frequently to be seen in the same village.

G. SEYMOUR FORT.
No. 75.

EXPENDITURE.

Sir Peter Scratchley's Memorandum of April, 1885.

NEW GUINEA.—Estimated Cost of the Government of the British Territory.

### Schedule A.

**Capital or First Cost.**

1. Purchase of steam vessel of about 450 tons, 10 feet draught of water, speed 10 knots, provided with steam pinnace and light armament, including arms for crew; fitting out, journey to Australia, insurance ... ... ... ... £18,000 0 0
2. Purchase of schooner and whale boats for general service ... ... ... 2,000 0 0
3. Provision for buildings and miscellaneous expenditure (spread over several years) ... 5,000 0 0

Total Capital cost ... ... ... ... £25,000 0 0

Deduct, amount available from £15,000 contribution to 1st June, 1885 ... 5,000 0 0

Amount of proposed loan ... ... ... ... £20,000 0 0

### Schedule B.

**Estimated Expenditure for First Year.**

(1st June, 1885, to 31st May, 1886)

1. Staff—Reduced estimate ... ... ... ... £7,000 0 0
2. Manning and maintenance of steamer and boats ... ... 17,000 0 0
3. Coal (increased quantity) ... ... ... ... 2,000 0 0
4. Sundry expenditure (reduced estimate) ... ... ... 2,000 0 0

Deduct, amount available from £15,000 contribution to 1st June, 1885 ... 8,000 0 0

Amount required for first year ... ... ... ... £20,000 0 0

### Schedule C.

**Annual Expenditure for Four Years subsequent to First Year.**

(1st June, 1886, to 31st May, 1890)

1. Staff—
   Present Staff—
   - Special Commissioner ... ... ... ... £2,500 0 0
   - Private Secretary ... ... ... ... 300 0 0
   - Deputy Commissioner ... ... ... ... 700 0 0
   - Office and travelling expenses ... ... ... 1,000 0 0

   Additional—
   - Second Deputy Commissioner, Accountant, Clerks, office, and travelling expenses ... ... 2,000 0 0
   - Contingencies for police, native chiefs, sundries ... ... 1,500 0 0

   Total ... ... ... ... £8,000 0 0

2. Manning and maintenance of steamer and other vessels, insurance, sinking fund, &c. ... ... £8,000 0 0
3. Coal (400 tons at £1 10s.) ... ... ... 1,000 0 0
4. Sundry enforcement expenditure, minor works, explorations and surveys, mails, &c. ... 3,000 0 0

Amount required for following years ... ... ... £20,000 0 0
## EXPENDITURE.

**Statement showing the Total Receipts and Expenditure from the 20th November, 1884, to the 31st January, 1886.**

<table>
<thead>
<tr>
<th>Description</th>
<th>£ s. d.</th>
<th>£ s. d.</th>
</tr>
</thead>
<tbody>
<tr>
<td>To grants in aid (for 12 months ended 20th June, 1885)</td>
<td></td>
<td></td>
</tr>
<tr>
<td>Victoria</td>
<td></td>
<td></td>
</tr>
<tr>
<td>New South Wales</td>
<td></td>
<td></td>
</tr>
<tr>
<td>New Zealand</td>
<td></td>
<td></td>
</tr>
<tr>
<td>South Australia</td>
<td></td>
<td></td>
</tr>
<tr>
<td>Queensland</td>
<td></td>
<td></td>
</tr>
<tr>
<td>Tasmania</td>
<td></td>
<td></td>
</tr>
<tr>
<td>Fiji</td>
<td></td>
<td></td>
</tr>
<tr>
<td>Total</td>
<td></td>
<td>15,171 13 4</td>
</tr>
</tbody>
</table>

<table>
<thead>
<tr>
<th>Description</th>
<th>£ s. d.</th>
<th>£ s. d.</th>
</tr>
</thead>
<tbody>
<tr>
<td>By Establishments—</td>
<td></td>
<td></td>
</tr>
<tr>
<td>Salaries, Fixed—</td>
<td></td>
<td></td>
</tr>
<tr>
<td>Special Commissioner, from 20th Nov., 1884, to 2nd Dec., 1885</td>
<td>4,003 3 8</td>
<td></td>
</tr>
<tr>
<td>Deputy Commissioner, from 20th Nov., 1884, to 2nd Dec., 1885</td>
<td></td>
<td></td>
</tr>
<tr>
<td>Acting Special Commissioner, from 2nd Dec., 1885, to 31st Jan., 1886</td>
<td>1,560 0 0</td>
<td></td>
</tr>
<tr>
<td>Assistant Deputy Commissioner, from 29th May, 1885, to 31st Jan., 1886</td>
<td>1,500 0 0</td>
<td></td>
</tr>
<tr>
<td>Private Secretary, from 29th Jan., 1885, to 31st Jan., 1886</td>
<td>741 19 1</td>
<td></td>
</tr>
<tr>
<td>Total</td>
<td>5,789 17 7</td>
<td></td>
</tr>
<tr>
<td>Salaries, Provisional and Temporary—</td>
<td></td>
<td></td>
</tr>
<tr>
<td>Medical Attendants</td>
<td>2,417 17 0</td>
<td></td>
</tr>
<tr>
<td>Naturalist, two months</td>
<td>16 9 0</td>
<td></td>
</tr>
<tr>
<td>Total</td>
<td>2,434 5 0</td>
<td></td>
</tr>
<tr>
<td>Allowances—</td>
<td></td>
<td></td>
</tr>
<tr>
<td>House Rent, Special Commissioner, from 3rd Jan. to 2nd Aug., 1885</td>
<td>1,058 6 3</td>
<td></td>
</tr>
<tr>
<td>Travelling Expenses of Special Commissioner and Staff, &amp;c.</td>
<td>325 10 11</td>
<td></td>
</tr>
<tr>
<td>Total</td>
<td>4,674 4 2</td>
<td></td>
</tr>
<tr>
<td>By Services (exclusive of Establishments)—</td>
<td></td>
<td></td>
</tr>
<tr>
<td>Stenographer Block—all</td>
<td></td>
<td></td>
</tr>
<tr>
<td>Receiving</td>
<td>3,102 15 2</td>
<td></td>
</tr>
<tr>
<td>Charter Money</td>
<td>2,319 17 6</td>
<td></td>
</tr>
<tr>
<td>Virtualising Commissioner, Staff, &amp;c.</td>
<td>372 5 6</td>
<td></td>
</tr>
<tr>
<td>Engine Store</td>
<td>192 4 5</td>
<td></td>
</tr>
<tr>
<td>Coal Age</td>
<td>794 2 8</td>
<td></td>
</tr>
<tr>
<td>Uniforms, &amp;c.</td>
<td>190 4 4</td>
<td></td>
</tr>
<tr>
<td>Marine Stores</td>
<td>173 16 6</td>
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<td>Materials, Freight, &amp;c.</td>
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<td>Trade for Natives</td>
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<td>Graphs, Tracing, and Postage</td>
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<td>Cal Hire</td>
<td>54 19 8</td>
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<td>Advertising and Printing</td>
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<td>Outfit for External Mission</td>
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<td>Incident Expenses</td>
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<td>By Advances—</td>
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<tr>
<td>Mr. D. Ghairville</td>
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<td>By Balance</td>
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<td>Total</td>
<td>123 4 10</td>
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<tr>
<td>By receipt of £15,171 13 4</td>
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<td>15,171 13 4</td>
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*Date is the late General Sir Peter Scruttle's Commissioner.*

