

# REPORT ON THE STATE OF BRUNEI

FOR THE YEAR

1916

BY

G. E. CATOR,  
BRITISH RESIDENT, BRUNEI.

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# REPORT ON THE STATE OF BRUNEI FOR THE YEAR 1916.

## FINANCIAL.

Revenue amounted to \$127,615 and expenditure to \$113,317.

### REVENUE.

The revenue showed an advance of \$8,643 on the figures for 1915 and was \$16,685 in excess of the estimated amount of \$110,930.

This satisfactory result was due to a combination of circumstances.

A number of rubber estates came into bearing, and affected the revenue directly by payment of export duty and indirectly by stimulating a desire to take up land: prices were high, the north-east monsoon was late in breaking, leaving the Tutong and Belait river mouths open to the end of the year: and last, but not least, the State is responding to the steady efforts to develop it which have been made during the past 10 years.

### EXPENDITURE.

The expenditure, exclusive of personal accounts, represented a saving of \$10,730 on the estimates.

Approximately, one half of this is due to the omission or postponement of various services: at the same time credit is due to all departments, and particularly the Treasury, for the efforts to promote economy and avoid waste.

Figures of revenue and expenditure for the past three years are as follows:

	Revenue.	Expenditure.
1914	\$126,647	\$163,352
1915	118,972	114,518
1916	127,615	113,317

While in view of the State's considerable debt and excessive dependence on one source of income, it is impossible to call the financial position satisfactory, yet a point has been reached at which the annual revenue may confidently be expected to cover all ordinary expenditure.

Abstracts of revenue and expenditure and statements of assets and liabilities and public debt are attached as appendices to this report.

### CUSTOMS, TRADE AND MANUFACTURES.

Export duties brought in \$13,265, import duties \$29,975, and the Chandu Monopoly \$21,027, or a total of practically half the revenue of the State.

The bulk of the trade of Brunei is carried on with Labuan which acts as a distributing centre both for imports and exports.

Nearly every firm trading in Brunei has representatives (frequently principals) in Labuan, and these representatives are themselves the agents of larger firms in Singapore.

During 1916 imports from Labuan decreased, probably because credit between Labuan and Singapore was short.

Exports to that place, however, rose by \$55,000. There was a very large increase in the amount of Para rubber shipped, while cutch and forest produce and live stock also showed notable advances.

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The following are the approximate values of the principal articles of import and export:

IMPORTS.		1915.	1916.
Rice	...	\$83,067	\$96,853
Tobacco	...	37,706	45,179
Piece goods	...	64,429	53,675
Sugar	...	19,701	25,192
Kerosene oil	...	16,828	20,304
Coconut oil	...	6,391	7,358
Matches	...	4,210	5,627
Salt	...	1,672	2,178

EXPORTS.		1915.	1916.
Catch	...	\$237,400	\$285,400
Coal	...	148,730	206,077
Live stock	...	2,918	8,164
Hides and tallow	...	8,971	5,804
Forest produce	...	12,539	17,765
Sago	...	37,229	31,317
Plantation rubber	...	60,103	142,711
Jelutong rubber	...	40,817	37,016

Mr. E. G. Goldfinch was in charge of the Customs Treasury and Monopoly Departments throughout the year.

#### MANUFACTURES.

The Island Trading Company exported 51,900 packages of cutch weighing 2,600 tons as compared with 47,787 packages weighing 2,489 tons in 1915. The estimated value was \$255,400.

Energetic efforts were made to meet the increasing difficulty of obtaining mangrove in the immediate neighbourhood by the purchase of launches "Istra" and "Brunei" (the latter from the Government) together with a number of tongkangs.

During the early months of the year almost the whole output was shipped to Great Britain but latterly a considerable proportion was sent to America, China and Japan.

About \$28,000 were paid in wages to natives of Brunei working in the Company's factory.

#### LEGISLATION.

There were five meetings of the State Council held in His Highness' new "Lapan" or Audience Hall.

The following Enactments were passed:

- The Mining Enactment, Amendment Enactment.
- The Firearms Enactment.
- The Small Offences Enactment.

#### LAND, AGRICULTURE AND FORESTS.

Land revenue amounted to \$16,320, an increase of, approximately, \$2,000 over the figures for 1915.

This may be considered satisfactory in view of the fact that no rent was paid on the Jerudong Oil Lease.

Land rents continue to show a steady increase.

Seventy-nine new titles were registered.

No large blocks were surveyed but the staff was kept fully employed in dealing with the numerous applications for small holdings, which amounted to 150 odd.

