

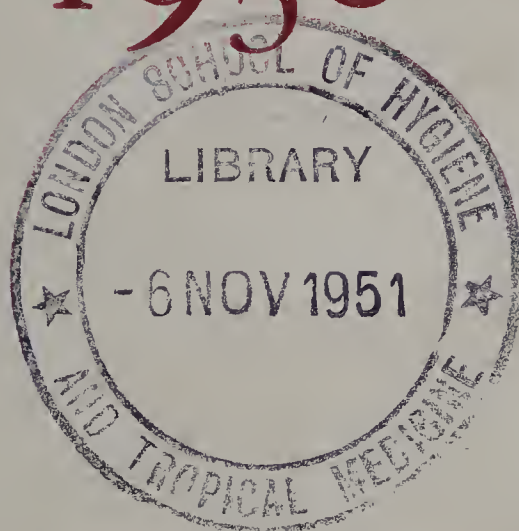
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Colonial Reports

North Borneo

1950



LONDON: HIS MAJESTY'S STATIONERY OFFICE

1951

SIX SHILLINGS NET

REPORT ON NORTH BORNEO

FOR THE YEAR 1950

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LONDON: HIS MAJESTY'S STATIONERY OFFICE

1951

(Printed in North Borneo)

PART I

General Review

THE GOVERNORSHIP

Mr. J. CALDER, C.M.G., who had been appointed Officer Administering the Government on the departure of SIR EDWARD TWINING, K.C.M.G., on 5th May 1949, continued in charge of the Colony until 10th January, 1950, when MAJOR-GENERAL SIR RALPH HONE, K.B.E., M.C., T.D., was installed as Governor and Commander-in-Chief.

Since his arrival His Excellency has visited practically every station in the Colony, including some of the most remote and inaccessible stations which no previous Governor has managed to reach. As a result His Excellency has met nearly every native chief and notability in the territory and has been able to see for himself at first hand the conditions under which the people of the country live and the problems with which they have to contend, thus establishing a bond of sympathy which is of the greatest value to all.

THE CONSTITUTION

A milestone on the road of constitutional progress was reached when the new Constitution, establishing Executive and Legislative Councils, was brought into force by Proclamation on the 17th October, 1950.

The new Legislative Council comprises the Governor as President, three ex-officio members, namely the Chief Secretary, the Attorney-General and the Financial Secretary, nine official members, and ten nominated members; and the new Executive Council consists of three ex-officio members, namely the Chief Secretary, the Attorney-General and the Financial Secretary, two official members, and four nominated members.

The inaugural meeting of the new Executive Council took place on 31st October, and of the new Legislative Council later the same day.

STATUTORY BOARDS AND ADVISORY COMMITTEES.

With a view to associating the people of the country more closely with the day to day administration of the territory, several new statutory boards and advisory committees were set up during the year. These included the Labour Advisory Board, the Central Town and Country Planning Board, the Rubber Fund Board, the Education Advisory Committee, Town Planning Committees, Chinese Advisory Committees and the Rural Board, Labuan. Price Control Advisory Committees were also set up in every district and residency, together with a Central Price Control Advisory Committee.

Details of the work and responsibilities of some of these new boards and committees are given later in this report and a full list of all such boards and committees now in existence in the Colony is given in Appendix VI. These are not spectacular bodies but they do a tremendous amount of solid, hard work and give invaluable advice and assistance to Government in a great variety of ways. They also provide a suitable forum for frank discussion of the many problems of government. They give members of the public an opportunity of appreciating the difficulties of the administration and they give Government officers the chance of seeing their problems as the public sees them.

Standing Finance Committee.

This Committee consists of the Financial Secretary as ex-officio Chairman and nominated members of Legislative Council representing all sections of the community. The function of this Committee is to scrutinize all votes entailing supplementary or unforeseen expenditure to be charged against the public funds of the Colony and to make recommendations thereon to the Legislative Council.

Standing Development Committee.

The status of the Standing Development Committee set up in 1949 was widened in 1950 to include all unofficial members of Council under the Financial Secretary as chairman. This Committee scrutinised all local development and welfare schemes recommended to Government during the year as suitable for assistance from Colonial Development and Welfare funds.

Labour Advisory Board.

A Labour Advisory Board was reconstituted in March 1950 on a tripartite basis consisting of 4 members representing various Government interests, with the Commissioner of Immigration and Labour as Chairman, 5 members representing employers' interests and 4 workers' representatives. The Board affords opportunities for employers and workers to discuss their problems before advising the Government on matters concerning labour.

Central Town and Country Planning Board.

The Central Town and Country Planning Board was set up in June, 1950. It consists of 5 ex-officio members and 5 other representative persons nominated by the Governor and is under the chairmanship of the Development Secretary. Its functions are to advise on all major matters of policy affecting town planning and it has certain important statutory functions under the Town and Country Planning Ordinance 1950. All town plans prepared by local Town Planning Committees are scrutinised by this Board before submission to the Governor for approval.

Chinese Advisory Committees.

In order to ensure closer liaison between the Government and

local Chinese communities, Chinese Advisory Committees were established during the year in the main towns of the Colony.

Advisory Committee for Education.

An Advisory Committee for Education was appointed on April 15th under the chairmanship of the Director of Education. The Director of Medical Services and the Director of Agriculture became ex-officio members and 4 other members representing various sections of the community included the Principal of the S.P.G. Girls School, the Education Secretary of the Mill Hill Mission, a Native Chief and the Resident, West Coast. It is the function of the Committee to advise the Director of Education and to keep him in touch with current thought on educational matters.

Scholarship Advisory Committee.

The Scholarship Advisory Committee under the chairmanship of the Director of Education, and with representatives of the principal Educational bodies as members, meets to select suitable candidates for scholarships for advanced education abroad. In 1950 the Committee recommended that one junior officer of the Public Works Department be awarded an Australian Government Junior Fellowship.

Rubber Fund Board.

The Rubber Fund Ordinance of 1950 provided for the setting up of a Rubber Fund Board consisting of three official and six unofficial members, representing all interested parties, under the chairmanship of the Director of Agriculture. The Board met for the first time on October 11th. The function of this Board is to advise Government on matters relating to the rubber industry, and, on the recommendation of the Board a cess was imposed with effect from 15th October, 1950 on all rubber exported from the Colony at the rate of one quarter of one cent per pound. It is intended that the fund provided by this cess should be used for research purposes, for advertising, and for other services calculated to promote the welfare of the rubber industry.

Price Control Advisory Committees.

To assist in the administration of price control, Government set up in each district during the year Price Control Advisory Committees consisting of one representative of the producers, one of the distributors and one of the consumers, under the chairmanship of the District Officer. It is the special function of these Committees to review existing controlled prices and recommend variations as required and any extension of price control to new commodities.

In addition, a Central Price Control Advisory Committee consisting of representatives from the European and Chinese Chambers of Commerce and the Junior and Senior Civil

Servants' Associations, under the chairmanship of the Price Controller, reviews the recommendations of the District Committees with the assistance of the Residents in order to co-ordinate price control measures and prices.

COST OF LIVING COMMITTEE

A Committee was appointed in August 1950 under the chairmanship of the Accountant-General to enquire into the cost of living in relation to the existing cost of living allowances payable to Government servants and to make recommendations.

In a report submitted in October the Committee stated that it found the present cost of living allowances payable to both senior and junior Government servants on monthly rates of pay inadequate and particularly so in the case of junior officers. It was found that married officers were more adversely affected than single officers.

Recommendations for moderate increases in the cost of living allowances of both senior and junior officers were accordingly made and these were approved and brought into force before the end of the year, bringing considerable relief to all, but especially to the more junior married officers.

REHABILITATION.

The work of rehabilitation and reconstruction continued throughout the year and it is possible to report some progress.

The rebuilding programmes in the smaller centres were mostly completed, including the erection of administrative offices, senior and junior officers' quarters, police buildings and schools. This permitted the planning of major works which are to be commenced in the larger towns of the Colony in 1951. At the same time work continued in the major towns on the erection of senior and junior officers' quarters which are now beginning to be built of permanent materials.

Hand in hand with this went work on roads and bridges, while electric light and water supplies were maintained and improved.

DEVELOPMENT

Development work was continued and expanded. The airfields at Jesselton, Labuan and Sandakan were improved and ancillary buildings completed. In Labuan these included an up-to-date Airport Hotel.

Some progress was made in the metalling of the Jesselton-Kota Belud road, while at Sandakan the North Road was extended slightly. In Papar, one of the principal rice-growing areas in the Colony, a new road was commenced, which, when completed, will open up several thousand acres of potential padi land.

The improvement of port and harbour facilities received urgent consideration and drawings and plans for new wharves at Jesselton, Labuan and Sandakan were prepared during the

year in the United Kingdom by a firm of specialists in this work. It is hoped that construction will commence in 1951.

In connection with programmes for economic development, the Drainage and Irrigation Department completed its surveys of rice-growing areas in the Papar District, although work continued to be somewhat hampered by lack of trained staff.

Investigations and surveys were continued by the Fisheries and Veterinary Departments. The Agricultural Department established an experimental station at Tuaran, a part of which was planted with selected cocoa seedlings imported from West Africa. At Bandau, at the head of Marudu Bay, experiments were commenced on the mechanized cultivation of rice, operated jointly by the Government and the Colonial Development Corporation.

The Forestry Department continued to carry out forest surveys and silvicultural work. The Geological Department, which was established in 1949 for the British Borneo territories, commenced a survey of the coal resources in the Tawau area.

The Trade school opened in 1949 near Jesselton proved successful.

Anti-malaria research was continued.

Throughout the year the preparation of new development and welfare schemes continued. A statement showing the schemes in operation and the actual expenditure up to the end of 1950 is given in Appendix I. As will be seen, a total of over \$2,700,000 has been spent on development work in the Colony since 1947.

ECONOMIC PROGRESS

The favourable balance of trade, which had been gaining momentum in the last two years, increased more than tenfold during 1950 and was more than the total favourable balance of trade for the previous fifteen years taken together. Of outstanding interest is the figure of \$92 millions for exports, an increase of more than \$54 millions over 1949, which was itself nearly \$8 millions more than in 1947.

This phenomenal rise in the value of exports was due mainly to the high price for rubber, and to the greater productivity of the country. The export of rubber, for example, rose by over 22 per cent to 23,900 tons during the year, while exports of coconuts and copra, at 32,000 tons, were over 60 per cent higher than in 1950. These figures are the highest ever recorded in the history of the territory.

An excellent rice harvest in the 1949—50 season made it possible to feed four out of every five of the population on a generous scale, and in consequence rice imports compared with the previous year were practically halved. The continuation of the padi purchase scheme was an encouragement to producers and resulted in increased areas being put under rice, and in the building up of a substantial reserve stock.

The economic prosperity has been reflected in the standard of living of the local inhabitants, which has risen substantially in the last four years. Most of them are now much better dressed than they were. They also feed better. Nearly all children in the towns have bicycles, and sewing machines are becoming very popular. The increase in the import figures is a significant sign of this improved standard of living.

WAR DAMAGE CLAIMS COMMISSION.

The War Damage Claims Commission practically completed the assessment of awards during the year and a summary of the number of claims dealt with is as follows:—

Total number of claims admitted	12,014
Claims on which action has been completed	10,293
Claims on which no awards have yet been made	6
Claimants not traced	275
Claims awaiting proof of restoration and claims eligible for 2nd, 3rd and 4th payments	1,440
	<u>12,014</u>

A summary of the total amount claimed, damage assessed and awards made, is as follows:—

	<i>Amount claimed \$</i>	<i>Damage assessed \$</i>	<i>Awards made \$</i>
<i>Land and Buildings:</i>			
Rubber Plantations	2,429,995	999,978	787,749
Industrial and Commercial Undertakings	8,027,676	4,424,794	3,619,307
Dwelling houses	3,809,517	1,535,200	427,510
Total ...	<u>14,267,188</u>	<u>6,959,972</u>	<u>4,834,566</u>
<i>Business Equipment:</i>			
Rubber Plantations	1,753,012	1,084,453	582,295
Others	6,175,521	3,786,728	2,420,296
Total ...	<u>7,928,533</u>	<u>4,871,181</u>	<u>3,002,591</u>
<i>Stocks, Livestock, crops, etc.</i>			
Stock in trade and produce in store	8,312,920	4,486,686	435,989
Rubber trees	2,997,966	997,715	583,028
Livestock and crops	3,686,022	1,294,409	667,500
Total ...	<u>14,996,908</u>	<u>6,778,810</u>	<u>1,686,517</u>

<i>Private Chattels:</i>	<i>Amount</i>	<i>Damage</i>	<i>Awards</i>
Private Chattels-claims including jewellery which is not admitted to assessment	<i>claimed</i> \$	<i>assessed</i> \$	<i>made</i> \$
	4,189,659	2,160,983	889,624
Total ...	4,189,659	2,160,983	829,624
Grand total ...	41,382,288	20,770,946	10,353,298

The total amount of compensation paid during 1950 was \$2,083,348 but this figure excludes Warrants totalling \$912,133 which had been issued prior to 31-12-50 but not presented for payment.

INFORMATION SERVICES

In a country like North Borneo, where literacy is comparatively low, and where news is often unreliable and scanty, the dissemination of full and authentic information is an important function of Government. The unsettled atmosphere of South East Asia, which increased during the year, emphasized the need for a reliable news service, the setting up of which was strongly supported by both official and unofficial members of Council.

An administrative officer was accordingly seconded for duty as Information Officer in September. The publication of a daily news sheet was begun forthwith, assistance was given to disseminate items of departmental news and policy, distribution of publicity material in Malay, Chinese and English was undertaken, and plans were completed for a library and reading room to be opened in the centre of Jesselton.

It is too early yet to judge the effectiveness of this new service but there can be no doubt of the need for it.

PRINTING DEPARTMENT

Early in the year the new Printing Department building was completed and for the first time in the history of North Borneo linotypes and automatic plant were installed. Unfortunately, owing to delay in deliveries, the department is still without some of the larger and more important machines and is handicapped thereby. In the meanwhile skilled staff have been obtained from Singapore and the Federation of Malaya and the department is gradually taking over the work which, in the past, has had to be cyclostyled or sent outside the Colony for printing.

The official Government Gazette is now printed and published fortnightly by the Government Printer and it has consequently become possible to publish new bills in the Government Gazette for the information of the public before their introduction into the Legislative Council. For the first time since the liberation it was possible to have the annual estimates of revenue and expenditure for 1951 printed and it is also hoped that it will be possible to have this annual report printed by the Government Printer.

PART II

Chapter I: Population

Any estimate of the population of North Borneo at present can only be very approximate, as there has been no census since 1931. At the end of 1950, taking into account the population on the island of Labuan, the effect of immigration, and the excess of births over deaths, it is estimated that the population increased to 351,000 from 345,000 in 1949. The census held in 1931 showed the total population to be 270,223. Of this number, natives of North Borneo amounted to 205,218, Chinese 47,972, Europeans 362, natives of the Malay Archipelago 11,550 and others 5,121. In 1941 the war had rendered a census impossible, but it was estimated that by the end of 1940 the population had increased to 309,776. These figures were exclusive of the population of Labuan, which before the war formed part of the Straits Settlements and had an estimated population of 8,963 in 1941.

It has long been realized that the holding of a census was an urgent necessity, and an improvement in the staff position during 1950 made it possible to release an administrative officer for census duties. This officer was appointed early in 1950 to organize and carry out the preliminary work required for the census and was appointed Superintendent of Census later in the year. Arrangements are now completed for the holding of the census in June, 1951.

Of the total population, about half live on the west coast between the Crocker Range and the sea. Here the density averages some 23 persons to the square mile, which is over three times the figure for the rest of the Colony.

Of the native population, the Dusuns form the most important tribe. They live along the west coast and in the plains and hills of Tambunan and Ranau in the interior. They are a prosperous agricultural people and are the chief rice-producers of the country. In spite of a very high infant mortality rate, it is believed their numbers are increasing steadily. Much in advance of the other tribes in culture, education and agricultural methods, they form the most stable element in the rural population.

Next in importance, numerically speaking, are the Muruts, who inhabit the mountainous, inaccessible country towards the Indonesian border. They were the last to abandon the practice of head-hunting, but they have not yet adopted a system of settled agriculture. Instead, they follow the age-long practice of shifting cultivation, using what is usually a seven-year cycle. By this means they ensure a supply of their staple diet of tapioca and hill padi as well as a potent home-brewed rice liquor known by the name of *tapai*. They are great hunters, using spears, blow-pipes with poisoned darts, and dogs. The chief form of game is

wild pig, which is plentiful in the jungles of North Borneo. For ready cash they rely on the collection of jungle produce, and on occasional periods of work as tappers and weeders on the rubber estates in the Tenom valley. They are primitive in their habits and living conditions and their particular susceptibility to disease gives rise to the fear that, unless adequate medical and educational facilities are provided, they may eventually die out. The prevention of this is a matter which is receiving the earnest consideration of Government.

The Bajaus, a sea-faring people found mainly on the east coast, form the smallest of the three principal North Borneo tribes. A large group has, however, settled in the Kota Belud district on the west coast, where they have learned the art of wet padi planting from the Dusuns, and in addition have developed into excellent herdsmen and horsemen. The Bajaus, together with the Illanuns, the Sulus and the Obians, are the descendants of the notorious pirates who terrorised these waters until well into the nineteenth century. Now, although smuggling forms an important side-line, they are the Colony's most industrious fishermen.

The largest alien race in the Colony are the Chinese who, while engaged in agriculture and commerce, also supply most of the artisans for local industries. Many are smallholders producing rubber, rice, coconuts, fruits and vegetables, and rearing pigs. The majority of them are Hakka, who provide many of the clerks and subordinate technicians employed by Government Departments and commercial firms. The business and shop-keeping community, particularly in the Sandakan area, are mostly Cantonese, who have long-established connections with Hong Kong and China, while in the west coast towns they are Hokkiens who tend to look for their trade towards Singapore.

The European community, while numerically small, is economically very powerful. In general they are employed by Government and by the large trading and plantation companies with headquarters in London. They are the biggest employers of labour and exercise control over a large portion of the Colony's export trade.

In addition there are a few Indonesians. In many cases they were brought here by the Japanese and are those who elected to remain when given the opportunity of being repatriated in 1946. Akin in outlook and upbringing to the indigenous population, they find no difficulty in becoming quickly assimilated.