H. H. ROMILLY,

**Acting Special Commissioner,**

Brisbane, 1st February, 1886.
CERTIFICATE OF AUDIT.

I hereby certify that I have examined the Accounts of the Protectorate of New Guinea, for the period between the 26th November, 1884, and the 31st January, 1886, amounting on the credit side to £10,049 8s. 6d., and on the debit side to £15,171 12s. 4d., as rendered by the Acting Special Commissioner, and find:

1. That all sums received have been duly brought to account; and that the several payments made have been correctly computed.

2. That, assuming the population of the several Australian Colonies, as ascertained at the Census of 1881, to be the basis of assessment (vide memorandum by the Honourable the Premier of Victoria, dated 4th June, 1885), Queensland has over-contributed for the year 1884-5 the sum of £320 16s. 3d., and Fiji, £27, whilst Tasmania has paid £20 8s. 2d. short of the proper amount, and Western Australia owes £415 16s. 9d., having contributed nothing.

3. That the "fixed salaries" paid have been either settled or approved by the Secretary of State.

4. That the "temporary or provisional salaries," and the personal allowance for "house rents" at the rate of £200 per annum up to the date of embarkation on board the Government Yachts, appear to have been determined by the late Special Commissioner.

5. That no cash-book or accounts were kept by the late Special Commissioner, the books now in use having been compiled with some difficulty in this office, at the request of Mr. Honnall, with the assistance of Mr. G. Seymour Fort, Private Secretary to the late Special Commissioner.

6. That vouchers in support of expenditure have not, as a rule, been prepared, or receipts obtained at the time of payment; but that, during the process of audit, they have, with few exceptions, been procured and certified by Mr. Fort, on behalf of the late Special Commissioner.

7. That, on the whole, I have every reason to believe that the several sums expended have reached the hands of the persons entitled to receive the same.

8. That advances—amounting in the aggregate to £1,525—have been made to the assistant Deputy Commissioner, at Port Moresby, to enable him to make payments in New Guinea on public account. From the payment records it appears that one-half of this sum has not been expended; the necessary vouchers in support of the expenditure, however, have not yet reached the Acting Special Commissioner.

In auditing the accounts of the late Special Commissioner, I have not considered myself called upon to express any opinion as to the manner in which the funds subscribed for the purpose of the New Guinea Protectorate have been expended. I do my duty, however, in view of the undue responsibility which has been thrown upon me on the present occasion, to point out the necessity for the employment by the Special Commissioner of an officer conversant with the mode of public accounting, in order that the financial transaction of the Protectorate may be regularly and systematically recorded.

At the instance of the late Special Commissioner, full directions for keeping and auditing the public cash and store accounts of the New Guinea Government were prepared by me, and supplied to General Scratchley for the use and guidance of his officers. These regulations, which have in the past been entirely ignored, will, I believe, if strictly adhered to, prevent any future complications in connection with the accounts.

W. L. G. Duke,
Auditor-General.

Department of Audit, Queensland,
1st February, 1886.

No. 17.
EXPEDITION TO BASE OF MOUNT OWEN STANLEY.

Sir Peter Scratchley undertook this expedition partly for the purpose of seeing the interior of the country, and partly also to see the houses built and other arrangements made by Mr. H. O. Forbes. Owing to the roughness of the country, the expedition had for the best part of the way to be accomplished on foot. The Astrolabe range was crossed at a height of nearly 3,000 feet. The country from Port Moresby to the base of the Astrolabe was similar to that seen in the northern parts of Australia, undulating country, dry parched-up soil, timbered with stunted gums, and covered with extensive patches of coarse grass. This is the hunting ground of the natives in the district, and swarms with wallaby and pigs, &c. After crossing the Astrolabe range the country became less broken, and extensive areas of undulating country, covered with thick coarse grass, and interspersed with patches of original forest, were passed through. The vegetation became more luxuriant, the River Taregi, flowing between steep and timbered banks, was crossed, and the indigo-rubber tree, wild ginger, bread fruit, &c., were found in its close vicinity.

A two days' march from the Astrolabe range brought us to Mr. Forbes' station. This house, of native materials, with a log of native trunks as a chimney, faced a natural basin through which flowed a small river, and on the opposite side of the river was the native village, behind which rose the series of steep and densely-wooded spurs leading to the summit of Mt. Owen Stanley. Everywhere in the vicinity of this station the soil was very fertile and the natives friendly. Mr. Forbes has two Europeans and twenty-five Malays at the station. He is at present busy engaged in making observations, collecting specimens of natural history and botany, and in making exploring expeditions. Although so near a certain extent prevails here, it is not of so violent a kind as that on the coast.

G. SEYMOUR FORT.

No. 18.
FIAR, CAPTAIN—KILLING OF—CIRCUMSTANCES OF OUTRAGE.

Captain Friar, of the schooner Lalla Rookh, was murdered at Hoop Iron Bay, Moresby Island, on 28th July, under the following circumstances:—He had been anchored in Hoop Iron Bay for three days; the natives had been friendly, but since his arrival had steadily increased in numbers; on the second day a native interpreter named Billy warned Captain Friar several times that the natives were going to kill him. Captain Friar treated these warnings with contempt. On the morning of the third day the native boy again warned Friar, but finding he would pay no attention, left the ship to go into the bush and say pigs: the carpenter was also sent ashore to cut wood. In the meantime large numbers of natives crowded round the
ship, and came on board. Suddenly one of them seized Friar from behind, and one in front cut his throat. The carpenter, who was on shore, was killed at the same moment in a similar manner.