**BRUNEI.**—The continued demand for rubber has, on the whole, had a good effect in Brunei though some of its results are disquieting.

The Bruneis themselves have no agricultural tradition, and until six or seven years ago had little knowledge of, and less interest in, the subject.

In the circumstances it is hardly surprising that on taking up land they devoted themselves to the most profitable and least troublesome product to the almost total exclusion of everything else. As a result, however, cultivation is lopsided—coconuts, fruit and pepper are nothing accounted—and should serious disease attack rubber, agriculture in Brunei would collapse.

Efforts have been made to counteract this tendency by making it a condition of title that cultivation must be mixed, but such a condition is easier to insert than enforce especially in a country where it is essential to attract people to the land.

On the other side of the account it must be remembered that in Brunei rubber has not, as elsewhere, replaced useful products. It has replaced scrub undergrowth and secondary jungle.

Further, the "Boom" has taught the Bruneis, as nothing but an early prospect of making money would do, the necessity of developing and looking after their lands so that the standard of cultivation is comparatively high.

The total value of rubber exported in 1915 was \$23,171 and in 1916, \$63,565 (Brunei only).

The ordinary cultivation of a Malay country—padi, pine-apples, sugar-cane, and so on—is in Brunei proper entirely in the hands of the Kedayans. This tribe is gradually growing accustomed to fixed cultivation and will ultimately be a great asset to the country.

Their padi crop after promising well was, unfortunately, spoiled by torrential rain at the harvest time.

**TUTONG.**—There is little cultivation in Tutong beyond sago and padi but the district is one of great possibilities.

The value of sago exported in 1916 was \$9,427, of forest produce \$1,225, and of live stock \$3,345.

The district has a most satisfactory appearance of prosperity and well-being.

Towards the end of the year land was being freely taken up near the Customs for the inevitable rubber.

**BELAIT.**—In this river the inhabitants are chiefly occupied in cultivating sago and exploiting the fine Jelutong forests.

On the whole the year was a good one for them.

Sago, jelutong and rotans in turn commanded fair prices, while the lateness of the north-east monsoon made it possible to take advantage of the strong demand for the first-named in late November and early December.

Jelutong exported was valued at \$25,232.

**TEMBURONG.**—The Temburong district is steadily advancing in prosperity and importance.

It is the largest producer of sago and jungle produce in the State and, in addition, there are three large rubber estates, all of which have reached the tapping stage.

The value of sago exported was \$14,721, of forest produce \$5,612, of jelutong \$5,582, and of cultivated rubber of \$78,322.

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The following particulars have been supplied by the courtesy of the managers:

BRUNEI ESTATES, LIMITED.			
	1915.		1916.
Planted area ...	495 acres	...	495 acres
Number of trees tapping ...	12,400	...	42,000
Output ...	25,625 lbs. (1st July 1915 to 30th June, 1916)	...	31,332 lbs. (six months July to Dec. only)
Labour force ...	138	...	256

LIVERPOOL (BRUNEI) PARA RUBBER CO., LTD.			
	1915.		1916.
Planted area ...	415 acres	...	415 acres
Number of trees tapping ...	nil.	...	7,319
Output ...	"	...	14,537 lbs.
Labour force ...	"	...	154

BRUNEI-BORNEO RUBBER AND LAND CO., LTD.			
	1915.		1916.
Planted area ...	283 acres	...	367 acres
Number of trees tapping ...	25,700	...	32,426 (alternate days)
Output ...	31,775 lbs.	...	74,349 lbs.
Labour force ...	114	...	114

Brunei Estates employ Javanese and Chinese labour; Liverpool (Brunei) nearly entirely Chinese; and Brunei-Borneo locally recruited Malays and Kedayans.

Liverpool (Brunei) owns and runs a launch which also serves the other two estates and maintains a regular weekly service between Temburong, Brunei and Labuan.

The average rainfall was 180 inches.

#### MINING.

##### COAL.

The output from His Highness Sir Charles Brooke's mines at Brooketon and Buang Tawar was 27,447 tons, the bulk of which was exported.

The small decrease compared with 1915 when 30,413 tons were produced is due to trouble with water towards the end of the year.

The average price was 17s. 6d.

No ship called at Brooketon, but nearly all the vessels of His Majesty's Navy and of the Imperial Japanese Navy which called at Labuan bunkered there with Brooketon coal while the Straits Steamship Co. were also regular customers.

There were no fatal accidents and no labour troubles.

The manager speaks well of the Brunei Malay as a miner.

##### OIL.

There are four companies operating in Brunei.

Two have obtained leases and two are prospecting.