The Malay population is settled chiefly in the Sipitang District on Brunei Bay, and at Papar, near Jesselton, where they are employed almost exclusively in fishing. Strongly Mohammedan in religion, they rarely inter-marry with other races.

Finally, there is a number of smaller tribes, such as Bisayas and Orang Sungei, many of whom have ethnic associations with the larger native races. A few Indians and Pakistanis originally employed in the Constabulary, have formed small settlements and many of them have become dairy farmers in the vicinity of the

principal towns. It will be seen, therefore, that the Colony's population, although small, is made up of a diversity of races speaking a variety of different languages. It is for this reason that Malay has become the lingua franca of the country and is spoken by the vast majority of its inhabitants.

Chapter 2: Occupations, Wages and Labour Organisation

MANPOWER

Most of the natives of the Colony are engaged in agriculture and in the past have shown little interest in working for wages, but one of the more significant trends since the war has been their increased interest in wage-earning employment and they now constitute over sixty per cent of the labour force. Their importance in industry and on estates is therefore steadily increasing, as will be seen from tables A to D in Appendix II. In spite of this, however, they still provide the bulk of the agricultural workers for the production of padi, the main food crop of the Colony. It is estimated that some 40,000 to 50,000 are engaged in this work mostly on their own account, in addition to the 11,713 employed in wage earning, as shown in Table A of Appendix II, and it is the policy of Government to encourage them to continue on their own land, as far as possible, until the country is self-supporting in the matter of its main food crop, although, where conditions permit, no obstacle is placed in the way of their seeking wage-earning employment in the off-season.

IMMIGRANT LABOUR

Two further batches of immigrants from the Cocos Islands arrived in the Colony during the year to join those who came here in 1949. There are now in the Colony 505 Cocos Islanders, the bread-winners being employed as resident workers on the hemp estates of Borneo Abaca Ltd., at Tawau. They are settling down well and showing themselves readily adaptable to their new surroundings. More are expected to come in 1951.

The number of Dyaks from Sarawak granted entry for estate work during 1950 was 296, compared with 319 in 1949. Other Dyaks arrived on their own initiative to seek work from time to time with employers whose acquaintance they had previously made. These workers are best suited for jungle or scrub clearance at which they earn good money on piece-rates and save most of their earnings to take back with them to their villages in Sarawak.

Amongst Chinese arrivals from Sarawak 19 skilled fishermen and net-weavers were granted entry for employment in the East Coast fishing industry.

The demand for artisans and semi-skilled workers for building construction during the year was beyond the capacity of the local supply, and 297 limited-period entry permits were granted for skilled and semi-skilled workers from Hong Kong and Singapore, most of whom were Chinese. The majority of these workers are employees of firms of established Singapore and Hong Kong

building construction engineers and contractors who have opened branches in Jesselton or Sandakan for the purpose of undertaking the larger Government and other contracts that are now being advertised, as town planning and post-war rehabilitation proceeds throughout the Colony.

WAGES AND EARNINGS

Largely as a result of undeveloped communications, there are wide local variations in rates of pay for the same type of work in different districts. There is a similar variation in the margin between skilled and semi-skilled workers. As a result, generalisations on wage levels are difficult and liable to misinterpretation. The matter is further complicated by the fact that most agricultural work, and much industrial work, is performed on piece rates, which again leads to a great variation in wages earned by different workers and in different localities. In general, however, it may be said that at present unskilled workers earn up to \$2.50 a day, semi-skilled workers up to \$4.00 or \$5.00 a day and skilled workers from \$5.00 to \$10.00 a day, with the average at about two-thirds of these figures.

Earnings during 1950 have risen considerably in comparison with those of 1949.

Employment in industrial concerns is based generally on a 6-day week, but on estates the general practice is to pay wages once a month, with a cash advance in the middle of the month. There is a tendency for workers to take advantage of the present labour shortage by asking for advances on engagement and then changing their employment shortly after, leaving comparatively large sums owing.

The high profit to be obtained from rubber production at present prices has inevitably attracted labour away from every other form of undertaking. Amongst the victims are the larger rubber estates themselves, for they are unable to provide the immediate cash attraction to the worker which the smallholder can provide on a share-working basis.

COST OF LIVING

The rise in the cost of living has been a matter of considerable concern to the Government, and it is a problem not made any simpler because its fundamental cause lies beyond the Government's control. The campaign undertaken against it has been started by the resumption of price control on various commodities. This is being followed by measures of selective taxation directed against the "loose" purchasing power which the rubber boom has produced, and by certain other measures such as the provision of Post Office Savings Bank facilities at the earliest practicable opportunity.

Figures for an average monthly budget for workers of various races in the Colony collected by the Labour Department at the

end of 1950 showed the following comparison with the corresponding figures for 1949 :—

<i>Worker's Monthly Budget</i>				1949	1950	Percentage
<i>Chinese</i>				\$ c	\$ c	increase
Foodstuffs	...	...	...	24.98	28.98	
Clothing and bedding			...	4.94	6.41	
Miscellaneous		...	...	8.38	11.56	
Total				38.30	46.95	22.6
<i>Javanese</i>						
Foodstuffs	...	...	...	19.36	22.78	
Clothing and bedding			...	6.31	6.58	
Miscellaneous		...	...	7.08	8.22	
Total				32.75	37.58	11.7
<i>Natives</i>						
Foodstuffs	...	...	...	20.81	24.96	
Clothing and bedding			...	4.26	4.98	
Miscellaneous		...	...	4.55	5.26	
Total				29.62	35.20	18.5

GENERAL

Housing conditions at places of employment still leave much to be desired, usually as the result of war damage, but the Labour Department's campaign to secure improved housing conditions at all places of employment was continued and, combined with the sincere interest taken by most employers in the health and welfare of their resident workers, resulted in the improvement and replacement of many obsolete and temporary buildings. The commencement of payment of restoration awards by the War Damage Claims Commission towards the end of the year will also materially assist further progress. With the exception of some jungle camps, which house workers employed on timber-cutting operations, conditions at places of employment throughout the Colony are, in the main, satisfactory and, in a few cases, outstandingly good. The prevailing shortage of labour, of course, tends to keep both wages and conditions of work buoyant and, by so doing, to contribute to easing the duty of the Government in securing the observance of satisfactory standards of living and working conditions at all places of employment.

The re-constitution of a Labour Advisory Board was decided upon early in the year. The pre-war Board had comprised employers only, under the chairmanship of the Protector of Labour, but the new Board is a tripartite body comprising representatives of the workers, the employers and Government, under the chairmanship of the Commissioner of Immigration and Labour. The Board held its first meeting on 13th June, 1950.

TRADE UNIONS AND TRADE DISPUTES

During the year there was no marked change in the state of trade unionism, which is still in its infancy in the Colony. Neither was there any trade dispute of sufficient moment to attract public attention. Because of illiteracy among the majority of workers, the comparatively small extent of wage-earning employment, and the absence of the competitive economic incentives which characterise more highly industrialised communities, the organisation of labour in this country on modern trade union lines is unlikely to be rapid. Nevertheless, the fostering of responsible trade unionism is the policy of Government, as being the best long-term means of ensuring industrial peace and mitigating the effects of the changes which are inseparable from industrialisation when it comes.

The Commissioner of Immigration and Labour has been appointed Registrar of Trade Unions for the Colony, and contact is maintained with the Trade Union Adviser in Kuala Lumpur, an officer of whose Department paid a visit to the Colony towards the end of the year.

Industrial relations have continued to be very satisfactory between employers and workers throughout the year, and the absence of unrest amongst labour in the Colony presents a happy contrast to the situation in so many countries of the world today.

LABOUR LEGISLATION

On 1st January, 1950, the labour law of the Colony which had consisted of the Labour Ordinance, 1936, with sundry amendments, was replaced by a consolidating and more up-to-date measure, the Labour Ordinance, 1949. This Ordinance deals comprehensively with all aspects of employment of manual labour and embodies the necessary provisions by which the International Labour Conventions applicable to the Colony have been implemented. Successive chapters deal with agreements and contracts, apprenticeship, recruiting, health, housing and sanitation, conditions of employment (including special provisions relating to the employment of women, young persons and children), liability for advances, hours of work, payment of wages, provisions relating to the truck system and the many other provisions necessary for the proper regulation of relations between employers and workers, under the supervision of the Labour Department.

On 1st July, 1950, a social security measure of some importance was introduced when the Workmen's Compensation Ordinance, 1950, was brought into force. This measure repealed the Straits Settlements Workmen's Compensation Ordinance which previously applied only to the Island of Labuan, and instituted for the whole Colony a system of compensation for accidents arising out of employment.

The Ordinance was based upon a Colonial model Ordinance, and in all important respects follows the Ordinance in force in

Kenya. The principles involved are those common to similar legislation in other colonies. Compensation to dependants for the death of a workman, and compensation to workmen for permanent incapacity are calculated by reference to monthly earnings. The employer provides, in general, a lump sum and this is applied by a competent Court or by the Commissioner of Labour for the benefit of the workman or of his dependants. Compensation for temporary incapacity comprises periodical payments calculated on the basis of the temporary loss of earnings. The Commissioner of Labour is empowered to act on behalf of any workman. The employers have co-operated fully, and no difficulty has arisen in the administration of the Ordinance. There is no doubt that the operation of this Ordinance will confer a real benefit upon the employed population of the Colony.

The Trade Unions and Trade Disputes (Amendment) Ordinance, 1949, amended the principal (1947) Ordinance by adopting new definitions of "trade unions" and "workman", adding provisions relating to federation of trade unions, ensuring that the officers of a trade union are persons actually engaged or employed in the trade, occupation or industry represented, and providing for arbitration by a tribunal where a trade dispute exists.

An amendment to the Paupers Ordinance, 1924, increased the quarterly poor rate payable. It further provided that the rates payable should be fixed by the Governor from time to time by notification in the Gazette. The rates applicable from 1st January, 1950, have been fixed at 30 cents a quarter on each worker employed, 5 cents per acre per annum (with a maximum of \$36) on country land, and 2% per annum of the assessed annual value on land, houses and buildings within Sanitary Board areas or on commercial or industrial buildings. These rates are paid into the Pauper Fund, from which Institutes for the care of persons physically or mentally incapacitated from earning their living are maintained at Jesselton and Sandakan.

INTERNATIONAL LABOUR CONVENTIONS

The position of the Colony in relation to the International Conventions which have been ratified in the past by His Majesty's Government has been set out at length in previous reports. During the year, consideration was given to eight Conventions following their ratification. It was decided that these could be applied to North Borneo as follows :

(a) without modification

No. 81 Labour Inspection, 1947.

84 Right of Association (Non-metropolitan territories) Convention, 1947.

85 Labour Inspectorates (Non-metropolitan territories) Convention, 1947.

86 Contracts of Employment (Indigenous Workers) Convention, 1947.

(b) with modification

No. 82 Social Policy (Non-metropolitan territories)
Convention, 1947.

94 Labour Clauses (Public Contracts) Convention,
1949.

(c) decision reserved pending the enactment of legislation

No. 98 Right to Organise and Collective Bargaining
Convention, 1949.

As regards the important 1947 Convention (No. 83) concerning the Application of International Labour Standards to Non-metropolitan Territories which was ratified during the year, two of the thirteen other Conventions mentioned in it are applied to the Colony without modification, four are applied with modification, one is inapplicable and six fall into the category of "decision reserved pending the enactment of legislation".

In addition to Conventions actually ratified the following 1949 Conventions have been studied :—

No. 91 Paid Vacations (Seafarers) (Revised)

92 Accommodation of Crews (Revised)

93 Wages, Hours of Work and Manning (Sea)
(Revised)

95 Protection of Wages

96 Fee charging Employment Agencies (Revised)

97 Migration for Employment (Revised).

His Majesty's Government has announced that they propose to ratify Conventions 92 and 97, and it will be possible to apply these to the Colony in due course.

Chapter 3: Public Finance and Taxation

At the time of compiling this report the Colony's accounts for 1950 had not been finally closed. The figures, therefore, are provisional only and subject to correction.

In 1950 normal revenue was in excess of recurrent expenditure by \$6,950,000. This sum was therefore available to help to defray the heavy cost of reconstruction and development. In addition, grants-in-aid totalling \$3,857,143 were provided by His Majesty's Government, including a sum of \$3,000,000 in respect of ex-gratia War Damage Compensation payments.

REVENUE AND EXPENDITURE

The following table gives the comparative figures of revenue

and expenditure for the years 1947, 1948, 1949 and 1950, in millions of dollars:—

		<i>Ordinary Revenue</i>	<i>Personal Emoluments</i>	<i>Other Charges Annually Recurrent</i>	<i>Special and Extra- ordinary</i>	<i>Deficit</i>
1947	...	6.8*	1.9	2.7	6.9	4.7
1948	...	8.0*	2.1	4.3	4.5	2.9
1949	...	11.0*	3.2	4.4	9.4	6.0
1950	...	16.1*	3.8	4.7	8.1	.5

* excluding grants-in-aid and C.D. & W. grants.

Notes:

- 1947 Special and Extraordinary expenditure included a sum of \$3.3 millions in respect of cost of destruction of pre-war currency and claims against the former State Bank.
- 1948 Special and Extraordinary expenditure included a sum of \$.8 million in respect of arrears due to revision of salaries, grant to the War Victims Fund and payment of claims against the former State Bank.
- 1949 Special and Extraordinary expenditure included a sum of \$3.8 millions in respect of arrears due to revision of salaries, cost of destruction of pre-war currency and various claims arising from the War.
- 1950 Special and Extraordinary expenditure included ex-gratia War Damage Compensation payments amounting to \$2.1 millions.

DETAILS OF REVENUE

The principal revenue items were as follows, in millions of dollars:—

		1947	1948	1949	1950
		\$ m.	\$ m.	\$ m.	\$ m.
Customs	...	4.6	5.3	6.9	11.2
Lands	...	.7	.6	.6	.5
Posts	...	.2	.6	.4	.5
Telecommunications	...	.2	.1	.2	.3
Railways (Net)	...	* —	* —	.1	.3
Forests	...	.1	.2	.4	.4
Licences and					
Internal Revenue	...	.2	.3	.5	1.1
Fees and Municipal	...	.3	.5	.6	.7
Other Items	...	.5	.4	1.3	1.1
		<u>6.8</u>	<u>8.0</u>	<u>11.0</u>	<u>16.1</u>

* *Railways* 1947: Recurrent expenditure exceeded Revenue by \$94,700.
1948: Revenue exceeded Recurrent expenditure by \$8,399.

The large increase in revenue during 1950 compared with 1949 was due mainly to the high price obtained for rubber with a resultant increase in trade, and also to the fact that collections under the Income Tax Ordinance, which was enacted in 1949, were made during 1950 in respect of the 2 years of assessment 1949 and 1950.

COLONIAL DEVELOPMENT AND WELFARE EXPENDITURE

The following is an estimate of the expenditure incurred during 1950 under approved Colonial Development and Welfare schemes, which has not been included in the comparative figures shown above:—

<i>Central Research Allocation:</i>				\$	\$
Malaria Research	..	..	..	37,940	
Sociological Research	..	..	..	6,704	
				<hr/>	44,641
<i>Borneo Territories Joint Allocation:</i>					
Labuan Airfield	..	..	..	87,837	
North Borneo Census	..	..	..	9,258	
				<hr/>	97,095
<i>North Borneo Allocation:</i>					
Town Planner and Town Planning				47,959	
Drainage and Irrigation Department				90,857	
Veterinary Department	..	..		21,555	
Trade School	..	..	..	49,269	
Fisheries Department	..	..		69,701	
Jesselton and Sandakan Airfields	..			72,540	
Clonal Seed Nursery	..	..		5,569	
Hemp Disease Control	..	..		22,984	
Forest Surveys and Silviculture	..			51,046	
Rubber Commission	..	..		5,663	
Mechanised Rice Cultivation	..			11,041	
Road Development	..	..	..	325,983	
Forestry Training	..	..	..	8,661	
Maternity and Child Welfare	..	..		1,570	
Agricultural Expansion	..	..		63,850	
Teachers' Training College	..	..		4,698	
				<hr/>	852,946
					<hr/>
					994,685
					<hr/>

Chapter 4: Currency and Banking

CURRENCY

The currency in circulation in North Borneo consists mainly of Malayan currency, with a small quantity of British North Borneo Chartered Company notes and coin issued before, and during, the Japanese occupation. British North Borneo Chartered Company currency still remains legal tender. When handed into Banks or Treasuries, however, it is not re-issued, but is redeemed at its face value for Malayan currency. The buying and selling rates of the Malayan dollar fluctuate slightly in accordance with the Singapore market. It is impossible to give accurate details of currency actually in circulation owing to unrestricted movements between the Colony and other territories which use Malayan currency, but it is estimated that a sum of approximately \$25,000,000 is now in circulation.

For the purpose of converting Malayan dollars to sterling, the value of the dollar is taken as 2s. 4d. and the following are useful conversion formulae:—

- (a) dollars a month $\times 7/5$ = pounds a year.
- (b) dollars into pounds: divide by 10 and add one-sixth to the resultant figure.
- (c) nine dollars = 1 guinea.
- (d) sixty dollars = £7.

BANKING

There were two banks operating in North Borneo during the year, the Chartered Bank of India, Australia and China, and the Hong Kong and Shanghai Banking Corporation. Both have branches at Jesselton and Sandakan, and provide agency facilities at Labuan. The Hong Kong and Shanghai Bank also has a branch at Tawau.

Chapter 5: Commerce

The value of imports showed a sharp rise over the 1949 figure and the value of exports was more than double that of the previous year. The favourable balance of trade was increased more than tenfold, mainly because of the high price of rubber. Figures since 1935 in millions of dollars are given in the following table:—

Year	Imports \$ m.	Exports \$ m.	Balance of Trade	
			(+) favourable	(-) unfavourable
1935	5.1	8.2	+ 3.1	
1936	5.3	9.5	+ 4.2	
1937	6.8	14.8	+ 8.0	
1938	6.4	9.8	+ 3.4	
1939	6.5	13.5	+ 7.0	
1940	10.0	20.3	+ 10.3	
1941-46	not available			
1947	20.5	17.0	- 3.5	
1948	25.4	30.0	+ 4.6	
1949	34.0	*37.7	+ 3.7	
1950	46.0	*92.0	+ 46.0	

* The true figures for exports may be a little higher than those shown, as the values given for estate tobacco are nominal and no information is available of the sale price in the country of destination.