**Motive for Killing.**

A chief, Bululau by name, who some time previously had been taken to Sydney by Baron Mitchell, Macleay, and was consequently acquainted with European habits, was persuaded to come on board H.M.S. Governor Blackall. With regard to the motive for the outrage, he stated that some years previously two natives had gone to Tsetse Islands and had there recruited on board Captain Friar's vessel; that they had worked for him for some time, but that both had been drowned one night while attempting to swim ashore from the vessel. No payment had been made for their death. Further, that amongst the natives who had been recruited from Hoop Iron Bay several had died, but that, when the Victoria returned those who remained, payment had been made for all those who had died except one. There were, therefore, three families whose relations had died away from their homes, and for whom no payment had been made. The three families, therefore, whose relations had died, and for whom no payment had been made, made it known to all the villages that they would murder the first white man who came to that part of the island.

**Punishment Inflicted.**

After two days spent in vainly endeavouring to get at the murderers, the vessels were obliged to return to Dinini Island, and nothing more in the shape of punishment than the capture of some canoes was effected. The canoes, however, of Friar and his carpenter were given up. A month or so afterwards H.M.S. Diamond returned to the bay and burnt down all the villages.

**G. SEYMOUR FORT.**

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**NO. 19.**

**A. GUISE AND CURRIE—CASE OF.**

**ORDER OF PROHIBITION.**

**S.S. Governor Blackall,**

Sir,

With reference to the proceedings before the High Commissioner's Court, held by me this day, I send you herewith an order prohibiting you to remain in British New Guinea, together with a copy of Section 25 of the Western Pacific Order in Council of 1877, under which the order of prohibition is issued.

I caution you that should I find you at Hula, or in any part of British New Guinea at any time, I shall enforce the powers conferred upon me by one of the said sections, which empower me to imprison you, or remove you in custody out of the limits of the Protectorate.

I am, Sir,

Your obedient servant,

P. H. SCRATCHLEY.

**ORDER OF PROHIBITION.**

Whereas Her Majesty the Queen, by a Commission under Her Majesty's Sign Manual and Signet bearing date the twentieth day of November, 1884, was graciously pleased to appoint me, Peter Henry Scratchley, to be Her Majesty's Special Commissioner for the Protected Territory in New Guinea; and as such Special Commissioner to do all such matters and things in the said Protectorate as in the interest of Her Majesty's service I may think expedient, subject to such instructions as I may from time to time receive from Her Majesty or through one of Her Majesty's Principal Secretaries of State.

And whereas it has been shown by evidence on oath to my satisfaction that R. Guise and W. J. Currie, British subjects, are disaffected to Her Majesty's Government, and are dangerous to the peace and good order of the Protected Territory in New Guinea.

Now, therefore, I do hereby prohibit the said R. Guise and W. J. Currie from living in the said Protectorate within the following limits, that is to say, from the 141st meridian of East longitude on the South Coast, as far as Mivo Rock on the North-East Coast, inclusive of all islands adjacent to the mainland, during two years from the date of this order.

Given under my hand, on board the s.s. Governor Blackall, at Hula, New Guinea, this sixteenth day of November, 1885.

P. H. SCRATCHLEY.

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**B. SUMMING UP BY SIR PETER SCRATCHLEY.**

*(Extract from Official Records.)*

The witnesses having been all examined, and the defendants called upon for their defence, Sir Peter Scratchley summed up as follows:

"This is a case of old standing. As far back as November last year, when the British Protectorate was declared, Renaki, the chief of Hula, complained in the strongest terms to Commodore Erskine of the acts and conduct of the defendants. He (Renaki) was warned by the Commodore not to take the law into his own hands, but to trust to the Queen's officers for justice to be done to his tribe. From a report made to H.M. Special Commissioner on the 18th of February last by Deputy Commissioner Remilly, of which the original copy has been produced and read before the Court, it appears that at the first convenient opportunity Mr. Remilly came to Hula and requested the accused to leave New Guinea by H.M.S. Magpie. He brought no charge against them, and they were removed. They were well aware, however, of the cause of their removal. Shortly afterwards, in March, one of the accused was informed by H.M. Special
Commissioner that he was not at liberty to return to New Guinea; yet he did return. In May last the defendants were warned by the Commissioner at Port Moresea that their return was in defiance of the orders of Her Majesty's Special Commissioner. In September, when the Special Commissioner paid his first visit to Hula, the chief, Renaki, came on board to complain to him of the conduct of the accused, and to remind him (Sir Peter Scobell) of Commodore Erskine's promise. He was told that Her Majesty's Special Commissioner would inquire into the matter on his return; hence the present proceeding. Now the evidence for the prosecution which has been given this day before the Court is not sufficient to convict the accused on the actual charge within the meaning of Section 26 of the Western Pacific Orders in Council, which requires proof that their acts and conduct were likely to produce and excite a breach of the peace. It is, however, clear to the Court that for the past twelve months the accused have followed no occupation, and have led dissipate and disagreeable lives, setting an evil example to the natives. In the opinion of the Court, their behaviour has brought the white man into disrepute and contempt in the eyes of the natives of Hula. Their attitude has been one of open and insulting defiance to Her Majesty's officers. They have thus done their best to weaken their authority. They have ignored the regulations issued by Commodore Erskine, by direction of Her Majesty, when the Protectorate was established, by settling down on the land without authority. For this reason, the Court is of opinion that the presence of the white men is dangerous to the peace and good order of New Guinea, and that they should be proceeded against in accordance with Section 25 of the Western Pacific Orders in Council. [Section here read.] The accused are discharged, and will be proceeded against by her Majesty's Special Commissioner as to the enforcement of Section 25."

No. 20.

A.

LEASES.

The different applications were for—

1. D'Arros Island, which is apparently in the hands of a syndicate.
2. Deliverance Island, on the north-west coast, latitude 9° 30' S., longitude 141° 35' E.
4. A large tract of land on the Chester River.

The claim to the three last-mentioned places was based on the ground of original discovery.

B. Aro Island.

These applications were all based on the ground of occupancy or original exploration.

G. SEYMOUR FORT.

B.