Of the former, the Brunei Oil Royalty, Ltd., at Jerudong, did no work during the year and in August their lease was forfeited.

The concession held by the Brunei-Borneo Petroleum Co., Ltd., at Belait, was worked up till August by the Nederlandsche Koloniale Petroleum Maatschappij but, unfortunately, without success. Nothing was done after that date.

The Anglo-Saxon Petroleum Co. continued their prospecting operations at Demuan. Towards the close of the year they set about preparations for sinking another bore at Sembatang in the Tutong river.

The Shanghai Langkat Co. were engaged for the first six months in transporting their material to their new location in the Tutong river—an operation considerably hindered by bad weather. Boring then commenced and was in progress at the end of the year.

#### EDUCATION.

The vernacular school in Brunei improved greatly during the year both in attendance and teaching. There are now almost sixty boys in the register. Nearly all these attend regularly and seem to show an interest in their work.

At Muara the vernacular school was re-opened in August and maintains an average attendance of about 40.

A small Chinese school was opened in Brunei towards the end of the year for the benefit of the children of local shopkeepers.

Education in Brunei needs all the encouragement that Government can give it.

Of the four Malay Magistrates, three are natives of Sarawak, most of the Malay clerks also come from that State.

It is greatly to be desired that when these retire there shall be natives of Brunei fitted by education and birth to take their place and to assume their proper share of responsibility for the administration and development of their country.

In this connection it is a matter of satisfaction that some of the more influential Malays have begun to send their children regularly to school at an early age.

#### CRIME AND JUSTICE.

Two hundred and five criminal and 524 civil cases were heard in the Courts of the Resident and Magistrates during the year.

The work of the Malay Magistrates is characterised by a praiseworthy care and fairness and appeals from or complaints against their decisions are rare.

With two exceptions there was an absence of serious and more particularly of violent crime in the State though buffalo stealing is very common and most difficult to check.

In March, a Chinese cooly named Joo Chai was murdered in the house of his employer, Ah Kiew, in Ulu Belait.

It is alleged that the murder was committed by the paramours of Ah Kiew's wife and another woman (both natives of Belait), but the evidence at the trial was insufficient and contradictory.

On the night of the 19th May, one of the Sikh constables on Treasury guard named Vir Singh attempted, possibly under the influence of drink, to shoot one of his fellow constables. His rifle misfired and he then ran away carrying the rifle and ten live rounds into the gardens at the back of the office. Mr. E. B. Maundrell, the British Resident, at once went out with a party to arrest him. They met Vir Singh at a turn of a narrow path and he immediately fired two shots, one of which passed through Mr. Maundrell's head killing him instantly.

The murderer surrendered himself next day.

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He was tried in Brunei before His Honour Sir John Bucknill, Chief Justice of the Straits Settlements, sentenced to death and executed on 2nd September.

This was the first occasion on which a Judge of the Supreme Court of the Colony had sat in Brunei and the solemnity and dignity of the proceedings made a great impression.

#### POLICE AND PRISONS.

The strength of the portion of the Labuan and Brunei Police Force stationed in Brunei at the end of December, 1916, was thirteen Sikh non-commissioned officers and men and twenty-two Malay non-commissioned officers and men.

There is a Sikh Corporal at Muara but, apart from this, all the Sikhs are stationed in Brunei.

The Malays are divided between Brunei, Muara, Tutong, Temburong and Belait.

Discipline and health were, on the whole, good.

There were seven prisoners at the beginning of the year and sixteen at the end. They were engaged on extra-mural work.

Mr. H. G. Crumme, Chief Police Inspector, was in charge of Brunei and Labuan Police throughout the year.

#### PUBLIC HEALTH.

Though there was no outbreak of serious disease there was an unusual amount of fever and dysentery with sporadic outbreaks of chicken-pox in Brunei and Muara. Possibly the weather, which was cold and abnormally wet, is to be held accountable for this.

Rainfall in Brunei amounted to 111.59 inches which, as far as is known, constitutes a record.

The earlier months of the year were unusually stormy but the later months though wet were relatively calm.

#### POSTAL.

The figures of articles received and delivered for the past three years are as follows:

	1914.	1915.	1916.
<b>RECEIVED—</b>			
Letters ... ..	5,357	5,421	6,458
Registered articles	1,824	1,818	1,816
<b>DELIVERED—</b>			
Letters ... ..	5,219	6,178	7,559
Registered articles	713	846	883

#### PUBLIC WORKS.

The first section of the Brunei-Belait bridle-path—namely, that between Demuan and Tutong—was completed at a cost of \$3,679.

