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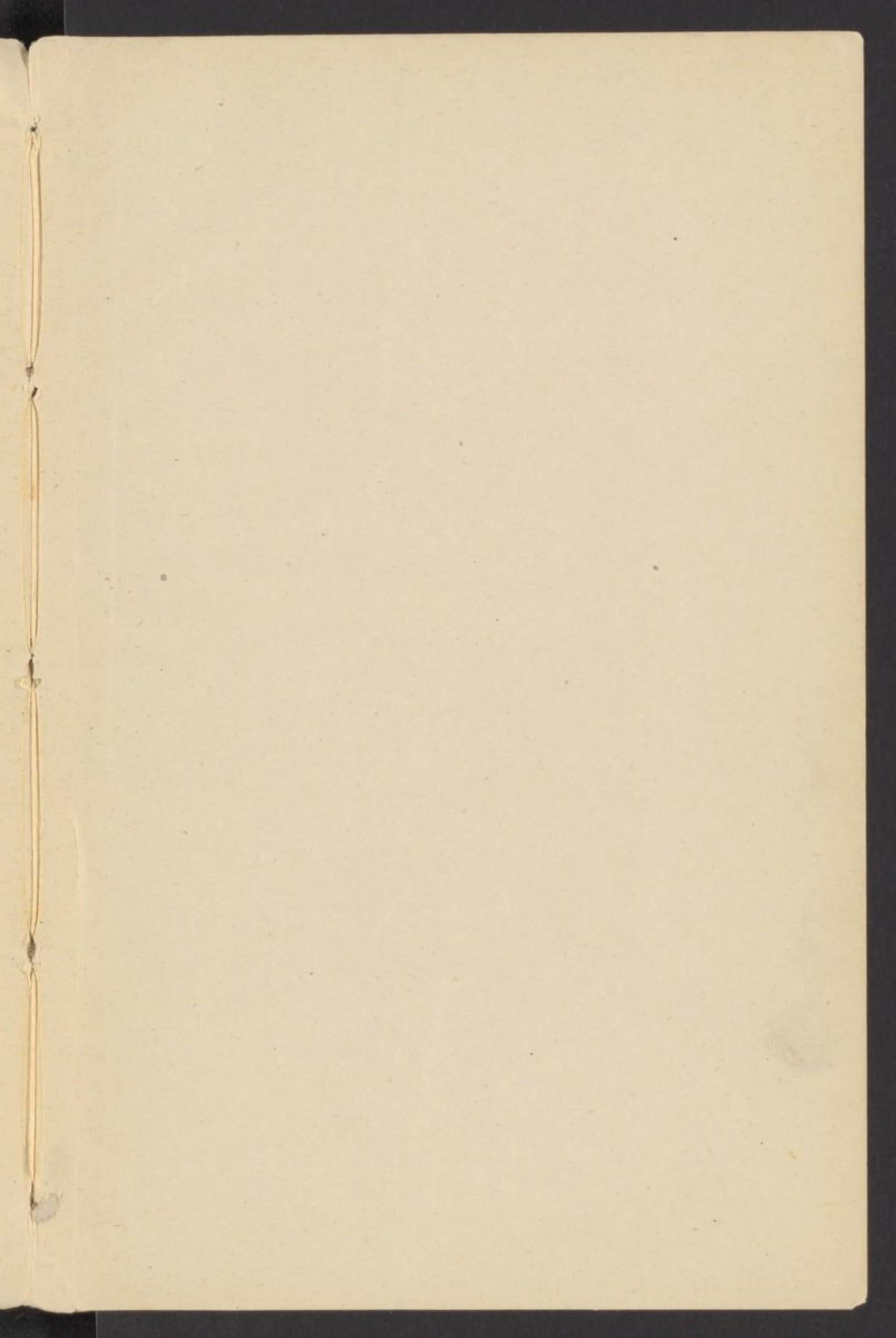
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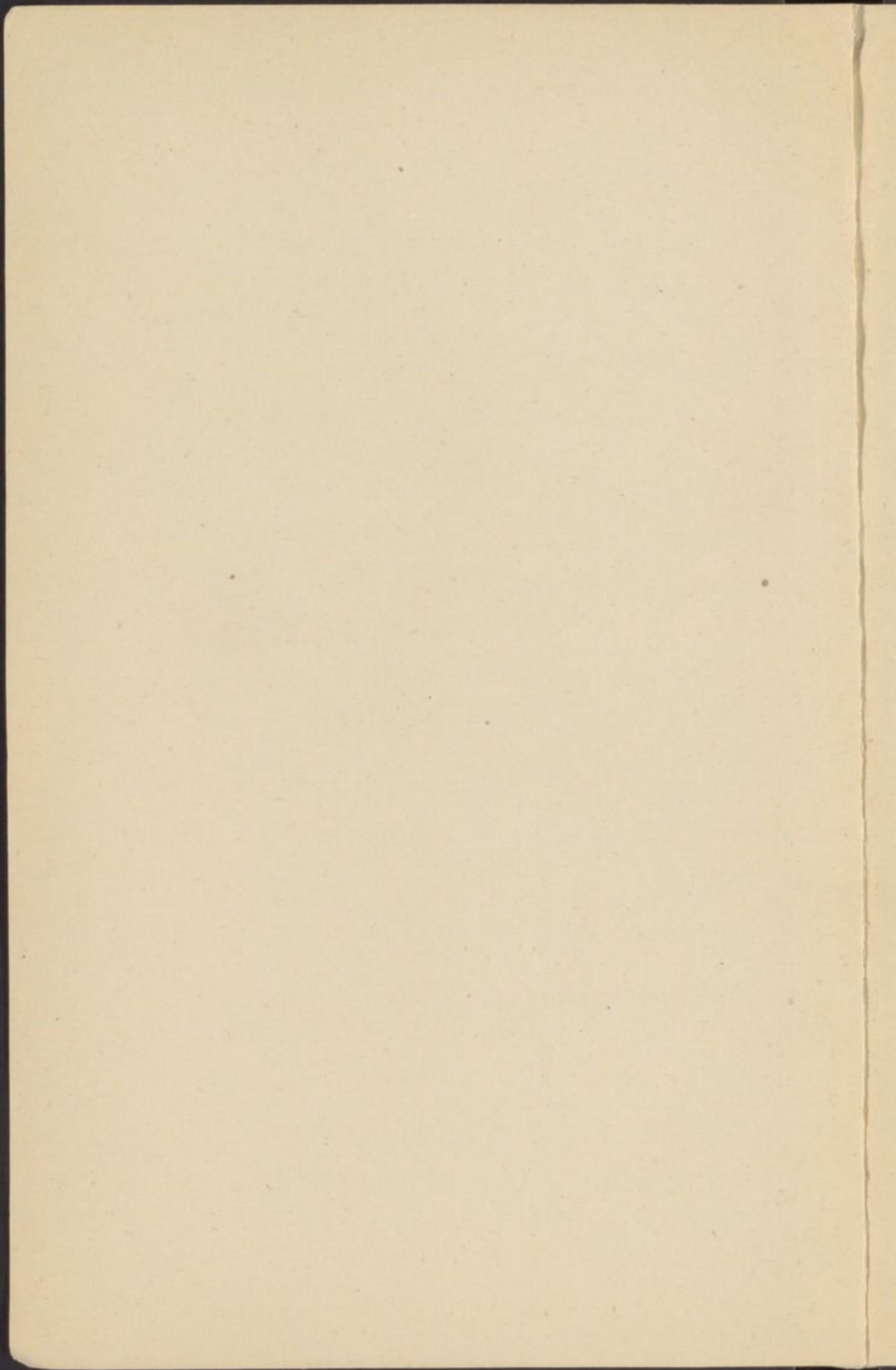


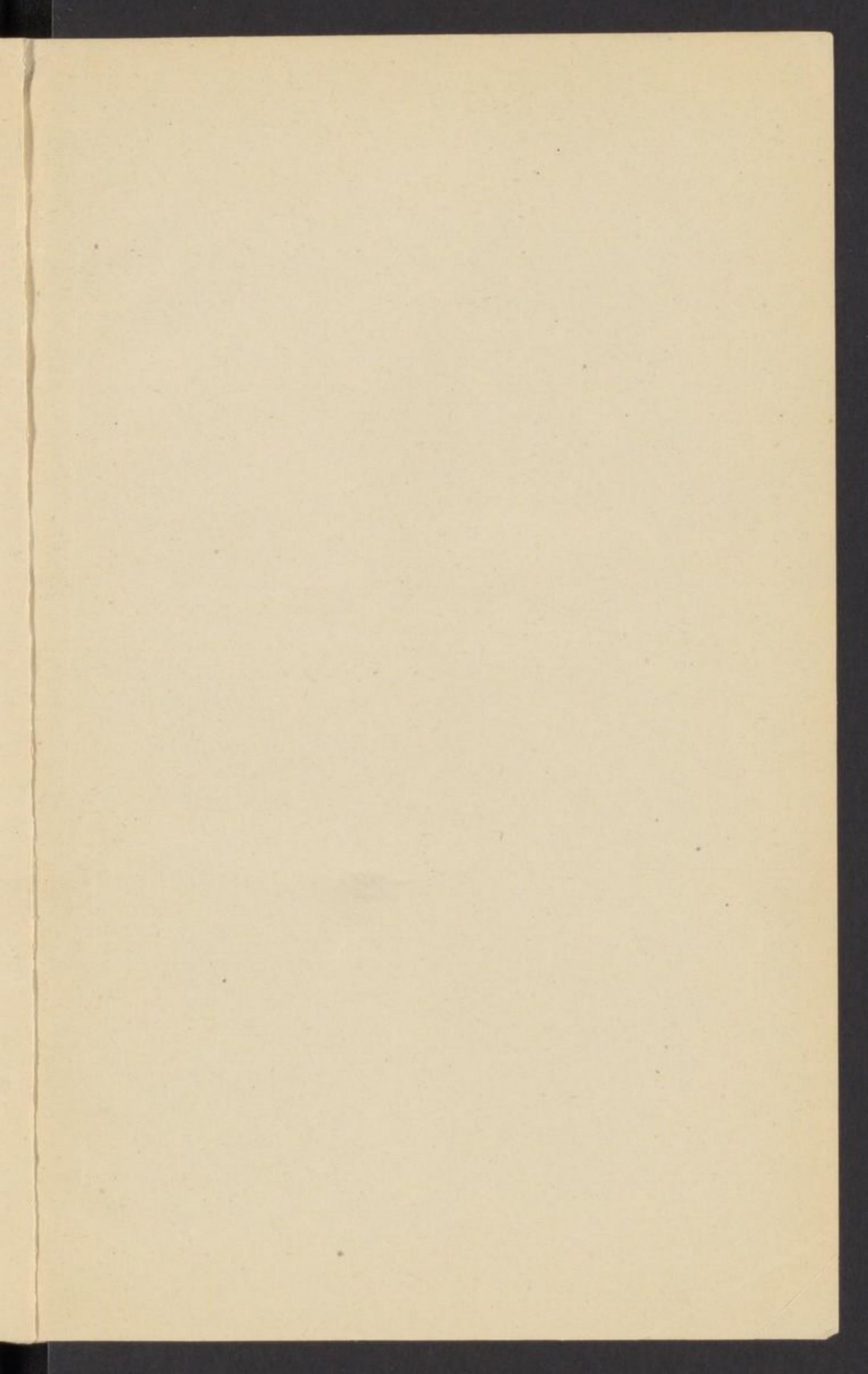


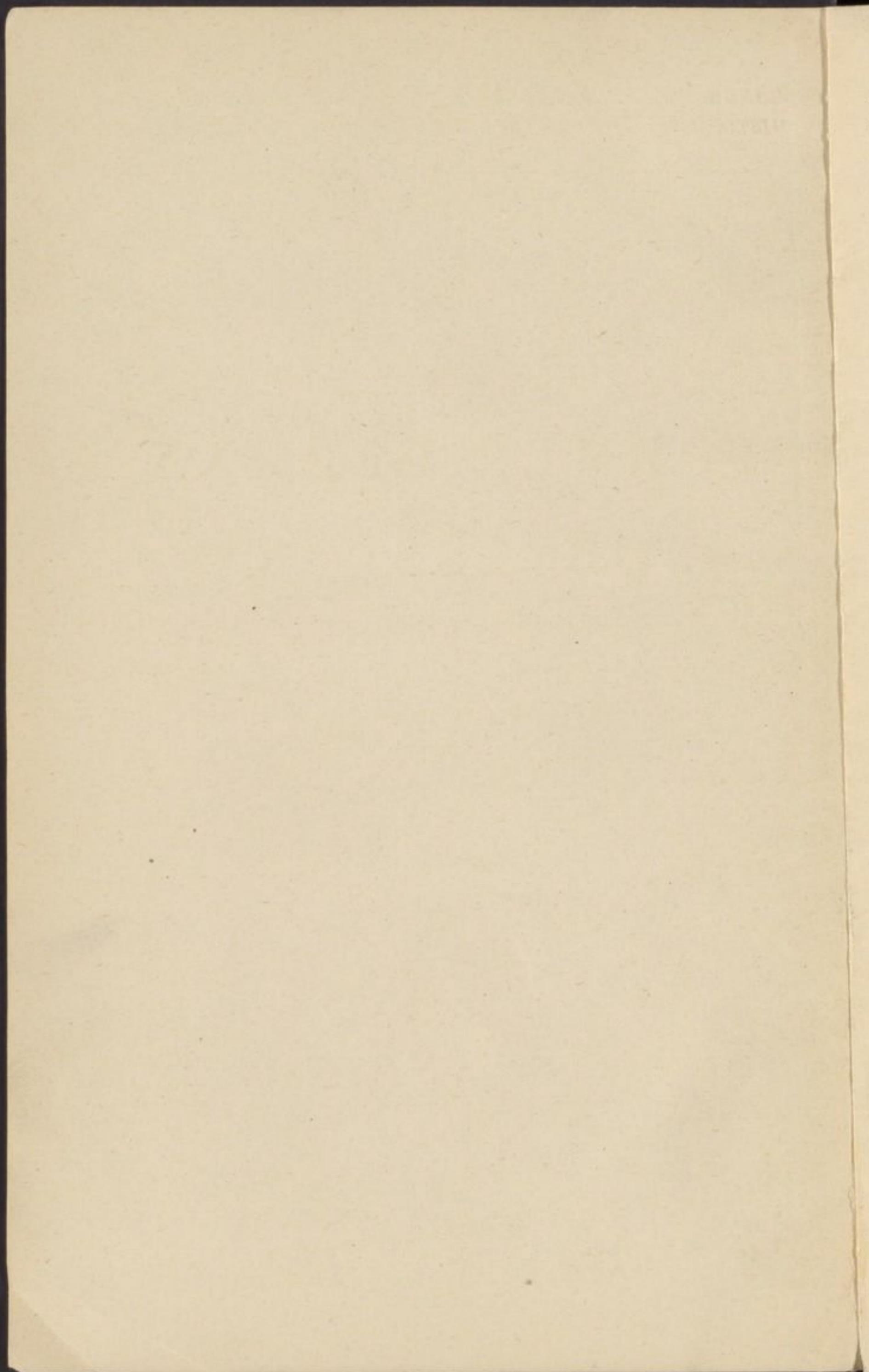
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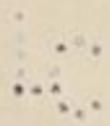
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Editorial Note.

IN the spring of 1917 the Foreign Office, in connection with the preparation which they were making for the work of the Peace Conference, established a special section whose duty it should be to provide the British Delegates to the Peace Conference with information in the most convenient form—geographical, economic, historical, social, religious and political—respecting the different countries, districts, islands, &c., with which they might have to deal. In addition, volumes were prepared on certain general subjects, mostly of an historical nature, concerning which it appeared that a special study would be useful.

The historical information was compiled by trained writers on historical subjects, who (in most cases) gave their services without any remuneration. For the geographical sections valuable assistance was given by the Intelligence Division (Naval Staff) of the Admiralty; and for the economic sections, by the War Trade Intelligence Department, which had been established by the Foreign Office. Of the maps accompanying the series, some were prepared by the above-mentioned department of the Admiralty, but the bulk of them were the work of the Geographical Section of the General Staff (Military Intelligence Division) of the War Office.

Now that the Conference has nearly completed its task, the Foreign Office, in response to numerous enquiries and requests, has decided to issue the books for public use, believing that they will be useful to students of history, politics, economics and foreign affairs, to publicists generally and to business men and travellers. It is hardly necessary to say that some of the subjects dealt with in the series have not in fact come under discussion at the Peace Conference; but, as the books treating of them contain valuable information, it has been thought advisable to include them.

It must be understood that, although the series of volumes was prepared under the authority, and is now issued with the sanction, of the Foreign Office, that Office is not to be regarded as guaranteeing the accuracy of every statement which they contain or as identifying itself with all the opinions expressed in the several volumes; the books were not prepared in the Foreign Office itself, but are in the nature of information provided for the Foreign Office and the British Delegation.

The books are now published, with a few exceptions, substantially as they were issued for the use of the Delegates. No attempt has been made to bring them up to date, for, in the first place, such a process would have entailed a great loss of time and a prohibitive expense; and, in the second, the political and other conditions of a great part of Europe and of the Nearer and Middle East are still unsettled and in such a state of flux that any attempt to describe them would have been incorrect or misleading. The books are therefore to be taken as describing, in general, *ante-bellum* conditions, though in a few cases, where it seemed specially desirable, the account has been brought down to a later date.

G. W. PROTHERO,

General Editor and formerly

Director of the Historical Section.

January 1920.

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I. GEOGRAPHY PHYSICAL AND POLITICAL

THE former German island possessions in the Pacific Ocean in 1914, and their approximate land areas in square miles, were as follows:—

New Guinea Protectorate:

Kaiser Wilhelmsland	...	...	...	70,110
Bismarck Archipelago (with Bougainville and Buka)	...	...	...	21,700
Caroline and Palau (Pelew) Islands	...			550
Mariana Islands (excluding Guam)	...			241
Marshall Islands (with Nauru Island)				176
Samoa	...	...	...	1,000
Total	...	...	...	93,777

With the exception of Samoa all these islands lie in the western Pacific, embracing practically all the islands between New Guinea to the south, the Philippines to the west, the parallel of 20° north and about the meridian of 172° east. Within this area there are, however, certain islands which did not belong to Germany, principally the British Solomon Islands and the island of Guam (United States). There were no islands of disputed ownership within the German area.

Kaiser Wilhelmsland and the Bismarck Archipelago (including Buka, Bougainville, and other outlying islands) constituted German Melanesia; the Caroline, Palau, Mariana, and Marshall islands constituted German Micronesia.

KAISER WILHELMSLAND

(1) POSITION AND FRONTIERS

Kaiser Wilhelmsland was the northern section of eastern New Guinea. Between it and British New

Guinea, or Papua, the boundary ran from the east coast along the parallel of 8° south as far as 147° east longitude, thence by a straight line to a point at 6° south latitude and 144° east longitude, and thence by a straight line to the meeting-place of 5° south latitude and 141° east longitude. Between it and Dutch New Guinea the boundary was the meridian 141° east longitude. The area, including islands off the coast, covered 70,110 square miles, or about 22 per cent. of the total area of the island of New Guinea. The boundaries were good natural ones, and were so fixed owing to troubles with the natives, although they are practically inaccessible except to the hill tribes. European influence has never reached the frontier lands between German, British, and Dutch New Guinea from any direction.

(2) SURFACE, COAST, AND RIVERS

Surface

The interior is rugged and mountainous, with heights reaching to over 11,000 ft., but it is little known. The mountain ranges approach the coast, leaving comparatively little land near sea-level, but this narrow strip is extraordinarily fertile. All trade and communications are by sea along the coast, and the interior is left wholly to the native population.

Coast

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

Rivers

Little is known of the rivers of Kaiser Wilhelmsland, but the Sepik or Kaiserin Augusta and the Ramu are navigable. The many hill streams afford an abundant water supply, which is said to be of good quality.

(3) CLIMATE

The climate near sea-level is hot and moist all the year round, with a mean temperature of about 80° F. (26.5° C.). There is no cool season, and rain falls in all months. In Astrolabe Bay and in the west of the country the heaviest fall is from November to March, a season during which north-westerly winds prevail. In the east, round Huon Gulf and Finschhafen, the rainiest season is from May to September. The annual rainfall on the coast varies from 100 to 150 in. (2500 to 3750 mm.).