LEASES.

The LIST OF LANDS APPLIED FOR BY THE NEW GUINEA COMPANY.

Yule Island.—Long. 146° 30' E. This site is sought for the chief station of the company, on which it will establish a permanent mission, farming and trading depot, &c., as recommended in an address read at the Royal Colonial Institute, by Signor D'Albertis, Wilfred Powell, Esq. (December, 1878, and November, 1883.) (Vide pamphlet, page 3.)

Kobeth District.—Long. 146° 40' E. Starting from the eastern bank of Ethel River in line with and about half-a-mile north of Hall Sound; thence in a straight line east to the Aro River; thence along the western bank of the Aro River to the sea coast.

Coombe River.—Long. 146° 22' E. Starting from the coast inland along the western bank of this river to the base of Mount Yule; thence along such base of Mount Yule to the Maratta River, with a return south to the coast along the eastern bank, and east by the sea-front. (Vide pamphlet, page 4.)

Fly River.—Long. 143° E. From the sea coast along this meridian N. to the southern bank of the Fly River; thence to the east and west by the said river inner-banks, and along the sea coast to 143° E.

NOTE.—The small island of "Bampton" or "Milba" should be conceded with this plot for security, on which the agricultural mission, trading stores, and schools and workshops on the mainland for Maratta and neighbourhood would then be erected.

Baxter River.—Long. 142° E. From the sea coast along this meridian N. to the southern bank of the Baxter River; thence around E. and S. within the boundaries of the said river to its mouth, and thence along the coast to 142° E.

NOTE.—With this allotment the "Tallow Island" should be conceded, as, like Plot B, the land is low and swampy, wooded, without great outlay, to carry erections of a permanent character to constitute, as it would be desired, an important and extreme western station; besides it would be necessary for security, as the district will probably for some time be exposed to native raids and aggressive disturbance.

Boothless Island.—Long. 147° 17' E. Starting at the coast, say two miles west and east of the inlet, carrying the intermediate frontage; thence inland to the Laroki River, with such length of allotment E. and W. thereupon, with the intermediate land, as can be accorded back to the west and east starting points. (Vide pamphlet, page 5.)

Or, as an alternative plot.—Any other eastern point near Yule, which in the opinion of H. M. High Commissioner would be a desirable station for a township or city eventually, on which the company could create a port, erect wharfages, buildings, and occupy or portion the inland beneficially for colonization.

NEW GUINEA SYNDICATE.

13th August, 1883.
No. 21.

BOB LUMSE—KILLING OF.

Proceedings on 19th October, 1885.

On the morning of the 19th October, 1885, His Excellency Sir P. Scrutelley, Mr. Chalmers, Mr. Fort, and Lieutenant Powey, went to Hayter Island, and landed at Magikizena (the village where Bob Lumse was killed), in the bay of Gogetane. The chief was summoned and questioned with regard to the murder. He stated that Lumse did not deal fairly with the natives, and that they were constantly quarrelling; he called out of the accomplices of the murder by name, Kiam, who stated—

"For four Sundays we have been working for this man; to some he gave tobacco, to others tobacco, to no tobacco, saying to these last that he would pay them after he had been to Dinner Island. One afternoon we had a great quarrel with Bob. Langeno felt very angry. The next morning very early Langeno came to him, as he was sleeping close to where Bob slept, and said, 'Come and let us kill Bob'; he said. 'No, why should we kill our friend?' He saw that Langeno was much disturbed and was very angry. Langeno then took a spear and pierced Bob's neck close to the windpipe; in drawing out the spear it was broken. The others speared Bob after he was dead. Bob's head was not cut off."—Extract from Official Records.

No. 22.

MILLER, CAPTAIN—KILLING OF.

Circumstances of Outrage.

Captain Miller was murdered on a small island, off Normanby Island, on the 3rd of October, 1885.

The circumstances of the outrage, as obtained from native evidence, are as follows:—Captain Miller went, on the morning of the 3rd, in his schooner to Normanby Island. He had with him on board an Indian, a Muffin boy, a Chinaman, and an Australian black. His object in going to the island was to erect a smoke-house and fish for black-foxers. The natives appeared friendly, and collected stones for him. Suddenly two approached him from behind, and killed him, one butting him with a tomahawk, the other cutting his throat.

Motive for Murder.

From the investigations on the spot, which were conducted by Sir Peter Scrutelley himself, it was impossible to discover any motive for the murder. Miller had never been to the island before, and had done nothing to provoke the animosity of the natives. At the time, therefore, the outrage appeared to be actuated by a mere wanton bloodthirstiness. Afterwards, however, when at Port Moreby, the prisoner Diravera told the native interpreter that a brother of Nagodiri's and a cousin of Diravera's had been taken away with others in a labour vessel some years before; that the others had been returned, but that he, as well as others, had died in Queensland; that payment had been made for the others who had died, but that none had been made for his death; consequently, Nagodiri had determined to kill the first white man who came to the island, and he asked Diravera to help him.

Punishment Inflicted.

After two days had been spent in vainly endeavouring to capture the other murderer (Nagodiri), it was decided to burn down the cluster of villages to which Nagodiri belonged, but to spare the village to which Diravera, who had given himself up, belonged. The villages were accordingly burnt to the ground 14th October, but little resistance being offered by the inhabitants. Diravera was detained prisoner on board H.M.S. Diamond until the arrival of that vessel at Port Moreby, when he was formally handed over to the New Guinea Government. He is now a prisoner at Port Moreby, and as much use as possible is made of him in making roads and other occupations. The question of how to deal with him was not an easy one to settle. Upon the arrival of H.M.S. Dart, which happened to be surveying near Normanby Island, at the scene of the outrage, Diravera voluntarily came on board, bringing with him what he believed in all good faith was the proper payment of the murder, viz., a few arm-challs, a native basket, some tobacco, tortoise-shells, &c. He was, however, made prisoner, and handed over to Captain Clayton, of H.M.S. Diamond, by whom he was transferred to the Government. After he had been handed over to the Government, Sir Peter Scrutelley wrote a dispatch to the Secretary of State for the Colonies, explaining the circumstances of the case—the low value of life among the natives, and their universally recognised custom of receiving payment as compensation for murder. He recommended that Diravera should be kept a prisoner at Port Moreby for some ten or twelve months, after which he should be returned to his native island.

No. 23.

NATIVE SUPERSTITIONS.