The last section over the Lagnadan swamp proved costly and difficult for the swamp seemed nearly bottomless.

The completion of this section has greatly improved communication between Brunei and Tutong: the path has been much used.

The construction of the Office and Police Station at Muara was completed at a cost of \$1,850 and the old Office is being turned into a school.

Five hundred and fifty dollars was spent in repairs to the Customs wharf and shed at Brunei.

The Temburong-Pandaruan bridle-path was not begun as it was decided to await the construction of a Customs Station at Pandaruan.

Annually recurrent expenditure amounted to \$3,356.

#### GENERAL.

The year on the whole was one of prosperity for Brunei in spite of the increase of prices.

There is a steady movement from the old river kampongs to the land and as has been said the standard of cultivation is slowly improving.

His Highness the Sultan has frequently expressed his loyalty to His Majesty the King, and prayers are offered in the Mosque for the success of the British arms.

Mr. Maundrell's death was a great loss to the State, all nationalities appreciated the unselfish care and devotion to duty which he invariably displayed.

He was succeeded by Mr. G. E. Cator, who remained in charge till the end of the year.

Apart from this there was no administrative change of importance.

The Native Officers in charge of districts, without exception, worked well, and credit is due to them and to the staff in Brunei for their successful efforts in face of what at the beginning seemed a difficult financial position.

Mr. E. Roberts' wide knowledge of Brunei was always at the disposal of the Resident and was of great value.

Captain A. R. Chancellor, Inspector-General of Police, Straits Settlements, visited Brunei in June and inspected the stations at Brunei, Tutong and Temburong.

His Honour Sir John Bucknill, Chief Justice, Straits Settlements, arrived on 27th July to try the Belait murder case and that of Mr. Maundrell and remained a week.

His Highness the Sultan most gratefully appreciated the assistance given in the attendance of the highest Judicial Officer of the Colony on this occasion.

In October, His Highness "gave a name," according to Brunei custom, to the infant daughter of Mr. E. G. Goldfinch—the first European child born in Brunei.

The thanks of the Government are due to the Managers of the various companies operating in the State for courteous help in many directions.

BRUNEI.

G. E. CATOR,  
*British Resident, Brunei.*

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APPENDICES.

A. REVENUE.

B. EXPENDITURE.

C. ASSETS AND LIABILITIES.

D. PUBLIC DEBT.

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## APPENDIX A.

Abstract of Revenue.	1914.	1915.	1916.
<b>CLASS I.</b>	\$	\$	\$
Duties, Taxes and Licences—			
Customs ... ..	39,750	42,584	45,341
Government Monopolies ... ..	22,744	18,148	21,027
Licences ... ..	4,416	4,496	2,481
Poll-Tax ... ..	865	1,027	4,334
Municipal ... ..			951
<b>CLASS II.</b>			
Fees of Court and Office—			
Courts ... ..	2,344	2,457	2,301
Surveys ... ..	1,468	478	1,198
General ... ..	6,805	4,525	8,127
<b>CLASS III.</b>			
Post Office—			
Post Office ... ..	3,159	1,866	2,130
<b>CLASS IV.</b>			
Revenue from Government Property—			
Land Revenue ... ..	18,473	14,343	16,320
Cession Monies ... ..	18,295	21,646*	19,338
Interest ... ..		7,402	4,167
<b>CLASS V.</b>			
Miscellaneous and Interest ... ..	7,328	†	†
Total Revenue ... ..	125,647	118,972	127,615
Repayment of Loans ... ..		10,557	5,608
Total Receipts ... ..	125,647	129,529	133,223

\* Includes \$6,137 due in 1914 but paid in 1915.

† Now classed under Fees of Court, etc.

B.



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## APPENDIX B.

Abstract of Expenditure.	1914.	1915.	1916.
	\$	\$	\$
His Highness the Sultan .....	—	12,700*	12,760*
Native Chiefs .....	—	12,000*	12,000*
British Resident .....	11,590	10,196	9,895
Treasury, Customs and Monopolies .....	12,474†	5,025	6,344
Land and Surveys .....	2,483	3,488	3,333
District Offices .....	4,700	5,417	5,541
Education .....	...	405	379
Marine .....	5,941	6,240	4,451
Police .....	10,213	10,282	10,345
Medical .....	...	241	254
Political Pensions .....	30,246‡	5,141	5,156
Headmen .....	...	1,571	815
Interest .....	...	17,590	17,590
Miscellaneous Services .....	56,290§	6,105	5,231
Miscellaneous Services, Special .....	...	3,818	3,781
Public Works Department .....	5,365	6,595	3,226
Public Works Recurrent .....	...	...	3,356
Public Works, Special Services .....	24,050	7,704	8,850
Total .....	163,352	114,518	113,317

\* Previously included under Political Pensions.