It is probable that final figures will show exports value at about £10,700,000 sterling compared with £4,500,000 for 1949 and £3,500,000 for 1948.

There is also considerable transit trade along the east coast of the Colony and between the port of Labuan and the other territories in the Brunei Bay area, including the Fifth Division of the Colony of Sarawak and the Seria Oilfields. The total value of this trade is estimated to have remained at about \$21,000,000 in 1950.

IMPORTS

In millions of dollars

1940	1947	1948	1949	1950	
1.2	2.8	2.8	3.7	6.8	Textiles and Apparel
.9	3.6	3.5	4.3	6.0	Provisions
1.4	2.9	4.2	6.0	3.1	Rice
—	—	—	2.3	2.7	Sugar
.4	1.8	2.4	1.9	2.5	Tobacco, Cigars and Cigarettes
—	—	—	1.3	1.5	Vehicles

Note : 1941-46 figures are not available.

EXPORTS

In millions of dollars

1940	1947	1948	1949	1950	
14.5	11.2	18.5	15.9	59.9	Rubber
.3	.5	1.7	7.5	17.2*	Copra
2.2	1.5	3.0	5.4	6.5	Timber
.4	—	1.5	2.0	1.7	Tobacco
.4	.2	.2	1.5	1.6	Firewood
.6	—	.5	1.1	1.2	Cutch
.5	.5	.5	.8	1.1	Hemp
.5	.5	.5	.5	.6	Dried and Salt Fish

* including 10.5 re-exports.

Note : 1941-46 figures are not available.

SOURCE AND DESTINATION OF GOODS

The original source of imports is difficult to gauge owing to transshipment en route, nor is it possible to determine accurately the ultimate destination of the Colony's exports, a considerable proportion of which go to Hong Kong and Singapore for transshipment elsewhere, but the estimated percentages are as follows :—

<i>Imports from</i>	<i>%</i>	<i>Exports to</i>	<i>%</i>
Australia	25	Rubber	
United Kingdom	20	Singapore	69
Europe	18	United Kingdom	15
Siam	10	Germany	4
Asia	10	U. S. A.	4
Philippines	8	Hong Kong	3
Hong Kong	6	France	2
Canada	2	Italy	1
U. S. A.	1	Others	2

<i>Exports to—(cont.)</i>	<i>%</i>
<i>Copra</i>	
Singapore	65
Denmark	17
Holland	8
Germany	4
France	3
Sweden	2
Others	1
<i>Timber</i>	
Australia	32
United Kingdom	25
Hong Kong	25
Japan	10
South Africa	4
Brunei	1
New Zealand	1
Germany	1
Others	1
<i>Tobacco</i>	
United Kingdom	75
Holland	23
Brunei	2
<i>Firewood</i>	
Hong Kong	100
<i>Cutch</i>	
U. S. A.	84
Japan	13
Norway	3
<i>Hemp</i>	
United Kingdom	78
Australia	8
France	8
Norway	2
South Africa	2
New Zealand	1
Others	1

CONTROL OF IMPORTS AND EXPORTS

In order to regulate the import of certain commodities a licence from the Commissioner of Customs must be obtained. In cases where foreign exchange is involved the authority of the Controller of Foreign Exchange is also required on the import licence.

The export of certain goods is prohibited except under a licence issued by the Commissioner. In all there are 14 items listed in the Schedule, which comprise such commodities as are vital to the economy of the Colony and are in short supply throughout the world. The Customs Department is responsible for enforcing the prohibition.

GENERAL

The tremendous expansion in the figure for export trade was due largely to the unprecedented rise in the price of rubber and to the increase in its production, which is the highest on record, as well as to considerably increased exports of copra. Another fact worthy of note is the reduction in the Colony's imports of rice in 1950 by almost fifty per cent, an important decrease made possible by an exceptionally good harvest and the success of the Government's padi purchase scheme. In fact, the value of rice imported has dropped from first place in the list to third place in spite of an appreciable rise in price. Its place has been taken by textiles and apparel, an indication of the increased amount of money in circulation and the demand for a higher standard of living, which is also supported by the substantial increase in value of imports of provisions, now second on the list, as well as by the figures for vehicles and cigarettes and tobacco, which have also gone up.

Chapter 6: Production

The primary products of North Borneo, apart from timber, are mainly agricultural, among the more important being rubber, copra, manila hemp, tobacco, rice and sago. With the exception of rice, there is an exportable surplus of each of these commodities, with rubber and copra as the largest revenue producers.

Local industries include the manufacture of coconut oil and groundnut oil, cheroots, the salting and drying of fish, timber milling and pottery-making. There is room for considerable expansion and improvement in most of these industries which are still in the development stage.

The mineral resources of the country are still undeveloped but the Geological Survey Department continued its investigations and a record of its work is given in Chapter 12 of Part II.

AGRICULTURE

A general description of agriculture in North Borneo was given in the Annual Report for 1949.

No mention, however, has previously been made of *tamu*, traditional native markets, which are held in most country towns at intervals of about a week or ten days. To these natives bring their produce, tobacco, vegetables, hens and woven mats, often travelling many miles on foot or by boat to arrive in time. From the *tamu* they buy most of their needs—salt, salt-fish and cloth—to take back to their villages. In addition to being periodic meetings for the exchange of goods, *tamu* are of social importance in native life.

Frequently Native Courts are held in the township to coincide with the *tamu*, and in 1950 advantage was taken of several of these gatherings of Chiefs and villagers to hold agricultural shows. It is planned to extend this activity at the larger annual *tamu* to enable various Government departments to set up small

exhibitions as a method of transmitting their ideas.

Rice.

Efforts to obtain accurate information on cultivated acreages and yields for wet padi continued throughout the year. All previous acreage figures were checked and a large number of 'crop cutting tests' carried out.

The planted acreage returns for wet padi were shown as 43,168 acres with a total estimated yield of 39,160 tons of padi, equivalent to slightly more than 2,000 lbs per acre. This, together with the estimated production from dry and hill padi, gave a total production figure of 35,000 tons of rice for the 1949-1950 season, which represented approximately four-fifths of the Colony's requirements. It is estimated, however, that the 1950-51 harvest will not yield more than 25,000 tons owing to the late arrival of the rains, which adversely affected some of the principal padi-growing areas. This amount will feed a little less than three-fifths of the population, but fortunately in 1949 Government initiated a padi purchase scheme which aimed at buying up surplus padi direct from the growers and storing it as a food reserve. This scheme was continued throughout 1950 and, assisted by good harvests and the co-operation of the producers, was a complete success, over 2,000,000 gantangs having been purchased since its inception. In addition arrangements have been made to obtain more rice from other territories in South East Asia and elsewhere to make up the deficiency caused by the poor harvest this year.

Rubber.

The high prices ruling for rubber during the year resulted in considerably increased production, particularly from smallholdings. Limited availability of labour, however, somewhat restricted estate production. Nevertheless total exports for 1950 were 23,900 tons as against 19,500 tons for 1949, and constituted a new record.

There was little change in the total planted acreage, which remained in the neighbourhood of 125,000 acres, of which more than half is made up of smallholdings and small estates of under 100 acres, but a start was made by some estates to replant selected clones.

Towards the end of the year an important step forward was taken by the creation of the Rubber Fund Board. Agreement was reached by both large estates and smallholders for the collection of an export cess on all rubber exported at a rate of one quarter of one cent per pound and the necessary legislation giving effect to this was enacted during the year. The funds so collected are under the control of the Rubber Fund Board, on which all interested parties are represented. The funds are to be utilized for the formation of a local Rubber Producers Advisory Service

and for contributions to the Rubber Research Institute of Malaya and similar bodies. One of the principal problems with which the Board will have to deal is that of helping to replace poor rubber with proved high-yielding strains, and this is being actively pursued with the help of the Rubber Research Institute of Malaya.

Coconuts.

The total planted area under coconuts in the Colony is estimated at approximately 40,000 acres.

The principal producing areas are around Kudat in the north and Tawau on the south-east coast. Production has been maintained at its maximum throughout the year, the total export of copra, coconut oil and nuts reaching, in copra equivalent, 32,337 tons as against 19,010 tons for 1949. This included estimated re-exports of 18,967 tons in 1950 as against 9,604 tons in 1949.

Cocoa.

Interest is being shown in cocoa cultivation but the necessary restrictions at present placed on the importation of seed, added to the fact that suitable material is not available in the Colony, has prevented any commercial planting being undertaken.

The consignment of 2,000 Trinitario seedlings and 240 West African Amelonado seedlings imported during 1949 unfortunately failed to establish themselves, but a further 500 plants of Amelonado cocoa from West Africa were brought to Malaya by air, and, after passing through the quarantine station at Pulau Tekong, were shipped to North Borneo where they were planted out in a nursery. These plants are still young, but so far are making satisfactory growth. In addition, Amelonado and Trinitario seedlings from Macassar and Malaya respectively have been received and established.

Sago.

The Klias Peninsula is the chief sago producing area of the Colony and it is only here that sago provides the staple diet of the people. Production for export declined in 1950 from 509 tons to 285 tons although the price offered for sago flour rose from \$185 to \$320 per ton. It is thought that sago workers were attracted to the more lucrative task of rubber tapping. Three factories have been in operation for the greater part of the year but they are not very modern or up-to-date and steps are being taken to remedy this unsatisfactory state of affairs.

A great demand still exists for sago palm leaves for "attap" roofing material, and the sago owner derives a steady income from supplying this market.

Manila Hemp.

Hemp plantations on the East Coast still suffer from "bunchy top" disease but considerable progress has been made during the year towards its control both on large estates and on small-

holdings; action even extended to the jungle where abandoned holdings were cleared of diseased plants. The cost of digging out the plants has been high but a new and more economical method using injections of Fernoxone has been found to be more satisfactory. This scheme for the control of the hemp disease is operated under a Colonial Development & Welfare Scheme and there is every indication that the work accomplished in 1950 has done much towards eradicating the disease.

On the estates considerable areas have been replanted from carefully selected material, and pest gangs constantly patrol all newly planted areas and destroy any doubtful plants.

At the close of the year the Colonial Development Corporation, which hitherto held a minority interest, assumed control of the estates operated by Borneo Abaca Ltd.

Production during the year amounted to 650 tons compared with 802 tons in 1949, a decrease due to the eradication of diseased plants, and to the fact that newly planted acres will not come into production until 1951.

Tobacco.

There is still only one estate producing high grade cigar-wrapper leaf. Rehabilitation of this estate has been completed, but severe flooding during the year resulted in considerably reduced output.

Native production satisfied local demand, but it is capable of considerable improvement and plans are under consideration whereby this local industry may be revived and enter the export market. The crop is grown principally on the foothills of Mount Kinabalu and at present the tobacco is carried down by the native producers themselves to Kota Belud and Tuaran for disposal to Chinese middlemen. Lack of modern communications is at present a severe handicap to the growers, and this will take time and considerable expenditure to overcome.

Jute.

Small trial plantings of *Corchorus capsularis* and *Corchorus olitorius* on the west coast have not yielded successful results. On the east coast, experiments were much more promising and samples of fibre obtained from Segama Estate, near Lahad Datu, have been sent to the United Kingdom for examination.

Agricultural and Padi Experimental Stations.

The small agricultural station established at Labuan before the war was maintained with the principal object of supplying good quality planting material to the proposed agricultural stations on the mainland. At the Inanam padi station near Jesselton, trial plantings with imported pure strain varieties and local selected padi were undertaken during the year with encouraging results. A site for a padi test plot at Keningau was obtained and work commenced. Three additional trial plots were planted up, at Penampang, Kota Belud and Papar respectively.

A rubber clonal seed garden near Tenghilan was fully planted with selected budded clones, and is doing well.

A suitably situated area of 62 acres was selected at Tuaran for an Agricultural Station. Planting material was collected mostly from Malaya and included cocoa (from West Africa and Macassar), pepper (from Sarawak), Sisal hemp (from Indonesia), coffee, fruit, coconuts and oil palm. A nursery of rubber seedlings for budding with high yielding clones was also established.

Agricultural Pests and Diseases.

The more common diseases of rubber are present throughout most of the old planted areas, but the damage is both slow and slight.

Wild pig still continue to be the most serious agricultural pest. The damage done by these animals is widespread and serious. Guns, ammunition and poison have, however, been in greater supply during the year, and improved control has resulted. Rats, too, constitute a serious menace especially to padi, but the supply of poison and a number of rat drives prior to the beginning of the padi season, have reduced their depredations to reasonable proportions.

An outbreak of locusts was reported from Kota Belud towards the end of August but prompt action resulted in this pest being kept in the hopper stage and damage was negligible. The pest was reported to be under complete control by the middle of October but a constant watch for fresh outbreaks has been maintained.

Livestock.

A census of all livestock was undertaken during the year as an integral part of the World Agricultural Census for 1950, and the figures so far obtained show that progress has been maintained towards rehabilitating the flocks and herds after their great losses during the war. The number of buffaloes in one of the principal breeding districts, viz., Kota Belud, is now nearly 14,000 compared with 17,000 just before the war, while in the Klias Peninsula the number of buffaloes now exceeds the prewar figure, being 8,455 compared with 7,046 in 1938. In the case of cattle, the increase is smaller, but provided the Colony continues to remain free from outbreaks of serious epizootic disease, there is no reason why cattle too should not be brought up to the pre-war level in the comparatively near future.

Restriction on the export and slaughter of buffaloes was maintained throughout the year though it has been possible to permit some relaxation in this respect.

Surra, the parasites of which are indistinguishable from *Trypanosoma evansi* abated early in the year after having been endemic amongst ponies in the Kota Belud and Keningau districts throughout 1949. The disease was kept well under control by curative and prophylactic treatment and by restriction of move-

ment. The new trypanocidal drug, antrycide, was used to combat the disease and showed promising results as a curative agent.

Buffaloes, cattle and pigs remained free from serious outbreaks of disease throughout the year but poultry disease continued to take its toll. Measures to combat this were taken early in the year when a supply of Ranikhet (Newcastle) disease vaccine was obtained from Malaya and put to good use in the neighbourhood of Jesselton. Results were satisfactory and operations were extended to other areas such as Tuaran, Kota Belud and Papar, with equally good results. There is expected to be a large and increasing demand for this inoculation and only shortage of staff is likely to prevent its being carried out on a sufficiently large scale to ensure effective control of the annually recurring mortality caused by this disease.

A widespread canine distemper or "hard pad" disease reached its peak during the year and then began to decline, but not before it had spread to Tuaran, Kota Belud, Ranau, Papar, Keningau and Tambunan districts. Jungle villages as well as towns were affected with a high rate of mortality. Little could be done to control it, the use of serum or vaccine being impracticable while restrictions on movement of dogs from one place to another are unprovided for under the Quarantine Ordinance except in the case of dogs newly imported into the country. The revision of the Ordinance is under consideration.

The two pony stallions imported from Australia were moved from Kota Belud to Keningau early in the year in the hope that the change of climate might cause them to show more interest in local mares, but so far attempts at service have been unsuccessful.

The bull imported from Bangkok by Government remained at Kota Belud during the year and sired two calves whose development will be watched with interest. At present they appear to be no better than the calves sired by local bulls.

The flock of Corriedale sheep at Ranau proved disappointing. Fertility was low and lamb mortality high. Disease due to nodular worm caused trouble amongst the adult ewes but was brought under control by medicinal treatment.

DRAINAGE AND IRRIGATION

Since its inception in May 1948 the work of the Drainage and Irrigation Department has been seriously hampered by lack of staff, and although this was remedied to some extent in 1950, when two Assistant Engineers and two Technical Assistants were engaged from overseas, the problem of recruiting locally remains acute.

During the year a detailed survey of 500 acres of land was carried out at Tandik, in the Marudu Bay area, for a pilot scheme for the mechanical cultivation of rice, sponsored jointly by the

Government and the Colonial Development Corporation. The Department also furnished the design of the irrigation works for the scheme.

A survey of the Papar-Benoni area, some twenty-four miles south of Jesselton, was completed and designs for a combined drainage and irrigation project for 5000 acres of rice land are well advanced.

The area south of the Papar River, comprising 13,500 acres, was surveyed and automatic tide gauges were installed. A commencement was made on the preparation of detailed drawings of the area.

FORESTS

There was a slight fall in production during 1950 but an increase in the quantity of timber exported. The total f.o.b. value of timber and other forest produce exported during 1950 amounted to \$9,737,649 compared with \$8,418,255 for 1949 (revised figure).

Timber.

Production of timber during 1950 amounted to 6,237,558 cubic feet (approximately) of which 3,750,507 cubic feet, with a declared f.o.b. value of \$6,533,962 were exported. The bulk of the timber exported was in log form, only a little over 9 per cent of the total consisting of lumber.

Australia continued to hold first place as the largest importer of North Borneo timber, taking 1,217,794 cubic feet of logs and lumber valued (f.o.b.) at \$1,592,728. The demand for logs, both ply grade and saw grade, continued very firm at improved prices but inadequate shipping space accounted for the slight decrease in the quantity of timber exported to this market during 1950.

The United Kingdom took 910,305 cubic feet of timber with an f.o.b. value of \$2,408,289. The demand for logs and the prices offered for them remained firm. There was also a strong demand for lumber which, unfortunately, could not be met owing to the inadequacy of sawmilling facilities.

Hong Kong fell to third place, taking a total of 899,159 cubic feet with an f.o.b. value of \$1,283,112, compared with 1,001,429 cubic feet and \$1,439,220 respectively for 1949. The decrease was due to an over-stocking of the market owing to the disturbances in the interior of China. Prices fluctuated considerably.

The promise of improved markets for North Borneo timber in Japan materialised and 362,170 cubic feet with an f.o.b. value of \$409,162 were exported to this market. Prices were reasonably satisfactory with a slight increase towards the end of the year.

Despite import and exchange restrictions, South Africa took 175,496 cubic feet with an f.o.b. value of \$468,687. The demand for *seraya* logs for plywood, and *keruing* logs for the South African Railways continued firm. More than half the timber ex-

ported to South Africa was in the form of lumber. There was a noticeable reduction in price owing to the competition of West African timbers, which, in addition to being offered at a lower f.o.b. price, enjoyed an appreciably lower freight rate.