It is not easy to grasp the absolute control which superstition exercises among barbarians, especially such primitive barbarians as those in New Guinea. To the New Guinea native a so-called superstition belief has no hypothetical basis—it is to him an instinct rather than idea—it is a force he is compelled, at all hazards, and in the face of all other countervailing tendencies, to obey.
The special form of expropriation to which these remarks refer is the belief that when a man dies out of his native village, even if he die a perfectly natural death, the happiness not only of his spirit, but also the future happiness of the spirits of his relations then living, depends upon one of two alternatives, either a payment or writgild must be paid by those amongst whom he has died, or a life of one of them must be taken. Unless one of these two alternatives takes place, there will be no present rest for the spirit of the deceased, or future peace for those of his relations.

The imperative necessity of recognising the force of this superstition was recognised by the Queensland Government who resolved to send back to their homes, in the S.S. Victoria in July, 1885, those natives who had been recruited in labour schemes from New Guinea and the adjacent islands.

It was the intention of the Government to have sent payment for every single bay who had died in Queensland. In one or two places, however, mistakes were made. At Hoop Iron Bay, where Fryan was murdered, payment for two natives who had died was accidentally omitted. At Narooma Island, where Miller was killed, the payment for one native who had died was omitted. According, therefore, to native belief, it was the most solemn duty of the relatives of those natives to kill the first Englishman they came across and Fryan and his carpenter, at Mossby Island—Miller, at Normanby Island—were sacrificed to this superstition.

G. SEYMOUR POINT.

No. 24.

NORTH-EAST COAST.—MEMO. BY MR. H. O. FORBES.

1. From Bentley Bay to the middle of Goodenough Bay the shores present a very abrupt and unriveting appearance, very precipitous and rocky, and scarcely anywhere clothed with vegetation other than coarse grass. From this part of the coast seaward into the interior would be extremely difficult, if not impossible. The evidences of numerous cutaneous were seen, nearly all quite dried up.

As far as can be seen from the deck, the geological character of the country changes in Goodenough Bay to sandstone rock, in which demolition has carved out the precipitous defiles and valleys which form so striking a feature of the westerly part of the bay.

Further eastward extended flats are seen between the shore and the coast hills. These flats, if not covered with salt-water marsh, ought to be valuable rice-producing lands, or, at any rate, good for coconut and sago plantations. Certainly those seen just before turning the head of the bay, which are considerably elevated above the sea-level, cannot but be productive land.

Not many villages were seen, but their non-existence is not by any means certain, or probable even.

2. Beyond the angle of Goodenough Bay the shore is far less steep, and more undulating, and from the sea looks very promising.

In Rawine Bay the natives were rather suspicious and timid, but they showed not the slightest hostility, only a most natural distress, of a race of people with whom they have evidently been seldom brought into contact. Their houses were poor, roofed slovily with palm leaves, and walled down to the ground with the same material. Their ornaments were also of an inferior make to any yet seen by us—earrings of coconuts shell, armlets of fern fibre or perhaps of hair (we did not obtain a specimen), and necklaces of small fragments of wood. Here we obtained a piece of cloth of the back of the tree used by the South Sea Islanders and by many tribes in the Eastern Archipelago, with rude designs in black and red painted on it. Cloth and beads were the only "trade" appreciated; knives were unknown to them, and of the use of tobacco they were quite ignorant.

The shores of Rawine Bay and on to Cape Vogel rose in a series of high bluffs, intersected by deep ravines; the strata, tilted up towards the shore, sloped back into the country. The undermost beds seen are of the fine argillaceous sandstone, becoming coarser in the upper beds as the top of the bluffs. The soil was rather poor, and produced only a coarse species of grass, but yet it is not so poor as not to produce maize.

The natives of Rawine Bay were from the perfectly friendly, appearing on the beaches quite unarmed. In fact, they were more eager in their desire to bring coconuts to the first who landed. They were, however, somewhat timid, and appeared to be not perfectly certain of our object and intentions in landing. The houses were desertable poor, and contained no armament of any sort, and destitute of all conveniences. We obtained a sling, and observed a few poor stone axes among them. They were unacquainted with the use of knives and of tobacco, but our gifts of red cloth and beads were most highly appreciated by them.

3. The shores—when we approached near enough to see the land distinctly—of Collingwood Bay, off Goodland Island (cf. Moreby's map), were low undulating slopes, stretching away into the interior; indeed only low mountains or hills could be seen for a great way inland, up, probably, to the high ranges in the centre of the island.

The westernmost point of this bay is very high, forming a promontory, built up by the abrupt Trafalgar and Victoria mountains; and along the coast from Hardy Point to Porlock Bay a series of deep inlets occur, many of which hide all the appearance of being fine harbours.

From Hardy Point all the way to Botany Cape (as the unnamed headland on the 8th parallel may be called) the country has a really very promising appearance, stretching from the coast towards the high ranges in a more or less gentle slope, and finely wooded.

Few villages along this portion of the coast, but the character of the immediate foreshore makes it probable that such villages as exist are situated behind the fringing vegetation. It was only after we had approached quite near to the shore that those in Holmeston Bay could be made out distinctly. If our experience of the natives here is any criterion of those in the district, they appear to be perfectly friendly and very insatiable, for they wanted a long way out to our boat (which could not approach close to land for want of water) with coconuts, and not a single individual carried a weapon of defence. The houses, as far as we could see, were poor, and the ornaments worn by the men, who were all circumcised, were also of a mean description. The use of tobacco was unknown to them, but red cloth and looking-glasses were much appreciated.
The friendliness of the natives along the coast wherever we have touched has been most remarkable, and one of the most encouraging facts obtained. Just before reaching B-undary Cape a deep inlet occurs, which, seen from the sea, has all the appearance of being a good and safe harbour, and valuable as being at the extremity of the Protectorate. Many rivers have been observed along the coast, showing these shores to be well watered, but their positions it has been impossible to fix accurately at present.

HENRY O. FORBES.

No. 25.  Promissory only.

NEW GUINEA COMPANY, LIMITED.

1st. The name of the company is "The New Guinea Company, Limited."

2nd. The registered office of the company will be situate in England.

3rd. The objects for which the company is established are—

(a.) To purchase the concessions, land-rights, and all other titles to land in the British territory of Southern New Guinea, which may have been acquired under the authority and consent of Her Majesty's Government by the New Guinea Syndicate, Limited, at and for the sum of—

[followed by details of amount and delivery conditions]

(b.) To cultivate, farm, sell, rent, lease, exchange, or parcel out for allotment any portions of the lands of the company, and to erect farm cottages, homesteads, factories, machinery, and buildings thereon.