(4) SANITARY CONDITIONS

The climate is unhealthy. Dysentery is prevalent among the natives, and epidemics are frequent. There have been occasional outbreaks of small-pox. Elephantiasis occasionally occurs, and a skin disease known as Tokelau ringworm is common.

Malaria, dysentery, and other tropical diseases attack Europeans, and the death-rate is high. It does not seem probable that Europeans are ever likely to thrive in Kaiser Wilhelmsland, as, even apart from diseases, the enervating nature of the climate is very trying.

(5) RACE AND LANGUAGE

The natives are for the most part mixed Papuans and Melanesians, split up into many tribes, between whom there is continual strife. Head-hunting and cannibalism are practised. The unwillingness of the natives to work has led to the importation of labour from the Admiralty and Bismarck Islands, and Buka (Solomon Islands), as well as from Java.

The medium of intercourse between traders and natives is chiefly *bêche-de-mer* English, but efforts to spread the German language met with some success.

(6) POPULATION

The native population is estimated at about 545,000; the white population in 1913 was 968. There were also about 100 Chinese. There are many small native villages, but the only places of importance are the European trading stations on the coast such as Finschhafen, Stephansort, and Friedrich Wilhelms-hafen. Under German rule Kaiser Wilhelmsland was administered from Rabaul, in New Britain.

BISMARCK ARCHIPELAGO

(1) POSITION AND EXTENT

The Bismarck Archipelago includes all the islands between the Equator and 8° south latitude, and between 141° and 154° east longitude, as well as a few small groups farther east. Within this area are New Britain or Neu Pommern, the Duke of York Islands or Neu Lauenburg, New Ireland or Neu Mecklenburg, New Hanover (Neu Hannover), and the Admiralty or Manus Islands (Admiralitäts-Inseln), besides various groups of small islands. Two islands of the Solomon group are German, namely, Buka and Bougainville, and these, as well as the small groups of the Abgarris or Fead, Sir Charles Hardy or Nissan (Grüne Inseln), Carteret, Mortlock, and Tasman islands, were included in the Bismarck Archipelago.

New Britain covers an area of about 9,200 square miles; New Ireland 5,000; New Hanover 380; Sir Charles Hardy or Nissan (Grüne Inseln) 1,000; Bougainville and Buka 3,500 and 200 respectively.

(2) SURFACE AND COASTS

Surface

The islands are in general mountainous, with level ground only near the coasts. There are, however, a

few low-lying atolls among them. The former German Solomons are equally rugged, especially Bougainville, which contains mountains reaching 10,000 ft.

The soil is everywhere fertile except on the low coral islands, where fresh water is scarce.

Coasts

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

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

(3) CLIMATE

The climate is essentially the same as that of Kaiser Wilhelmsland, except that during the prevalence of the south-east trades from May to September or October there is a comparatively dry season. November to March is the period of torrential downpour, accompanied by north-west winds and occasional calms. The islands are outside the area of typhoons.

(4) SANITARY CONDITIONS

The climate is unhealthy, and the same conditions obtain as in New Guinea. There is also much venereal disease, except in Buka, which is fairly free from European influence. Chicken-pox in an aggravated form is common, and, before it was understood, was dangerous. Among whites the death-rate is high, malaria, dysentery, and black-water fever being prevalent.

(5) RACE AND LANGUAGE

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

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

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

The prevalence of cannibalism and head-hunting largely accounts for native attacks on Europeans, but these affrays are also partly due to the methods employed in recruiting labour for Queensland, Samoa, and other Polynesian Islands, which have left a bad impression of white men on many islands. In 1888 the Germans virtually prohibited the export of labour from the Bismarck Archipelago. The natives of the smaller islands are generally peaceful.

There are many native dialects, but the only *lingua franca* is *bêche-de-mer* English.

(6) POPULATION

On the whole the population is dense, and is estimated at about 260,000. Buka and Bougainville (60,000) are especially well populated. The population of the Anchorite, Hermit, and L'Echiquier Islands, on the other hand, is rapidly dying out through disease and in-breeding. The chief European settlement is Rabaul on Simpsonhafen in New Britain, which was the administrative centre of the whole New Guinea Protectorate. Its population in 1914 was about 3,300, of whom about 2,500 were natives, 450 Chinese, and

only 266 whites. Other centres of some importance are Herbertshöhe on the Gazelle Peninsula, Käwieng in New Ireland, and Kieta at Bougainville. There are many native villages in the interior of the larger islands.

The total white population at the beginning of 1914 was 821. There were also about 700 Chinese and 41 Japanese.

CAROLINE AND PALAU ISLANDS

(1) POSITION AND EXTENT

The Caroline and Palau (Piliu, Palaos, or Pelew) Islands (divided into an Eastern and a Western District by the meridian 148° east longitude) number about 450, and their total land area is about 550 square miles. They are arranged in some 48 groups, lying between the Equator and latitude 10° north, with the Marshall Islands to the east and the Philippines to the west.

(2) SURFACE AND COASTS

Surface

The larger islands are lofty volcanic peaks, generally fringed with coral reefs. The smaller islands are mostly atolls (*i.e.*, islets surrounded by reefs). Ponapi (Ponape, Puinipet), the largest island, one of the eastern Carolines, is 134 square miles in area, and rises steeply in the interior to a height of 2,861 ft. Yap (Uap, Eap), in the western Carolines, covers 80 square miles. It is volcanic, and rises to a height of 1,050 ft. Kusaie (Ualan), in the eastern Carolines, is 42 square miles in area, rising to a height of 2,155 ft. The Truk (Ruk) or Hogolu Islands are a group of ten lofty volcanic islands and many low coral islands lying in a lagoon, with an area of 50 square miles.

In the Palau group Babeltaob (Babelthuab) is the largest island, and rises to a height of 1,968 ft. Together with other islands lying within the barrier reef, it has an area of about 120 square miles.

All of these islands have more or less level, fertile, alluvial ground. Most of the remaining Caroline Islands are small coral reefs.

There is abundant water on all the lofty islands, but many of the coral islands have to rely on rainwater.

Coasts

Practically all the islands are surrounded by coral reefs, through which there are entrances to sheltered lagoons. Some of the larger islands rise in places in steep cliffs from the lagoon, but all islands have several good landing-places, available in nearly all weathers, provided a vessel can enter the lagoon.

The chief harbours are Ponapehafen, Tomilhafen on Yap, and Chabrolhafen, also known as Löllö or Léléhafen, in Kusaie. In the Palau Islands the best anchorage is Malakal Harbour.

(3) CLIMATE

The temperature is about 81° F. (27° C.) all the year round, but the heat is tempered by the trade-winds, which generally blow from October to May. Rain falls in all months, but particularly from June to September, the total annual fall being from 100 to 200 in. (2500 to 5000 mm.). Typhoons occasionally occur between August and November, and are most frequent in the western Carolines.

(4) SANITARY CONDITIONS

Dysentery, tuberculosis, and venereal diseases are common among the natives. For Europeans the climate is much healthier than that of the Bismarcks and New Guinea, especially during the prevalence of the trade-winds.

(5) RACE AND LANGUAGE

The chief stock is Micronesian with Malay admixture; but there was probably an earlier population, perhaps of a different Polynesian stock, which built the

remarkable stone monuments on Yap and other islands. In the eastern Carolines there has been a strong infusion of Marshall Islanders in recent times. The islanders seem to be peacefully disposed towards white men, although they sometimes engage among themselves in civil war and head-hunting.

Many dialects are spoken. English is more generally understood than German, and Japanese is now being taught on some islands.

(6) POPULATION

The native population is dense, particularly in the central Carolines, and the estimated total for all the islands is about 40,000. In 1911 the white population of the Carolines, Palaus, and Marianas was 148, of which 118 were Germans. There are also some Chinese and Japanese.

The only settlements of any importance are on Yap, Ponape, and Koror, the seats of the former German administration.

MARIANA ISLANDS

(1) POSITION AND EXTENT

The Mariana or Ladrone Islands extend north and south for 450 miles from Guam (Guahàn, Guayan, belonging to the United States), in latitude $13^{\circ} 26'$ north, to Farallon de Pajaros, or Uracas, in latitude $20^{\circ} 33'$ north, and lie between 144° and 146° east longitude. Exclusive of Guam, the total land area of the group is 241 square miles.

(2) SURFACE AND COASTS

Surface

All the islands are volcanic and lofty, with summits varying from about 1,000 to 3,000 ft.

The water supply is derived from mountain streams, and since it is entirely dependent on rainfall it is somewhat precarious on the small islands. The soil is fertile, but there is comparatively little level ground suitable for cultivation.

Coasts

Most of the islands rise in steep cliffs from the sea, and landing is impossible except on a few beaches. The anchorages in most islands are only open roadsteads. The best of these is Tanapag Harbour in Saipan. The best harbours in the group are in Guam, where the United States propose to make a naval base and coaling station at Caldera de Apra.

(3) CLIMATE

The average temperature throughout the year ranges from 73° F. (22.8° C.) in February to 79° F. (26° C.) in August. North-east trade-winds prevail except from June to October, when the wind is generally south-east to south-west. Destructive typhoons occur occasionally, most frequently in October and November. The rainy season is from August to October or November.

(4) SANITARY CONDITIONS

The climate does not seem to be unhealthy to Europeans, but accurate information is lacking. The wet season is the least healthy. Among the natives skin diseases are common, and there is a good deal of leprosy.

(5) RACE AND LANGUAGE

The native population is very mixed. In 1912 it included Chamorros (an aboriginal race of Micronesian stock), 1,920; Caroline Islanders, 1,109; Samoans, 69; of doubtful affinity, 13. The inhabitants have many of the defects of half-caste races, but are peaceful and not unwilling to work.

Apart from native tongues Spanish is the prevalent language, but there are no other vestiges of Spanish rule.

(6) POPULATION

The native population, which is now estimated at a little over 3,000, has decreased considerably. The only

village of any size is Garapan on Tanapag Harbour in Saipan. There are a few Europeans, and in 1914 there were 100 Japanese.

MARSHALL ISLANDS

(1) POSITION AND EXTENT

The Marshall Islands, divided into the north-eastern Radack (Ratak) and the south-western Ralick (Rälik) group, lie to the north-west of the Gilbert Islands and extend between $4^{\circ} 34'$ and $14^{\circ} 50'$ north latitude and $160^{\circ} 50'$ and $172^{\circ} 15'$ east longitude. Nauru or Pleasant Island, lying to the south-west of the group, was included in the administration of the Marshalls.

The group consists of two nearly parallel chains of low coral islands, with a total area of about 176 square miles.

(2) SURFACE AND COASTS

Surface

The islands are atolls, all low-lying, and of coral formation, with a height rarely exceeding 12 ft. Kwajalin lagoon is 60 miles across. Nauru Island is about 12 miles in circumference.

The soil is fertile, but there is little ground available for cultivation.

Coasts

Most of the lagoons afford anchorage, but the entrance is often difficult. The best anchorages are in the lagoons of Wotje or Romanzov atoll and of Jaluit or Bonham atoll. On Nauru and Jaluit Islands short piers have been built.

(3) CLIMATE

The climate is hot and moist, with a mean temperature of about 80° F. (26.5° C) all the year round. The prevailing winds are light north-east trades. Rain falls heavily in all months, but least in January and February. Typhoons occasionally occur.

(4) SANITARY CONDITIONS

The climate does not appear to be unduly trying to Europeans. Dysentery occurs, but there is little malaria. The inadequate water supply is, however, a danger. The natives suffer from elephantiasis, leprosy, skin diseases, and syphilis.

(5) RACE AND LANGUAGE

The people are of Micronesian stock, but on Nauru Island there are about 1,500 Polynesians from the Gilbert and Ellice Islands, and a few on other islands. Some Marshall Islanders used to migrate to the eastern Carolines, but that has now ceased. On the whole the Marshall Islanders form a distinctive race. The native language is more or less the same throughout the group, but differs from that of the Carolines.

(6) POPULATION

Some islands are densely populated; others have few or no inhabitants. The total native population is now about 11,200.

The white population in 1913 was 179, including 76 Germans. The chief settlement is on Jaluit.

SAMOA

(1) POSITION AND EXTENT

The former German Samoan Islands extend between $13^{\circ} 25'$ and $14^{\circ} 3'$ south latitude and $171^{\circ} 21'$ and $172^{\circ} 48'$ west longitude, and consist of two main islands and a few smaller ones. The chief are Savaii, area 660 square miles, and Upolu, area 340 square miles, including a few islets off the coasts.

(2) SURFACE AND COASTS

Surface

The islands are volcanic. Savaii rises by gentle slopes from wide coastal plains to an altitude of about

5,400 ft. On Upolu the plains are narrower, and there is a central range rising to many peaks between 2,000 and 3,600 ft. in height.

There are numerous short streams on Upolu and a few on Savaii. The volcanic rock readily decomposes into a porous soil of great fertility, but in some plains on the north the ground is rather stony and there is insufficient water.

Coasts

Practically all the coast-line of Upolu is fringed with coral reefs except on the north-east; off Savaii they occur to the east and off most of the inlets. The reefs protect the coast and facilitate landing, but entrances and anchorages for large vessels are not numerous. On Savaii Island Salailua is the best of several bad harbours; on Upolu the harbour of Apia is commodious but open to the north. Saluafata Harbour, also on the north coast of Upolu, offers better protection but is not large.

(3) CLIMATE

The climate is warm and humid with a mean temperature of about 80° F. (26.5° C.) throughout the year. In the interior the temperature is several degrees lower. The winds are generally south-east to east and are rarely interrupted by calms and westerly winds. Hurricanes are apt to occur between December and April. Rain falls in all months, but is heaviest from November to April. The total annual fall at Apia averages about 114 in. (2900 mm.).

(4) SANITARY CONDITIONS

To Europeans the climate is healthy, though distinctly enervating. Among the natives the chief diseases are elephantiasis, dysentery, whooping-cough, and framboesia (yaws). Eye diseases are common. Leprosy occurs rarely and is not increasing. The Chinese have introduced beri-beri.

The water supply is poor in many places.

(5) RACE AND LANGUAGE

The natives are Polynesians, allied to the other races of the central Pacific and strongly contrasted with the more primitive races of Melanesia. There has been a rapid increase in the number of half-castes (1,400 in 1914).

The Samoan language is a distinctive Polynesian tongue and is fairly difficult to learn. English is widely spread and is generally used in trade, as it was even under the German administration.

(6) POPULATION

The population is fairly dense, and is slowly increasing. In 1911 the natives numbered 21,182 in Upolu and 12,372 in Savaii, a total of 33,554. The inhabitants are settled in numerous villages round the coasts; the interior is sparsely inhabited. Apia, the headquarters of the administration, is the only town; it has a population of a few thousands.

In 1913 the white population numbered 544, of whom 329 were German and 140 British. There were also 2,083 Chinese, and 1,422 non-native inhabitants of mixed race.

The influenza epidemic of 1918-19 was very deadly; some 7,000 deaths, among all classes of the population, were reported.

II. POLITICAL HISTORY

CHRONOLOGICAL SUMMARY

- c. 1857 German traders in Samoa.
1873 German traders in Bismarck Archipelago.
1878 Germany repudiates the annexation of New Britain.
1878-79 Germany acquires coaling stations in the Tonga Islands, the Marshall Islands, and Samoa.
1884 German Protectorate proclaimed over Bismarck Archipelago and Northern New Guinea.
New Guinea Company founded.
1885 Anglo-German Agreement as to boundaries in New Guinea. Charter granted to New Guinea Company.
German Protectorate proclaimed over Marshall Islands.
Franco-German Agreement as to spheres of interest in the Pacific.
1886 Anglo-German Agreement as to spheres of interest in the Western Pacific.
Anglo-German Declaration as to free trade in Western Pacific.
1887 Formation of Jaluit Company (Marshall Islands).
1889 Berlin Conference on the Samoan question.
1898 Guam (Mariana Islands) ceded to United States.
1899 Germany purchases Caroline, Mariana, and Palau Islands from Spain.
Anglo-German Agreement as to partition of Samoa and the northern Solomon Islands.
New Guinea Company surrenders administration of New Guinea to the German Government.
1914 Caroline and Marshall Islands occupied by Japan.

(1) PERIOD OF COLONIAL EXPANSION

German trade in the Pacific.—When, in 1884, Germany took that turn in her policy towards colonial expansion which the growth of her manufacturing industries and her ambition for a larger place in world politics seemed to render desirable, Africa

and the Pacific Islands offered the most promising field. In the Pacific the way had been prepared for her by the activity of her traders in some of the island groups. About 1857 the Hamburg firm of Godeffroy had established itself at Apia in Samoa. As a British consular agent had been appointed in Samoa twelve years before and an American consular agent was also there, the Germans were not pioneers; but they acquired in time the trade supremacy and very considerable land claims. Apia became the base of the wider operations which Theodor Weber, the representative of Godeffroy, and German Consul-General in the Pacific, was planning for his country's interest. In the early seventies Godeffroy's agents were pioneering in the New Britain Islands (to which British missionaries also were opening the way), and soon had several factories and plantations in these islands, though so late as 1884 they were said to have none on the mainland of New Guinea.¹ About the same time they penetrated both the Caroline² and the Marshall Islands, seeking the trade in copra and pearls and recruiting labour for their plantations in Samoa. In Fiji also German interests were large, and there was a considerable German trade; and keen disappointment was felt in Germany when, in 1874, these islands were annexed by Great Britain.

But the German Government during these years showed no desire for territorial acquisitions. Bismarck was opposed to a colonial dominion, with expenses of administration and deficits falling on the Empire's Budget, and repudiated the annexation of New Britain, where in 1878 the commander of the war-ship *Ariadne* hoisted the German flag. The Reichstag took a similar view, and in 1880 refused financial backing to the German South Sea Trading Company, which was formed after the failure in 1879 of the firm of Godeffroy, and declared against the annexation of Samoa, then in the first stages of the convulsions caused

¹ C. 4290 (1884-5), p. 9.

² F. W. Christian, *The Caroline Islands*, p. xii.

by conflicting foreign influences. At the same time Bismarck was not indifferent to the interests of German merchants, and German warships were frequently sent to visit the Pacific Islands; and, when the project of a Panama Canal showed the importance of some of these groups on great routes of trade, the German Government entered into treaties with the natives for coaling stations at Neiafu in Vavau (Tonga Islands) (1876), at Jaluit in the Marshalls (1878), and at Saluafata in Samoa (1879).

New Guinea.—Some Germans date the beginning of their colonial movement from the annexation of Fiji by Great Britain; but it was not until the early eighties that that movement gained sufficient strength to overcome the reluctance of Bismarck and the indifference or opposition of the Reichstag. The new pressure of public opinion in colonial matters was shown by the emphasis with which Bismarck in 1883 was championing the claims of German planters in Fiji, who ultimately received £10,000.¹ In the summer of 1884 he promised protection to any establishments made by the newly-founded German New Guinea Company, which was organizing an expedition to Eastern New Guinea, whose annexation, as "the foundation stone of a colonial empire," had been urged in the German press in 1882.² For some time the Australian colonies had been justly apprehensive of the intentions of the German Government in regard to New Guinea and the neighbouring islands, and individually and collectively had urged on Great Britain the necessity of protecting their own and Imperial interests by the annexation of non-Dutch New Guinea. Finally in April 1883 the Government of Queensland went so far as to annex the territory on its own authority.

The story of these negotiations with the colonies is related in *British New Guinea* (No. 88 in this series,

¹ Fitzmaurice, *Life of Lord Granville*, II, p. 338.

² J. D. Rogers, *Australasia*, p. 263, quoting *Allgemeine Zeitung*, Tübingen, November 27, 1882.

pp. 14-18), and need not be repeated here. The substance of the matter is that Great Britain, while not at all intending that Germany should annex any part of New Guinea, believed the fears of the Colonies to be unfounded, and hesitated to act, prolonging negotiations on the financial aspect of annexation. Conversations at Berlin in the summer of 1884 showed that the Germans intended to annex the New Britain Islands;¹ and the British Government then decided to proclaim a protectorate over at least the southern shore of non-Dutch New Guinea, leaving the question of the northern shore for further discussion with the German Government. But in November 1884, the New Guinea Company's expedition raised the German flag, not only in the New Britain Islands, but also at several points on the northern shore of non-Dutch New Guinea; and Bismarck, though he said "he had not precisely ordered" this to be done,² decided to accept the *fait accompli*, on the ground that the British Government had limited its protectorate to the southern shore, and that in any case British interests were not affected by a German protectorate over the northern. There had been a misunderstanding which, it seems, was not purely accidental, but the British Government, in view of the general political situation, and more particularly of the Egyptian difficulty, thought it wisest to recognise the German protectorate. In notes exchanged between Lord Granville and Count Münster in April 1885, the boundaries of the spheres of the two Powers in New Guinea were fixed as nearly as possible along the line of the watershed.³

The Island Groups.—From the position thus obtained in New Guinea and the neighbouring islands the German Government hastened to assert its interests in the island groups to the north and east. In August 1885 the German flag was raised at Yap in the Caroline

¹ A. and P., 1884-85, C. 4290.