The balance of timber exports went to Brunei (50,839 cubic feet), Germany (45,869 cubic feet), New Zealand (43,645 cubic feet), the United States of America (17,825 cubic feet), Holland (16,864 cubic feet), Singapore (4,633 cubic feet), Canada (1,712 cubic feet), the Philippine Islands (1,590 cubic feet), Celebes (736 cubic feet) and Southern Arabia (511 cubic feet).

Much more lumber could have been placed had it been available but, owing to continued inadequate sawmill machinery, despite considerable expansion of the two European-owned sawmills, it was not even possible to meet local requirements much less increase exports to any appreciable extent.

The slight decrease in the total production was due to the unusually heavy rainfall during the last quarter of the year.

Other Forest Produce.

There was an increase in the value of other forest produce exported, which amounted in 1950 to \$3,203,687 compared with \$3,002,222 in 1949.

Production of mangrove extract (cutch) increased to 83,367 cwt. from 76,320 cwt. last year and this together with an excess carried over from 1949 production but exported in 1950, making a total of 83,475 cwt., with an f.o.b. value of \$1,252,125, was exported to the U.S.A. (84 per cent), Japan (13 per cent) and Europe (3 per cent).

The demand for mangrove extract continued to exceed the supply. Exports of mangrove firewood to Hong Kong amounted to 1,169,614 pikuls with an f.o.b. value of \$1,567,053.

Mangrove charcoal exports decreased to 2,952 pikuls with an f.o.b. value of \$9,500, compared with the 1949 exports of 21,000 pikuls with an f.o.b. value of \$81,000.

Direct exports of cleaned and graded copal to the United Kingdom, which began in 1948, were continued despite the small financial loss incurred by the Company in 1949, and 1,032 pikuls with an f.o.b. value of \$39,993 were exported, compared with 1949 exports of 603 pikuls with an f.o.b. value of \$30,227.

Exports of uncleaned and ungraded damar increased to 17,050 pikuls with an f.o.b. value of \$120,913 compared with 7,000 pikuls with an f.o.b. value of \$53,000 exported in 1949.

The quantity of rattan exported increased to 1,544 pikuls with a decreased f.o.b. value of \$24,562 as compared with the revised figures of 1,477 pikuls with an f.o.b. value of \$25,165 in 1949.

The production of edible birds' nests, both black and white, decreased to 318 pikuls, and of this 309 pikuls with an f. o. b. value of \$116,371 were exported.

General.

On the whole 1950 was a profitable year for exporters of timber and other forest produce. There was little improvement in saw-milling facilities owing to slow delivery of machinery and difficulties of foreign exchange. Two new sawmills were imported from Japan early in the year. There was a shortage of labour, both skilled and unskilled, for forest and mill work and the position deteriorated further because of the inroads made on the already limited supply of labour by rubber small holders when the spectacular rise in the price of rubber took place towards the end of the year.

One European company began mechanical extraction of timber in November using three D8 caterpillar tractors, one Heyster logging arch and three skid pans. Judging from the preliminary performance of this equipment mechanical logging offers great possibilities, particularly in that operations are possible under conditions in which hand logging is impracticable. The other European company also proposes to start on mechanical extraction sometime next year. The demand for North Borneo timber shows no signs of slackening, but, on the contrary, there is every reason to think that producers will be taxed to the utmost in meeting the demand for it for some years to come. There are indications that buyers are becoming more particular about the quality and specifications of timber, but, except for Japan, Forest Department certificates of grade, based on the North Borneo Standard Grading Rules, have been accepted by both buyers and sellers.

FISHERIES

The normal routine work of the Department was continued and technical inquiries covering a wide range of subjects such as the adaptation of local fishing craft for inboard marine engines, cold storage of marine products, importation of fishing equipment of all types, financing of fishing enterprises, utilization of waste fisheries products and many others were carried out and revealed a growing awareness of the significance of the industry and its potential for expansion.

The rapid rise in rubber prices and the large export trade in firewood, with the consequent attractive wages being offered in these industries, diverted a significant proportion of the available manpower from the fishing industry. This was particularly evident along the West Coast, where the prices of fresh fish increased considerably and supply rarely if ever equalled demand during the year.

The restriction of field activities enabled statistical material relating to the fishing industry to be reviewed. As a result, the

data presented in earlier reports are subject to correction as shown in the following paragraphs.

The average daily handlings of fresh fish in the Sandakan market were approximately 1.75 tons in 1949 and 2.35 tons in 1950.

In spite of a continuing keen demand overseas, the export of marine products has declined in quantity, except in the case of trochus and green snail shell which rose from 99 tons in 1949 to 292 tons in 1950, although values and revenue have increased.

The decrease in production appears to be due to diversion of labour from the industry to more lucrative employment.

EXPORT OF MARINE PRODUCTS

<i>Year</i>		<i>Qty. (tons)</i>	<i>Declared Value</i>	<i>Duty Paid</i>
1947*	...	819	\$582,649	\$42,168
1948*	...	1,450	\$715,366	\$71,527
1949*	...	1,163	\$871,852	\$87,218
1950	...	1,215	\$971,629	\$97,168

* Revised figures.

The seed pearl industry of Labuk Bay suffered a serious decline in production as will be seen from the table set out below. As yet no satisfactory explanation can be given, but the industry is being closely watched.

SEED PEARL INDUSTRY

<i>Year</i>		<i>Recorded Production</i>	<i>Av. Price per oz.</i>	<i>Govt. Royalty paid.</i>
1947	...	4,061 oz.	\$ 58	\$20,230
1948	...	1,438 oz.	\$ 76	\$12,568
1949	...	1,908 oz.	\$ 92	\$21,737
1950	...	495 oz. *	\$105	\$ 7,246

* Estimated

Negotiations are still in train to assist the establishment of two deep-sea fishery enterprises in the Colony and to open new fishery grounds.

Chapter 7: Social Services

EDUCATION

During the year further expansion of the school system was carried out in accordance with the approved plan of development.

Under the terms of the Education Ordinance (No. 7 of 1947) the education system consists of 6 years of primary education, followed by 6 years of secondary education. The number of schools of all types increased from 204 in September, 1949, to 218 in September, 1950, while the school population rose from 18,020 to 19,624 during the same period. Even so, this leaves

some 50,000 children of school age in the Colony still without schooling and approximately ninety per cent of these are natives of the country. Only about one quarter of the children at present in schools are natives, who have been somewhat slow to realize the benefit of education, the balance being mostly Chinese, who have been much quicker in appreciating the value of education and who have not spared themselves in their efforts to get it going. It will take time for the natives to catch up, but there are significant signs of an awakening, and it is possible that the establishment of local government bodies in native areas, which is under active consideration, will give a much needed stimulus.

The expansion of the school system during the period 15th July, 1946, to the 31st December, 1950, is illustrated by the figures in Appendix III.

Primary schools fall into four main categories :

Primary Education.

- (1) Schools maintained by Government;
- (2) Mission schools, some of which are aided by Government grants;
- (3) Chinese schools, chiefly maintained by local Chinese communities;
- (4) Private and estate schools.

Government Schools.

With the exception of the post-primary Trade School, all Government schools are in the primary stage in which no fees are charged. These schools comprise 68 primary schools in which Malay is the medium of instruction, one primary English school in Labuan and one Chinese school, established in 1916, to serve the needs of the Shantung Chinese Settlement near Jesselton. The total number of pupils in Government schools in September 1950 was 3,904 of whom 517 were girls, compared with 3,811 and 463 respectively last year.

The year's school building programme included the replacement of existing buildings by improved school units at Kudat, Ranau and Bundu Tuhan, the building of additional units at Tuaran and Pimping and of a new school at Tamparuli. Four new headmasters' houses of improved design were built at Kudat, Tuaran, Darau and Tamparuli. A new school was opened at Pantai to serve the needs of one Murut and one Kadayan kampung. Approval was given for the rebuilding on a new site of the Victoria Town School, Labuan. A special drive was made to improve the furniture in schools and to rehabilitate playing fields.

Sixty-six schools have gardens and each year compete on a Residency basis for a shield. Each school, which is visited three times a year by an Agricultural Officer, has a score card upon

which are entered marks for the number and productivity of the crops, arrangements for composting and for crop rotation, standards of cultivation and freedom from pests and disease, and general neatness of beds, paths and fencing.

A distinction is drawn between those Government primary schools (mainly situated in rural areas) which provide a four years' course and the full primary establishments with a six years' course. There are at present 21 schools in the latter category and it is the policy of Government to increase the number in the main centres as rapidly as possible, provided that the transition is justified by a sufficiently large enrolment in standards III and IV to maintain higher classes of a reasonable size. English is taught in the two top classes of a full primary school. A factor limiting increase in the number of schools of this type is the difficulty of finding teachers who have a sufficient knowledge of English to enable them to teach it as a subject.

Mission Schools.

The principal missionary societies working in the territory are the Society for the Propagation of the Gospel (Anglican), the Mill Hill Mission (Roman Catholic), the Basel Mission and the Seventh Day Adventists. The number of mission schools, both aided and unaided, is as follows :—

<i>Mission</i>				<i>Aided Schools</i>	<i>Unaided</i>	<i>Total Enrolment</i>
S. P. G.	...	...	...	6	1	1,036
M. H. M.	...	...	...	27	9	4,792
Basel ...	...	...	...	6	7	1,079
S. D. A.	...	...	...	-	3	112
Total ...				39	20	7,019

Mission schools are open to fee-paying pupils of all races and separate schools are in some cases provided for boys and girls. Most of the schools are in the primary stage and the majority are "English" schools, i.e. schools in which English is the medium of instruction. A small proportion only of the teaching is in the vernacular and it is the Missions' policy to introduce English at as early a stage as possible. In such schools the pupils are mainly Chinese but a few children of other races, e.g. Indians, Dusuns and Malays, are also included.

A second category of Mission school includes a small number of vernacular schools, usually with one or two classes, and a third type are Chinese schools. The latter are to be found mainly in the towns and they resemble closely the traditional Chinese schools in which Mandarin is used as a medium of instruction. Provision is usually made for the teaching of English as a subject and for religious instruction.

Chinese Schools.

Education in the Chinese co-educational schools everywhere follows closely the national pattern and is well organised through the agency of school committees which are usually re-elected yearly. These committees raise money both by fees and by public subscriptions. Excluding Chinese Estate schools and Chinese sections of Mission schools, the total number of registered Chinese schools is 88, but the actual number open on the 30th September 1950, was only 77 with 8,489 pupils of whom 2,728 were girls. These schools, which included three post-primary schools (known traditionally as Junior Middle Schools) are staffed with 265 teachers of whom 78 are women. Every effort is being made to encourage the use of English in the Chinese public schools; by the end of the year English as a subject was being taught in 55 schools for 3-5 periods a week from primary class II upwards. Most of the pre-war buildings located in the larger settlements were destroyed during the Japanese occupation so that many schools are still accommodated in temporary buildings. These schools will eventually be included within the aided system, thus facilitating improvements in curricula, buildings, and in the status of the teachers.

Estate and Private Schools.

In September 1950, there were 12 schools of this category open, with an enrolment of 160 boys and 58 girls. Eleven of these, which for convenience may be termed Estate Schools, were opened on the initiative of European managers in order to provide a basic primary education for the children of their employees. In some cases special classes were provided for adults. A private English primary school was started in Jesselton in 1949.

Secondary and Post-Primary Education.

An encouraging and important development was the increase in the number of pupils attending post-primary schools, which included 12 Mission secondary schools, 3 Chinese Middle Schools and the Government Trade School. The increase is shown by the figures hereunder :—

1947	...	...	...	93
1948	...	...	...	242
1949	...	...	...	315
March 1950	...	...	...	523

It must be noted, however, that this post-primary education caters very largely for Chinese and other alien races and that few natives are yet receiving secondary education.

For the first time since the war 13 out of 19 entrants were successful in the Overseas Junior Cambridge examination in December 1949. This year 67 candidates have entered for this examination and 7 for the School Certificate.

The Government Trade School at Menggatal, 9 miles from Jesselton, is attracting considerable interest. This experiment,

the first of its kind in this territory, is proving a success and has attracted favourable comment in both the local and Malayan press. The school was opened on the 16th August, 1949, and at present there are 29 pupils taking the two year carpentry course which has a bias towards building construction. The present staff consists of one European Chief Instructor, and one Asian assistant, together with an experienced headmaster of a Government primary school who received training at the Bagan Serai Trade School, Perak. Another Asian assistant will be engaged in January, 1951, and in July it is hoped to initiate the second course for the training of mechanics and fitters. The instruction includes drawing, reading of plans, mensuration and costing, arithmetic and English. Examples of the work of the school, which include a pedal driven threshing machine, a model padi drill and a child's cot, have been exhibited at native markets in the Colony.

Training of Teachers.

The most noticeable defect of the school system is the scarcity of trained teachers, and while most remain untrained the standard of teaching must inevitably be low and the effect on education generally, adverse.

The great majority of teachers employed in Government vernacular schools are, unfortunately, very poorly qualified. Few can speak English or have received any education beyond that obtainable in the fifth standard of a Malay vernacular school, while only 14 out of a total establishment of 169 are trained teachers.

Since the war four men have been trained in Sarawak but no more entries can be accepted there at present from this Colony and accommodation in the Malayan teacher-training institutions is also extremely limited. The establishment of a local teachers' training college is therefore a matter of urgent necessity if the general standard of education is to be raised above its present level and the children given sufficient elementary education to qualify them for entry into a secondary school.

Approval has therefore been given for the erection of a local teachers' training college at Tuaran which will be financed from Colonial Development and Welfare Funds for the first five years of its existence. Steps have been taken to appoint, early in 1951, a Principal and a Woman Assistant. The college site and reserve consist of 38 acres, and a Primary School adjacent to the site will be used as a practising centre.

Higher and Adult Education.

Apart from training provided for employees by various Government Departments there are at present but few facilities available for the education of adults. The North Borneo branch of the British Red Cross Society gives lectures in child welfare, home nursing and first aid. There are also one or two institutions at

which it is possible for adults to obtain instruction in commercial subjects, English and Mandarin. Evening classes for estate workers have also been organised on certain estates.

A scholarship for higher education was awarded in 1949 by the British Council to a native administrative officer who is taking a two year diploma course in local government administration at University College, Exeter. Another candidate for a similar course beginning in October, 1950, has been accepted by the College authorities. Fellowships were also awarded in 1949 by the Australian Commonwealth Government to two candidates; one, who completed a one year refresher course of study in structural and civil engineering, has now returned; the other, who is studying telecommunications, has not yet completed his two year course.

Australian Educational Assistance.

Thirteen cases of text-books and one case of library books to the value of £A1,800 arrived in June. These books were generously presented by the Commonwealth of Australia to assist the educational reconstruction programme. The library books, which deal particularly with Australia, have been catalogued and placed in the Education Department library and the text-books have been distributed to both Government and aided schools. A supply of visual aid equipment to the value of £A1,695 was also received from the same source, and will prove most useful.

The Education Advisory Committee consisting of the Education Secretary of Mill Hill Mission, the Principal of the S.P.G. Girls School and a native Chief as unofficial members under the chairmanship of the Director of Education met for the first time on the 21st July, 1950, and, amongst other business, approved new draft rules for Government assistance to aided schools and new syllabuses for use in primary schools.

Valuable advice was received from two of the Secretary of State's Advisers on Education, viz. Miss Freda Gwilliam and Sir Christopher Cox, K.C.M.G., both of whom visited North Borneo during the year.

HEALTH

Medical Department.

The Government maintains hospitals in eleven main towns of the territory with a total of 835 beds. In addition there are 32 Government dispensaries and sick rest houses distributed throughout the country, many of which provide temporary accommodation for in-patients. The Government dispensaries and sick rest houses are in the charge of qualified dressers, who are under the supervision of the District Medical Officers, and serve as feeders for the central hospitals, as well as dealing with day-to-day ailments. Medical facilities are brought to the more remote and isolated communities by means of travelling dressers.

A leper settlement was maintained at Berhala Island throughout the year for 49 resident patients, two less than last year. Treatment with sulphetrone was continued throughout the year with encouraging results. One patient was discharged as cured and there are many others who can look forward to discharge in the not too distant future. The prospects of cure and the anticipation of returning to their homes and relatives have brought a remarkable change in the outlook of these unfortunate persons. Many improvements were made in the diet of the patients and the practice of giving each at least one pint of whole milk per day in addition to the usual meals was established as a routine.

The mental hospital at Sandakan continued in use throughout the year. The buildings were unsatisfactory and no specialist treatment was available. For these reasons steps have been taken to establish a modern and well-staffed mental hospital for the three Borneo territories. A site in Brunei is being selected and arrangements made for the necessary land, water and anti-malarial surveys to be carried out.

Buildings.

A new hospital built of timber and providing approximately 40 beds was completed and put into operation at Kota Belud. A new first-class ward was added early in 1950 to the Jesselton hospital to accommodate six medical and surgical, and three maternity cases. The hospital at Beaufort was completely renovated. Steps were also taken to erect two semi-permanent building at Jesselton and Sandakan to house new X-ray units. Extensive repairs and additions were made to the hospitals at Labuan and Tawau. Sites were selected for the two hospitals which are to be built of permanent materials at Jesselton and Sandakan and plans have been prepared with a view to an early start being made at Sandakan.

General Health.

The general health of the urban population was good on the whole, but much remains to be done in rural areas where medical facilities need to be improved and brought closer to the people before most of them will be prepared to seek or receive such benefits. There were no outbreaks of epidemic disease during 1950.

The assistance given the Colony during the year by the United Nations International Children's Emergency Fund (UNICEF), a specialised agency under the United Nations, deserves special mention. Three Nursing Sisters—a sister tutor, a public health nurse and a nurse midwife—were provided by this organisation and commenced work during the year. In addition, adequate supplies of teaching material and health centre equipment were sent to the Colony. UNICEF also supplied whole and skimmed milk for distribution to expectant and nursing mothers and to children. This supply of milk is of the greatest value to nutrition as the local diet is generally deficient in riboflavin and calcium.

The control of malaria received close attention during the year. The use of D.D.T. as a residual spray to the internal walls of houses was extended and the distribution of paludrine as a prophylactic to special groups particularly exposed to the disease was pursued. Publicity was also given to the great benefits to be derived from the clearing of undergrowth in the immediate vicinity of houses.

Tuberculosis of the lungs remained a serious problem, but considerable progress was made in Jesselton in treatment facilities of the most modern type. A start was also made in the tracing of contacts who were Mantoux tested and, when necessary, X-rayed.