(c.) To fence in and use any lands of the company for agricultural or other purposes. To employ natives or other labourers. To cooperate with native or other inhabitants of New Guinea for the cultivation and growth of grain, sugarcane, tobacco, breadfruit, and other like plants or cereals, and to supply seeds or plants for the purpose thereof upon such terms as to profit as may from time to time be agreed upon.

(d.) To plan and erect, or aid in the work of erecting, suitable dwellings for workpeople on the lands of the company. To construct, or aid in the construction of roads, canals, drains, or other works necessary to the lands and the purposes of the company, both within, and, upon agreement, outside the boundaries of such lands.

(e.) To erect trading establishments, stores, houses, and farm buildings upon the lands of the company; to purchase, manufacture, and trade in stores of all kinds, including coals, seeds, implements, tools, and all such other articles and materials as may be necessary for the cultivation of lands, or for the maintenance of the British territory.

(f.) To erect, or aid in the erection and support of agricultural and industrial schools adjacent to the trading establishments of the company, and to employ European teachers in connexion therewith.

(g.) To construct, purchase, or rent premises for the purposes of the company in England, and to sell, sublet, or exchange such premises or any parts thereof.

(h.) To mine and develop any deposits of gold, tin, copper, antimony, nickel, bismuth, coal, or other minerals; dig and quarry stone, brick-earth, clay, or other deposits discovered within the lands of the company. To erect buildings, machinery, and appliances for mining, and, by agreement, to acquire water-wheels, engines, or other appliances necessary to such purposes, or any of them, outside the boundaries of such lands. To rent or lease mineral properties within the said British territory; to explore, develop, furnish, maintain, and equip such properties with all necessary appliances, and to carry on the business of mining, reducing, and smelting company.

(i.) To grant leases or take-notes for mixing purposes in or over any of the lands of the company either at dead-rents or royalties, or both, as may be agreed upon; to accept paid-up shares or debentures in other companies as consideration for granting such leases or take-notes, and to hold, sell, or otherwise dispose of such debentures or shares as may be deemed expedient.

(j.) To purchase and erect on the lands of the company, buildings, machinery, and all necessary appliances for refining and smelting, and to carry on the business of purveyors of preserved meat, for sale or for exportation.
(m.) To apply for grants of land from the British Government by way of subsidy for each statute adult introduced into the colony by the company; to apply for like grants of land for each trading establishment and for each agricultural and industrial school built and owned by the company; and also to apply for such like grants in consideration of any outlay in roads, works, or erections in the colony which, in the judgment of Her Majesty's High Commissioner, may be deemed permanently advantageous to the trade and growth of that part of Her Majesty's dominions.

(n.) To apply, from time to time, for grants or loans of money from any public fund voted by Her Majesty's Parliament in aid of emigration, colonization, or colonial land improvements.

(o.) To borrow on debentures or other securities, and take up moneys at interest for the purposes of the company to the extent of one-fourth of the subscribed capital of the company, to pay off the same, and, if necessary, in like manner to re-borrow from time to time as the directors may consider essential to its interests.

Lastly. And the doing of all other things as are or may be incidental or conducive to the attainment of the above objects, or any of them.

4th. The liability of the members is limited.

5th. The capital of the company is one hundred thousand pounds, divided into twenty thousand shares of five pounds each, with powers of increase.

No. 26.

NATIVE TEACHERS—INSTANCES OF COURAGE, ETC.

The following two accounts instance the high courage and manly character of the native teachers—

On one occasion some trading canoes belonging to the Motu tribe, and coming from westward to Port Moresby, were blown in a gale of wind past that port and wrecked on a reef at Arora. The people at Arora were the deadly enemies of the Motu tribe, and cannon were at once prepared to attack and capture the shipwrecked Motuans. The native teacher, however, at imminent risk to his life from either party, interposed, persuaded the Arora warriors to return, and this succeeded in saving the lives of nearly 60 Motuans. The force of this fact can only be realized by those who know what it is to stem the current of a large number of armed natives bent on slaughter and bloodshed, especially bloodshed which the force of circumstance has caused them to consider theirs by right. In recognition of the bravery shown by the native teacher on this occasion, he was presented by Sir Peter Stenholley with a silver watch engraved with the words, "From the Great Queen Victoria." The native teacher at Dimer Island was also presented with a watch of a similar character in recognition of the services rendered by him on the occasion of Captain Friar's murder, when, at imminent risk to his own life, he rescued the schooner belonging to the murdered captain. Upon hearing the news of the murder, he had at once gone to the scene and found the natives getting the ship. He then drove them off, and navigated her back to Dimer Island.

G. SEYMOUR FORT.

No. 27.

PROCLAMATION.—COMMODORE ERSKINE.

By JAMES ERKINSTONE ERKINSTE, Esquire, Commodore 2nd Class, A.D.C. to the Queen, and Senior Officer of H.M. Ships and Vessels employed and to be employed on the Australian Station.

Having received instructions from Her Majesty's Government to proclaim and establish a British Protectorate over the southern shores of New Guinea:

By virtue of the power and authority to me given, I hereby direct that the following regulations are to be strictly complied with, pending the arrival of the High Commissioner:

1. Mr. Deputy Commissioner Ramlily, on my departure from the New Guinea coast, will assume temporary charge of the Protectorate, and will exercise the powers and authority vested in him as a Deputy Commissioner.

2. Port Moresby is to be the sole port of entry for goods, &c., within the limits of the Protectorate.

3. Captains of all ships, on arrival at Port Moresby, are hereby required to produce their manifest and papers for the inspection of the Deputy Commissioner, and no spirits, liquors, or armaments are to be landed without his written consent.

4. A copy of the proclamation is to be handed to the captain of any vessel arriving, together with a copy of these regulations.

5. No firearms, gunpowder, dynamite, or any explosives are to be landed under any circumstances.

6. No settlement or acquisition of land is on any account to be permitted.

7. The captain of any vessel arriving at Port Moresby is hereby required to declare and report if he has any infectious disease on board.

Given under my hand, on board Her Majesty's ship Nelson, at Port Moresby, New Guinea, this fourteenth day of November, 1881.