² A. and P., 1884-85, C. 4290, p. 9.

³ A. and P., 1884-85, C. 4441. See Appendix I.

Islands; but here Spain claimed the sovereignty¹—a claim which the Pope, who mediated in the dispute, confirmed, though it was agreed that Germany should receive a coaling station and freedom of trade. In 1886 Great Britain also recognised Spanish sovereignty to the same extent as Germany had done and on the same terms in regard to trade.² In 1899, at the conclusion of the Spanish-American War, this group, together with the Palau and Mariana Islands (except Guam, which had been ceded in 1898 to the United States), was bought by the German Government from Spain for £837,500.

In October 1885 Lieutenant Röttger took possession of the Marshall Islands and of the Brown and Providence Islands, where the native chiefs accepted German protection. In the same month the German flag was raised at Choiseul in the Solomon Islands.³ Thus in the course of a year Germany marked out, by the claim of protecting commercial interests or of occupying vacant lands, an extensive and compact sphere of interest in the western Pacific, consisting of the large and small islands and archipelagos that lay between the rich and little developed tropical dominions of the Dutch and the outskirts of the French and English Pacific possessions. By two important agreements, with France (December 1885) and with England (April 1886), the German sphere was defined and recognised.

Agreements with France and Britain.—In the Franco-German Agreement of 1885, France recognised Germany's new acquisitions; and Germany disclaimed interest in the New Hebrides, Raiatea, Tahiti, and

¹ The Caroline Islands were discovered by the Portuguese in the early sixteenth century, and subsequently claimed, though not effectively occupied, by the Spaniards.

² A. and P., 1886, C. 4613.

³ This group of large islands, discovered by the Spaniards in 1568, lay almost unknown and unvisited by Europeans till the middle of the nineteenth century, when missionaries and labour-traders came. The Melanesian Mission was said to be the only redeeming feature in the intercourse of Europe with the islands, 1862-87. (H. B. Guppy, *The Solomon Islands*, p. 271.)

the Society Islands, which, so far as regarded Germany, became a French sphere of interest, France promising to secure the rights of German subjects in these groups should she at any time annex them. In the Anglo-German Agreement¹ the Western Pacific was defined as that part of the Pacific Ocean lying between 15° north and 30° south latitude and 165° west and 130° east longitude; and a line of demarcation was drawn between the British and German spheres. Each Power agreed not to make acquisitions within the other's sphere as defined, nor to oppose the extension of the other's influence within its own sphere. The agreement was not to apply to Samoa, Tonga, or Savage Island, or to any possession in the hands of a third Power. It was further agreed not to establish penal settlements—the source of perpetual trouble to Australia—in the Western Pacific, and to maintain reciprocal freedom of trade, traffic, and industrial and commercial enterprise, and equal rights of acquiring property (save, of course, in self-governing colonies). The German sphere included the northern Solomon Islands (Bougainville, Choiseul, and Isabel) and the Carolines, as well as the territories over which Germany had already proclaimed her protection.²

The later important Anglo-German Agreement of 1899 (see *infra*, Appendix V, pp. 92-3) modified the settlement of 1886 by transferring to Great Britain the northern Solomons (except Bougainville and Buka, which were retained by Germany), viz., Choiseul and Isabel and all other islands to the east and south-east of Bougainville, including the Lord Howe group.

Samoa.—The agreement of 1899 dealt with Samoa, where matters had taken a longer and more troubled course. Samoa, discovered by Roggeveen in 1722, had become of importance not only for its trade, but for its strategic position in the centre of the Southern Pacific on the great ocean routes and particularly in

¹ A. and P., 1886, C. 4656; see also Appendix II.

² See Map issued with Agreement.

relation to New Zealand, a fact which that Colony repeatedly impressed on the Mother Country. Great Britain, Germany, and the United States all had interests in the islands; and in 1878-79, by treaty with the native Government, each acquired the right of establishing a coaling station—the United States at Pago-Pago, Germany at Saluafata, and Great Britain at some other place, not Apia. Furthermore, in view of the disturbed state of the islands and for the security of the interests of foreign residents, the Powers in 1879 induced the native Government to surrender its authority over the town, harbour, and neighbourhood of Apia, where they set up a Municipal Board,¹ with power to maintain order, issue licences, and levy rates, controlled by the consuls of the three Powers. But Samoa remained distracted by internal feuds and rival foreign influences. The native Government was very weak; the consuls of the Powers came frequently into conflict; and the settlement of difficulties was the more troublesome because there was at the time no cable communication with Europe. The annexation of the islands by one of the Powers seemed the only means by which peace and order could be secured. Over and over again the Samoans petitioned for British protection; and New Zealand, desiring to annex both Samoa and the Tonga Islands, offered to meet the cost; but Lord Derby refused, in view of the large German interests in the islands, the German trade and population being nearly twice the British.² On the other hand, neither the Samoans nor the other Powers desired Germany to annex this group, though Sir William Des Vœux, in a memorandum written for Lord Rosebery in 1886, argued in favour of this solution.³

In 1887 a German war with Samoa brought matters to a crisis. A conference of the three interested

¹ A. and P., 1881, C. 2748. Cf. *British Possessions in Oceania*, No. 144 of this series, pp. 30-32.

² A. and P., 1885, C. 4854, pp. 67-70, 78, 97.

³ Des Vœux, *My Colonial Service*, II, p. 99

Powers met under Bismarck's chairmanship in Berlin, and in the agreement of June 14, 1889,¹ known as the Samoa Act, made a great effort to improve the condition of the islands. They declared Samoa neutral, independent, and free in its form of government, and assured to the subjects of the three Powers equality of rights in the islands. At the same time they tried to ensure peace, order, and better administration by setting up a Supreme Court of Justice and re-establishing the Municipal Board at Apia and by reserving the control of the Customs. This arrangement, which left Samoa nominally independent but really under tripartite government, lasted through ten uneasy years, until, in 1899, serious trouble again arose over the election of a new king—a fruitful source of trouble in Samoa. A Commission appointed by the Powers to consider the matter put a formal end to the independence of Samoa by recommending the partition of the islands.

By agreements made in November and December 1899,² Great Britain, in return for the surrender of German rights in the Tonga Islands, including Vavau, and in Savage Island, as well as the German share of the Solomon Group (including the Howe Islands) east and south-east of Bougainville and Buka (which were to continue to belong to Germany), renounced in favour of Germany and the United States all her rights in the Samoan Islands, of which Upolu and Savaii were given to Germany, and Tutuila and all the other islands east of 171° W. long. to the United States. It was further agreed that the three Powers should stand on an equal footing commercially in the islands, and that the Declaration of 1886 respecting freedom of commerce in the Western Pacific should apply to all the islands mentioned in the Convention.

These acquisitions completed the tale of German possessions in the Pacific, which, in 1914, consisted of

¹ A. and P., 1890, C. 5911. See Appendix IV.

² A. and P., 1900, Cd. 38 and 39. See Appendices V and VI.

two groups: (1) German New Guinea, including Kaiser Wilhelmsland (as the annexed north-eastern portion of the island of New Guinea was named), the Bismarck Archipelago, Bougainville and Buka in the Solomons, the East and West Caroline Islands, with the Palau and Mariana (or Ladrone) Islands, excepting Guam, and the Marshall Islands; and (2) the Samoan Islands, Savaii and Upolu—a total area estimated at about 94,000 square miles, with a white population of about 2,000, and a native population estimated at more than 892,000.

(2) THE CHARTERED COMPANIES

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

The New Guinea Company.—By Imperial charter of May 1885 sovereign rights over New Guinea and the Bismarck Archipelago were conferred on the newly-founded New Guinea Company; and in December 1886 the German Solomon Islands were added to its sphere. The company was to establish and maintain government and judicial organization, and in return received all regalian rights under the supervision of the German Government. Its path was not a smooth one; neither its administration nor its attempts at economic development were successful; and in 1889 the Imperial Government stepped in and took over the collection of taxes and duties, the Company meeting the cost. Three

years later the Company resumed control and administered the possessions in question until 1899, when, convinced that the task was beyond its strength, it surrendered its sovereign rights for four million marks and certain other concessions, and became merely a privileged trading Company. Throughout it had lacked capital, prestige, and moral support. It had had misfortunes; it lost heavily in trying to arrange adequate shipping communications; and an epidemic in 1891 carried off half its officials. But its administration was marred by excessive centralization in the Berlin management; its service was unpopular; and incomplete cadres and continual changes in the staff produced a fatal instability in the local government, which may have been one reason for its failure to get into touch with the natives. Unsuccessful as it was, it must be remembered that it held a vast territory for Germany while opinion at home developed in favour of a more active colonial policy.

On the economic side the Company carried out some of the exploration and experiment in the choice of places for settlements and plantations, which are the necessary preliminary work in colonization. It founded a number of stations--Stephansort (1888), Friedrich Wilhelmshafen, its capital (1891), and Berlinhafen (1894). But its economic enterprises were often costly and attended with little success; and, while failing itself, it impeded private effort. In the Bismarck Archipelago, where the first German plantation had been established in 1882, better administration produced better relations with the natives, and a firmer foundation was laid for subsequent expansion. Under the direct administration of the State, New Guinea has progressed slowly through the inevitable initial difficulties. Excessive government control has rather stifled individual effort; but the number of plantations, the volume of trade, and the European population have been increasing. Though gold has been found in the Bismarck Mountains, the mineral discoveries have been unimportant. Wars like those which

marred the history of German colonization in Africa did not occur, but the Government cannot be said to have been very successful in its dealings with the natives or to have overcome the difficulties of inducing them to take part in economic development. Nevertheless, its activity in exploration and scientific investigation was a valuable preparation for the future government and progress of the territories.

Of the European population nearly a quarter are missionaries, in whose hands the education of the native lies, a tenth are Government officials, and traders, planters, and artisans make up about a third.

The Marshall Islands.—In the Marshall Islands also Company government was established. In December 1887 the two German firms that controlled the trade of the island became the Jaluit Company, to which financial control was delegated in 1888. It was arranged that Imperial officials should carry on the administration, the Company defraying the cost and receiving in return exclusive authority and the monopoly of the pearl fisheries and of collecting guano. A very simple administration was set up, with a Commissioner at the head, who was required to act with the advice of the Company. The arrangements worked well; there was no trouble with the natives; and the Company, confining itself chiefly to the copra trade, made good profits.

III. SOCIAL AND POLITICAL CONDITIONS

Administration.—In 1899, when the Carolines and part of Samoa were annexed and the New Guinea Company surrendered its sovereignty, the Imperial Government undertook the direct administration of all its Pacific possessions, save the Marshall Islands, where the Jaluit Company ruled as before until 1906. For administrative purposes they were divided into Samoa and New Guinea, which included all the German possessions in the Western Pacific. The system of government was simple and authoritative. The Governor, appointed by the Emperor, had wide powers, unrestricted by local legislatures or councils. In New Guinea Old Protectorate (viz., the Bismarck Archipelago, Solomon Islands, and Kaiser Wilhelmsland), he was assisted by two superior judges; and the territories were divided into seven districts, Rabaul, Käwieng, Namatanai, Kieta, Friedrich Wilhelmshafen, Eitape, and Morobe, administered by local magistrates. Order was maintained by a native police, commanded by German officers. The seat of Government was at Rabaul, whither it was transferred from Herbertshöhe in 1908-10. In the New Guinea island possessions—viz., the Caroline and Marshall Islands—there were deputy commissioners acting under the Governor at Rabaul. The seat of government for the Eastern Carolines was at Ponape; for the Western, with the Palau and Mariana Islands, at Yap; and for the Marshall Islands at Jabor. Samoa was divided into two administrative districts, Upolu and Savaii. The Governor resided at Apia, in Upolu, and was assisted by an Imperial judge. There was a native High Chief, and a native Council; and here, as

also in New Guinea, some use was made of native chiefs in the administration.

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

The Native Question.—The government of the Pacific Island groups does not present so large a problem as that of most other tropical and sub-tropical dependencies. They are not populous; and the material civilization and political organization of most of the peoples are of a primitive type. At the same time it is a problem that has been complicated by many difficulties—long distances and inadequate means of communication, inadequate funds, the variety of the native peoples, imperfect knowledge of their ideas and ways of life, the rivalries of the greater Powers, and the pressure of commercial interests in days when the economic exploitation of the Tropics is being pushed rapidly forward. Some of these cannot be removed; but stress may be laid on the importance of encouraging and aiding systematic and scientific ethnological investigation, since without such knowledge wise and tactful government is impossible. The acquisition of land by Europeans, the recruiting and importation of indentured labour, taxation, education,

and political rights are all matters in which the interests of the natives are closely concerned. The labour question is the most important. Without the labour of the native the European cannot develop tropical countries. But in the changing economic life of their country there is danger that the natives may be reduced to economic servitude and in losing their independence may forfeit also their chances of material and moral progress. The European Powers have now considerable experience in the government of the Pacific Islands, and in some parts the interests of the natives have received substantial protection. By an exchange of ideas, the Powers might secure by agreement the adoption of some general principles which would diminish the abuses that arise where civilized and primitive peoples meet.

IV. ECONOMIC CONDITIONS

(A) MEANS OF COMMUNICATION

(1) INTERNAL

(a) Roads

THE internal road systems of the former German Pacific Islands are very rudimentary. Since traffic between one island and another must of necessity go by sea, it is not surprising that intercourse between different parts of the same island should be carried on more by water than by road. This comes about the more easily because the chief source of wealth in nearly all the islands is the coconut palm, which thrives best in the sandy soil and sea air of the coast districts. Moreover, the inland regions of the larger islands are almost unknown to Europeans, and, except for difficult native tracks, are wholly lacking in means of communication. Nevertheless, the Germans effected a very considerable improvement in the land communications of a number of islands.

Melanesia¹ (Kaiser Wilhelmsland, the Bismarck Archipelago, and Solomon Islands).

Kaiser Wilhelmsland has about 190 miles of carriage roads and 310 miles of bridle roads. Road-making in this region has been retarded by the need of frequent bridges; but roads have been made in the neighbourhood of Friedrich Wilhelmshafen and also round Eitape, Morobe, and Adolphafen.

The Bismarck Archipelago and the Solomon Islands have several roads of recent construction. Neu

¹ The headings *Melanesia* and *Micronesia* throughout Part IV refer only to those parts of Melanesia and Micronesia formerly in the possession of Germany.

Hannover is encircled by a coast road. In Neu Mecklenburg about 112 miles of road suitable for heavy traffic have been made along the north-east coast from Käwieng as far as Panakondo; and from Namatanai a road crosses the island at its narrowest point. There are roads round both Fischer Island and Gardner Island. In Neu Pommern the Gazelle Peninsula has many bridle and carriage roads, including a good new road between Rabaul and Herbertshöhe. The island of Buka, the most northerly of the Solomons, has a complete coast road. In Bougainville a road was being made by the Germans on the north-east coast from a point a few miles south of Kieta as far as Cape le Gras, but in 1912 it was still interrupted in places. These roads, and particularly those in the Solomon Islands, are for the most part roughly laid, having been made by natives with only occasional European supervision.

Micronesia (The Caroline, Palau, Marshall and Mariana Islands).

The Palau Islands have long possessed a number of good stone-paved roads leading from the villages to the landing-stages.

In 1914 Yap (West Carolines) had a network of excellent roads constructed by natives under German supervision at a very low cost. Their total length was nearly 40 miles. In Ponape (East Carolines) road-building was being pressed forward vigorously.

Garapan, in Saipan (Mariana Islands), is the starting-point of two roads, one leading south-east to Laulau Bay and the other to the fertile north-east coast.

Samoa.

It is, however, in Samoa that most road-making has been done. A post-road runs along the entire north coast of Upolu, and a bridle-road along a considerable part of the south coast, while another bridle-road runs

across the western half of the island from Leulumoega to Lefaga. On Savaii a post-road follows the coast from Salaelua in the south-west to Cape Matautu, the most northerly point of the island.

(b) *Rivers and Canals*

On account of the lack of inland roads in the former German Pacific Islands, navigable rivers, where they exist, are exceptionally valuable. Such rivers, however, are to be found only in the larger islands of Melanesia. By far the most important is the Kaiserin Augusta river in Kaiser Wilhelmsland. It has not been fully explored, but was found in September (not the wettest month) to be about 270 yards wide and 12 ft. deep at $141^{\circ} 51'$ east longitude; at 143° east longitude it is between 300 and 400 yards wide; and in its lower reaches it has a current of $3\frac{1}{2}$ to $4\frac{1}{2}$ miles an hour. As it approaches the sea its tendency to divide and form islands, sandbanks, and lagoons reduces the depth to under 30 ft., but there is no actual sandbar. It is navigable for 150 miles by motor-boat at all times of the year, but in the rainy season flat-bottomed paddle-steamers can ascend for more than 400 miles. The second river of Kaiser Wilhelmsland in point of size is the Ramu, or Ottilien, which is navigable by steamers at least as far as $5^{\circ} 6'$ south latitude, and was expected by the Germans to prove of great value as a waterway. The Markham river, also in Kaiser Wilhelmsland, is navigable for 40 or 50 miles. The Gogol river also is said to be navigable. In their lower reaches, unfortunately, the longer rivers form marshes which render the adjoining land impassable for traffic.

In Neu Mecklenburg the little rivers Senepas and Koko are navigable for boats, as are also some short rivers in Neu Hannover. Most of the streams in the Bismarck Archipelago, however, are too shallow and too rapid for navigation.

(c) *Railways*

There are no railways in the ordinary sense in the former German Possessions. In Kaiser Wilhelmsland there are two short field railways worked by oxen, one of which connects the plantation of Yomba with the port of Friedrich Wilhelmshafen, while the other links up Erimahafen, Bogadjim, and Stephansort.

In Nauru a cable railway has been constructed for the transport of phosphate.

The construction of a tramway or light railway from Apia to the west coast of Upolu was planned by the Germans.

(d) *Posts and Telegraphs*

Under the German domination the post-stations for the mails from abroad coincided with the places of call of the steamships. The chief post-stations were Jabor (Jaluit, Marshall Islands), Kusaie, Ponape, Truk (East Carolines), Saipan (Mariana Islands), Yap (West Carolines), Koror, Angaur (Palau Islands), Eitape, Friedrich Wilhelmshafen, Stephansort, Finschhafen (Kaiser Wilhelmsland), Rabaul, Herbertshöhe (Neu Pommern), Käwieng, Namatanai (Neu Mecklenburg), Kieta (Bougainville), Nauru, and Apia.

The European mails for Samoa take 41 days *via* Canada and 47 days *via* Sydney. In Apia there was an imperial post-office, which sent out letters twice every three weeks along the whole of the north coast of Upolu and along the coasts of Savaii as far as Fagamalo in the north and Salaelua in the south-west. In other districts of German Samoa deliveries were made by rowing and sailing boats.

In 1914 the New Guinea province had 105 miles of telegraph and 73 of telephone lines. Posts and telegraphs were managed from Rabaul, where there was a field railway from the harbour to the post-office. Rabaul and Herbertshöhe had telephonic communication with each other, as well as local systems of their own.

In Samoa the telegraph and telephone lines had each a total length of 105 miles.

(2) EXTERNAL

(a) *Ports and Harbours*

Melanesia.

Rabaul, on Blanche Bay in Neu Pommern, is the best port of the former German Pacific possessions. In 1909, partly for hygienic reasons and partly on account of its superior advantages as a harbour, it replaced Herbertshöhe, also on Blanche Bay, as the seat of Government for all the German Pacific possessions except Samoa. Rabaul port consists of two natural harbours, Matupihafen and Simpsonhafen, which lie one on each side of Bridges Point. Simpsonhafen, on which the town of Rabaul is situated, has the better shelter, and offers about $3\frac{1}{2}$ square miles of anchorage. At Rabaul town there is a pier 300 yards long, 143 yards of which are available for berthing ships, the depth of water alongside varying from 39 to 24 feet—sufficient, that is to say, for the largest vessels. Matupihafen has only a very short pier, but Malagunan, on the western shore of Simpsonhafen, has a pier which is said to be suitable for large ships. Coal up to about 2,000 tons was normally available at both Simpsonhafen and Matupihafen, and both have slips for trading schooners. Rabaul is 2,700 miles distant from Hongkong, 1,800 from Sydney, and 1,400 from Brisbane. Although its population is under 4,000, it is the headquarters of several important trading firms. There was a small German savings-bank in the town, and a branch of the Commonwealth Bank has been established there since 1914.