Health Centres.

A scheme for the building of four new health centres in permanent materials was approved. This is to be financed from the Colonial Development and Welfare Fund. Plans were drawn up and a site selected for the early erection of one such centre in Jesselton. In the meantime work at the 19 existing temporary centres was carried on and they are becoming increasingly popular. The Maternal and Child Welfare work at Keningau, the main centre for the Interior, where Muruts predominate, was carried on with great success and benefit to the people in that area. It is the policy of Government to extend wherever possible these maternal and child welfare centres and to emphasize the importance of health education and the prevention of disease.

Vital statistics.

Owing to the inaccessibility of many parts of the Colony, the figures given for vital statistics must be treated with considerable reserve. Nevertheless they do give an indication of the trend of events in regard to births, deaths and infantile mortality. While the figures collected for the towns are accurate, the same cannot be said of those for the rural areas. Many of the villages are several days' journey away from the nearest administrative centre and the duty of reporting births and deaths falls upon native headmen. In some cases their visits to district headquarters are made only at long intervals and it is certain that some births and deaths are overlooked, more particularly where births are concerned, for, while deaths are events of which the whole village takes cognizance in view of the widely held belief that unfriendly spirits are their cause, births are events of purely family significance. The following figures however, are near enough for use as a guide :

<i>Year</i>		1946	1947	1948	1949	1950
Births registered	...	4,377	6,630	6,716	8,037	9,064
Deaths registered	...	3,976	5,136	4,552	4,298	4,320
Excess of births over deaths	...	401	1,494	2,164	3,739	4,744

The steadily rising number of births, and the excess of births over deaths, which in 1950 was over three times the figure for

1947, are encouraging signs which indicate a progressive improvement in health.

The infantile mortality rate was still high, being estimated to be 89 per 1,000 live births, compared with 112 last year, and the maternal mortality rate was 9 per 1,000 births, compared with 8 last year.

The main causes of death were fever (unclassified) malaria, pneumonia, tuberculosis and dysentery. Detailed statistics would be unreliable as the cause of death was certified by medical practitioners in less than five per cent of cases.

HOUSING

Government buildings.

Rehabilitation and repainting of the best of the pre-1941 semi-permanent buildings was continued, and 54 new Government buildings were completed or nearing completion by the end of the year, some in permanent and some in semi-permanent materials. They included an airport hotel, hospital buildings and extensions, a Post Office, a telephone exchange, police buildings, markets, departmental workshops, stores, offices, schools, Customs buildings and several administrative offices.

Urban Housing.

In spite of the difficulties and delay caused by shortage of labour and materials, progress was made in the construction of Government quarters, many of which were of a completely new and improved design. During the year 76 junior officers houses, 16 senior officers houses and 13 barrack type quarters were completed, while a further 23 junior officers houses and 11 senior officers houses were about to be commenced towards the end of the year.

Rural Housing.

A general account of rural housing has been given in previous reports. Conditions in upland country districts are still simple and primitive, but increasing signs of prosperity and modernity are noticeable in coastal villages and those nearer the main towns.

Rest Houses and Hotels.

Government rest houses were maintained in most towns and were well patronized during the year. In the more remote villages of the interior somewhat primitive unfurnished bamboo halting huts are provided for the traveller. In contrast to these primitive arrangements, a modern and well appointed airport hotel was constructed by Government at Labuan and opened during the year, while Malayan Airways erected a first-class hotel in Sandakan which was opened early in 1951 and is a welcome addition to the amenities of the Colony.

Town Planning.

Considerable progress in town planning was made during the year.

In order to implement town planning schemes the Town and Country Planning Ordinance (No. 14 of 1950) was enacted in June.

The Surveyor-General was appointed the chief adviser to the Town Planning Board, which was set up under the Ordinance, under the chairmanship of the Development Secretary, to control all town planning matters in the Colony.

In view of the number of places requiring plans, it was deemed advisable to plan the inner and more urgently required areas of each town before attempting to deal with the outer areas. Of the principal towns, draft plans of business areas were prepared for Labuan and Jesselton and a trial plan was produced for Kudat. Because of the housing shortage a draft plan of an extension to the Jesselton Town Plan, embracing areas for first and second class residential purposes as well as a shopping centre at Tanjong Aru, was also prepared. Plans for Sandakan and Tawau are in the course of preparation. Contour surveys are proceeding for plans for the development of a housing area at Beatrice Estate, Sandakan.

For the smaller towns ground control for aerial photographs was completed for Lahad Datu, topographical surveys for Beaufort and Papar, and a plan approved for Tuaran.

Of some twenty-five lesser towns and villages, plans were prepared and approved for Keningau, Kota Belud, Inanam and Menggatal.

SOCIAL WELFARE

War Victims Fund.

The Board of Trustees of the War Victims Fund, which was set up in 1949 under the War Victims Fund Ordinance to deal with applications for relief arising out of the Japanese occupation, functioned smoothly during the year through the agency of its twenty-one voluntary local committees. The Board approved subsistence grants totalling \$26,687, contributions to school fees to a total of \$24,481, the supply of rice and special food grants to the amount of \$9,795, and rehabilitation grants totalling \$4,266. The total of \$65,229 so distributed was considerably higher than the corresponding figure of \$49,451 for 1949.

Supplies of relief clothing generously donated by the Australian Government came to an end during the year, but the Board made local purchases of cloth which was made up into clothing for war victims by local Red Cross sewing parties. A total of 309 war victims received free issues of rice and food and at the end of November there were 163 persons receiving monthly subsistence allowances. The number of children receiving educational grants was 907 as against 694 in 1949.

Support from all sections of the community was excellent. On Liberation Day (9th September) a special appeal was launched and the response this year totalled over \$26,000 compared with \$25,000 in 1949.

Boy Scouts.

The Boy Scouts organisation became firmly established during 1950 and the Travelling Commissioner from England visited the Colony in the latter part of the year. A West Coast Local Association was formed during the year.

Girl Guides.

A Ranger Company was formed as a training ground from which to recruit leaders for Guide Companies and good progress was made.

Red Cross.

A Red Cross Health Visitor trained members in first aid work, home nursing and health and hygiene, and was also in charge of child welfare clinics. The Junior Red Cross, organised sewing parties and relief workers all did good work during the year.

St. John's Ambulance Association.

Companies attached to the Police Force and the Railway Department were formed during the year.

Chapter 8: Legislation

Laws Applicable in the Colony.

The Colony of North Borneo comprises the former State of North Borneo and the Settlement of Labuan. The Laws applicable therein fall into four divisions:

- (1) Ordinances and subsidiary legislation of the former State of North Borneo applicable in the mainland (i.e. the former State of North Borneo);
- (2) Such Ordinances and subsidiary legislation of the Straits Settlements as were applicable in Labuan on the 15th July, 1946;
- (3) British Military Administration Proclamations and subsidiary legislation made thereunder applicable throughout the Colony;
- (4) Ordinances and subsidiary legislation of the Colony of North Borneo also applicable throughout the Colony.

Legislation During 1950.

During the year under review, 32 Ordinances were enacted, the most important of which were those dealing with Town and Country Planning, Land Acquisition, Workmen's Compensation, Pensions and Electricity. The Town and Country Planning



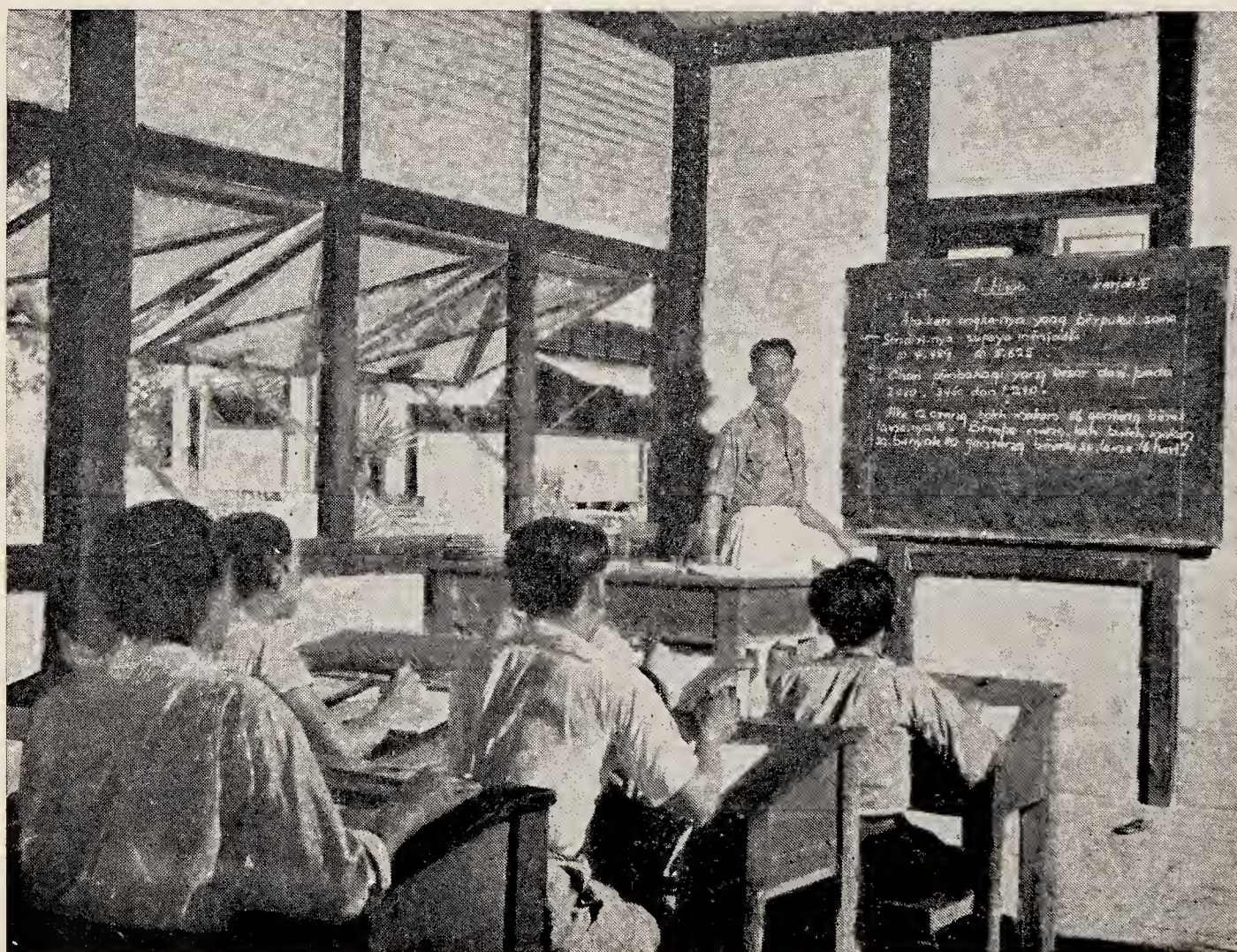
Railhead, North Borneo



With acknowledgments to the Flower Studio, Sandakan
Native boat, Sandakan



District Officer and Chief confer



Vernacular School, Tuaran



Village Police Station, Sipitang



Legislative Council, October, 1950



With acknowledgments to the R.A.F. (Crown copyright reserved)
Pensiangan Supply Drop



With acknowledgments to the Flower Studio, Sandakan
Transport, North Borneo

Ordinance (No. 14) makes provision for the orderly and progressive development of all land within the Colony, and the existing towns which were devastated during the war will be replanned in accordance with its provisions. Related to this also is the Aerodromes (Control of Obstructions) Ordinance (No. 22) which controls building, planting and other obstructions in the neighbourhood of aerodromes so as to ensure that the use of such aerodromes is not rendered dangerous to aircraft. The Land Acquisition Ordinance (No. 9) unifies the law relating to the acquisition of land for public purposes throughout the Colony. The Workmen's Compensation Ordinance (No. 3) makes provision for the payment of compensation by employers to workmen engaged in certain classes of employment for personal injury by accident arising out of and in the course of such employment. The Pensions Ordinance (No. 1) provides for the payment of pensions and gratuities to officers holding pensionable offices in the service of the Government of the Colony with retrospective effect to the 15th July, 1946. The Electricity Ordinance (No. 10) provides for more adequate and modern control of the supply of electrical energy, unifies the law throughout the Colony and enacts modern legislation which includes a system of licensing.

Apart from the above, the more important of the remaining ordinances passed during the year were as shown hereunder :

Security Legislation: The Education (Amendment) Ordinance (No. 6), the chief object of which is to prevent political indoctrination in schools, empowers the removal of teachers from the register of teachers and the closure of schools when necessary in the interests of the Colony or of the Commonwealth as a whole. The Printing Presses (Unification and Amendment) (No. 8) unifies the law relating to printing presses throughout the Colony. The Postal (Amendment) Ordinance (No. 25) contains provisions dealing with "clubbed packets" and also empowers the postal authorities to detain and open articles suspected of containing seditious matter.

Commercial Legislation: Before revising the Companies law in the Colony it was necessary to enact the Companies (Reconstitution of Records) Ordinance (No. 17) which provides for the re-construction of both public and private records relating to companies, almost all of which were lost or destroyed during the Japanese occupation. As from the 1st January 1951 the Companies Ordinance (No. 18) unifies the law and applies throughout the Colony the provisions of the law applicable in Singapore. The Fire Insurance Ordinance (No. 19), Life Assurance Ordinance (No. 20) and the Trust Companies Ordinance (No. 21) are in common form with the legislation on these subjects elsewhere in the Colonies.

Miscellaneous Legislation: The Prisons (Unification and Amendment) Ordinance (No. 26) unifies the law throughout the

Colony. The Census Ordinance (No. 23) repeals the existing law and enacts more modern legislation necessary to enable a census to be taken in 1951. The Native Court (Labuan) Ordinance (No. 24) provides for the establishment in Labuan of a Native Court and invests it with the same powers as those with which the present Native Courts in the mainland are invested. The Prohibition of Forced Labour (Unification and Amendment) Ordinance (No. 12) and the Native Administration (Amendment) Ordinance (No. 11) make amendments to fulfill international obligations and to unify the law throughout the Colony.

Chapter 9: Justice, Police and Prisons

JUSTICE

The Courts of the Colony have been fully described in previous reports, and a record of their work during the past year will be found in Appendices IV and V of this report.

Except for petty theft and minor offences, there was a considerable decrease in the incidence of crime in 1950, the number of cases in which a sentence of more than twelve months was passed being only 57 for the whole year, that is just over one a week, which was half the number for the previous year.

POLICE

Organisation and Composition.

By legislation passed on the 1st January, 1950, the name of the Police Force was changed from the "North Borneo Armed Constabulary" to the "North Borneo Police Force".

The greater part of the force, which was strengthened during the year, is recruited locally, and comprises mostly Dusuns, Muruts and Bruneis. It was substantially re-organised in 1950.

Training.

At the Training Depot a new syllabus for recruits was introduced and refresher and promotion courses developed. A special programme was evolved for the instruction of recruits and all other members of the force in the routine required for dealing with civil disturbances, suitable equipment having been obtained for the purpose. During the year emphasis was also laid on jungle warfare training. An officer of the force was specially seconded for this purpose. Radio equipment was procured from Australia and is in operation by staff trained by the Telecommunications Department. Direct police communication between Jesselton, Labuan and Brunei was established and tests were carried out with a view to linking up other stations.

Police Reserve.

The police reserve was strengthened during the year. As this reserve consists of men who have served for at least three

years in the police, it constitutes a valuable force for an emergency.

Special Constabulary.

Legislation to permit the formation of a Special Constabulary was passed in 1949. Recruiting was brisk in 1950 and detachments were formed in the principal towns of the Colony.

Transport and Communications.

Transport difficulties were eased by the acquisition of more motor vehicles of various kinds. Additional vehicles are expected to become available shortly and a patrol launch is under construction.

Buildings.

During the year the living conditions of the personnel of the force were improved, modern police stations and barracks being completed at Tambunan, Penampang, Tuaran, Kota Belud and Bandau, while similar buildings are being built at Keningau, Beaufort, Menggatal and Kudat.

Plans for a new police force headquarters and depot near Jesselton were prepared during the year, as well as plans for divisional headquarters at Sandakan and new police stations at Jesselton and Sandakan.

Types of Crime.

While, fortunately, the incidence of serious crime was still low, there was a slight increase in petty theft and house-breaking, as is shown in the figures in Table A of Appendix V.

The robberies reported were committed mostly at sea off the east coast by persons not resident within the Colony. In September 1950 the classification of theft was altered. Hitherto if the value of the property stolen was more than \$100 the theft was classified as "major", whereas the figure of \$250 is now used, in view of the fall in the purchasing power of money, to mark the dividing line, and this factor has of course influenced the statistical record to some extent.

Traffic offences increased by 280, partly because of the increase in the number of vehicles in the Colony and increased activity on the part of the Police.

The comparative table B at Appendix V gives the number and result of reports in which the police took action.

PRISONS

All prisons and lock-ups are under the control of the Commissioner of Police as Inspector of Prisons.

During the year there were 717 male and 53 female admissions. This shows an increase over the 1949 figures which were 667 male and 35 female admissions respectively. This male

increase was due to the imprisonment of a number of prohibited immigrants. Female prisoners were mostly imprisoned for offences against native customs. There were 20 escapes and 7 recaptures. Twelve of the escapees jumped overboard from the ship in which they were being transferred from Tawau to Sandakan. One was recaptured on this occasion. It is thought that the others reached the shore and eventually made their way back to their homes in the Philippine Islands. There were two executions.

Buildings.

Formerly North Borneo possessed two prisons, one in Jesselton and the other in Sandakan. Both were destroyed during the war and the present buildings are temporary structures. Plans for the main prisons at Jesselton and Sandakan have been completed by the architect and it is expected that they will be built in 1951. Lock-ups were erected at Tuaran and Kota Belud during the year, and those at Keningau, Beaufort and Kudat were under construction. Repairs and renovations were carried out to other existing buildings.

Prison Trades.

Boot-making, carpentry, metal work and rattan work were taught in the prisons. The prison garden at Jesselton provided a supply of green vegetables throughout the year for prison use.

Juvenile Offenders.

Four juvenile offenders were admitted to prison during the year. Three of these were sentenced to 12 months detention each while another was sentenced to one month in addition to six strokes with the regulation cane. In order to provide more suitable treatment for juvenile offenders, the Government came to an arrangement with the Government of Sarawak whereby an approved school in Kuching can be used.