(Sgd.) JAMES E. ERKINSTE.
By His Excellency Sir Arthur Hunter Palmer, Knight Commander of the Most Distinguished Order of St. Michael and St. George, President of the Legislative Council of the Colony of Queensland, and Administrator of the Government thereof.

Whereas it has been reported to His Excellency the Administrator of the Government in Council that certain persons have recently purchased a large area of land from the Natives of the Kavadi District in New Guinea: And whereas it is deemed expedient and necessary to discourage all traffic in land with the Natives of that Island pending the Territory being placed under the jurisdiction of Great Britain: Now, therefore, I, Sir Arthur Hunter Palmer, the Administrator of the Government aforesaid, with the advice of the Executive Council, hereby declare that, in the event of the Territory of New Guinea being annexed to the Colony of Queensland, all purchases of land made previous to such annexation will be deemed to be illegal and treated accordingly; and that it is highly probable such purchases will be deemed to be illegal and repudiated by the Federated Colonies, should the Territory be placed under their jurisdiction, and by the British Government under any form of Imperial control.

Given under my hand and seal, at Government House, Brisbane, this twenty-fourth day of October, in the year of Our Lord One thousand eight hundred and eighty-three, and in the forty-seventh year of Her Majesty's reign.

By Command,

THOMAS MCILRATH.

GOD SAVE THE QUEEN!

No. 29.

NEW GUINEA.

Queensland Government Gazette, 10th October.

NOTICES BY HIS EXCELLENCY HER MAJESTY'S SPECIAL COMMISSIONER FOR THE PROTECTED TERRITORY IN NEW GUINEA.

The following Notices are published for general information and guidance:

Officers and Government Agents.

1. Captain Anthony Mongroves (who has been appointed a Deputy Commissioner for the Western Pacific) has been placed in charge of Port Moresby and the coast extending from Hull Sound to Round Head.

(L) To carry on the business of land and financial agents in England and New Guinea, to act as brokers or agents, either separately or in conjunction with others, in the promotion and issue of any loan or loans of money which may hereafter be borrowed by the Government of New Guinea in Great Britain; and to undertake, on commission or otherwise, any other agencies which may be conveniently conducted with the company's business. To establish agencies in Great Britain for promoting emigration to the said British territory; to make advances of money on security, or afford assistance to intending emigrants thereto; and to aid in locating and, if practicable, in providing work and labour for immigrants introduced by the company into New Guinea.

2. The Honourable John Douglas, C.M.G., Government Resident at Thursday Island, has, with the permission of the Queensland Government, accepted the position of Government Agent for the Protectorate.

3. Officials will be appointed at other points of the coast when required or necessary.

Portions of Coast unsafe to Traders and others.

Traders and others are cautioned against visiting the following portions of the coast and islands in the Protectorate—From Epupaum to Santa Cape (including Moresby Island), D'Entrecastaux Group, Engineer Group, Woodlark Group, Jurien and Jowunsey Islands; also from East Cape to the German boundary on the north-east coast.

Permits.

Persons desirous of visiting, exploring, trading, or cutting timber within the limits of the Protectorate are informed that they must apply by letter to Her Majesty's Special Commissioner for permits. They must specify in detail for what purposes the permit is required, giving the names and addresses of their partners (if any) who may be connected with the undertaking.
Letters for Her Majesty’s Special Commissioner.

Letters for Her Majesty’s Special Commissioner should be addressed to the care of the Postmaster at Cooktown, by whom they will be forwarded to His Excellency.

Mails.

There is no regular mail service to New Guinea, but letters are forwarded by all vessels proceeding to Port Moresby from Cooktown.

Registration of Vessels trading to New Guinea.

Vessels trading to New Guinea will be registered at Port Moresby.

Regulations made by Commodore Erskine at Port Moresby on the 6th November, 1884.

1. Port Moresby is the sole port of entry for goods, &c., within the limits of the Protectorate.
2. Captains of all ships on arrival at Port Moresby, are required to produce their manifests and papers for the inspection of the Deputy Commissioner, and no spirituous liquors are to be landed without his written consent.
3. No fire-arms, gunpowder, dynamite, or any explosives are to be landed under any circumstances.
4. No settlement or acquisition of land is on any account to be permitted.
5. The captain of any vessel arriving at Port Moresby is required to declare and report if he has any infectious diseases on board.

The Miassar Gold Prospecting Association.

An association, styling itself the Miassar Gold Prospecting Association, has not been recognised by Her Majesty’s Special Commissioner, and it does not possess a permit to explore or prospect for gold or minerals in British New Guinea.

Given at Port Moresby, under my hand, this nineteenth day of September, 1885.

G. SEYMOUR FORT,
Private Secretary.

P. H. SCRATCHLEY,
Her Majesty’s Special Commissioner.

Note.—The landing of fire-arms and ammunition for the personal use of persons possessing permits from Her Majesty’s Special Commissioner will be allowed by a written permission from the Deputy Commissioner at Port Moresby.

No. 30.
REID'S CASE.

Proceedings on 14th October, 1885.—(Extract from Official Records.)

His Excellency Sir Peter Scratchley, Captain Chayton, and Mr. Chalmers landed on the afternoon of 14th October, at Snake Island (Tupe-tupe), where Reid was killed in December, 1884.

The natives were asked to make a statement about the matter.

The Rev. J. Chambers, \{ Interpreters.
Kumate,

They said that Reid troubled their women much; when women went to the well for water, Reid would follow and try to extort them into the bush by giving them tobacco. He would sometimes seize hold of them and try to drag them in. We often spoke to him, but he always threatened he would shoot us, and we were afraid. He has forcibly bad connexion with women, and husbands finding fault, he has threatened to shoot them, and they were afraid. On the night before his murder he slept with a woman, and in the morning going to his house found that some things had been stolen. He charged Ureore, a native boy who was acting as his servant, with stealing them. The boy denying, Reid got angry, and struck the boy with the stock of his revolver on the back of his head. The boy cried bitterly, and his elder brother Makoski took a spear, threw it, and wounded Reid in the back, as he thought his brother was going to die. Reid ran to the water, and Doevesi threw a spear, which struck Reid on the side. Reid tried to swim off to his cutter and got alongside, when Makoski, who had taken a rifle from a Chuanman’s hut close by (the Chuanman being absent), fired, but did not wound Reid. Finding he did not know now to shoot, he handed the rifle to Arupata, a relation of his from Noce, South Cape, then living at Tupe-tupe.