The Germans erected a lighthouse in Blanche Bay, and piers at several points on its coast.

Käwieng, in Neu Mecklenburg, has a commodious and sheltered harbour.

In Kaiser Wilhelmsland the chief port and the seat of the leading trading firms is *Friedrich Wilhelms-hafen*, which affords accommodation for all kinds of vessels, and has a coaling station and wharf. There are lighthouses at the entrance of the harbours. Of the other ports, taken in order from north to south, *Eitape*, which has a coaling-station and wharf, and is the chief collecting centre for the Berlin Bay district, offers fairly good shelter, though the handling of cargo is often impeded by a swell; *Alexishafen* and *Konstantinhafen* are both well sheltered; *Finschhafen* has landlocked anchorage for small vessels and more exposed anchorage for larger ones; and *Langemak Bay* affords commodious anchorage in deep water. Of the less important harbours more cannot be said than that they are fit for schooners and small steamers in certain winds.

Micronesia.

In the Palau group, *Malakal Harbour* has the best anchorage, but the entrance is narrow, and not very deep. *Koror Harbour* is reported to be good and available for big ships. There is a wharf with some 27 feet of water alongside. The roads are useful for sailing vessels, and are fairly well sheltered.

Tomilhafen, the best harbour in the Western Carolines, is safe and commodious. On its western shore is situated Yap, the administrative capital of the group. Tomilhafen was formerly accessible only by a natural gap in the barrier reef south-east of Yap, but it can now be entered from the north, for the Germans cut a canal through the narrow isthmus connecting the islands of Yap and Tomil. At Tarang Island, in the harbour, there is a coaling-station, which has a stone wharf with 20 feet of water alongside.

In the Eastern Carolines, *Ponape*, on the island of the same name, has a well-sheltered harbour suitable for large vessels. It could be much improved by

the removal of patches of coral. Other small harbours in Ponape Island are *Ronkiti* and *Lot*. *Chabrolhafen*, in the island of Kusaie, is roomy and well protected. The *Royalist Lagoon* has no well-sheltered harbour, but large barques are often loaded there.

Tanapag Harbour, off the north-west of Saipan, in the Mariana Islands, is safe and well protected, but is difficult of approach, the entrance channel being narrow, and obstructed by rocks. The harbour is suitable only for small craft, and has no coaling facilities. *Sosanjaya Bay* adjoins Tanapag Harbour; it is sheltered from northerly winds, but the anchorage is poor.

The harbour of *Jaluit*, on Jaluit Island in the Marshall group, can take large vessels, but is not completely sheltered. At Jabor, on its eastern shore, there is a short pier. Jabor is a thriving town and the seat of administration for the Marshall Islands. The *Lagoon of Wotje* or *Romanzov Atoll* also takes large vessels, but is not well protected.

Samoa.

Apia in Upolu, the capital of Samoa, has a commodious harbour, which is, however, exposed on the north and is a dangerous anchorage in the hurricane season. It has a short wharf and leading lights. About 1,000 tons of coal are normally available, but coaling is sometimes impeded by a heavy sea. The Germans estimated that it would cost £2,000,000 to make Apia Harbour a safe one, and decided that the undertaking would not pay, since Apia does not lie on any of the important trade routes which the Panama Canal was expected to bring into use. Apia has, moreover, to compete with Pago-Pago in Tutuila, one of the best Pacific harbours, which is only 70 or 80 miles away.

The harbour of *Saluafata*, also in Upolu, offers better protection than that of Apia, but is consider-

ably smaller, being only about 1,000 yards square. It is deep enough to accommodate the largest vessels.

Salaelua, in Savaii, is the best harbour in the island, but it has little protection and poor holding ground.

Many South Sea Islands with good harbours are avoided by shipping because they are difficult to approach. Sometimes a heavy swell makes landing dangerous, sometimes a reef opposes an almost unbroken barrier to incoming vessels. When the island itself is a coral atoll it is usually found that the deep passage into the lagoon is so placed that entrance from the open sea must be effected against the prevailing wind, while the inner end of the channel is partially blocked by an islet deposited by the outrushing water. The advantages of lagoons for anchorage are thus seriously discounted. In Kaiser Wilhelmsland landing is seldom difficult, as some island, reef, or cape nearly always affords shelter from the swell. Sometimes, both in Kaiser Wilhelmsland and in the Bismarck Archipelago (especially in Neu Hannover), mangrove swamps prevent landing. The smaller islands of Micronesia are better protected from swell than the larger, for they are more completely surrounded by coral reefs. The Caroline and the Marshall Islands are, as a rule, low and well sheltered by reefs, although entrance to the lagoons is in many places difficult. The Mariana Islands, on the other hand, rise steeply from the sea, and heavy surf impedes and even prevents landing except on the southern islands, which have reefs. The Samoan coasts are moderately protected by reefs, but entrances for large vessels are comparatively few.

(b) Nature and Volume of Trade

Some idea of the relative commercial importance of certain ports and islands of the former German Possessions may be obtained from the following statistics of the import duties levied at them in 1913:—

				£
Rabaul	...	...	...	4,200
Friedrich Wilhelmshafen	...	...	...	1,300
Nauru	...	...	...	700
Jaluit	...	...	...	550
Saipan	...	...	...	275
Yap	...	...	...	250
Kieta	...	...	...	200
Ponape	...	...	...	200
Angaur	...	...	...	200
Palau Islands (excluding Angaur)	...	...	...	150
Eitape	...	...	...	150
Käwieng	...	...	...	75

The number and tonnage of the vessels visiting the German Pacific Possessions during 1912 are shown in the following table:—

	German Melanesia.	German Micronesia.	Samoa.	Totals
Number of vessels ..	634	346	121	1,101
Tonnage	502,606	442,923	84,300	1,029,829
Number of steamers ..	470	213	86	769
Tonnage of steamers ..	396,033	428,083	77,240	901,356
Number of German steamers	468	138	..	606
Tonnage of German steamers	390,510	209,502	..	600,012
British steamers .. ..	..	..	84	..
American steamers .. ..	..	..	2	..

In 1908 the totals for the three groups were as follows:—

	German Melanesia.	German Micronesia.	Samoa.	Totals.
Number of vessels ..	666	58 ¹	114	838
Tonnage	514,161	187,127	117,586	818,874

¹ The 1908 figures for Jaluit not being available, those for 1907 have been included in these totals.

The increase in the totals for the whole of German Oceania between 1908 and 1912 was almost wholly due to the increasing export of phosphate from Nauru and Angaur.

(c) *Shipping Lines*

German.—Before the war the Norddeutscher Lloyd ran large steamers monthly from Hongkong to Sydney, calling at Manila, Yap, Eitape, Friedrich Wilhelmshafen, Rabaul, and Herbertshöhe. It also had a monthly service from Singapore to the chief ports of Kaiser Wilhelmsland and the Bismarck Archipelago. For these services the company received a subsidy of £35,000 a year from the German Government, which in 1914 voted £15,750 as an additional subsidy in order that the service from Singapore might be extended to Apia. The Norddeutscher Lloyd also ran smaller vessels for the local traffic between the ports of Kaiser Wilhelmsland and the Bismarck group.

From 1898 to 1907 nearly all the exports and imports of Kaiser Wilhelmsland and the Bismarck Archipelago were carried by Burns, Philp & Co., the well-known Australian shipping firm, who successfully resisted the rivalry of the Jaluit Gesellschaft. The Norddeutscher Lloyd, however, proved a more formidable competitor, offering the settlers very favourable terms for shipments to Antwerp, Hamburg, and Bremen, but not to British ports, on condition that they signed a contract to ship exclusively in the company's vessels for five years. Low through rates were quoted for consignments to the ports named, and the company's steamers ran in connection with the regular German services between Sydney or Hongkong and Europe, so that settlers who accepted the company's terms saved both money and time. Neither Burns, Philp & Co. nor other lines whose interests were threatened seem to have made any effort to meet the Germans with their own weapons. It is, indeed, improbable that they could have ventured to do so without financial support from their respective Govern

ments. In consequence, the charges on copra consigned from German New Guinea to Western Europe never fell below 64s. a ton if it was shipped by an Australian vessel, whereas the through rate of the Norddeutscher Lloyd was only 53s. 6d. a ton. In such circumstances it was inevitable that Burns, Philp & Co. should withdraw after a short struggle.

The main object of the local service established by the German company between the ports of Kaiser Wilhelmsland and the Bismarck Archipelago is said to have been the collection of copra, which was carried at very low rates. Many exporting firms were thereby enabled to dispense with the schooners they had previously been compelled to employ. It appears that this service of the Norddeutscher Lloyd was run at a loss, but was maintained in order to provide cargo for the company's big steamers, to secure the products of the region for the German market, and to prevent the intrusion of Australian firms. Altogether the policy and methods of the Norddeutscher Lloyd in German New Guinea and the neighbouring islands afford an excellent illustration of the jealous exclusiveness of Germany's colonial policy.

The Jaluit Gesellschaft ran three steamers a year from its headquarters at Jabor to Hongkong and back. A very devious route was followed, the vessels calling at Kusaie, Ponape, and Truk (East Carolines), Saipan (Marianas), Yap (West Carolines), and Koror (Palau Islands). The same company had regular sailings from Jabor to Sydney *via* Nauru and Rabaul, and maintained a monthly mail service between Ponape, Yap, and Manila. It also had a local service among the Marshall Islands, the more important being visited five times a year.

In 1914 a German steamer began to run regularly between Apia and Pago-Pago, in Tutuila.

Australasian.—The Union Steamship Co. of New Zealand runs steamers between Sydney and Auckland (N.Z.), calling at intermediate ports in Fiji, Samoa, Vavau, and Tonga. The steamers start once a month

from each end, so that intermediate ports receive two visits monthly.

Burns, Philp & Co. have a three-monthly service between Sydney and the Marshall Isles; and Nauru is visited once a quarter by the firm's steamers between Sydney and the Gilbert Islands. The company also runs a steamer every three weeks from Sydney to Papua and Kaiser Wilhelmsland, and has a monthly service to Kaiser Wilhelmsland, the Bismarck Archipelago, and the Solomon Islands.

Japanese.—A Japanese line, the Nanyo Boeri Kaishiki Kaisha, now runs from Yokosuka to the Marshalls and Yap. Other Japanese services have been established in the interests of the Palau, Mariana, Caroline, and Marshall Islands, which have latterly been under Japanese administration.

American.—The Oceanic Steamship Co. runs a motor vessel regularly between Apia and Pago-Pago, in Tutuila, which is visited by the company's trans-Pacific steamers.

Only regular services are mentioned above, but the islands are of course visited by great numbers of miscellaneous craft, from large steamers to sailing vessels of a few tons burthen. No attempt to classify them can be made here.

(d) *Cable and Wireless Communication*

Yap is connected by cable with Menado, with Shanghai, and, *via* Guam and Midway Island, with Honolulu and San Francisco. The cables were owned by the Deutsche-Niederländische Telegraphen-Gesellschaft of Cologne.

A cable from Yap to Rabaul was projected, but wireless telegraphy, being cheaper, will doubtless supplant minor cable installations in the Pacific.

There were high-power wireless stations at Rabaul, Apia, and Yap, and low-power stations at Kieta, Käwieng, Nauru, and Angaur. The stations at Yap and Angaur were destroyed in August 1914.

Rabaul can communicate with Apia (2,500 miles)

and Fiji (2,060 miles). Plans existed for extending the range of the naval wireless station at Tsingtau, so that it might communicate with Yap (2,280 miles).

The construction and management of the whole German wireless system in the Pacific, except the station at Angaur, were in the hands of the German Südseetelefunken Kompagnie, founded at Bremen in 1912. It received a State subsidy, and had the exclusive right of establishing new stations in German Oceania.

The low-power station at Angaur communicating with Yap belonged to the Deutsche Südseephosphat-Gesellschaft.

(B) INDUSTRY

(1) LABOUR

(a) *Labour Supply*

One of the greatest obstacles to the economic development of the South Sea Islands is the shortage of labour. It is true that this is less serious in the former German possessions than elsewhere, as it is believed that they contain about half the total population of Oceania; and those which offer most scope for expansion—namely, Kaiser Wilhelmsland, the Bismarck Archipelago, and the Solomon Islands—happen also to possess the largest recruiting fields. Nevertheless, the need for more labour is acutely felt, and is likely to become greater as the former German colonies are further exploited.

In Melanesia the difficulty of securing labour arises from the persistent and sometimes active hostility of the natives to the European settlers. In the Bismarck Archipelago this has been exacerbated by the forcible recruiting of the natives in past years for labour in Queensland, Samoa, and other Polynesian Islands. The memory of this scandalous traffic is still lively, although in 1888 the Germans virtually prohibited the export of labour from the Archipelago,

making an exception only in favour of the Deutsche Handels- und Plantagen-Gesellschaft in Samoa. Up to 1914 there was no sign of improvement in the relations between natives and Europeans; indeed, in the last years before the late war the inhabitants of Kaiser Wilhelmsland, when willing to work at all, showed an increasing preference for employment on native plantations.

The German Government tried various means for solving the difficulty. They sought to check the wasteful use of the labour supply, not only by restricting the export of labour from the Bismarck Archipelago, but also by limiting to 200 the number of indentured labourers that might be employed by any single undertaking in Kaiser Wilhelmsland, though here an exception was made in the interests of the Neu-Guinea Kompagnie. Labour bureaux, too, were established; but these failed to satisfy the needs of the settlers, and seem to have been badly organized, for the backward state of the German Solomons is said to be largely due to ill-considered recruiting of their inhabitants for work elsewhere. Another device was the poll tax, which was imposed for the express purpose of compelling the natives to work in order to pay it. The effect, however, was disappointing, as the natives merely put more energy into the cultivation of their own land, or accepted employment from native planters for just long enough to earn the necessary money.

Even if the inhabitants of what was formerly German Melanesia become more friendly and industrious, their lack of intelligence will preclude their employment on any but the most mechanical tasks. Foreign overseers will always be needed. The cost of production will thus be higher than in many Pacific islands, and the development of these regions is therefore likely to be slow.

In Micronesia the demand for labour has been kept down by the limited scope for industry. Nevertheless, the supply is inadequate in both the

Marianas and the Marshalls. In 1893 the Germans prohibited the recruiting of natives of the Marshalls for work in other islands, and in this group they furthermore instituted compulsory labour — twelve days a year for married men and twenty for bachelors, while coloured immigrants without means of support had to accept work at the local rates.

The natives of the Carolines reach a fairly high level of intelligence, and are capable of acting as overseers. They are also more civilized and more friendly to Europeans than the inhabitants of Melanesia. They have been employed with success at the phosphate workings on Nauru and Angaur. They are not, however, wholly subservient, and in 1912 a new law imposing fifteen days' compulsory work a year excited active discontent, and the deportation of some of the ringleaders to Nauru was followed by an insurrection in Ponape. It is significant that two years later the British Phosphate Company considered it necessary to obtain permission to engage Chinese labour for work at Nauru.

Of all the former German possessions in the Pacific, Samoa has found the labour problem most troublesome. For some time the development of the German islands in that group proceeded rapidly, and about the beginning of the century several new companies were formed for the exploitation of their resources. But the native population, reduced as it had been by civil wars, was increasing but slowly; Melanesian labour might not be recruited, except by the Deutsche Handels- und Plantagen-Gesellschaft; and Malay labour was found unprofitable. Accordingly, at the suggestion of one of the new companies, it was decided to import Chinese. A number were recruited; they entered into three-year contracts, but were not allowed to acquire land or engage in trade. In 1907 the Chinese Government complained of the treatment of the coolies, and demanded that they should be entitled to the same rights as Germans. The German authorities refused, but in 1910 the want of labour

forced them to reopen negotiations and to give way on certain points. In 1912 more Chinese came, but not in sufficient numbers. Taking full advantage of the situation, China next asked for the removal of the regulation forbidding Chinese to buy land or engage in trade; and, after an abortive attempt to secure Javanese labour, the German Government was again constrained to make concessions. Some 4,000 coolies were then sent to Samoa, but the wages agreed upon (2s. a day) made it impossible to employ them profitably except on copra or cacao plantations. Since 1914 many of the Chinese labourers have been repatriated. The Samoan planters are, therefore, in great difficulties, especially as a large number of natives (see above, p. 14) recently died of influenza.

Whether the natives are numerous or few, friendly or hostile, civilized or barbarous, it is everywhere difficult to induce them to work. For one thing, they lack the physique for regular labour. The climate, also, is enervating. And, from their standpoint, there is little reason for exertion. They can easily catch plenty of fish; many vegetable foods grow wild, and others, such as taro and yams, can be cultivated with little trouble. Even if they earn wages there are few things they want to buy with them.

It is said that the South Sea Islanders work best away from home, and contract-labour is therefore favoured by many Europeans. The contract period, however, should not be longer than a year or eighteen months. A desire to see the world and to bring back presents will sometimes lead young men to accept contracts; and in Samoa, where the natives are zealous Christians, an additional motive is the need of money for the churches, though this is counterbalanced to some extent by the communal organization of native society, under which a worker's earnings go to his tribe. It is a drawback of the contract system that the absence of the young men from home reduces the birth-rate; but opinions differ as to the advisability of allowing their wives and families to accompany them.

(b) Labour Conditions

For ordinary native labour in Melanesia and Micronesia the German Government at Rabaul fixed a minimum wage of 4s. a month, and advised that not more than 6s. a month should be given.

For indentured Melanesian labour about 15s. a month was paid. Chinese contract labourers in Samoa received £2 to £3 a month.

Immigrant labourers under contract were housed, fed, clothed, and provided with tobacco, besides receiving an agreed wage, either in money or in goods, one-third being paid during the period of employment and two-thirds at the end. The minimum rations fixed by the German authorities for these workers were much inferior to those which had to be supplied in British colonies; they consisted chiefly of rice, and were inadequate in both quality and quantity. In Kaiser Wilhelmsland and the adjacent islands the supervision of indentured labourers is said to have been inefficient, but in general most careful measures were taken to prevent disease. Notwithstanding these, the Chinese labourers in Samoa suffered much from beri-beri. Their interests were in charge of a Chinese consul at Apia, and complaints of ill-treatment when they were first employed were investigated by a commission appointed by the Chinese Government. The charges made were found to be partly true, and reforms were subsequently adopted.

(2) AGRICULTURE

Except in those islands where phosphate deposits are worked, agriculture is the staple industry of the former German Pacific possessions. In recent years it has made steady progress, owing partly to the extension of European plantations, and partly to the high prices paid for native-grown copra. In 1913, out of the

60,000,000 acres of the German Pacific Islands as a whole, 107,000 acres were cultivated under European direction. This proportion may seem very small, but it must be remembered that most of the former German possessions are largely covered by primeval forest, and that the clearing of the land for plantations is a slow and arduous task. No statistics regarding native plantations are available, but it appears that in Kaiser Wilhelmsland, where the scope for expansion was greatest, they were growing more rapidly than European plantations.

That cultivation by Europeans was increasing under German rule is clear from the following figures, which are given by the *Jahrbuch über die deutschen Kolonien*:—

Year.	Melanesian and Micronesian Possessions.			Samoa.		
	Acres.	Plantations.	Coloured Labourers.	Acres.	Plantations.	Coloured Labourers.
1911 ..	70,080	63	11,144	20,757	135	1,950
1912 ..	70,412	67	13,742	20,882	133	2,053
1913 ..	80,560	111	15,116	26,755	141	2,118

(a) *Products of Commercial Value*

General.—By far the most important agricultural product of the former German Possessions is the coco-palm. In 1913, 80 per cent. of the area under cultivation by Europeans was devoted to it. The palm thrives best in sea air and sandy soil, so that most of the former German Possessions are admirably suited to it. If only it is kept clean it requires little attention, and as the natives have great experience and skill in its cultivation it is more profitable to employ them on coco-

palm plantations than on any others. The palm is still widely cultivated by the natives themselves.