Chapter 10: Public Utilities

WATER

In rural areas drinking-water is obtained from wells, ponds, streams and rivers, the supply being ample but liable to contamination. In the main towns, water supplies are strained to keep pace with the requirements of the ever-increasing consumer area and the greater demand from shipping using the ports. This demand has been met as far as possible, in spite of the poor condition of much of the pumping equipment and pipes. It is hoped that in 1951 further replacements will be effected as orders for new plant are fulfilled. In the principal towns the position was as follows :—

Jesselton.

Jesselton is fortunate in having an adequate catchment area within four miles of the town. The water is impounded in a main reservoir and is pumped from the intake to an elevated service reservoir of 40,000 gallons capacity where it is chlorinated and then gravitated to Jesselton.

During dry weather this reservoir has had insufficient storage to provide an unrestricted supply, and rationing for varying periods has had to be imposed. To increase the capacity of the main reservoir, by an estimated 8,000,000 gallons, the old spillway was raised two feet. Heavy rains in the latter part of the year brought the top water level of the reservoir up to the new spillway level, without any apparent detrimental effect on the 35 year old dam. The average consumption of water has increased from 180,000 gallons per 24 hours in 1949 to 230,000 gallons in 1950, while an average of 45,000 gallons per month has been supplied to shipping.

The need for a new or augmented and purified supply has long been felt, but during the year, owing to shortage of staff, it was possible only to carry out a reconnaissance of a preliminary nature for such a supply. Extensions to mains, new booster pumps and elevated storage tanks for residential areas and additional piped supplies to outlying suburbs were completed during the year. Improvements to the town reticulation system were also carried out.

Sandakan.

This town still maintains its system of piped water supply to the town and supplies to the suburbs from springs and wells. Some trouble was encountered early in the year owing to burst mains and flooded suction wells but it is hoped that any future recurrence of this will be prevented by the new diesel driven pumps that have been installed and the clearing of catchment areas and reservoirs which has been carried out.

As in previous years water consumption has steadily increased, the year's increase of six million gallons bringing the annual consumption up to over 41 million gallons. This increased consumption has necessitated a restricted supply only being available to consumers and it is feared that this restriction will have to be continued until such time as increased storage capacity can be made available.

Wherever possible improvements have been carried out; the old reservoir and high level tank have been cleared, a new elevated tank of 3,000-gallon capacity has been installed for increasing residential area supply, while progress is being made in the installation of meters for the larger consumers. Supplies continue to be made available to shipping but difficulties frequently arise in making sufficient water immediately available on account of the town's need having to be met at the same time.

Labuan.

The water supply of this town continues to be obtained from the old Australian Army bore-holes which have proved satisfactory throughout the year although geological surveys and investigations have been made in order to provide additional sources to augment the present supply and improve the quality of the water. A new main of 4" diameter and a mile in length was laid to the R.A.F. units and to the airfield area, while reconditioning was carried out on the old mains and the work of metering consumers commenced. During the year 14,000,000 gallons of water were supplied to local consumers and to shipping.

Other Towns.

The main water supply of Beaufort is drawn from shallow open wells and carried by hand to the consumers in the town and residential areas. A small pumped supply to the hospital and nearby residences is in course of construction and investigations are being made as to the possibility of providing a reservoir for supplying the town. Preliminary investigations for the establishment of a water supply at Tawau are being carried out and it is hoped that this will be followed up by the construction of a water supply at an early date.

Several medium sized towns such as Kudat and Lahad Datu have small supplies but for the most part small towns and villages are still using primitive methods that have been in existence for many years.

ELECTRICITY

The Public Works Department continued to operate undertakings in Jesselton and Labuan; the Sandakan Light and Power Co. (1922) Ltd., continued operations in Sandakan, and small plants, operated by local enterprise, gave a public supply in Kudat and Papar. It was found necessary however, to close down the supply at Tawau as the supply system did not comply with the standards laid down in the Electricity Ordinance.

A new Electricity Ordinance was brought into force during the year, together with Electricity Rules and Electricity (Theatre Wiring) Rules, thereby bringing the standards and safeguards in the Colony into line with modern practice.

Jesselton.

In Jesselton the area receiving a 24-hour supply was increased, and a start made on supplying daytime power for light industrial concerns, in addition to complete motorization of the Government Printing Department. Rebuilding and new construction continued on the mains, and Government premises were rewired as far as possible, in addition to the wiring of a considerable number of new buildings. Wiring absorbed 25,000 yards for internal work, and over 11 miles for mains work.

A part of the town shop area was converted from D.C. to A.C., and this enabled metering to be extended.

As in 1949, shortage of skilled labour largely influenced the rate at which departmental work could be carried out.

The number of consumers continued to increase, and there was still a considerable unsatisfied demand for electricity at the end of the year.

Labuan.

Work continued on reconstruction of mains and wiring and rewiring of premises, the wiring of the new airport hotel having absorbed a considerable amount of the working manpower during the year. Plans were well advanced during the year for the final elimination of petrol power, together with an increase of station capacity.

Chapter 11: Communications

ROADS

The mileage of roads and bridle paths in the Colony at the end of the year was as follows :—

(i) Metalled roads with asphalt surface	...	139 miles
(ii) Other metalled roads	... ..	91 „
(iii) Earth roads	... ..	150 „
(iv) Bridle paths (6 to 8 feet wide)	... ..	578 „

The building of the 30-mile road to Kota Belud was continued despite difficulties in the way of terrain and an unsatisfactory type of labour. The heavy rains on the mountainous trace led to constant erosion and frequent major land-slides which added to the difficulties and delays attending this project. Numerous steep slopes and sharp bends were remedied throughout the length of the road and a total of $3\frac{1}{2}$ miles of block metal soling and bitumen grouted surfacing were completed.

Work continued on the re-construction of the Papar-Bukit Manggis road and by the end of the year metalling had been completed as far as Mile 4.

On the east coast difficulties were experienced on the construction of the Labuk road, and work was hampered by heavy rains and labour shortage.

Bridges were inspected and repaired where necessary and maintenance of roads continued, although this suffered to some extent again because of labour shortage.

On the island of Labuan, too, labour difficulties were experienced. This factor prevented the completion of the road reconstruction programme, but 3 miles of the more important roads were remetalled.

RAILWAY

The Government-owned Railway, which provides the principal means of communication along the west coast of the Colony and to Melalap in the interior, has been an important factor in the development of these areas. Starting from Jesselton it serves the districts of Putatan, Papar, Kimanis, Bangawan, Membakut and Beaufort, passing through country well populated with natives and Chinese, and serving many rubber estates.

From Beaufort a branch line, 20 miles in length, runs down to the coast at Weston (connected by launch with the port of Victoria on Labuan Island). This branch line also passes through rubber estates and many native and Chinese small-holdings, while the main line proceeds to Tenom and Melalap through the Padas river gorge and the fertile Tenom valley.

The total length of the railway, however, is only 116 miles. It is of metre gauge and was first opened on the Beaufort-Weston line in 1900 and was extended to Jesselton and Tenom in 1902. The whole system, together with locomotives, rolling stock, machines, tools and general equipment sustained exceptionally severe damage during the war. The pace of reconstruction and rehabilitation, which continues to be governed by the delivery of new materials and equipment and the availability of labour, was slow.

Of the 8 major bridges damaged or destroyed during the war, 4 were rebuilt. The recovery of the girders of the largest bridge, at Papar, proved to be much more difficult than was anticipated, and pending reconstruction, the temporary Bailey Bridge, with its restricted loading, continued to be the biggest handicap to traffic on the line.

The present power and stock position compared with the position before the war, and last year, is as follows:—

			1941	1949	1950
Steam locomotives	...	...	12	4	6
Petrol locomotives	...	...	-	4	3
Rail cars (6-seater)	...	...	8	4	4
„ „ (52-seater)	...	...	-	-	2
Rail Jeeps	...	...	-	7	7
General Wagon stock	...	...	156	144	150
Coaching stock	...	...	36	18	20

It will be noted that the power and stock position is still very precarious; it is all the more serious because the traffic handled far exceeds the pre-war figures. The coaching and wagon stock rebuilding programme was retarded by the lack of woodworking machinery which necessitated a great deal of manual labour and, similarly, the engine repair and rebuilding programme was behind schedule, owing to the lack of sufficient machine tools. The inability to repair the overworked locomotives and wagons through shortage of skilled artisans and equipment rendered it impossible, at times, to carry all the traffic offering. Efforts to obtain power units from the United Kingdom, Malaya and India

proved unavailing. It is hoped that by obtaining suitable artisans from Hong Kong in the first half of 1951 the position will improve.

The fleet of 4 rail cars has been augmented by the arrival of two new 52-seater petrol rail cars and this in turn has resulted in greater use being made of the railway.

Despite all these difficulties the traffic handled by the railway during the year created a new record, the passenger traffic being treble and the goods traffic double the pre-war figures, as shown in the following table :

<i>Year</i>	<i>Passengers carried</i>	<i>Goods (tons)</i>
1936	106,128	10,549
1937	146,497	16,709
1938	132,225	13,952
1939	143,612	14,292
1940	173,125	21,334
1941-46 (not available)		
1947	124,776	22,068
1948	289,865	24,198
1949	298,772	25,756
1950	402,980	29,965

HARBOUR AND SHIPPING

Though considerable improvements were made to port and harbour installations during the year, the extent of the damage suffered during the war was so great that the position cannot be considered satisfactory until new permanent structures are built. A firm of consulting engineers has submitted a report on the reconstruction of the wharves at Labuan, Jesselton, Sandakan, Kudat and Tawau, and this has been followed up by hydrographic surveys, as a preliminary to the work of reconstruction. Final drawings and plans are now in preparation in the United Kingdom and it is hoped that the construction of the new wharves will begin in the latter half of 1951.

Some 2,436,246 gross tons of shipping used the harbours of the Colony during the year compared with 1,958,508 gross tons in 1949, and 508,857 tons of cargo was handled compared with 500,784 tons last year. Of this total 229,052 tons passed over Colony wharves, compared with 223,558 tons last year, the remainder being transhipped to adjacent territories.

The gross shipping tonnage using the seven main ports was as follows :

				1949	1950
Sandakan	...	...	...	611,494	819,868
Labuan	...	...	...	621,607	603,663
Jesselton	...	...	...	202,713	339,981
Tawau	...	...	...	181,494	302,316
Kudat	...	...	...	202,732	223,536
Semporna	...	...	...	56,806	74,030
Lahad Datu	...	...	...	67,744	54,223

Navigational aids, of particular importance in the difficult waters around North Borneo's coasts, were further improved during the year, despite delay in the delivery of equipment. The principal work undertaken by the Department was the installation of a 17,000 candle power electric light on Papan Island to assist shipping entering Labuan harbour. In addition, new light-buoys were laid on Atjeh Rock and on Sandakan Bar. Another was laid on Bilean Shoal to assist shipping from Sandakan to approach the Malawali Channel during the hours of darkness. Three new mark beacons were erected on harbour shoals in Labuan and a mark buoy was set up in Cowie harbour, Tawau, to assist ships loading timber in Coal Mine Reach. Work was carried out on the lighthouse sites at Kuraman (Brunei Bay), Tanjong Trang (Darvel Bay) and Batu Tinagat (Tawau) but the non-delivery of equipment rendered the completion of this work impossible. A survey was made of sites for lighthouses on Berhala Island and at Tanjong Labian (Darvel Bay). The first of these two lighthouses will replace the light which existed on Taganac Island before the war.

Aircraft mooring buoys were maintained at Labuan, Jesselton and Sandakan, and routine servicing of navigational aids was carried out regularly.

The Colony's coastal trade was maintained by vessels of the Straits Steamship Company, which connected North Borneo ports with Sarawak and Singapore. The weekly schedule was increased to a six-daily service in the latter half of the year in order to deal with the additional cargo offering. At the same time some 600 small craft of between 20 and 80 gross tons each operated irregular services between the Colony's ports. A fleet of ten 300-ton vessels, operating solely for their owners, the British Malaya Petroleum Co., Ltd., was in continual use between Labuan and the oilfields of Brunei and Sarawak.

Local Registration of Shipping and Boats.

Seventy three vessels were registered under the Shipping Ordinance during the year. A further 80 have still to be registered but survey facilities are still very limited. There were 2,191 native cargo craft and 6,474 fishing boats licenced during the year.

Eight new Government launches were delivered during the year to assist in the administrative work of the Colony. Two of these are for harbour duties in Labuan and Sandakan.

The shipping services operating to North Borneo during the year were as follows :

Shipping Services.

The Straits Steamship Co.

— giving a regular five-ships per month service between Singapore and North Borneo ports.

Shipping Services—(cont.)

The Ben Line	—	giving a regular monthly service to Labuan, Jesselton and Tawau and a fortnightly service to Sandakan, with direct shipment to and from the U.K.
The Anglo-Saxon Petroleum Co.	—	calling at Labuan with bulk petroleum products.
The Blue Funnel Line	)	— calling at Labuan with
	)	direct shipments from the
The Glen Line	)	U.K. and loading timber at east coast ports.
The Luzon and Malayan Stevedoring Co.	—	providing ocean tug and lighter service to Labuan and east coast ports from Singapore and the Philippine Islands.
The Indo-China S.N. Co. Line	—	calling at east coast ports for timber.
The South African Railways and Harbours Line	—	calling at Labuan and Sandakan for timber.
The Australian China Line	—	calling at east coast ports for timber.
The Bank Line	—	calling at east coast ports for timber.
The China-Navigation Co.	—	calling at Sandakan for timber.

In addition to the above regular shipping lines numerous other miscellaneous chartered vessels called at east coast ports for timber.

CIVIL AVIATION

The year 1950 saw civil aviation firmly established in the Colony and fulfilling a long felt need. In April, a Department of Civil Aviation was constituted as a section of the Public Works Department, the Director of Public Works being appointed Controller of Civil Aviation and Registrar of Aircraft. In September, the Director of Civil Aviation, Malaya, was appointed Director of Civil Aviation, North Borneo, in order to bring the local organisation within the framework of the Regional Civil Aviation Department which has its headquarters at Singapore.

The following scheduled services were operating into and through the Colony at the end of the year :—

<i>Malayan Airways:</i>	Singapore — Kuching — Labuan — Jesselton — Sandakan (thrice weekly).
<i>Quantas Empire Airways:</i>	Sydney — Darwin — Labuan (once weekly).

Cathay Pacific Airways:

Hong Kong — Manila — Sandakan — Jesselton — Labuan (once weekly).

Besides these scheduled services, steady and increasing use of the aerodromes was made by non-schedule and charter flights and by military aircraft.

A comprehensive scheme for the provision of aeronautical telecommunications and navigational aids was prepared during the year and a start was made with the training of Air Traffic Control Officers. In the meantime, the staff of the Department was drawn from officers seconded by the Government of Singapore and this assistance, as well as the advice of the Director of Civil Aviation and his staff, has been very much appreciated.

TELECOMMUNICATIONS

Telegraphs.

Overseas telegraph circuits continued to be operated by the Telecommunications Department until the end of June when they were taken over by Cable and Wireless Limited.

External radio circuits to Sarawak and Brunei were maintained throughout the year and although varying ionospheric conditions caused fadeouts at times, no serious interruptions to traffic occurred.

Internal radio communications were maintained from Jesselton with stations at Labuan, Ranau, Kudat, Beluran, Sandakan, Lamag, Lahad Datu, Semporna and Tawau.

A limited radio-telephone service between Jesselton and Sandakan was operated throughout the year, and a similar service between Jesselton and Labuan commenced in December.

Land-line offices were maintained at Jesselton, Kepyayan, Papar, Papar, Beaufort, Tenom and Keningau.

The volume of traffic over the telegraph system continued at a high level throughout the year.

Aeronautical communications.

Aeradio facilities were provided at Sandakan and Jesselton aerodromes throughout the year. These facilities included air/ground communication with aircraft and the provision of medium frequency navigational beacons. Aerodrome control was exercised through the medium of radio telephone equipment supplied and maintained by the Department.

Aeronautical communications were extended by opening a point to point wireless circuit between Jesselton and Kallang airfield at Singapore thus making it possible for the Department to handle the ever increasing aeronautical and meteorological wireless traffic between Singapore and this Colony. Approximately 103,000 words were passed over this circuit during the six months of operation. Additional staff was trained in the Departmental Wireless School during the year.

Telephones.

Improvement and expansion of the Colony's telephone system, so severely damaged during the war, continued to a limited degree. The system has not yet been re-established satisfactorily, for, although a great deal of re-wiring has been completed, the non-delivery of equipment ordered in 1945 has rendered further improvement impossible until it arrives.

Work was commenced on the permanent building to house the new Siemens Type 16 Automatic Exchange at Jesselton. In addition, new permanent overhead telephone lines were erected to replace those of a temporary nature which were put into use immediately after the war. Telephone systems in the main towns were extended to keep in step with the growth of industrial and residential areas. Work was commenced on a trunk telephone line between Jesselton and Beaufort, a distance of 56 miles, and good progress was made despite the swampy nature of some of the country it traverses.

Despite all this, the telephone systems themselves were, in Jesselton and Sandakan, still unsatisfactory for the traffic they have to carry. In both places manual exchanges were still in operation although there was, in addition, a 100-line automatic exchange at Jesselton. This exchange was originally used in Sandakan in 1922, when it was the first automatic exchange in the Far East. Some 10 years later it was transferred to Jesselton, and it was in use there until shortly before the liberation in 1945, when it suffered severely from Allied bombing and Japanese denial measures. Salvaged and repaired with military equipment it continues in use, though somewhat erratic at times and near the end of its useful life. It was insufficient for Jesselton's needs and as a temporary measure a 200-line manual exchange has been installed pending the arrival of the new automatic equipment.

The total number of telephones in use in the Colony during the year was 578 as compared with 481 in 1949. Comparative figures of the numbers of telephones in the principal towns are given below :—

				1949	1950
Jesselton	...	...	...	229	258
Sandakan	...	...	...	84	118
Labuan	...	...	...	51	58
Beaufort	...	...	...	32	34
Tawau	...	...	...	18	18
Tenom	...	...	...	16	20

Meteorology.