† Customs and Monopolies only.

‡ Including Allowance of H. H. the Sultan, Native Chiefs and Headmen.

§ Including interest on F. M. S. Loan.

|| Made up as follows:—

Purchase of Gunpowder .....	\$ 515
Purchase of H. H.'s motor launch .....	1,250
Purchase of Pongalat Cession Money .....	430
Arrears of Assistant Resident's pay in 1913 .....	296
Expenditure in connection with Mr. Maundrell's murder .....	1,200
Total .....	\$3,781

v.

## APPENDIX C.

## STATE OF BRUNEI.

## ASSETS AND LIABILITIES, 1915-1916.

Liabilities.	31st Dec., 1915 (Actual).	31st Dec., 1916 (Actual).	Assets.	31st Dec., 1915 (Actual).	31st Dec., 1916 (Actual).
	\$	\$		\$	\$
Miscellaneous Deposits .....	3,117	1,264	Cash in Treasury and Bank .....	29,680	46,510
Land Office Deposits .....	1,008	1,559	Loans (secured) .....	57,156	56,900
Money Order Deposits .....	672	1,774	Interest on Loans (secured) .....	23,934	19,723
Loans from the Federated Malay States .....	439,750	439,750	Advances .....	717	1,462
			Excess of Liabilities over Assets .....	333,060	319,752
	444,547	444,347		444,547	444,347

APPENDIX D.  
Public Debt (Federated Malay States Loan Account), 1915 and 1916.

31st December, 1915.				31st December, 1916.			
Dr.	Amount.	Cr.	Amount.	Dr.	Amount.	Cr.	Amount.
By Loans— 1906 .. 1908 (December) .. 1909 (September) .. 1911 (March) .. 1913 (June) .. 1914 (April) .. 1915 ..	\$ 200,000	To Redemption of Monopolies—	\$ 200,000	By Loans—	200,000	To Redemption of Monopolies—	\$ 200,000
	...	1906 .. \$ 61,105	...	1906 ..	...	1906 .. \$ 61,105	...
	...	1907 .. 9,380	...	1908 (December) ..	...	1907 .. 9,380	...
	...	1908 .. 1,544	...	1909 (September) ..	...	1908 .. 1,544	...
	...	100,000	...	1911 (March) ..	...	1909 ..	...
	...	100,000	...	1913 (June) ..	...	1911 ..	...
	...	13,000	...	1914 (April) ..	...	1913 ..	...
	...	6,750	...	1915 ..	...	1914 ..	...
	...	nil	...	1916 ..	...	1915 ..	...
	...	7,045	...		...	1916 ..	...
	...	7,045	...		...	1917 ..	...
	...	174,377*	...		...	174,377*	...
To Capital Expenditure— Launch (1906) .. Residency (1906-1907) .. Government Buildings, Brunei and Districts (1906-1907) .. To General Purposes To Loan to His Highness the Sultan (amount outstanding on 31-12-15 —of loan made in 1909 from Federated Malay States Loan Funds) ..	\$ 20,000	Launch (1906) ..	\$ 20,000	To Capital Expenditure—	20,000	Launch (1906) ..	\$ 20,000
	8,000	Residency (1906-1907) ..	8,000	Launch (1906) ..	...	Residency (1906-1907) ..	8,000
	10,339	Government Buildings, Brunei and Districts (1906-1907) ..	10,339	Residency (1906-1907) ..	...	Government Buildings, Brunei and Districts (1906-1907) ..	10,339
	38,339	To General Purposes	38,339	To General Purposes	...	To General Purposes	...
	119,846	To Loan to His Highness the Sultan (amount outstanding on 31-12-15 —of loan made in 1909 from Federated Malay States Loan Funds) ..	119,846	To Loan to His Highness the Sultan (amount outstanding on 31-12-16 —of loan made in 1909 from Federated Malay States Loan Fund) ..	...	To Loan to His Highness the Sultan (amount outstanding on 31-12-16 —of loan made in 1909 from Federated Malay States Loan Fund) ..	...
	28,134		28,134				25,602
	439,750	Total ..	439,750	Total ..	439,750	Total ..	439,750

\* The total expenditure on purchase of Cession Monies includes, besides the above, the following sums from other than loan funds:

1912 ..	\$17,987
1913 ..	10,820
1914 ..	3,447
1915 ..	480
Total ..	\$32,684