The chief disadvantage of coco-palm cultivation is that the palm does not bear fruit until at least seven years after it has been planted. Attempts to find a suitable "catch-crop" to grow in conjunction with it have not been very successful, experiments with maize, sugar-cane, and arrowroot having yielded disappointing results. Nevertheless, the industry has of late been very profitable, for prices have steadily risen, and the preparation of copra has been facilitated by the extended use of drying kilns. It is generally reckoned that about $2\frac{1}{2}$ acres of land are required to grow 6,000 nuts, which on an average yield one ton of copra. A German authority, writing in 1917, estimated that by 1926 the German Pacific Islands should be able to supply 90,000 tons per annum, or, as he put it, one-third of the total amount required by Germany.

The best copra produced in the former German Islands comes from the western islands. Here the native growers sell the whole nut to traders, who themselves prepare the copra. It is a defect of this arrangement that the cultivators lose the shells, which make a good manure for coco-palm plantations. In Kaiser Wilhelmsland and the Bismarck Archipelago a good deal of copra is prepared by the natives, but its quality is apt to suffer through the use of green nuts, although this was strictly forbidden by the Germans. There is often much waste in native plantations, as certain trees are regarded as *tabu*, and may not be touched.

After the coconut, cacao, rubber, and bananas are the most important products of plantations belonging to Europeans, but their cultivation is less widespread and has been less uniformly successful. Further particulars will be found below.

A number of plants yielding useful foods, such as taro, yams, bread-fruit, sugar-cane, are highly prized by the natives, who cultivate them almost everywhere. They are not, however, turned to commercial account by Europeans.

The raising of live-stock on a large scale is but rarely attempted in the islands, and few animals are kept. Good pasture is scarce. It has recently been found, however, that if allowed to graze in coco-palm plantations cattle will keep down the weeds so efficiently that the need for labour is greatly reduced.

The following paragraphs review the agricultural products of the former German Possessions in greater detail, the three main divisions—Melanesia, Micronesia, and Samoa—being treated separately.

Melanesia.

The former German possessions in Melanesia have certain notable characteristics which render their economic position and prospects very different from those of the rest of the islands. Their extent gives far more scope for agricultural expansion than is afforded in either Micronesia or Samoa. Their climate, however, is in general unhealthy. For the most part, also, they are covered with vast and dense forests, so that the spread of cultivation must be slow and costly. And, as they include large areas remote from the sea, where the coco-palm will not thrive, planters will have to devote increasing attention to products which are less cheaply and easily cultivated. This, too, will retard the economic penetration of these territories.

Up to the present the Bismarck Archipelago has been more vigorously exploited than the other former German possessions in Melanesia. In 1913, only some 17,000 acres were under European cultivation in Kaiser Wilhelmsland, as against about 55,000 in the Bismarck Archipelago and the Solomon Islands. Of the latter area much the greater part must have belonged to the Bismarck Archipelago, as the German Solomons had notoriously been neglected.

Although the *coco-palm* is not so important in Melanesia as in other parts of the former German Islands, it is cultivated with great success near the sea, except where the coast is fringed by mangrove swamps.

The islands of Tumleo and Seleu, in Berlin Bay, off the coast of Kaiser Wilhelmsland, are particularly rich in coco-palms.

The cultivation of *cacao*, though most of the Pacific Islands are considered to be well adapted to it, has not made much headway in Melanesia. An experiment with the *forastero* variety in Bougainville is said, however, to have yielded promising results.

Several kinds of *rubber-yielding plants* grow in Kaiser Wilhelmsland, and rubber (mostly of the *ficus* and *hevea* varieties) is also cultivated in a few European plantations. In the Bismarck Archipelago it has been ousted by the coco-palm and cacao. It has also been tried in the Solomon Islands, but with small success.

Coffee has been grown experimentally in both Kaiser Wilhelmsland and the Bismarck Archipelago. The results in the former are reported to be satisfactory, but production on a large scale has been prevented by lack of labour.

Tobacco, though formerly cultivated on European plantations in Kaiser Wilhelmsland and the Bismarck Archipelago, has been abandoned by the white settlers, partly, it is said, for want of intelligent labour. It is still grown by the natives on Buka, in the Solomon group, and near the Sepik or Kaiserin Augusta river in Kaiser Wilhelmsland, where it is the object of a lively trade. None of the tobacco produced is suitable for the European market.

Cotton, on which great hopes were once set, has proved an utter failure, as in Melanesia it does not ripen till the end of the dry season and must be gathered during the rains.

Sisal hemp, on the other hand, is said to show great promise in Kaiser Wilhelmsland, though it has not done well in the Bismarck Archipelago, and in the Solomons the rainfall is too heavy for it.

Manioc or *cassava* has been introduced into the Gazelle Peninsula, in Neu Pommern; and in Kaiser Wilhelmsland experiments have been made with *rice*,

which, it is thought, should do well in the low-lying districts. Rice-growing, however, needs expert knowledge which the natives do not possess, and it was suggested before 1914 that Malays and Chinese should be imported in order to establish its cultivation on sound principles.

Among other products of European plantations are *vanilla*, grown in Kaiser Wilhelmsland and the Bismarck Archipelago; *nutmeg*, cultivated in Kaiser Wilhelmsland; and *lemon grass*, which is used in the manufacture of volatile oils, and is cultivated on a small scale in the Bismarck group. *Plantains* are grown in Kaiser Wilhelmsland, and a number of familiar fruits and vegetables—some indigenous, some introduced by Europeans—flourish in all cultivated regions.

The natives raise very large quantities of *taro* and *yams*. The *batata* or *sweet potato*, *bread-fruit*, and *sugar-cane* are also grown by them, but the two last seem to be less popular in Kaiser Wilhelmsland than in most other parts of Oceania. *Bananas* are abundant, growing wild as well as in native plantations. A few natives cultivate *arrowroot*, and a little *maize* is grown in Kaiser Wilhelmsland. *Sago-palms* and *ivory-nut palms* grow wild in marshy regions, and the former are also cultivated by the natives. The ivory-nuts of the former German Islands are inferior in quality to those of South America, and the quantity exported was declining before the war.

Live-stock.—Several of the former German possessions in Melanesia are fairly well suited for the raising of live-stock. In Kaiser Wilhelmsland cattle-rearing has been attempted by German planters near Friedrich Wilhelmshafen and Konstantinhafen; and in 1914 the Neu Guinea Kompagnie gave a very favourable report of the results on their own stations. Oxen are largely used in the colony for traction. At Käwieng, in Neu Mecklenburg, the Germans established a station for cattle-breeding. Elsewhere in the Bismarck Archi-

pelago cattle are few, though there are some districts where they might do well.

Under German rule, there were two sheep-farms in Kaiser Wilhelmsland, and the Government founded a sheep-breeding centre at Kieta in Bougainville, and arranged for the importation from Java of sheep of good stock. Sheep-rot is apt to cause trouble, but otherwise the animals are little troubled by disease.

A few horses are bred in Kaiser Wilhelmsland. Pigs and poultry are found in all parts of the former German Possessions, and are reared in great numbers by the natives.

The wild fauna of Kaiser Wilhelmsland includes birds of paradise and other birds of beautiful and valuable plumage. The slaughter of these was regulated by the German Government.

Micronesia.

Most of the islands of Micronesia are so small that they afford few opportunities for profitable agriculture. In 1913 the total area under cultivation by Europeans in the former German Islands was only about 7,500 acres.

Of the various groups, the Marshalls have hitherto been on the whole the most prosperous, but they offer little scope for agricultural enterprise. The Caroline and the Palau groups have received a good deal of attention, and on some of the larger islands agricultural prospects are fairly satisfactory. In the Marianas the soil is mostly fertile, but the larger islands are very rugged and the supply of labour is deficient.

The predominance of the *coco-palm* among the vegetable products is even more marked in Micronesia than in the other former German possessions. It grows particularly well on coral islands, though here it is exposed to the full fury of typhoons, which often do immense damage all over Micronesia. On many of the smaller islands there is not enough space for the

systematic cultivation of the coco-palm, though it grows wild almost everywhere. The production of copra was steadily increasing under German rule, and such economic prosperity as Micronesia can hope to attain must be almost entirely dependent on it.

Cacao is grown on some small plantations on Koror, in the Palaus, and has been introduced into many other islands. In the Marshalls, however, it has been an undoubted failure.

Rubber has been tried without much success in the Marianas, but plants of the *hevea* variety from Kaiser Wilhelmsland have done well on Yap in the Carolines.

Coffee has been the object of experiments in all the groups of Micronesia. In the Carolines and the Marianas there is some prospect of success, though in the latter the plant is liable to a fungoid disease. The results in the Marshalls have been unsatisfactory.

A little *tobacco* is grown in the Marianas, though not on scientific lines. It is of a good colour, and is said to resemble Havana tobacco in flavour, but there is too much salt in the air for tobacco-planting to succeed.

Sisal hemp and *manila hemp* have been tried in the Mariana group, apparently with indifferent results. The latter has also been grown at Kusaie, in the Carolines.

Manioc is cultivated on a small scale in the Marianas, where also *rice* has been experimentally grown, with what success has not been ascertained.

Camphor is grown on the island of Ponape, in the East Carolines, and there are a number of camphor trees near Koror, in the Palau group.

Experiments with *indigo* have been made by the Japanese planters in the Palau Islands, but the results are doubtful.

The plants furnishing the staple native foods—*taro*, *yams*, and the like—are cultivated on most of the Micronesian islands. *Maize* is grown to a small extent by natives in the Carolines, the Palaus, and the Marianas. *Arrowroot* is found in the Carolines and the Marshalls, both wild and in native plantations.

Fruit of many kinds—notably *bananas* and *pineapples*—is generally abundant, except on the smaller coral islands. Among the wild products may also be mentioned *plantains* (found in the Marshalls), the *castor-oil plant* (which grows in the Marianas), the *sago-palm* and *ivory-nut palm* (both of which flourish in the marshy ground of the larger islands of the Caroline group). The last-mentioned palms suffered greatly in the celebrated typhoon of 1905, and the export trade in the nuts has never wholly recovered.

Live-stock.—There is very little good pasture in Micronesia, and few animals are kept. Only in the Marianas is serious attention given to stock-raising. In that group the island of Tinian has a large number of wild cattle descended from domestic animals introduced by the Spaniards, which before 1914 were Government property. Some were transported to Saipan, with the object of domesticating them, but all died a few weeks after their removal. The domestic cattle have apparently deteriorated, and give little milk, though they are still useful as draught animals. Cattle-breeding, if scientific principles are observed, should become one of the leading industries of the Mariana group.

A few cattle are kept in the Carolines and the Marshalls, but in the latter group they do not thrive.

Goats run wild on the island of Tinian, where they are regarded with disfavour on account of the damage they do to bread-fruit plantations. In Tinian there are also a few mules. Pigs and poultry, wild and domesticated, are found in most Micronesian islands, but the stock is usually poor.

Samoa.

The Samoan islands formerly owned by Germany were unquestionably the most prosperous of her Pacific possessions. A warm, moist, and equable climate, volcanic soil, and an adequate but not excessive rainfall render them highly productive. In 1913 upwards

of 26,000 acres were under European cultivation, which it is estimated might profitably be extended over some 300 square miles. Of the two principal islands, Upolu is on the whole richer in vegetation than Savaii, but all the former German Islands, even the smallest, are fertile. The chief obstacle to their development has been the shortage of labour, to which reference has already been made.

Agriculture is much more varied in Samoa than in the other former German possessions. It is true that here, as elsewhere, the principal form of agriculture is the cultivation of the *coco-palm*; in 1913 more than 12,000 acres belonging to Europeans were devoted to it; there are many native plantations and countless wild palms.

In the favour of white planters, however, copra has a strong rival in *cacao*. Since the days of Robert Louis Stevenson, who was one of the first successful cacao planters in Samoa, its cultivation has extended enormously and become very profitable. In 1913, 9,000 acres owned by Europeans were under cacao. The variety generally grown is *forastero*, which is hardier than *criollo*, the kind first tried in Samoa. The average yield is 1,000 kilogrammes per hectare, or about 8 cwt. per acre. Rats and fruit bats are its chief enemies.

Rubber, after some disastrous experiments, has done well, and in 1913 was grown by Europeans on about 2,900 acres. The *hevea* variety is the only one cultivated on a large scale. At the outbreak of war, however, there were signs that rubber was losing favour among the planters, owing to the difficulty of obtaining suitable labour, the general decline in prices, and the high cost of transport from Samoa to the world's markets. If these disadvantages could be obviated, rubber-growing in Samoa should have a prosperous future.

A little *coffee* is grown, mainly by natives, and only for local consumption.

An experiment with *cotton* was unsuccessful for want of labour.

The *tobacco* plant grows widely, and is cultivated in some places by the natives, but nowhere by Europeans.

Bananas are abundant, and Samoa is the only part of the former German Pacific possessions where they are cultivated in European plantations.

The *kola-nut* has been grown on a small scale. Experiments with *vanilla* have yielded promising results. At the beginning of the war *mulberry trees* were also being tried.

Of vegetable foods used by the natives, *taro* and *yams* grow exceptionally well in Samoa, the Bulaka taro reaching a great size. *Bread-fruit* and *sugarcane* also thrive. Fruit of various kinds is plentiful, and *pineapples* would repay cultivation. The natives cultivate a species of *pepper plant*, from the roots of which they make *kava*, a drink very popular among them.

Live-stock.—There are many cattle and horses in the former German Samoan Islands, but the stock is found to degenerate quickly, and fresh blood must constantly be introduced from abroad. In 1913 there were 4,500 head of cattle. They were largely used as draught animals, but increasing numbers were being kept by Europeans on coco-palm plantations, in order to check the growth of weeds. In 1914 the Germans were hoping greatly to increase the number of cattle, with a view to lessening the import of meat from Australia and New Zealand. Poultry and pigs abound in all the villages. Foreign breeds of poultry have been successfully crossed with native stock.

Silkworms were imported from Queensland by the Upolu Rubber and Cacao Co., but the results have not been made public.

(b) *Methods of Cultivation*

The introduction of European methods of agriculture into the Pacific Islands has made less

difference than might be supposed, for the coco-palm requires little attention in normal circumstances. The Germans, however, effected some improvements in its cultivation, and did good work in combating the pests by which it is liable to be attacked. The chief of these are the rhinoceros beetle, the shield-scale, coco-canker, and pink disease. The rhinoceros beetle is particularly troublesome in plantations near primeval forest. The best way of coping with it is to remove the larvæ from the young plant; and the German authorities appointed "task-days," on which it was the duty of all male natives to search for and destroy the larvæ. It was proposed to introduce birds and insects which prey on the beetle, and plants which would attract it away from the coco-palm; but little seems to have come of these suggestions. The shield-scale does most damage in the Caroline and Palau groups. Coco-canker, which also attacks *hevea* rubber, is specially dangerous in wet years; its spread, which is commonly rapid, is best checked by removing shade trees, burning broken coco shells and using disinfectants. In 1913 the Deutsche Samoa-Gesellschaft lost 13,000 coco-palms by the disease. Pink disease is also prevalent in seasons of excessive rainfall; the part attacked must be burnt and treated with tar.

The application of modern methods to other agricultural products, though attempted on European plantations, meets with great difficulties owing to the ignorance of the native workers. The methods used by the natives on their own land are of course extremely crude. Their only agricultural implement is the bush-knife, a pointed stick somewhat resembling a hoe. They use carts, which were formerly made by themselves, but are now imported from Japan. Ploughs, however, were unknown among them until recent times, and are still very rare, and, it seems, regarded with but small favour. No manure is ever used, and no reasoned rotation of crops is in vogue. This is the more regrettable in view of the importance of taro to the natives, for taro is a very

exhausting crop, and without manure cannot be grown for long on the same soil. Thus new ground is continually being broken at great expense of toil, while patches that will no longer support taro are left waste.

Much, however, was being done by the German Government to foster the industrial development of the islands, and to fit the inhabitants to exploit their economic resources. Stations were established for the instruction of the natives in rubber-growing, and a guaranteed minimum price of 1 mark per kilo was fixed for native-grown rubber. These measures quickly produced an improvement in the quality and output of rubber. The instructors at these establishments were Malays.

Arrangements were also made to train young natives in skilled craftsmanship, the pupils, in return for their training, having to work for the State for a specified period of time at a lower than the current rate of wages.

An experimental garden was made at Simpsonhafen; and there were botanical gardens at Moamoa in Samoa, from which seed and young plants for experimental culture could be obtained. In Samoa also native plantations were visited by official inspectors.

In 1912 schemes for training native labourers to replace Chinese and Malays, and for the appointment of foresters and agricultural experts, were approved by the Reichstag.

Besides Government undertakings, there were a certain number of private enterprises working to the same ends. The Katholische Mission had experimental plantations at which they taught agricultural method, and many other missions had industrial schools.

(c) *Forestry*

Kaiser Wilhelmsland and all the larger of the former German Pacific Islands are to a great extent covered

with forests, and many of the coral atolls are clothed with thick bush, consisting mainly of shrubs and creepers, but partly of trees. Palms are the most common, various species being found, but bamboo, teak, banyan, mangrove, pandanus, hibiscus, eucalyptus, and acacia are of widespread occurrence. Other trees deserving mention are the *voi* of the Caroline Islands, the wood of which resembles mahogany, and the *da-uk* and *ifil* of the Marianas, the timber of both being strong and durable.

The forests have been but little exploited, and only for local requirements. The unhealthy climate, the hostility of the natives, the shortage of labour, and the lack of water-power and of navigable rivers are adduced in explanation of this neglect, but of course the incidence of these disadvantages varies much in the former German possessions, in some of which certain of them are not felt at all. Under German rule all forests were State property, and even when let to private undertakings remained under official control. Royalties were charged on timber felled if the quantity exceeded 2,000 cubic metres, the rates being 10s. per 100 cubic metres for quantities up to 4,000 cubic metres, and 50s. on each 100 cubic metres above that amount.

The largest and densest forests are in Melanesia. The most important trees of the inland forests of this region are teak, bamboo, banyan, and sandalwood. Teak is also grown in plantations established by the Germans. In Kaiser Wilhelmsland some ebony is found. In 1908 the firm of Holst & Doutreband obtained from the Government a concession for exploiting large areas of forest in Kaiser Wilhelmsland and Neu Pommern. The trees concerned were chiefly erima, aloup, cedar (so-called), and eucalyptus. The employment of Malay and Chinese wood-cutters was considered, but a prospecting expedition reported that in Kaiser Wilhelmsland the timber on the conceded territory was not good enough to command remunerative prices in the overseas market; and in the

Bismarck Archipelago, where better timber was at the firm's disposal, inadequate organization, the bad climate, and the labour shortage checked the undertaking at the outset. About the same time an Australian company also secured forestry concessions in Neu Pommern, but owing to lack of capital was not able to exploit them. The Neu-Guinea Kompagnie and the Catholic Mission erected a few saw-mills in Kaiser Wilhelmsland, but in 1914 these had nearly exhausted the material in their vicinity. The great rivers of Kaiser Wilhelmsland should prove useful for the transport of timber to the coast, but the distance of the colony from important markets renders the creation of a lucrative export trade very difficult.

The forests of Micronesia, though they yield many kinds of useful timber, are too small to attract capital from abroad. Those of Samoa, however, are extensive, and as they too contain a number of woods of commercial value, they should in future become a source of much wealth.

(d) Land Tenure

The policy of the Germans regarding land varied in different parts of their Pacific possessions, but everywhere they showed a preference for freehold tenure, in contrast to the British, who in their South Sea colonies allow settlers to hold land only on lease. Freehold land is much sought after by white planters, and the possibility of obtaining it in German possessions appears to have attracted thither a certain number of desirable colonists who would otherwise have gone to British territory.

In Kaiser Wilhelmsland and the larger islands of the Bismarck Archipelago land could easily be obtained by settlers of any nationality. The authorities readily gave information as to available land, and assisted new-comers in obtaining labour. When war broke out all the land belonging to whites in Kaiser Wilhelmsland was freehold. There were regulations

safeguarding the interests of the natives: for instance, in the German Solomons the Government forbade the sale of native land bearing more than a certain number of coco-palms.

In Micronesia freehold land was only acquired with difficulty owing to the necessity of providing for the needs of the natives. In the Marshalls and Marianas, in fact, the sale of land to white men was prohibited; and in the latter Europeans might lease only such land as the natives did not need. The leasehold of certain smaller islands was granted by the Government for terms of five years.

The German authorities in Samoa reserved land for the natives at an average of 3 acres a head, and the natives were not allowed to sell, let, or mortgage any land except with the sanction of the Governor, which might be given only in the case of land lying within the plantations area. Up to 1914, however, this rule admitted of considerable expansion of estates owned by Europeans. Outside the area in question it was possible for Europeans to buy or lease Government land, but the supply was limited.