The operation of air services to North Borneo called for improved meteorological facilities in the Colony. In this connexion the Malayan Meteorological Service assisted with the loan of essential equipment, the setting up of instruments and the

training of personnel. As a result of this assistance three observation stations were established at Labuan, Jesselton and Sandakan, and of these, the stations at Labuan and Sandakan make pilot balloon observations.

The establishment of these reporting stations filled a long felt need in regard to synoptic meteorology in Region II (Asia) and the information now made available is of value not only to local air services but to forecasting services in adjacent countries.

Meteorological records of the Colony are printed by the Malayan Meteorological Service in the "Monthly abstract of Meteorological Observations" and will eventually appear in the "Annual Summary of Observations" published by that Department.

POSTS

Postal business for the year showed a substantial increase over that for 1949. The increase was particularly marked in the insured letter service where the value of articles received rose from \$49,123 in 1948 and \$92,758 in 1949 to just over \$1,000,000 in 1950. There was a substantial increase, too, in the trade charges on C.O.D., parcels which, from \$107,103 in 1948 and \$416,475 in 1949 also approximated \$1,000,000 in 1950. Air-mails handled showed an increase of some 50% while the volume of parcels showed an increase of 100% over the 1949 figures.

At the close of the year there were nine official and two semi-official (Agency) Post Offices in operation. Work was commenced during the year on the new permanent Posts and Telegraphs building at Labuan which is expected to be completed early in the new year.

There was a marked improvement in the air mail services during the year. Sabah Airways commenced a thrice weekly service between Singapore, Sarawak and North Borneo; Qantas Empire Airways a weekly service between Sydney, Darwin, Labuan and Hong Kong and Cathay Pacific Airways a weekly service between Hong Kong, Manila and North Borneo.

The sea mail service from Singapore was expanded by the addition of another ship and mails are now received from Singapore and overseas at six day intervals. Weekly mail services were also maintained between Hong Kong and Sandakan.

The Universal Postal Union's 75th Anniversary issue of 8 cents, 10 cents, 30 cents and 55 cents stamps was withdrawn from sale on January 9th 1950, after being on issue for a period of three months. Total sales of these issues were just under \$50,000.

The Chartered Company overprinted Royal Cypher stamps were withdrawn on 1st July, 1950, and were replaced by the new definitive issue which is in photogravure, and which had a mixed reception. The full set comprises 15 stamps to the value of \$19.48 in the following denominations: Dollars 1, 2, 5, 10 and Cents 1, 2, 3, 4, 5, 8, 10, 15, 20, 30 and 50.

Inland postal rates were revised from 1st January, 1950. An all-up air service was introduced for first-class mail matter and provision was also made for the carriage of second-class and parcel mail by air within the Colony at special rates. Reduced airmail rates to Brunei and Sarawak came into force in September, but, owing to the revaluation of sterling in September, 1949, an increase in air mail rates to certain non-sterling countries became necessary. At the beginning of the year the rates for gift food parcels to the United Kingdom were reduced.

The issue of licences to stamp vendors and of clubbed packet licences to remittance shops was re-introduced.

Chapter 12: Research

FISHERIES

A survey of the prawn fishery of Labuk Bay was started. Results to date have revealed a serious diminution in production, the factor for production per unit effort having declined from 5.62 in 1947 to 1.33 in 1950. Efforts are being made to prevent further deterioration of the position and a programme for controlled development is being drawn up.

The Department reference collection of fish now exceeds 5,000 specimens, and 295 species (mostly of commercial importance) have been identified.

Fish pond experiments are continuing, but to date no success has been achieved in effort to breed *Sepat Siam* (*T. pectoralis*). A preliminary test of three ponds "self sown" with fish during tidal ingress has revealed a production capacity of the area of 112 lbs per acre per annum (without additional food).

An experiment to study the growth rate of mullet (*Mugil* spp.) and *ikan bulan-bulan* (*M. cyprinoides*) under more adequate control has been initiated.

In November 1950, a consignment of *ikan Mudiair* (*Tilapia mossambica*) was received from Singapore. The fish averaged $1\frac{1}{4}$ " in length on arrival and in one month had almost trebled their length. Fifty-four fish were released in a pond one-eighth of an acre in extent by three feet deep.

The daily survey of the Sandakan Fish Market has been continued. This now covers a period of 21 months and valuable information on the seasonal occurrence of commercially valuable fish is accumulating.

GEOLOGY

The Geological Survey Office in Jesselton was opened early in 1950 as a branch of the Geological Survey Department, British Territories in Borneo, a research organisation covering Sarawak, Brunei and North Borneo, financed from central Colonial Development and Welfare funds.

The first task undertaken in the Jesselton office was the collection and sorting of records of past geological and mineral exploration. A surprisingly large volume of information was found to be available, mainly resulting from investigations by oil company geologists. A summary of the known facts relating to mineral deposits was published in the Department's Annual Report for 1949 and an account of the geology of the country has been written by Professor Reinhard and Dr. Wenk, both of Basel University, which will be published shortly.

The possibility of the successful resumption of coal mining at Silimpopon, in the southeast of the Colony, is being considered. The coal is known to have coking properties, which should secure for it a more ready market than would be available for the less mature coals from other parts of North Borneo, and it is believed that the mining difficulties which previously resulted in the losses sustained by the Cowie Harbour Coal Company can now be overcome. It remains to be shown that the reserves of coal in workable seams are sufficient to justify the heavy capital expenditure that will be necessary if mining is to begin again.

Geological mapping at Silimpopon was started in May and is now well advanced. The object of this is to obtain the maximum amount of information from surface observations so that it can be decided whether a drilling campaign would be likely to prove adequate reserves and, if so, where the bores should be sunk in order to provide the additional data required for an accurate assessment of those reserves. Already the mapping has revealed that there are probably at least two seams in the field although only one is described in the records available. It is, however, difficult to correlate the seams and so to determine the actual number present; the possibility of using variations in the pollen grain content of the coal for correlation purposes is now, therefore, the subject of research in the Department.

Other activities of the Department during the year covered a report on constructional materials in the Tuaran-Jesselton-Beaufort-Tenom areas which included the survey of available sands, aggregate and clays. A further report was made on the geology of the area adjacent to Victoria town, Labuan, with the object of locating suitable sites for borings for a water supply. Finally, a survey was made for suitable road metal along the trace of the proposed Sandakan-Labuk road.

The Jesselton office was destroyed by fire on June 26th. The destruction of records and equipment caused some delay in the work in hand, but fortunately many of the records had been duplicated in Kuching or were on loan outside the Department and fresh copies of most of the others are obtainable in England. Sufficient equipment was brought from Kuching to enable work to continue, although laboratory facilities in the present temporary accommodation are seriously curtailed. Plans have been made

for the rebuilding of the office in permanent materials and a special grant has been made from Colonial Development and Welfare funds for this purpose.

ANTI-MALARIA RESEARCH

Anti-malaria research continued during the year in Labuan and at Tambunan in the interior. This research work was commenced before the late war, and is carried on with the aid of funds made available under the Colonial Development and Welfare Act.

The greater part of the work undertaken during the year dealt with entomological matters. In Labuan, studies were continued on *A. leucosphyrus* and *A. sundaicus*. The role of the former as a vector in Labuan is well known and a paper on the subject is in the press, and accordingly more attention was given during the year to the latter, a coastal vector. Results indicated, however, that the species was harmless during the period of investigation and the reasons for the occasional outbreak of infectivity recorded in this species remains obscure. Records of mosquitoes dissected during the year are shown below:—

Species.		Guts examined.	Glands examined.	Total dissected.	Infections found.
<i>A. sundaicus</i>	...	261	410	417	nil
<i>A. leucosphyrus</i>	...	65	73	73	1 guí
Other species	...	100	162	164	nil
Total	...	426	645	654	

Systematic research was concentrated on the *leucosphyrus* group with a view to standardising nomenclature, establishing the identity of the various members of the group, and discovering critical characters for their separation. Considerable advances were made and identifying characters found for the hitherto inseparable larval stages. In the laboratory a new technique and mounting medium was developed for the preparation of larval mounts, and a paper descriptive of this is now in the press. In addition, with the assistance of the Department of Health, Manila, a highly satisfactory method for the air shipment of live mosquitoes was developed.

Numerous collections were made of adult and larval specimens for systematic and experimental research, and the mapping of mosquito distribution. These yielded one new species of Anopheline and the first records for North Borneo of two other species.

Work in the interior continued in the form of the Tambunan experiment. This is directed to prove whether very limited jungle clearance around *A. leucosphyrus* breeding places leads not only to control of the mosquito but to control of malaria generally. During the year under review the first annual re-survey was made

of the population of the Timbau Valley, a highly malarious area which is the site of the experiment. Results showed a slight fall in spleen rates and a considerable fall in parasite rates, but similar reductions were found in the untreated comparison area. It would appear that there has been a general recession of malaria due to natural causes throughout the entire area, and thus no estimate can yet be made of the value of the experimental clearing.

Small scale field experiments were carried out to test the efficacy of residual deposits of D.D.T. against local vector species. Results to date, with *A. leucosphyrus*, have shown that kerosene is useless as a solvent, being highly repellant to this species and that D.D.T. itself has a considerable degree of repellancy. This has led to the use of Gammexane for indoor residual spraying.

PART III

Chapter 1: Geography and Climate

North Borneo includes the whole of the northern portion of the island of Borneo. It is roughly the size of Ireland. The China Sea washes its western and the Sulu and Celebes Seas its eastern coasts. The heavily-indented coastline measures some 800 to 900 miles.

The distances from Sandakan to towns in adjacent territories are approximately as follows: Manila, 600 miles; Singapore, 1,000 miles; Hong Kong, 1,200 miles; and Port Darwin, 1,500 miles.

The country contains central mountain ranges, from 4 to 10 thousand feet in height, rising somewhat sharply from ranges of low hills nearer the coast. These hills are traversed by valleys and occasional plains. The coastline is formed mainly of alluvial flats, with many creeks and swamps. Hills and valleys in most cases are covered with dense forest, and there is an extensive system of rivers.

The main harbour on the west coast is at Victoria on the island of Labuan, which lies to the north of Brunei Bay. Further north Jesselton, the new capital of the Colony, has a good, well-sheltered harbour for vessels of moderate size which take away the bulk of the rubber produced on the west coast. At the most northerly point of the Colony is Marudu Bay, a former stronghold of Illanun pirates. On its western shore, 11 miles from the entrance, is Kudat Harbour, where there is a wharf capable of taking vessels up to 2,000 tons. About midway down the east coast of North Borneo is the magnificent harbour of Sandakan, the approach to which is unfortunately marred to some extent by a bar. The entrance is a mile and a quarter wide, and the bay, which is 15 miles in length, gradually increases to a width of five miles. Sandakan, the former capital of the old State of North Borneo and the largest town in the Colony, is built on its northern shore about a mile from the entrance. Other good harbours are Lahad Datu, further down the east coast, and Cowie Harbour with its port of Tawau.

The main mountain feature of the country is the Crocker Range, commencing at the south end of Marudu Bay and following the west coast at a distance of some 30 miles. This range, 4,000—6,000 feet in height, sends short spurs to the west coast, which are dominated by Mount Kinabalu, 13,455 feet high. This is one of the finest mountains in the Far East and is venerated by the natives as the resting-place of the souls of the dead. Trusmadi, on the borders of the Keningau and Tambunan districts in the interior, reaches a height of 8,000 feet, while ranges of 4,000—6,000 feet are not uncommon near the Indonesian border.

The most extensive plain is that on the east coast irrigated by the river Kinabatangan and its tributaries, believed to contain some 4,000 square miles of rich and fertile soil. In the interior are found the Keningau and Tambunan plains which are traversed by the Pegalan River. The Keningau plain consists of wide stretches of grassland, while Tambunan maintains a large padi-planting population.

The rivers are numerous and of considerable importance, constituting as they do the only highways in some parts of the country. The longest, the Kinabatangan, follows a course of some 350 miles, and is navigable by shallow-draught launches for considerable distances. The Segama River, in the south-east, is navigable for about 60 miles and the rich soil of its valley is suitable for the cultivation of wrapper-leaf tobacco. The other main rivers in the east are the Labuk and the Sugut.

The west coast rivers are by contrast short and swift-flowing, and consequently of little use for navigation, but the long, narrow coastal plain which they water, contains the main rice and rubber-producing areas of the Colony. The longest of these rivers is the Padas, which is navigable for small launches as far as Beaufort, 60 miles from the sea. The Padas has cut a deep and narrow gorge through the west coast range, and it is through this lovely, scenic gorge that the railway into the interior runs for much of its course.

The climate of North Borneo is tropical, but on the whole equable. On the coast day temperatures vary from 70° F. in the early morning to 88° at midday, and only on exceptionally hot days to 93° or 94°. Night temperatures are in the region of 70° and in most places comparatively cool nights are a relief after the day temperatures. Annual rainfall varies from 60 inches to 180 inches in different localities. In most parts of the country the wetter season occurs during the north-east monsoon from October to March, and the drier season during the south-west monsoon, from April to September, but there is no sharp division between the two seasons. The typhoon belt passes just north of the Colony so typhoons are unknown, although severe rain-storms accompanied by high winds sometimes occur and local thunder-storms are frequent.

Chapter 2: History

To a very great extent the history of Borneo is veiled in obscurity. It was known to the Arabs many years ago as a land rich in precious stones, gold and spices, and it is said that somewhere about A.D. 1300 the island was invaded by Kublai Khan. The traditions of Brunei and Sulu indicate that about this period there was established a Chinese settlement somewhere in the northern part of the island, and signs of early contact with Chinese civilisation still exist.

The first visits to the island of Borneo by Europeans were probably made by Spaniards and Portuguese. The companions of Magellan, after the death of their chief in the Philippines, called at Brunei in 1521; their historian, Pigafetta, left it on record that this city was then of considerable importance and contained no less than 25,000 families. A Dutchman visited Brunei in 1600, and the Dutch founded establishments in Borneo about that time. The first visit of an Englishman to the island seems to have been in 1665, when a certain Captain Cowley "visited a small island which lay near the north end of Borneo".

In 1773 the East India Company founded a station at Balambangan, an island to the north of Marudu Bay. This island and all the north-east promontory of Borneo had been granted by the Sultan of Sulu to Alexander Dalrymple in 1756, as a reward for procuring his release from Spanish captivity in Manila. The settlement at Balambangan was attacked by Sulus and Illanuns in 1775, and the garrison was forced to flee to Brunei, where the East India Company had another station. In 1803 the Company again formed an establishment in Balambangan, but shortly afterwards abandoned it, as well as the settlement in Brunei.

Meanwhile the Dutch had extended their influence and had acquired control of all but the northern and western portions of the island. By the beginning of the nineteenth century the north and west had relapsed into a condition of lawlessness and decay. Here the Sultans of Brunei and Sulu exercised nominal control and farmed out the rights of collecting revenue to natives of rank. These "farmers" settled at the mouths of the rivers, levied taxes on passing traders and plundered the inhabitants. On the coast there was a loose system of Mohammedan law and in the interior natives settled their own disputes according to tribal custom. Head-hunting was rife, disease ravaged the country, and pirates ranged the seas.

These, in brief, were the conditions in the north and west when James Brooke visited the island in 1840 and was installed as Rajah and Governor of Sarawak in 1841. Foremost among the new Rajah's ambitions was the suppression of piracy. The principal piratical races at the time were the Illanuns, the Balanini, the Bajaus and the Sulus, all living near the north of the island. Their vessels were of large size, sometimes reaching a burden of 60 tons and a length of 90 feet, and they were heavily armed. Their cruising grounds were extensive, covering the coasts of the Philippine Islands, Borneo, the Celebes, Sumatra, Java, the Malay Peninsula, and even the Bay of Bengal. They had settlements of considerable size in Marudu Bay and along the east and west coasts of North Borneo.

After several efforts, Rajah Brooke persuaded the British Government to take an interest in the suppression of this piracy, which was doing considerable damage to European shipping as

well as to native craft. Several expeditions were sent against the pirate strongholds on the north coast during the years which followed, culminating in the destruction of Tunku on the east coast by H.M.S. *Kestrel* in 1879.

The modern history of North Borneo may be said to have begun in 1847, when the British Government concluded a Treaty of Friendship and Commerce with the Sultan of Brunei and acquired at the same time the island of Labuan, which became a Crown Colony with a Governor and other officers. A similar treaty was entered into in 1849 between Great Britain and the Sultan of Sulu, but was not ratified owing to the difficulties raised by Spain.

British and American traders now attempted to obtain a firmer footing in North Borneo, and in 1872 protracted negotiations with the Sultans of Brunei and Sulu led to the cession in perpetuity of a large area of the country to a private syndicate controlled by Mr. Alfred Dent and his brother. The cession was subject to certain annual payments to the Sultans. In 1881 a Liberal Government under Gladstone granted a Charter to the "British North Borneo Provisional Association Limited". The Charter provided, *inter alia*, that the new company should always be British in character. It prohibited the transfer of the benefits of the grants and commissions without the consent of the Secretary of State, forbade the grant of any general monopoly of trade and invested the Secretary of State with certain powers of supervision over the company's proceedings, including the appointment of its principal representative in Borneo. The company undertook to abolish slavery, to administer justice with due regard to native customs and laws, and not to interfere with the religion of the inhabitants.

Following the grant of the Charter, the British North Borneo Company was formed in May, 1882, to finance the administration of the new state. A long diplomatic correspondence was necessary before the misgivings of the other European powers, in particular Spain and Holland, were finally allayed. In 1888 the state was created a British Protectorate, and from 1890 Labuan was, by request of the British Government, administered by the Government of North Borneo. This agreement ceased as from 1st January, 1906, the British Government having decided that it was necessary on grounds of imperial policy that Great Britain should resume direct responsibility for the administration of the Colony of Labuan.

Considering the lawlessness which prevailed before the British occupation, North Borneo has been remarkably free from unrest, though some trouble was encountered by the company in the early years of its administration. Exploration of the newly acquired territories continued steadily and the little-known regions of the interior were gradually penetrated and brought under control. Various enclaves of territory not included in that

acquired from the Sultans were absorbed from time to time to knit the state into a compact whole of about 29,500 square miles. Economically, the country went slowly ahead. Capital started to flow in, though not as freely as had been hoped, and labourers were encouraged to immigrate from China. The west coast railway was begun in 1896 and completed nine years later to link Jesselton with Weston in the south and Melalap in the interior. A serious economic crisis was averted by the rubber boom in the early nineteen-hundreds, the land which the railway had opened up proving eminently suitable for the growing of rubber which became within a few years the mainstay of the country's economy.