Arupata then fired, and shot Reid through the head when he was getting over the side of his cutter.

S.S. Governor Blackall,
14th October, 1885.

(G. SEYMOUR FORT,
Private Secretary.

No. 22.
REID’S CASE.

Proceedings on 15th October, 1885.

EXAMINATION OF WITNESSES ON BOARD S.S. "GOVERNOR BLACKALL."

(Extract from Official Records.)

Moses (native of Lavea Bay) was asked to make a statement of the case in English, but was wholly unable to do so. It is to be noted that this is the same Mr. J. Bevan, in his article in the Daily Telegraph of Sydney, 35th July, 1885, stated could speak "excellent English."


He then stated (by interpreters) that he was in Queensland when Reid was killed. When he returned to Slade Island he asked the people why they had killed Reid. They told him he was a troublesome man. He used to give tobacco to the women, and tried to get them to go into the bush with him; they not consenting, he seized them, put his hands under their petticoats, and handled their breasts.

Makasoki’s wife went with Reid, and committed adultery with him several times. Makasoki became angry, and went to Reid’s house and stole some cloth. When Reid returned and found the cloth missing, he accused Makasoki’s younger brother, and asked him where the cloth was. The boy said he did not know.

The boy knew that his elder brother’s wife had committed adultery; he also knew that Makasoki had taken the cloth. When he denied it, Reid took his revolver and struck him with the butt end. Blood came from his nose and ears, and the boy seemed dead for a short time, but afterwards ran into the bush, crossed the hill, and came to the village of Tupana.

The people went and fetched the boy from the village, and carried him as if dead; they took him to his home, and laid him down as dead.

Dobrevesi thought he was dead, and seized a broad sword, rushed out, and struck Reid across the shoulder blade.

Reid ran to his house, got his revolver, ran down to the shore, and fired, wounding Gidao. When he had done this he swam out for his cutter.

Makasoki rushed to the Chinaman’s boat and took his rifle and fired, but did not wound Reid. Reid was getting into his boat when Aropans fired and shot him through the head. His body fell into the water. The people let it go. They did not cut off his head—(this affirmed emphatically by two witnesses). When news of the murder reached Tsete Island, some people came and took the boat away.

Memorandum of a purchase of land effected this day at South Cape, New Guinea, from Pusa, native landowner, in the village of Sunu, on the north side of Stacey Island.

The boundaries of the land, commencing from the beach on the north side of the island, in the village of Sunu, up a creek and water-course and across a saddle of the hill, down another water-course on the north side as far as the sea in the Bay of Tantche, were perambulated.

The persons present during the perambulation have affixed their names hereunder at A.

The amount of trade given for the land, including two native hats, is as follows:—1 axe, 1 adze, 3 tomahawks, 3 sheath-knives, 1 glass knife, 12 looking-glasses, 1 bundle of hoop-iron in small pieces, 6 long pipes, 12 short pipes, 3 wooden pipes, 1 piece Turkey red cloth, 1 piece trade handkerchiefs, 5 lbs. tobacco, 1 ginlet. And in the presence of the undersigned, whose names appear at B.

Batted at South Cape this seventh day of October, 1885.

P. H. SCRATCHLEY.
JAMES CHALMERS.
G. SEYMOUR FORT.
W. DOYLE GLANVILLE.
KUMAITE, Native Interpreter.

Present as giving away of trade articles, and heard Pusa say he was satisfied.

P. H. SCRATCHLEY.
JAMES CHALMERS.
G. SEYMOUR FORT.
KUMAITE, Native Interpreter.

NOTE.—We were accompanied in our perambulation of boundaries by a large party of natives.

P. H. S.
G. S. F.

S.S. Governor Blackall, 15th October, 1885.

No punishment was inflicted in this case.—G. S. F.

No. 31.

SOUTH CAPE.—PURCHASE OF LAND.

(Extract from Official Records.)

(Signed) G. SEYMOUR FORT,
Private Secretary.

S. F.
No. 32.

SOUTHERN NEW GUINEA.

APPROXIMATE GEOGRAPHICAL POSITION OF MANY OF THE ISLANDS, BAYS, CAPES, RIVERS, AND DISTRICT VILLAGES, ETC.

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<th>E. long.</th>
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<tr>
<td>A deco River</td>
<td>145 15 7 45</td>
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<td>Arid River</td>
<td>144 20 7 36</td>
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<tr>
<td>Amazon Bay</td>
<td>149 20 10 24</td>
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<tr>
<td>Annie River</td>
<td>145 27 7 48</td>
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<td>147 5 9 20</td>
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<tr>
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<tr>
<td>Beona Village</td>
<td>147 7 9 18</td>
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<td>Beetsless Inlet</td>
<td>147 17 9 18</td>
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<td>Bristow Island</td>
<td>143 15 9 10</td>
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<td>Brunner Island</td>
<td>150 45 10 48</td>
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<tr>
<td>Cape Blackwood</td>
<td>146 25 8 30</td>
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<td>Cape Possession</td>
<td>146 15 9 18</td>
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<tr>
<td>Cape South</td>
<td>150 20 9 6</td>
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<td>Cape Sucking</td>
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<td>Williams River</td>
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No. 33.

WEBB—KILLING OFF.

Webb and his wife were murdered at Milpoot Bay in July or August, 1884. From native evidence obtained by Mr. Romilly, it would appear that the murder was committed in cold blood and under circumstances of great brutality. Captain Mars, of H.M.S. "Soverign," who visited the scene of the outrage, was, however, unable to obtain any evidence, and was attacked by the natives.

The s.s. Governor Blighoff, H.M.S. Diamond and Anora visited the spot in October last. After two days spent in vainly endeavouring to come to a parley with the natives, several of the villages on the hills surrounding the bay were shelled. This was the only punishment possible. The villages were perched on heights up which it would have been impossible to send an attacking party.

Sir Peter Scratchley afterwards visited Toulon Island, where Webb had been staying previous to his murder. He was there informed that the natives of Milpoot Bay were the bitter enemies of the Toulon islanders, and that they had warned Webb not to go to the bay, as he was regarded as a friend of the Toulon people, and could certainly be killed.

It may be stated that Webb had borne a very bad character for brutal and dishonest dealings with the natives.

G. SEYMOUR FORT.

By Authority: JOS. FISHER, Governor Protem, Melbourne.