As regards prices, good land was offered by the Government in Melanesia at about 2s. an acre, payment for which might be spread over several years. In Samoa, on the other hand, where the soil is more fertile and unoccupied land less extensive, the Upolu Rubber and Cacao Estates paid 45s. an acre.

The German Government attempted to establish a colony of small planters, with 250 acres apiece, in the Baining Peninsula of Neu Mecklenburg. The project met with small success, for the settlers lacked the capital necessary to support the heavy initial expenses of cultivation in the South Sea Islands. It is estimated that the cost of preparing forest land for agriculture amounts, on an average, to £60 per acre, and the small planter is further placed at a disadvantage by the interval that elapses before the most profitable crops, such as coconuts and cacao, come to maturity. It

appears, therefore, that the powerful company with large estates is destined to play the leading part in the agricultural development of these islands in the future.

The natives have various systems of tenure, and to review them all would necessitate an examination of many aspects of native society. In several of the former German possessions communal tenure prevails, though taro plantations seem almost everywhere to be treated as private property, doubtless because their success depends so much on the energy of the individual planter. The Melanesians, it appears, regard property in land with great respect. In some parts of Kaiser Wilhelmsland the sale of land is said to be unknown, and even lands conquered in war are not appropriated by the victors. In 1912 disturbances broke out near Friedrich Wilhelmshafen because the German authorities enforced the sale of certain native-owned land in that district.

(3) FISHERIES

Fish forms a notable part of the diet of the natives in all the former Pacific possessions of Germany. Many kinds are found, and the natives are generally expert and daring fishermen. Fish are often salted, but generally by crude methods and with unpleasing results.

Melanesia.

In Kaiser Wilhelmsland fresh-water fish abound in the rivers and sea-fish near the coast. Of the latter the barito is caught in the greatest numbers. Fishing is practised with special success off the islands of Seleo and Tumleo, in Berlin Bay. In the waters of the Bismarck Archipelago fish are also plentiful, and are taken in many ways, sometimes in wicker traps, sometimes in nets, and sometimes by spearing. Both

boats and rafts are used by the native fishermen. Trepang fishing is successful in several parts of Melanesia, especially in Neu Hannover. The waters of Melanesia also yield tortoise-shell, pearl-shell, and pearls, but the production of these has of late declined. Tortoise-shell is one of the most important products of the former German Solomons, and there are valuable tortoise-shell fisheries off Kaiser Wilhelmsland. Pearl-shell is most abundant off the south-west coast of Neu Pommern, the north-west coast of Neu Mecklenburg, the Vitu or French Islands, and Gardner Island. The Admiralty Islanders fish for pearls, but an attempt to exploit the pearl fisheries in this region met with little success, although Japanese and Malay divers were employed.

Micronesia.

The waters round the Micronesian Islands are generally well stocked with fish. The natives of the Carolines are particularly bold and skilful in catching them. The outer reef of Ponape is a conspicuously rich fishing-ground, and of the fish taken here three kinds—shoe-fish, tiger-fish, and teat-fish—are cured and exported. Good soups, it is said, are made from them. The fish of the Marshall Islands, though numerous, are many of them poisonous at certain seasons; but sharks and mussels are taken in great numbers. Trepang, tortoise-shell, pearl-shell, and pearls are found in the waters of the Carolines, particularly off the island of Oroluk. Elsewhere in Micronesia these products are not of much importance. Trepang used to be plentiful off the Palaus, but too much was taken, and it was found necessary to give the best fishing-grounds time to recuperate. There are known to be considerable quantities of pearl-shell off the Marshall Islands, but hitherto little effort has been made to turn them to account.

Samoa.

The natives of Samoa catch great numbers of sea-fish, and a variety of chætopod is highly prized as a dainty. Fresh-water fish are generally rare, though eels are plentiful. The Samoan waters have hitherto yielded no trepang or shells of commercial value.

(4) MINERALS

The most important mineral of the former German Pacific Islands, and the only one which has hitherto been worked, is calcium phosphate. It is not certain whether any others exist in sufficient quantities to repay exploitation. The largest deposits of phosphate are found on Nauru, but the other minerals that have been traced occur almost exclusively in Melanesia. From a commercial standpoint, the mineral wealth of Samoa is negligible.

Melanesia.

Coal is stated to occur in the valley of the Nusa in the Finisterre Mountains (Kaiser Wilhelmsland). In the same colony brown coal has been found near Astrolabe Bay. Its analysis yielded the following result:—

	Per cent.
Carbon	53·5
Hydrogen	3·85
Oxygen and nitrogen	19·87
Ash	4·84
Water	17·94

The calculated calorific value is 4,638. Geologists hold that there is a likelihood of the discovery of further deposits of brown coal in many parts of Kaiser Wilhelmsland. If this expectation proves correct, the industrial development of the colony will

be much facilitated, but it is improbable that any export trade in coal will ever be established.

Small quantities of *gold* have been found in several rivers of Kaiser Wilhelmsland, the richest being in the south, near the frontier of British New Guinea. In this district the Germans built roads, and established the station of Adolphhafen to protect the deposits. Gold has also been discovered in the northwest, on the borders of Dutch New Guinea, and in the Bismarck Mountains, and it is considered probable that it exists in some of the other ranges of the interior. German experts founded great hopes on the gold of Kaiser Wilhelmsland, but at the outbreak of war it had not been ascertained whether any deposits could be profitably worked. A little gold is known to exist in Bougainville, but here, too, no adequate prospecting has been done.

Copper, platinum and iron have been noticed near the Kabenau river in Kaiser Wilhelmsland; *osmiridium* has been traced, and *graphite* is known to occur in the interior. Among the minerals of the Bismarck Archipelago and the Solomon Islands are *gypsum, alum, sulphur and opals*; *copper and zinc* occur in trivial quantities in Bougainville. Useful *building-stones and clays* are found in Kaiser Wilhelmsland and the Bismarck Archipelago. The Purdy Islands, which lie to the south of the Admiralty group, are stated to possess extensive *phosphate* deposits, but no reliable estimate of their value has been made.

Mineralogists think it likely that *chromite, iridium and diamonds* will be discovered in Kaiser Wilhelmsland.

It was thought before the war that *petroleum* existed in the Eitape district of Kaiser Wilhelmsland. The German Government reserved the region in order to carry out investigations, and appointed a prospecting commission in 1914, but the results do not appear to be known.

Micronesia.

Except for *coal* of poor quality, which is found in the Palau Islands, the only mineral of any note in Micronesia is *phosphate of lime*. This, however, is of very great importance.

The formation of the phosphate deposits is due to the action of the heavy rains on accumulations of birds' excrement lying on coral rocks. The nitrates and phosphates of the excrement are dissolved and the phosphates unite with the lime of the coral to form insoluble calcium phosphate. Were it not for the heavy rainfall, the heat of the sun would convert the excrement into guano, as it does on the coasts of Chile and Peru.

Deposits of phosphate are to be found on many Pacific Islands, but are rarely large enough to warrant exploitation. Some of the islands where phosphate has hitherto been worked are Ocean Island (a British possession), Nauru, Angaur (in the Palau Islands), and Feys or Trommelin Island (in the Western Carolines). On Nauru it has been worked since 1906, on Angaur since 1909, but on Feys Island only since the Japanese took over the administration of the Carolines. The deposits in all these places are of excellent quality, especially those on Nauru, which contain 83 per cent. to 90 per cent. of tricalcic phosphate, with an average of 38.98 per cent. of phosphoric anhydride. The percentage of tricalcic phosphate in the Angaur and Feys Island deposits is in parts as high as 80. When first worked the phosphate from Angaur was rather too damp, and had often to be dried in Germany before it could be used in superphosphate factories; but the quality has improved and become more uniform. It is reported that there are valuable deposits on the island of Pililju, in the Palau group, but the information regarding them is not very definite.

In Nauru the deposits, which are worked by the Pacific Phosphate Company, cover about 4,500 acres, and it is estimated that they contain about 42,000,000

tons—a quantity which cannot be exhausted during the term of the present concession, which is to end in the year 2,000. The Angaur deposits, worked before the war by the Deutsche Südseeposphat-Gesellschaft, but now by a Japanese company, are thought to amount to 2,500,000 tons of phosphate, and those on Feys Island to between 300,000 and 600,000 tons.

The amount of phosphate exported from Nauru and Angaur in the years 1910-12 is shown in the following table:—

—	1910.	1911.	1912.
	Tons.	Tons.	Tons.
Nauru	140,381	87,041	136,496
Angaur	35,380	43,932	53,525
	175,761	130,973	190,021

The value of the combined exports of Nauru and Angaur in 1912 was £250,000. In 1913, 90,000 tons were shipped from Angaur, and in 1914, 60,000. In the case of Nauru no figures for these years are available, but it is known that the total amount shipped from Nauru from 1906 to 1915 was 781,000 tons. The comparative smallness of the amount exported from Nauru in 1911 was due to exceptionally stormy weather, which, as the island has no harbour, greatly interfered with loading. Angaur and Feys Island likewise lack harbours, and in all respects afford poor accommodation for shipping. At Nauru, however, facilities have been provided whereby, in good weather, 100 tons of desiccated and screened phosphate can be shipped in an hour.

Before the war the principal countries to which the phosphate of Nauru and Angaur was sent were Germany, Australia and New Zealand, and Japan.

The following figures show the amount taken by each in 1912:—

—	Germany.	Australia and New Zealand.	Japan.	Other Countries.
	Tons.	Tons.	Tons.	Tons.
Nauru	42,457	52,050	41,989	..
Angaur	12,299	10,331	17,907	12,988

During the late war the Nauru phosphate went only to Australia, New Zealand, and Japan.¹

Before 1914 Germany imported over 800,000 tons of phosphate annually, but of late she has used basic slag instead. She is now dependent for phosphate on the countries of the *Entente* or their dependencies.

(5) MANUFACTURES

There are no factories in the former German Pacific Islands, unless the name be applied to the few saw-mills that have been established in Kaiser Wilhelmsland. What little manufacturing industry exists is carried on by the natives. Unfortunately, their craftsmanship has greatly deteriorated since it became possible for them to obtain cheap European manufactures in exchange for copra. Boat-building, which after agriculture is the chief native industry, has declined, and in some places the natives are beginning to forget the art, in which they once had extraordinary skill. The best boats and canoes are now made in the Bismarck Archipelago, the Carolines, and Samoa.

Good native pottery is produced on Bili-Bili, a small island off Kaiser Wilhelmsland. It is exported to all parts of New Guinea and even further afield. Pottery is also made in the Solomon Islands, exclusively by women. Elsewhere the art is but little practised.

¹ See also "The Phosphatic Wealth of Nauru" in the *British-Australian* for December 4, 1919 (London).

In the Carolines the natives do a little weaving, but in most of the islands they prefer European textiles. Mat-plaiting is an important industry among the Samoans, who also make baskets and are skilful workers in wood and tortoise-shell.

A brown dye is obtained by the natives from the mangrove, which in places is cultivated for this purpose.

(6) POWER

Electric power is used in the phosphate works on Nauru. There are electric trams and electric light at Apia and Rabaul. The river Kabenau in Kaiser Wilhelmsland might perhaps be used to generate power.

(C) COMMERCE

(1) DOMESTIC

(a) *Principal Branches of Trade*

There is a lively native trade, carried on either by barter or with shells, etc., as a medium of exchange (*cf.* p. 87), in sago, native pottery, arms, and other commodities; and cheap low-grade fancy articles imported from Germany, described as rubbish by the Germans themselves, used to be in great demand in the inland districts. Copra, rubber, ivory-nuts, and other products are collected by native traders and brought to the European trading stations. The unfriendly relations which frequently exist between coast-dwellers and inland natives do much to hamper trade.

(b) *Towns*

There are no inland towns on any of the islands, and although inland villages are numerous in the low-lying parts of Kaiser Wilhelmsland, they have no economic significance, except as reservoirs of native labour.

The *ports* have already been described (see pp. 33-36).

(c) *Organizations to promote Trade and Commerce*

The efforts made to encourage agriculture, and thus indirectly develop the trade in rubber and other products, have already been noticed (see p. 57).

In Samoa a union of planters and traders, the *Pflanzer- und Handelsverein von Deutsch-Samoa*, was formed for the promotion of industry and for the purposes of self-protection: it brought about the introduction of Chinese contract-labour, and petitioned the Imperial Government for more control in local affairs and for the lightening of taxation, objecting among other things to the export duty on copra, and suggesting the taxation of undeveloped land (*cf.* p. 87).

(d) *German and Foreign Interests*

German Interests.—There were six leading German firms in the former German Pacific Islands:—

(i) The Deutsche Handels- und Plantagen-Gesellschaft, of Berlin, was founded in Hamburg in 1878, and established in Samoa and the Bismarck Archipelago. This firm had the sole right of enrolling labour for Samoa from the Bismarck and Solomon Islands, and did not therefore share the labour troubles of other Samoan firms. It had 18 coco-palm plantations, and owned about 150,000 acres, including 8,246 acres of coco-palms and 400 to 500 acres of cacao plantations. In 1912 its gross profits were £90,000; the dividends paid are said to have been 36 per cent. Its influence in Samoa was very great. Its business is now in the hands of a receiver, and stocks have been sold in the interests of other than non-resident creditors.

(ii) The Deutsche Neu-Guinea Kompagnie, of Berlin, obtained a charter in 1885 for the administration of Kaiser Wilhelmsland, but the charter was withdrawn on account of the unsatisfactory treatment of the natives and the slow development of the colony. The company had had the right to coin money, and a monopoly of the pearl-fishing, &c.; in compensation for

these rights it received £20,000, 150 acres of land, and the sole right to exploit minerals in the valley of the Ramu, in respect of which, however, the Government reserved to itself the right of joint partnership or 10 per cent. of the profits. In 1913 the company was cultivating 17,305 acres of coco-palms, 2,560 acres of rubber, 713 acres of cacao, and 152 acres of sisal hemp, lemon grass, and citron grass. Its capital had been increased from £375,000 to £550,000, and it was paying a dividend of 5 per cent. It held over 357,000 acres of land, and had almost a monopoly of the rubber trade in Kaiser Wilhelmsland. Besides the plantations, it possessed wholesale and retail stores and a fleet of vessels for trading and recruiting. In Kaiser Wilhelmsland this company alone possessed the right to enrol more than 200 native workers.

(iii) The Hamburgische Südseeaktiengesellschaft, which is the successor of the firm of Mrs. E. E. Forsayth, of New Guinea, and was formerly called the Forsaythgesellschaft, had a capital of £100,000, and was a very important concern with stores and a fleet of vessels, as well as many coco-palm plantations. Its head office was at Rabaul. It paid a dividend of 13 per cent. in 1912, in spite of difficult labour conditions.

(iv) HERNSHEIM & Co., of Hamburg, a long-established firm, had trading stations and plantations on all the larger Bismarck and Solomon Islands. The firm owned Matupi Island, but in 1913 moved its headquarters from there to Rabaul. It also did a pioneering trade in the British Solomons. HERNSHEIM & Co. were the chief buyers of ivory-nuts. The firm had a capital of £90,000, and in 1913 paid a dividend of $7\frac{1}{2}$ per cent.

(v) The Jaluit Gesellschaft originally administered the Admiralty, Marshall, Caroline and Mariana Islands, but was deprived of its authority in 1906. It acquired considerable American interests in the Carolines at the time of the sale of the islands to Germany, and had 23 good trading stations, chiefly staffed by foreigners, in the Marshalls and Carolines.

Its head station, at Jaluit, in the Marshall Islands, was well equipped, possessing extensive copra sheds and a wharf, and it owned nearly the whole Jaluit settlement. Shortly before the war it established the West Carolina Gesellschaft to exploit undeveloped land in Yap. It supplied coal to the German navy by means of chartered sailing vessels, which took copra on their return journeys. The company had eight trading schooners and a mail steamer, the "Germania," for its Hongkong-Sydney service (*cf.* p. 39), but in 1914 its employees were deported and the "Germania" chartered to Burns, Philp & Co. It did a large inter-island shipping business and had interests in the Pacific Phosphate Co., which, however, have since been sold. It had a capital of £60,000, and paid a dividend of 25 per cent. in 1911. It received £6,000 a year as subsidy for its Pacific Islands service.

(vi) The Deutsche Südseephosphat-Gesellschaft, of Bremen, was founded in 1908, with a capital of £225,000. It obtained from the Government a concession for 35 years on condition that it should pay a royalty of 1.25 marks per 1,000 kg. of phosphate obtained (a little over 1s. per ton), and that after the first 25 years the State should receive a gradually increasing percentage (40, 50, and 60 per cent.) of all profits accruing after payment to the shareholders of 8 per cent. Up to 1911 the company, though working the deposits on Angaur, had paid no dividend. The concession included phosphate working on the island of Pililju, in the Palau group.

There were also a considerable number of other German firms of less importance, and when in June 1917 the German South Sea Association petitioned the Bundesrat to recover Germany's Pacific colonies, they pointed out that the capital invested in them was over £500,000 in excess of that invested in any other colony except East Africa, and only £25,000 less than the sum invested there.

Japanese Interests.—Before the days of German rule Japan almost monopolized the trade of the smaller

Micronesian islands, especially the Marshalls. After Germany acquired the islands, Japanese influence declined, as Germany discouraged it in every possible way, but certain companies already established maintained their position, and did a good trade. Of these the two most important were the Hiki Company and the Mayurama Company, both of which traded in copra and fish in the Marianas. Since the Japanese occupation many Japanese traders have settled in the Marshall and Caroline Islands, and two of the larger companies, the Nanyo Boyeki Kaisha and the Nanyo Koygo Kaisha, have established headquarters on Jaluit. In 1917 a new firm, the South Pacific Trading Company, was floated in Yokohama to open up Japanese trade with Samoa and other Pacific Islands. Japan is now taking all the products of Micronesia, including the phosphate output of Angaur, which is worked by a Japanese company. She is also supplying Micronesia with imports and is likely to extend her trade in manufactured goods to other islands, since articles of a sort which is pleasing to native taste are among her characteristic products. The Japanese mercantile marine, which is subsidized by the Government, has increased enormously of late. An inter-insular service has already been established in Micronesia (*cf.* p. 40).

Australian Interests.—These are most extensively represented by the activities of Burns, Philp & Co., shippers and copra traders; their copra trade is especially flourishing in Samoa. The chief Australian plantations are in Samoa, *viz.*, the Moors Samoan Trading and Plantations, Ltd. (capital £60,000), at Apia, Savaii, and elsewhere, and the Papaseea Plantations, Ltd., at Apia and Tanumapua. The New Britain Corporation, Ltd., of Sydney (capital £10,000), has a plantation at Bougainville. Australia is the chief supplier of Samoa, and now takes most of the Nauru phosphate, but is not a good customer for copra.

British Interests.—These are chiefly represented by the Pacific Phosphate Company at Nauru and the Upolu Rubber and Cacao Estates, Ltd., in Samoa.

The Pacific Phosphate Company, of London, obtained from the Jaluit Gesellschaft a concession granted to that company by the German Government for 94 years from 1906, for the working of phosphate deposits in Nauru and other islands of the Marshall group; the terms of purchase were £25,000 in cash and 25,000 shares plus a royalty payable for 10 years. A fixed rent and a royalty on any excess over a specified tonnage of phosphate obtained were also payable to the German Government. The capital of the company in 1912 was £975,000, and up to 1914 it paid a dividend ranging from 25 to 50 per cent.; in 1908 it paid 50 per cent. dividend plus £250,000 in bonuses. The German shares in the company have all been sold since 1914.¹

The Upolu Rubber and Cacao Estates, Ltd., is an amalgamation of the Upolu Rubber Co., of Glasgow, and the Upolu Cacao Co. The present company owned over 5,000 acres in 1914, and had a capital of £90,000. Its balance-sheet showed a profit of over £2,000.

(2) FOREIGN

(a) *Exports*

Melanesia.

By far the most important article of export from these islands is copra, which accounts for roughly four-fifths of the total value of the trade. Next in value come bird-of-paradise skins, rubber, mother-of-pearl and other shells, and cacao; the returns from these, though small, are on the whole increasing.

¹ By Article 7 of the Nauru Island Agreement Act, 1920 (10 & 11 Geo. 5, ch. 27) the interests of the Pacific Phosphate Company in the island of Nauru are to be converted into a claim for compensation to be contributed by the Governments of the United Kingdom, the Commonwealth of Australia, and the Dominion of New Zealand.

The following table shows the value of the exports from German Melanesia in 1910, 1911, and 1912:—

—	1910.	1911.	1912.
	£	£	£
Bird-of-paradise skins	8,550	13,900	22,450
Cacao	2,750	3,650	3,750
Copra	151,900	166,600	202,600
Crown pigeon feathers .. ..	..	400	850
Ivory nuts	1,600	1,000	1,300
Mother-of-pearl and other shells ..	4,650	8,100	6,250
Rubber and gutta-percha	3,950	5,350	8,150
Sisal hemp	400	200	500
Trepang	950	1,050	1,400
Turtle-shell	800	750	950
Wood .. ..	..	..	550
Miscellaneous	5,600	4,450	3,300
Total	181,150	205,450	252,050

All but a small proportion of the exports used to go to Germany, which in the ten years preceding the war had, by means of the Norddeutscher Lloyd service, practically driven all other competitors from the field, increasing its share from less than one-third in 1904 to about nine-tenths in 1912. The following table shows the total value and the distribution of the exports in 1904, 1908, and 1910-12:—

Country of Destination.	1904.	1908.	1910.	1911.	1912.
	£	£	£	£	£
Germany	18,900	52,000	118,500	166,500	224,500
Australasia	20,450	26,850	54,500	28,900	20,500
Asia	13,300	850	2,900	3,650	5,500
America .. ..	..	..	1,000	550	..
United Kingdom	5,950	4,500	150	150	..
Other countries	600	1,150	4,100	5,700	1,550
Total	59,200	85,350	181,150	205,450	252,050

In 1912 Germany took from her Melanesian islands copra to the value of £182,500, out of a total export worth £202,600.

Micronesia.

The predominant place held by copra in Melanesia is taken in Micronesia by phosphate. There has been a decrease both in quantity and value in the exports of phosphate from Nauru, but there has been a steady rise under both headings in the export from Angaur. In 1910, 140,381 tons, amounting in value to £428,050, were exported from Nauru; in 1911, 87,041 tons exported brought in £265,400; and in 1912, 136,496 tons were worth only £173,400. The exports from Angaur in the same years were 35,380 tons, 43,932 tons, and 53,525 tons; the values will be found in the table given below. The fall in the Nauru export in 1911 was due to violent hurricanes which prevented loading, but the lost ground was not altogether recovered in the following year.

In comparison with phosphate, the other commodities produced in these islands are insignificant in value, but there is a steady output of copra, chiefly from the eastern group, while mother-of-pearl shell, tobacco and trepang are exported from the western islands.

The following table shows the value of the exports from the East Caroline Islands, the Marshall Islands, and Nauru from 1910 to 1912:—

—	1910.	1911.	1912.
	£	£	£
Copra	49,150	46,650	82,800
Phosphate .. .	428,050	265,400	173,400
Shark-fins .. .	..	50	50
Turtle-shell .. .	100	150	200
Miscellaneous .. .	2,150	1,300	1,650
Total	479,450	318,550	258,100

The value of the exports from the West Caroline, Palau, and Mariana Islands was in the same years as follows:—

	1910.	1911.	1912.
	£	£	£
Copra	14,500	11,800	15,100
Mother-of-pearl and other shells	6,100	6,650	1,650
Phosphate	46,850	62,500	76,150
Tobacco	300	350	200
Trepang	650	550	200
Miscellaneous	4,250	450	800
Total	72,650	82,300	94,100

There is no one country which stood out as the most important customer for goods from German Micronesia. The greater part went to Germany and Australasia, while Japan, trading specially in the Mariana Islands, also takes considerable quantities.

The following table shows the total value and the distribution of the exports from the East Caroline Islands, the Marshall Islands, and Nauru in 1904, 1908, and 1910-12:—

Country of Destination.	1904.	1908.	1910.	1911.	1912.
	£	£	£	£	£
Germany	18,800	40,100	118,800	130,750	80,600
Australasia	1,550	128,100	155,200	121,750	93,300
Asia	1,350	21,600	137,150	41,800	54,400
America	1,000	..	22,850	12,050	17,650
United Kingdom	9,250	15,900	10,050	..	..
Other countries	7,200	..	35,400	7,200	12,150
Total	39,150	205,700	479,450	313,550	258,100

The distribution of the exports in the same years from the West Caroline, Palau, and Mariana Islands was as follows:—

Country of Destination.	1904.	1908.	1910.	1911.	1912.
	£	£	£	£	£
Germany	2,450	2,550	30,750	26,950	18,900
Australasia .. ..	..	50	1,750	8,250	15,400
Asia	11,100	7,650	21,950	39,400	30,250
America .. ..	..	650	650	..	..
United Kingdom .. ..	..	750	2,100	..	50
Other countries	450	..	15,450	7,700	29,500
Total	14,000	11,650	72,650	82,300	94,100

Samoa.

Here, as in Melanesia, copra is the chief export, but the output of cacao is considerable and, like the smaller trade in kava and rubber, is increasing in value.

The following table shows the value of the exports from Samoa in 1910, 1911, and 1912:—

—	1910.	1911.	1912.
	£	£	£
Cacao	27,750	38,500	42,000
Copra	148,500	179,150	203,500
Kava	300	1,150	1,050
Rubber and gutta-percha .. ..	..	650	5,550
Tobacco .. ..	..	50	50
Miscellaneous	150	..	100
Total . . .	176,700	219,500	252,250

Germany and Australasia used to be the most important customers, Germany buying slightly the larger quantities, including two-thirds of the cacao. The exports from Samoa to the United Kingdom were considerable in comparison with those from other parts of the former German Pacific Possessions. Japan, on the other hand, took nothing. Of a total export of copra in 1912, value £203,500, the value taken by Germany was £92,500 and that taken by Australasia £100,000, while the remaining £11,000 went to America.

The following table shows the distribution of the exports from Samoa in 1904, 1908, and 1910-12:—

Country of Destination.	1904.	1908.	1910.	1911.	1912.
	£	£	£	£	£
Germany	17,850	62,650	86,350	106,250	126,800
Australasia	19,200	44,550	69,050	90,550	102,200
America	6,750	6,950	6,500	500	12,050
United Kingdom .. ..	..	19,400	14,800	22,200	11,200
Other countries	39,950	..	..	..	..
Total	83,750	133,550	176,700	219,500	252,250

Present destination of copra.—Since 1914 the former German Pacific Islands have been supplying copra to Japan and America only. Japan takes all the produce of the islands she administers, whilst Kaiser Wilhelmsland, the Bismarck Archipelago, and Samoa are sending increasing quantities to America and Japan by sailing vessels. The American consumption has risen rapidly; San Francisco has set up many crushing mills and bids fair to become the centre of the western copra trade. Australia admits copra free of duty, but takes only a limited quantity, as it is not much used in the country, and enters into competition with Queensland butter.

*(b) Imports***Melanesia.**

The value of the imports in 1912 was as follows:—

			£
Beer, spirit, wines	...	...	13,400
Coal	...	...	12,400
Food	...	...	74,800
Machinery and tools	...	...	9,050
Metals and metal goods	...	...	34,800
Petroleum	...	...	5,250
Textiles and clothing	...	...	38,250
Tobacco	...	...	16,300
Other imports	...	...	74,650
Total			278,900

Specie to the value of £14,700 was also imported, bringing the total to £293,600, an increase of nearly £30,000 over the total for 1911, and of nearly £100,000 over that for 1910.

The provenance of these imports is shown in the following table. The large part taken by Germany in the trade was due to the shipping facilities already referred to. A considerable proportion of the goods arriving from Australia consisted of manufactured articles, such as textiles, ultimately of German or British origin.

Country of Origin.	1910.	1911.	1912.
	£	£	£
Germany	84,300	127,750	111,050
Australasia	55,900	66,250	94,700
Asia	44,700	51,900	59,200
America	4,150	6,050	15,700
United Kingdom	3,400	9,250	10,700
Other countries	2,050	3,750	2,250
Total	194,500	264,950	293,600

Micronesia.

The imports into the eastern group of islands increased largely between 1904 and 1908, and those into the western group between 1908 and 1910, owing to the development of the phosphate works on Nauru and Angaur respectively. In 1904 the value of the import trade of the eastern islands was £41,250; in 1908 £79,650; in 1911, £86,450; and in 1912, £98,230. In the case of the western islands, the total was £16,450 in 1904 and £19,450 in 1908, while in 1910 it rose to £37,500, in 1911 to £49,350, and in 1912 to £68,630, for, as has already been said, progress on Angaur was steadier than progress on Nauru. The following table shows the principal import values in 1912 for the two groups together:—

	£
Beer, spirit, wines	6,800
Coal	7,950
Food	61,800
Machinery	12,350
Metals and metal goods ...	19,650
Petroleum	2,000
Textiles and clothing	18,050
Timber and wooden goods ...	12,850
Tobacco	3,300
Other imports	13,310
Total	158,060

The value of specie imported was £8,800.

For the purpose of showing the countries of origin of these imports the two groups are treated separately, as there are certain significant differences between them in this respect, notably in the proportion of goods obtained from Australia. The increase in the imports into the second group from Asia, and the drop in those from America and the United Kingdom, are also remarkable and are to be accounted for by the efforts of Japan to extend her interests.

The imports to the East Caroline and Marshall Islands and Nauru were distributed as follows in 1910, 1911, and 1912:—

Country of Origin.	1910.	1911.	1912.
	£	£	£
Germany	15,450	23,100	22,030
Australasia.. .. .	42,900	43,000	59,000
Asia.. .. .	8,750	6,650	12,000
America	6,300	6,100	2,400
United Kingdom	7,150	7,250	2,500
Other countries	200	350	300
Total	80,750	86,450	98,230

The imports to the West Caroline, Palau, and Mariana Islands in the same years were distributed as follows:—

Country of Origin.	1910.	1911.	1912.
	£	£	£
Germany	13,900	20,300	25,750
Australasia.. .. .	5,050	9,750	15,600
Asia.. .. .	7,350	18,000	26,000
America	1,300	400	650
United Kingdom	8,050	500	400
Other countries	1,850	400	230
Total	37,500	49,350	68,630

Samoa.

Although the Samoan islands form only about one-hundredth part of the total area of the former German Pacific Possessions they take rather more than one-third of the total imports. The annual figures show a steady increase, rising from £115,850 in 1904 to

£125,150 in 1908, £173,100 in 1910, £203,300 in 1911, and £249,700 in 1912. The values for 1913 were as follows:—

	£
Beer, spirit, wines	11,022
Food	102,555
Machinery	12,861
Metal goods	11,531
Textiles	45,285
Tobacco	3,554
Wood and building material ...	37,361
Other imports	60,648
Total	<u>284,817</u>

The greater part of these imports came from Australia. The absolute, but not the relative, value of the contribution of Germany was growing. The import from the United Kingdom in 1912 was abnormally large and was not maintained. The increase in the imports from other countries in that year mainly represents goods from Honolulu.

The following table shows the provenance of the imports from 1910 to 1912:—

Country of Origin.	1910.	1911.	1912.
	£	£	£
Germany	42,050	42,700	49,300
Australasia	102,550	128,300	156,100
America	19,100	19,750	8,150
United Kingdom	3,550	7,600	22,950
Other countries	5,850	4,950	13,200
Total	<u>173,100</u>	<u>203,300</u>	<u>249,700</u>

General.—The proportion in which certain of the more important classes of goods were supplied by various countries in 1912 is shown by the following table, which includes the whole of the former German Pacific Possessions with the exception of Samoa. The cereal import from Asia consists largely of rice for the

consumption of Chinese contract labourers. The proportion supplied by America would have been considerably greater had tobacco been included in the table:—

	Germany.	Australia and South Sea Islands.	Asia.	America.	United Kingdom.	Other Countries.	Total.
	£	£	£	£	£	£	£
Machinery and hardware	40,100	26,450	4,150	1,800	3,100	250	75,850
Cereals, fruit, and vegetables	4,950	17,400	48,250	150	50	50	70,850
Meat, fish, and live animals	8,300	34,550	5,400	4,500	50	250	53,050
Textiles and yarn ..	15,850	7,000	8,750	400	7,850	150	40,000
Alcoholic beverages ..	17,150	1,200	750	50	250	850	20,250

(c) Customs and Tariffs

The Customs tariffs imposed by the German Government were arranged for the purpose of obtaining revenue and not for protective purposes. The general import duty was 10 per cent. *ad valorem*, which in Samoa, however, had shortly before the war been raised to 12½ per cent. Certain classes of goods were subject to exceptional treatment: on cigars the duty was 20s. per thousand, on cigarettes 10s. per thousand, and on tobacco about 1s. 3d. per pound, while on spirits and liqueurs it was about 9s. a gallon, on wines at the rate of 25 per cent. or 20 per cent. *ad valorem*, according to their nature, and on beer about 7d. a gallon. Among articles exempt from duty were scientific instruments, transport material, machinery and tools, animals, seeds, fodder and manures, &c., stationery for office use, rice, salted meat and fish, timber and building material, and all material and appliances required for the exploitation of phosphate, &c. The import tax on the rice imported for Chinese needs was remitted in 1914 in order to lessen the cost of plantation labour.

Export duties of 10s. per ton on copra and 6d. per ton on phosphate were levied in Micronesia. In Samoa

in 1914, 20s. per ton was payable on copra and 30s. on cacao.

In order to put a stop to the indiscriminate slaughter which threatened the birds with extinction, the export duty on bird-of-paradise skins was increased four-fold in 1913, and in 1914 the export was prohibited altogether.

Export duties on cacao, copra, and rubber are now levied in those former German Pacific Islands which are in British occupation.

(D) FINANCE

(1) *Public Finance*

The *revenue and expenditure* of the former German Pacific Possessions, except Samoa, for the years 1909 to 1914 inclusive, were as follows in round figures:—

—	Revenue. (Exclusive of Imperial subsidy.)	Imperial subsidy.	Expenditure.
	£	£	£
1909	61,000	45,800	116,000
1910	78,000	46,150	120,000
1911	89,000	37,950	126,000
1912	99,500	60,400	138,000
1913 (estimates)	88,000	66,350	170,500
1914 (estimates)	104,750	85,850	191,650

The details for 1914 were as follows:—

Revenue.		Expenditure.	
	£		£
Taxes	20,000	Administration ..	130,850
Customs	57,500	Fleet	25,600
Various services ..	27,250	Extraordinary ex-	
Balance from previous		penses ..	35,200
year	1,050		
Imperial subsidy ..	85,850		
Total ..	191,650	Total ..	191,650

The returns for 1914 show on the one hand an increase of revenue due to the extension of the native poll-tax and, in spite of a loss of £2,000 by the prohibition of the export of bird-of-paradise skins, a growth in the customs duties; and on the other hand an increased expenditure due to additional expenses for military purposes.

In corresponding years the revenue and expenditure of Samoa were as follows:—

	Revenue.	Expenditure.
	£	£
1909	36,500	41,500
1910	43,000	43,500
1911	51,000	46,000
1912	59,000	50,000
1913 (estimates)	48,500	56,500
1914 (estimates)	59,500	68,700

The details for 1914 were as follows:—

Revenue.		Expenditure.	
	£		£
Taxes	16,000	Administration ..	49,300
Customs	38,500	Extraordinary ex-	
Various services	5,000	penses	17,750
Balance from previous		Reserve in compen-	
year	9,200	sation fund ..	1,650
	<hr/> 68,700		<hr/> 68,700

The increase in the expenditure for 1914 was due to preventive work in connection with coco-palm and cacao pests and to measures for spreading the use of the German language.

The *Imperial subsidy* granted to the various German Pacific Islands from 1899 to 1914 amounted altogether to considerably over £1,000,000. No subsidy was granted to the Marshall Islands until 1906, when the administration of the Jaluit Gesellschaft was brought

to an end; and none has been received by Samoa since 1908.

Under German rule the principal *direct taxes* were the poll-tax and the trade-tax.

The poll-tax was levied on all adult males, except Government officials and missionaries. Europeans paid £2 a year and Chinese £1; the sum exacted from natives ranged from 3 to 10 marks, varying in different localities according to their prosperity, the rate of wages current, and other economic factors. In Kaiser Wilhelmsland the minimum was 5 marks, the maximum 10, and the tax might be worked off at the rate of 20 pf. ($2\frac{1}{2}d.$) for each day's labour. There was a uniform charge of 7 marks in the Bismarck Archipelago and of 4 in Samoa, while only 3 were exacted in the Marianas. It must be remembered that the raising of revenue was perhaps not the primary object of the imposition of the tax on natives, for it was thought that the need of earning money to pay it would compel them to seek employment from Europeans.

The trade-tax was levied on commercial houses and weighing-stations, and fell solely on traders and planters. In the Marshall Islands these were divided into six classes, paying respectively £2, £4, £6, £12, £20, and £30 a year.

Other taxes were imposed for special purposes from time to time. Thus, in 1904, 12 marks were exacted from all heads of families in Samoa as a contribution towards the expense of suppressing a rebellion.

Most of the revenue obtained from the former German Pacific Possessions, however, came from customs duties, which were especially heavy in Samoa.

The British plan of creating an "island fund" for use in emergency (*e.g.*, to relieve the population after a typhoon) was never adopted by the Germans; but extraordinary demands on the exchequers of Rabaul or Apia were met by increasing the Imperial subsidy.

The distribution of taxation in the former German Pacific Islands was criticised by the European colonists

on the ground that they had to pay more than their just share. They maintained that the natives escaped too lightly; resented the exemption of officials and missionaries; and grumbled at the high import duties, which certainly were paid for the most part by Europeans, as the natives bought few imported goods. The settlers advocated the imposition of a property-tax on the Prussian model, and also the taxation of undeveloped land. Their complaints received some support in Germany, where publicists interested in colonial policy urged that the Imperial grants to the South Sea protectorates were too small in relation to the amount levied locally; successive Ministers for the Colonies, it was said, retarded the exploitation of the islands by undue concern for economy. It is, however, true that in 1912 the Reichstag accepted elaborate schemes for the construction of public works and the promotion of education in the former German Pacific possessions.

(2) *Currency*

Before the war German coinage was the only legal tender, and the authorities made strenuous efforts to suppress the use of native currency. Their exertions naturally achieved little result in the inland regions of the larger Melanesian islands, but in the smaller and more civilized islands and especially at the ports, they had attained a considerable measure of success. With the natives shells are the most popular medium of exchange, many kinds being used for this purpose, and there are native shell-capitalists, and even shell-usurers, who make loans at high rates of interest. Barter is everywhere common, based on an elaborate scale of relative values; in some islands, for instance, a little pig is worth ten spears. European traders often barter their goods to the natives for copra. Between Kaiser Wilhelmsland and the Bismarck Archipelago there is a long-established barter in sago, earthenware, and other native products; business is conducted from boats, and the open sea serves as market-place.

(3) *Banking*

In 1911 the firm of Forsayth established a Trade and Savings Bank at Rabaul. It did a moderate amount of local business, but seems to have offered no assistance to foreign trade. Admirable facilities for making remittances to other countries were, however, supplied by the post-office.

The Commonwealth Bank has now established a branch at Rabaul. There was no German bank in Samoa—a lack which was much deplored by the settlers.

(4) *Influence of Foreign Capital*

The principal sources of the capital employed before 1914 in the development of the former German Pacific Possessions have been sufficiently indicated above (pp. 69-73). Except in the working of the phosphate of Nauru, the influence of non-German capital was small.

APPENDIX

I

ARRANGEMENT BETWEEN GREAT BRITAIN AND GERMANY RELATIVE TO THEIR RESPECTIVE SPHERES OF ACTION IN PORTIONS OF NEW GUINEA

Parliamentary Papers, 1884-85, vol. LIV [C.—4441]

No. 1

Earl Granville to Count Münster

Foreign Office, April 25, 1885.

M. l'Ambassadeur,

IN the note which I did myself the honour to address to you on the 16th ultimo, I stated that Her Majesty's Government were disposed to suggest that the boundary between the British and German Protectorates in New Guinea should be, on the north-eastern coast, the point of intersection of the 8th parallel of south latitude, and that, as regards the interior, a fair and equal division of the territories should be arrived at by means of a conventional line or lines, to be drawn from the coast boundary to some point on the 141st meridian of east longitude, which divides the Dutch possessions from the rest of the island.

Her Majesty's Government are now prepared to propose a line which will, in their opinion, answer to these conditions. It would run as follows:—

Starting from the coast near Mitre Rock, on the 8th parallel of south latitude, it would follow that parallel until it is intersected by the meridian of 147° east longitude; would proceed thence in a straight line in a north-westerly direction to the point of intersection of the 6th parallel of south latitude with the 144th meridian of east longitude; and would continue thence in a west-north-westerly direction until it meets the point of intersection of the 5th parallel of south latitude with the 141st meridian of east longitude.

This line would give an area on the German side of about 67,000, on the English side of about 63,000, square miles, and would nearly approach the water-parting line, or natural boundary.

I should be glad to hear from your Excellency whether it would be considered by the German Government to be a satisfactory frontier.

I have, &c.
(Signed) GRANVILLE.

No. 2

Count Münster to Earl Granville.—(Received April 29)

Accepts proposed boundary.

II

DECLARATION BETWEEN THE GOVERNMENTS OF GREAT BRITAIN AND
THE GERMAN EMPIRE RELATING TO THE DEMARCATION OF THE
BRITISH AND GERMAN SPHERES OF INFLUENCE IN THE WESTERN
PACIFIC

[Signed at Berlin, April 6, 1886]

Parliamentary Papers, 1886, vol. LXXIII [C.—4656]

* * * * *

1. For the purpose of this Declaration the expression "Western Pacific" means that part of the Pacific Ocean lying between the 15th parallel of north latitude and the 30th parallel of south latitude, and between the 165th meridian of longitude west and the 130th meridian of longitude east of Greenwich.

2. A conventional line of demarcation in the Western Pacific is agreed to, starting from the north-east coast of New Guinea, at a point near Mitre Rock, on the 8th parallel of south latitude, being the boundary between the British and German Possessions on that coast, and following that parallel to point A, and thence continuing to points B, C, D, E, F, and G, as indicated in the accompanying charts, which points are situated as follows:—

- A. 8° south latitude, 154° longitude east of Greenwich.¹
- B. 7° 15' south latitude, 155° 25' east longitude.
- C. 7° 15' south latitude, 155° 35' east longitude.
- D. 7° 25' south latitude, 156° 40' east longitude.
- E. 8° 50' south latitude, 159° 50' east longitude.
- F. 6° north latitude, 173° 30' east longitude.
- G. 15° north latitude, 173° 30' east longitude.

The point A is indicated on the British Admiralty Chart 780, Pacific Ocean (South-West sheet); the points B, C, D, and E are indicated on the British Admiralty Chart 214 (South Pacific Solomon Islands); and the points F and G on the British Admiralty Chart 781, Pacific Ocean (North-West sheet).²

¹This arrangement was modified by the agreement of November 1899 (see below, p. 93), by which Germany ceded to Great Britain the Solomon Islands previously German, except Bougainville and Buka.

²The points indicated in this paragraph are shown in the map annexed. Copies of the original charts annexed to the Declaration have been deposited in the Library of the House of Commons for reference.

3. Germany engages not to make acquisitions of territory, accept Protectorates, or to interfere with the extension of British influence, and to give up any acquisitions of territory or Protectorates already established in that part of the Western Pacific lying to the east, south-east, or south of the said conventional line.

4. Great Britain engages not to make acquisitions of territory, accept Protectorates, or interfere with the extension of German influence, and to give up any acquisitions of territory or Protectorates already established in that part of the Western Pacific lying to the west, north-west, or north of the said conventional line.

* * * * *

6. This Declaration does not apply to the Navigator Islands (Samoa), which are affected by treaties with Great Britain, Germany, and the United States; nor to the Friendly Islands (Tonga), which are affected by treaties with Great Britain and Germany; nor to the Island of Niué (Savage Island), which groups of islands shall continue to form a neutral region; nor to any islands or places in the Western Pacific which are now under the sovereignty or protection of any other civilised Power than Great Britain or Germany.

* * * * *

III

DECLARATION BETWEEN GREAT BRITAIN AND GERMANY RELATING TO THE RECIPROCAL FREEDOM OF TRADE AND COMMERCE IN THE BRITISH AND GERMAN POSSESSIONS AND PROTECTORATES IN THE WESTERN PACIFIC

[Signed at Berlin, April 10, 1886]

* * * * *

2. The Government of Her Britannic Majesty and the Government of His Majesty the Emperor agree that the subjects of either State shall be free to resort to all the possessions or Protectorates of the other State in the Western Pacific, and to settle there, and to acquire and to hold all kinds of property, and to engage in all descriptions of trade and professions, and agricultural and industrial undertakings, subject to the same conditions and laws, and enjoying the same religious freedom, and the same protection and privileges, as the subjects of the Sovereign or Protecting State.

3. In all the British and German possessions and Protectorates in the Western Pacific the ships of both States shall in all respects reciprocally enjoy equal treatment as well as most-favoured-nation treatment; and merchandise of whatever origin imported by the subjects of either State, under whatever flag, shall not be liable to any other or higher duties than that imported by the subjects of the other State or of any third Power.

* * * * *

5. Both Governments engage not to establish any penal settlements in, or to transport convicts to, the Western Pacific.

6. In this Declaration the words "possessions and Protectorates in the Western Pacific" shall not include the Colonies which now have fully constituted Governments and Legislatures.

.

IV

FINAL ACT OF THE CONFERENCE ON THE AFFAIRS OF SAMOA

[Signed at Berlin, June 14, 1889]

Parliamentary Papers, 1890, vol. LXXXI [C.—5911]

* * * * *

Article I.—A Declaration respecting the Independence and Neutrality of the Islands of Samoa, and assuring to the respective Citizens and Subjects of the Signatory Powers Equality of Rights in said Islands; and providing for the immediate restoration of Peace and Order therein.

It is declared that the islands of Samoa are neutral territory, in which the citizens and subjects of the three Signatory Powers have equal rights of residence, trade, and personal protection. The three Powers recognise the independence of the Samoan Government, and the free right of the natives to elect their Chief or King, and choose their form of government according to their own laws and customs. Neither of the Powers shall exercise any separate control over the islands or the Government thereof.

* * * * *

V

CONVENTION AND DECLARATION BETWEEN THE UNITED KINGDOM AND GERMANY FOR THE SETTLEMENT OF THE SAMOAN AND OTHER QUESTIONS

[Signed at London, November 14, 1899]

Parliamentary Papers, 1900, vol. CV [Cd. 38]

* * * * *

ARTICLE I

Great Britain renounces in favour of Germany all her rights over the islands of Upolu and of Savaii, including the right of establishing a naval and coaling station there, and her right of extra-territoriality in those islands.

Great Britain similarly renounces, in favour of the United States of America, all her rights over the island of Tutuila and the other islands of the Samoan group east of 171° longitude west of Greenwich. . . .

ARTICLE II

Germany renounces in favour of Great Britain all her rights over the Tonga Islands, including Vavau, and over Savage Island, including the right of establishing a naval station and coaling station, and the right of extra-territoriality in the said islands.

Germany similarly renounces, in favour of the United States of America, all her rights over the island of Tutuila and over the other islands of the Samoan group east of longitude 171° west of Greenwich.

She recognises as falling to Great Britain those of the Solomon Islands, at present belonging to Germany, which are situated to the east and south-east of the island of Bougainville, which latter shall continue to belong to Germany, together with the island of Buka, which forms part of it. . . .

* * * * *

Declaration

It is clearly understood that by Article II of the Convention signed to-day Germany consents that the whole group of the Howe Islands, which forms part of the Solomon Islands, shall fall to Great Britain.

It is also understood that the stipulations of the Declaration between the two Governments signed at Berlin on the 10th April, 1886, respecting freedom of commerce in the Western Pacific, apply to the islands mentioned in the aforesaid Convention.

VI

CONVENTION BETWEEN THE UNITED KINGDOM, GERMANY, AND THE UNITED STATES OF AMERICA FOR THE ADJUSTMENT OF QUESTIONS RELATING TO SAMOA

[Signed at Washington, December 2, 1899]

Parliamentary Papers, 1900, vol. CV [Cd. 39]

* * * * *

ARTICLE II

Great Britain renounces in favour of the United States of America all her rights and claims over and in respect to the island of Tutuila and all other islands of the Samoan group east of longitude 171° west of Greenwich.

[4492]

I

Germany in like manner renounces in favour of the United States of America all her rights and claims over and in respect to the island of Tutuila and all other islands of the Samoan group east of longitude 171° west of Greenwich.

Reciprocally, the United States of America renounce in favour of Germany all their rights and claims over and in respect to the islands of Upolu and Savaii, and all other islands of the Samoan group west of longitude 171° west of Greenwich.

ARTICLE III

It is understood and agreed that each of the three Signatory Powers shall continue to enjoy, in respect to their commerce and commercial vessels, in all the islands of the Samoan group, privileges and conditions equal to those enjoyed by the Sovereign Power in all ports which may be open to the commerce of either of them.

* * * * *

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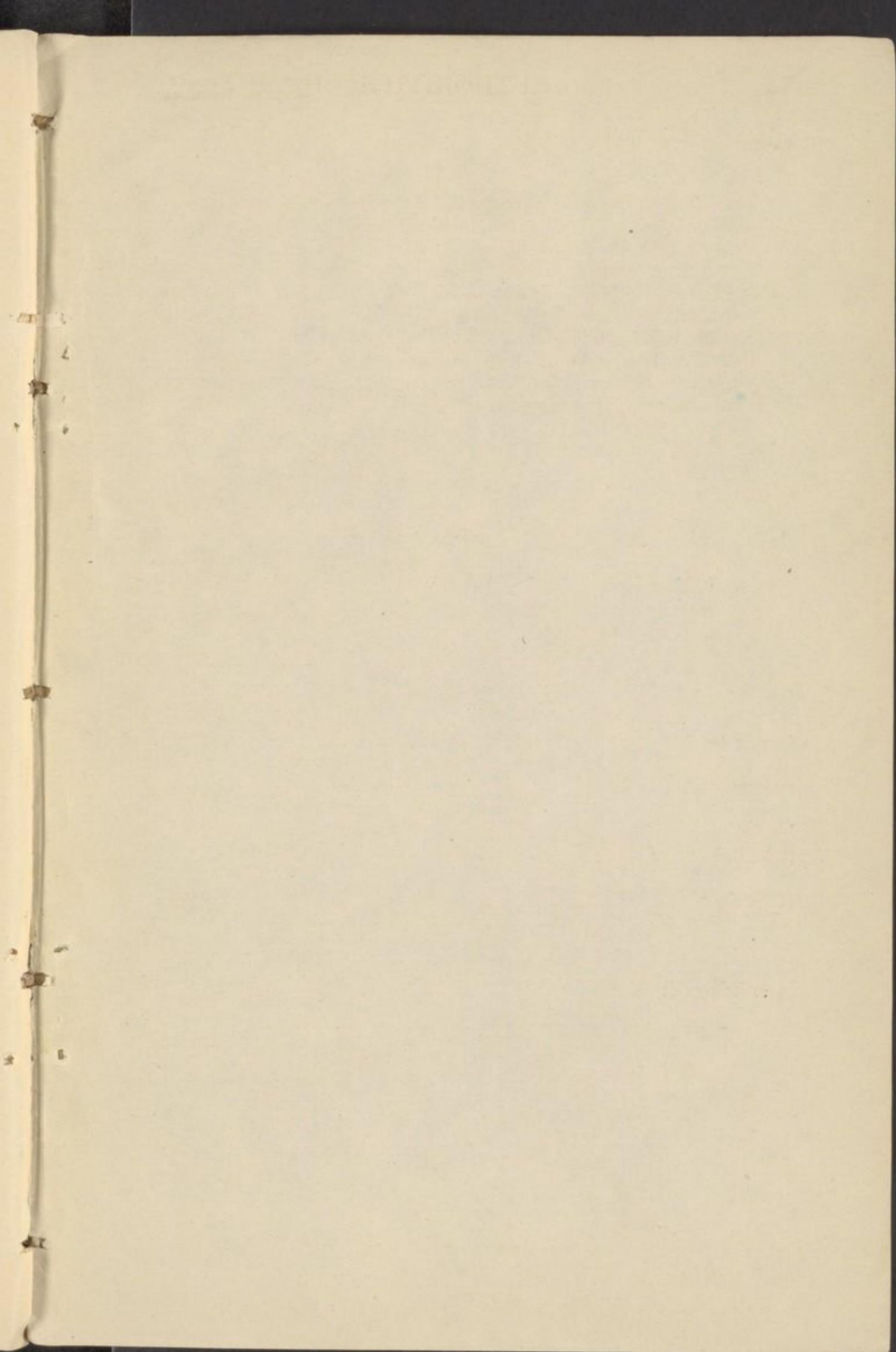
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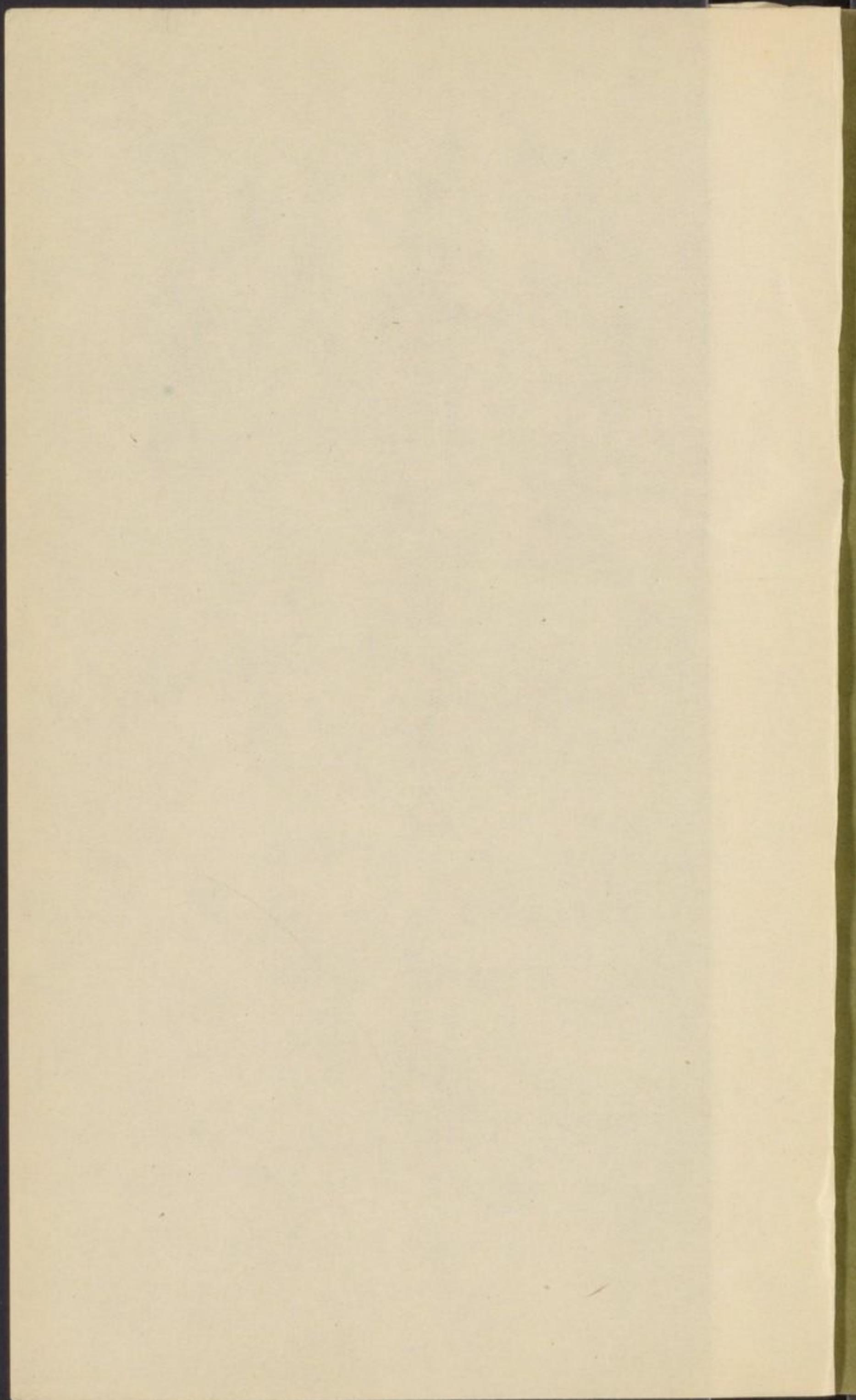
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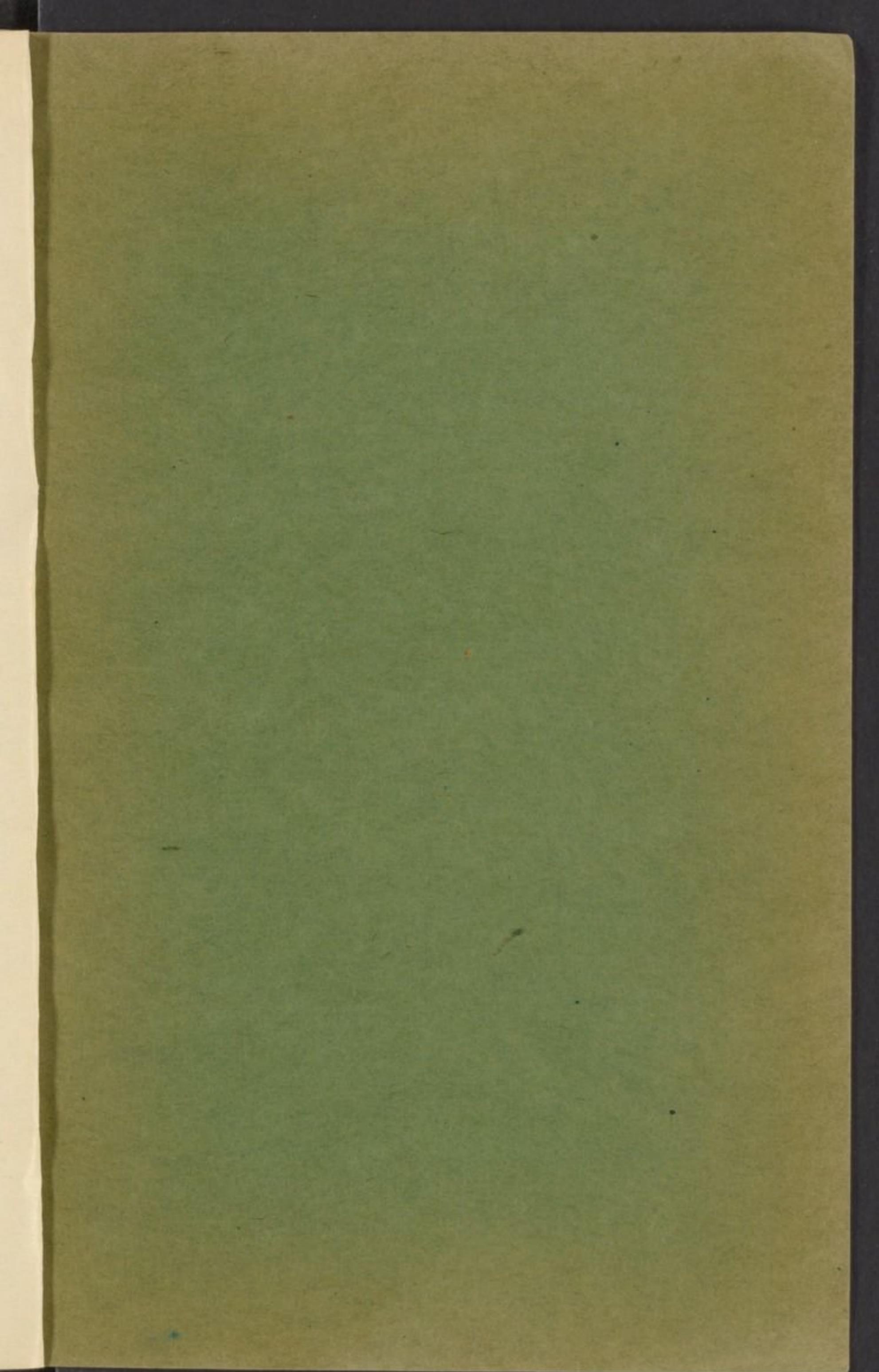
The former German Possessions in the Pacific are shown on Stanford's Map of the Pacific Islands (London Atlas Series), on Mercator's projection, 23 inches by 18 inches.

The former German Samoan Islands are shown on a War Office Map (T.S.G.S. 2192), on the scale of 1:486,400 (July 1906); British and German New Guinea are shown on another map (G.S.G.S. 1822), on the scale of 1:2,000,000 (1906).

The Caroline Islands and adjacent groups are shown on Intelligence Division Map No. 881 (on Mercator's projection—Ordnance Survey, January 1919).







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