In January, 1942, North Borneo was invaded by the Japanese naval and military forces. For over three and a half years the country remained under enemy occupation until final liberation by units of the Ninth Australian Division, who landed in Labuan on 10th June, 1945. The behaviour of the population during this period was, with very few exceptions, exemplary, and many paid for their loyalty with their lives. The British Military Administration, which contained a few former Chartered Company senior officers, found the Colony in a state of appalling devastation. Many towns had been completely destroyed or badly damaged by fire or bombing, and many of the inhabitants murdered, among them a large number of Government servants. The Military Administration continued until 15th July, 1946, when North Borneo became a Crown Colony and civil Government was resumed. On the same date Labuan was incorporated into the new Colony.

Chapter 3: Administration

The North Borneo Letters Patent, 1946, as amended by the North Borneo (Amendment) Letters Patent, 1950, provide for the constitution of the office of Governor and Commander-in-Chief, the establishment of an Executive Council to be appointed in accordance with Royal Instructions and the establishment of a Legislative Council by Order in Council.

To give effect, *inter alia*, to the provisions of these Letters Patent, Instructions were passed under the Royal Sign Manual and Signet, and the North Borneo (Legislative Council) Order in Council was made.

In accordance with the provisions of these Instruments an Executive Council and Legislative Council came into being in October, 1950; these Councils superseded the Advisory Council with the aid of which the Governor had administered the Colony since the 15th July, 1946.

The Executive Council, which consists of three *ex officio* Members, namely the Chief Secretary, the Attorney-General and the Financial Secretary, two Official Members and four Nominated Members, is consulted by the Governor on all

questions of importance. The Legislative Council consists of the Governor as President, three ex officio Members, namely the Chief Secretary, the Attorney-General and the Financial Secretary, nine Official Members and ten Nominated Members. The Governor, with the advice and consent of the Legislative Council and subject to the provisions of the Order in Council establishing it, may make laws for the peace, order and good government of the Colony. All questions proposed for decision in the Council are determined by a majority of the votes of the Members present and voting, the Governor or Member presiding having an original vote, and, in the event of the votes being equally divided, a casting vote.

The laws of the Colony are somewhat complicated, being in part those applicable to the old State of North Borneo and in part those of the Straits Settlements previously applicable to Labuan, together with proclamations issued after the liberation by the British Military Administration, many of which are still in force, and new ordinances and rules and regulations which have been enacted and brought into force since civil Government was resumed in 1946. The English common law also applies.

The day-to-day administration of the Colony is carried out by 31 departments under the general direction of the Chief Secretary, the principal executive officer of Government, who controls the Secretariat. The Attorney-General is head of the legal branch; financial administration is in the hands of the Financial Secretary; and the Accountant-General, as Chief Treasury Officer, is responsible for the public accounts. The Commissioner of Customs and Excise is charged with the collection of import and export duties, with the direction of preventive work, and with the compilation of trade statistics.

Labour and immigration problems are dealt with in a single department under the Commissioner of Immigration and Labour, who is also the Chief Passport Officer.

Other permanent departments are the Agricultural, Audit, Drainage and Irrigation, Education, Fisheries, Forests, Geological, Inland Revenue, Judicial. Lands, Marine, Medical, Police, Posts, Printing, Prisons, Public Works, Railway, Survey, and Telecommunications. Temporary departments include those of the Controller of Supplies, the Custodian of Enemy Property, the Food Controller and the Price Controller.

For local administration the Colony is divided into three Residencies, the West Coast, the East Coast, and the Labuan and Interior, with their headquarters at Jesselton, Sandakan and Beaufort, respectively. There are four District Officers in the West Coast Residency, at Jesselton, Kota Belud, Kudat and Papar; three in the East Coast Residency, at Sandakan, Lahad Datu and Tawau; and four in the Labuan and Interior Residency, at Beaufort, Keningau, Labuan and Tenom. In

addition there are sub-districts in each Residency under the control of an Assistant District Officer or a Deputy Assistant District Officer (native officer).

Within each district and sub-district, village headmen carry on minor administration under native chiefs, who in turn are responsible to the District Officer. These chiefs preside over Native Courts which deal with offences against native customs and breaches of Mohammedan law. The courts held by District Officers in their magisterial capacity are concerned with normal civil actions, breaches of the laws of the Colony and offences against the Penal Code. In addition to their other duties, District Officers and their assistants are Assistant Collectors of Land Revenue and Assistant Protectors of Labour.

In the majority of townships there are sanitary or rural boards under the chairmanship of the Resident or District Officer. Each section of the community is represented on these boards.

There are also numerous statutory boards and advisory committees intimately concerned with the day to day administration of the territory, such as the Standing Finance Committee, the Standing Development Committee, the Education Advisory Committee, the Price Control Advisory Committees, the War Victims Fund Board, the Labour Advisory Board, the Rubber Fund Advisory Board, the Town Planning Board and others, a list of which is given in Appendix VI.

Chapter 4: Weights and Measures

Imperial weights and measures and the following local weights and measures are in general use:

Avoirdupois Weight

1 tahl	=	$1\frac{1}{3}$ ounces	
16 tahils	=	1 kati	= $1\frac{1}{3}$ pounds
100 katis	=	1 pikul	= $133\frac{1}{3}$ pounds
40 pikuls	=	1 koyan	= $5,333\frac{1}{3}$ pounds

Measures of Capacity

2 gills	=	1 pau
2 paus	=	1 pint
2 pints	=	1 quart or chupak
4 quarts	=	1 gallon or gantang
10 gantangs	=	1 para
800 gantangs	=	1 koyan

Chapter 5: Newspapers

One English language newspaper, the *North Borneo News*, commenced publication in 1948. It appears weekly and contains reports of such matters as Legislative Council Meetings, excerpts from other newspapers, and a few articles of local interest.

There is one Chinese language publication, *Api Wah Chiau Nit Pau* (Jesselton Overseas Daily Newspaper). It has a small local circulation. The news it presents is obtained mainly from Chinese wireless broadcasts. It caters solely for the Chinese community.

No Malay newspaper is produced in the Colony.

The Singapore Straits Times and other Malayan newspapers circulate widely in the Colony.

Chapter 6: Reading List

IMPERIAL GOVERNMENT PUBLICATIONS

(Obtainable from H.M. Stationery Office)

Convention between the Governments of the United Kingdom and the United States of America regarding the boundary between the Philippine Archipelago and the State of North Borneo. Cmd. 3622, 1930; T.S. No. 2, 1933. H.M.S.O. 6d. (By post 7d.)

Convention . . . respecting the Delimitation of the Frontier between the States in Borneo under British Protection and Netherlands Territory in that Island. T.S. No. 32, 1930. (Cmd. 7671.) H.M.S.O. 9d. (By post 10d.)

North Borneo. Agreement for the transfer of the Borneo Sovereign Rights and Assets from the British North Borneo Company to the Crown, 26th June, 1946. Colonial No. 202, 1946. H.M.S.O. 3d. (By post 4d.)

Report of Potentialities for the Cultivation of Cocoa in Malaya, Sarawak and North Borneo. Colonial No. 230, 1948. H.M.S.O. 9d. (By post 10d.)

NORTH BORNEO GOVERNMENT PUBLICATIONS

(obtainable from the Secretariat, Jesselton, North Borneo, or through Crown Agents for the Colonies, 4 Millbank, London, S.W.1)

Annual Report.

The Laws of North Borneo, 1884—1946. 3 volumes. Reprinted 1948. Price \$60 per set.

The Laws of North Borneo, 1947. 1 volume. Printed 1950. Price \$5.00

North Borneo Reconstruction and Development Plan 1948—1955. Price \$6.00.

Estimates of Revenue and Expenditure. (Annual.)

Government Gazette. (Monthly) Subscription, \$15 per annum (Inland), \$25 per annum (Overseas).

North Borneo Forest Records:

No. 1. *North Borneo Standard Grading Rules*, 1949.

No. 2. *A Preliminary List of North Borneo Plant Names*, 1938.
Price \$5.00.

No. 3. *The Timbers of North Borneo*, 1947. Price \$7.00

North Borneo Rubber Commission Report, 1949. Price \$5.00.

Native Affairs Bulletins, by G. C. Woolley:

1. *The Timoguns; a Murut tribe of the Interior, North Borneo*. 1937.

2. *A Dusun Vocabulary in the dialect of the district of Tambunan, North Borneo*. 1938.

3. *Murut Adat; customs regulating inheritance amongst the Nabai Tribe of Keningau and the Timogun Tribe of Tenom*. 1939.

4. *Dusun Adat; customs regulating inheritance amongst the Dusun Tribes in the coastal plains of Putatan and Papar*. 1939.

5. *Dusun Adat; some customs of the Dusuns of Tambunan and Ranau, West Coast Residency*. 1940.

Report of the Geological Survey Department for the year 1949.
Price \$2.00.

OTHER PUBLICATIONS OF GENERAL INTEREST

BRUCE, CHARLES (A. B. C. Francis). *Twenty Years in Borneo*. Cassell, 1924.

BURBRIDGE, F. W. *The Gardens of the Sun*. Murray, 1880.

COOK, OSCAR (R. M. O.). *Borneo, Stealer of Hearts*. Hurst and Blackett, 1924.

ENRIQUEZ, Major C. M. *Kina Balu: The Haunted Mountain of Borneo*. Witherby, 1927.

EVANS, I. H. N. *Among Primitive People in Borneo*. Service, 1922.

EVANS, I. H. N. *Studies in Religion, Folk-lore and Custom in British North Borneo and the Malay Peninsula*. Cambridge University Press, 1923.

GARRY, A. N. M. *Census Report*. B.N.B. (Chartered) Co., 1931.

KEITH, AGNES. *Land Below the Wind*. Michael Joseph, 1939.

KEITH, AGNES. *Three Came Home*. Michael Joseph, 1948.

KEPEL, Capt. the Hon. H., R.N. *The Expedition to Borneo of H.M.S. Dido*. 2 volumes. Chapman & Hall, 1847.

PRYER, ADA. *A Decade in Borneo*. Hutchinson, 1894.

ROBSON, J. H. M. *A Bibliography of Malaya; also a short list of books relating to North Borneo and Sarawak*. Kuala Lumpur, 1939.

- ROTH, H. LING. *The Natives of Sarawak and British North Borneo*. 2 volumes. Truslove & Hanson, 1896.
- RUTTER, OWEN. *British North Borneo*. Constable, 1922.
- RUTTER, OWEN. *The Pagans of North Borneo*. Hutchinson, 1929.
- RUTTER, OWEN. *The Pirate Wind*. Hutchinson, 1930.
- ST. JOHN, S. *Life in the Forests of the Far East*. 2 volumes. Smith Elder, 1862.
- WHITEHEAD, J. *The Exploration of Kina Balu*. Gurney & Jackson, 1893.

APPENDIX I

COLONIAL DEVELOPMENT AND WELFARE SCHEMES

					<i>Amount expended from 1947 up to end of 1950</i>
<i>Research Schemes</i>					
R.158	Malaria Research	...	...	...	\$161,109
R.158C.	"	...	...	...	10,842
R.321	Sociological Research	...	...	...	12,156
<i>Joint Borneo Territories Allocation</i>					
D.915	Labuan Airfield	...	...	...	176,855
D.1496	North Borneo Census	...	...	...	9,257
D.823	Coal Investigation	...	...	...	192,905
<i>North Borneo Allocation</i>					
D.721	Town Planner	...	...	...	46,991
D.797	Irrigation Department	...	...	...	225,120
D.798	Veterinary Department	...	...	...	30,473
D.1271	Expansion of Veterinary Dept.	...	...	...	14,140
D.857	Trade School	...	...	...	63,962
D.906	Fisheries	...	...	...	135,145
R.86	Fisheries	...	...	...	26,707
D.914	Jesselton and Sandakan Airfields	...	...	...	593,633
D.955	Clonal Seed	...	...	...	10,993
D.1043	Malarial Research (Tambunan Experiment)	...	...	...	11,196
D.1077	Hemp Disease Control	...	...	...	62,845
D.979	Forest Surveys and Silviculture	...	...	...	214,352
D.1068	Rubber Commission	...	...	...	20,498
D.1158	Road Development	...	...	...	540,442
D.1195	Forestry Training	...	...	...	21,445
D.774	Visit of Geologist	...	...	...	3,101
D.1315	Mechanised rice cultivation	...	...	...	11,041
D.1254	Town Planning	...	...	...	38,394
D.1406	Maternity and Child Welfare	...	...	...	1,319
D.1384	Teachers' Training College	...	...	...	3,287
D.1425	Agricultural Expansion	...	...	...	81,567
TOTAL					\$2,719,775

APPENDIX II

A. WORKERS EMPLOYED BY EMPLOYERS OF 20 OR MORE PERSONS.

Date	Chinese	Javanese	Natives	Others		Totals
At 1st January, 1941 ...	7,717*	2,333*	9,524*	929*		20,503*
At 31st March, 1948 ...	4,260	1,979	8,980	199		15,418
At 31st December, 1949 ...	4,952	2,188	10,811	347		18,298
At 31st December, 1950 ...	5,008	1,926	11,713	665		19,312
Percentage of total at 1.1.41	37.6	11.4	46.5	4.5		100
- do - 31.3.48	27.7	12.8	58.2	1.3		100
- do - 31.12.49	27.1	12.-	59.1	1.8		100
- do - 31.12.50	26.-	10.-	60.6	3.4		100

* Figures do not include labour employed by Government Departments and labour employed in Labuan.

Note:—In addition to the above it is estimated that a further 14,000 persons are employed by small shopkeepers and tradesmen employing less than 20 persons. A further 50,000 to 60,000 persons are estimated to be engaged in agricultural smallholdings employing less than 20 persons, but no great reliance can be placed on these figures.

B. DISTRIBUTION OF LABOUR BY OCCUPATIONAL GROUPS

Occupational Groups		Number of Workers at 31.12.50				
Type of Employment.	Places of Employment	Chinese	Javanese	Natives	Others	Totals
Estates	71	1,860	1,546	5,795	362	9,563
... ..	...	2,533	279	3,301	239	6,352
Industry & Commerce	60	615	101	2,617	64	3,397
Government Depts.	69					
Totals	200	5,008	1,926	11,713	665	19,312
...	...					

C. ESTATE WORK

Type of Estate	Places of Employment	Number of Workers at 31.12.50				
		Chinese	Javanese	Natives	Others	Totals
Rubber	57	979	1,200	5,155	88	7,422
Hemp	6	553	113	328	206	1,200
Copra	6	28	49	85	2	164
Tobacco	1	299	184	169	66	718
Rice	1	1	—	58	—	59
Totals	71	1,860	1,546	5,795	362	9,563

APPENDIX II

D. INDUSTRIAL AND COMMERCIAL ENTERPRISES

<i>Type of Undertaking</i>	<i>No. regtd employers at 31.12.50</i>	<i>Number of Workers employed at 31.12.50</i>			
		<i>Chinese</i>	<i>Javanese</i>	<i>Natives</i>	<i>Others</i>
Timber-logging, sawmilling, fire-wood-cutting, etc. ...	25	1,307	160	2,623	141
Wholesale trading, grading, packing, warehousing, stevedoring, transportation, &c. ...	15	491	64	296	16
Building and other construction ...	10	396	25	155	33
Fishing ...	4	154	—	28	—
Miscellaneous ...	6	185	30	199	49
Totals ...	60	2,533	279	3,301	239
					6,352

APPENDIX III

A. NUMBER OF SCHOOLS OPEN

<i>Year</i>		<i>Government</i>	<i>Mission</i>	<i>Chinese</i>	<i>Others</i>	<i>Total</i>
September, 1946	...	48	43	51	2	144
June, 1947	...	60	45	52	8	165
June, 1948	...	66	56	63	8	193
October, 1948	...	66	56	70	9	201
September, 1949	...	65	58	73	8	204
March, 1950	...	67	59	77	7	210
September, 1950	...	70	59	77	12	218

B. ENROLMENT ALL SCHOOLS

<i>Year</i>		<i>Government</i>	<i>Mission</i>	<i>Chinese</i>	<i>Others</i>	<i>Total</i>
September, 1946	...	2,706	3,160	4,402	—	10,268
June, 1947	...	3,304	4,661	5,868	219	14,052
June, 1948	...	3,920	5,767	5,955	210	15,852
October, 1948	...	3,939	5,780	6,906	245	16,870
September, 1949	...	3,811	6,601	7,406	202	18,020
March, 1950	...	3,827	7,612	8,070	277	19,786
September, 1950	...	3,904	7,019	8,489	212	19,624

C. ENROLMENT BY STAGES

<i>Year</i>		<i>Primary</i>	<i>Secondary</i>	<i>Total</i>
September, 1946	...	10,268	—	10,268
June, 1947	...	13,959	93	14,052
June, 1948	...	15,610	242	15,852
October, 1948	...	16,688	182	16,870
September, 1949	...	17,705	315	18,020
March, 1950	...	19,263	523	19,786
September, 1950	...	19,140	484	19,624

D. PROPORTION OF BOYS TO GIRLS

<i>Year</i>		<i>Boys</i>	<i>Girls</i>	<i>Total</i>
June, 1947	...	10,579	3,473	14,052
June, 1948	...	11,658	4,194	15,852
September, 1949	...	13,021	4,999	18,020
September, 1950	...	14,033	5,591	19,624

E. NUMBER OF REGISTERED TEACHERS

<i>Year</i>			<i>Men</i>	<i>Women</i>	<i>Total</i>
June, 1948	...	...	409	129	538
June, 1949	...	...	532	190	722
September, 1949	...	...	552	209	761
September, 1950	...	...	664	283	947

APPENDIX IV

A. COMPARATIVE STATEMENT OF CASES DEALT
WITH DURING 1949 AND 1950
BY THE HIGH COURT

<i>High Court</i>	<i>Criminal</i>		<i>Civil</i>	
	1949	1950	1949	1950
Original Jurisdiction	1	—	2	6
Revisional Jurisdiction	29	19	7	6
Appeals from Magistrate's Courts ...	56	39	2	7
Appeals from Sessions Courts ...	11	2	5	6
Appeals to Full Bench	—	1	2	—
Appeals from Commissioner of Lands and Assistant Collectors of Land Revenue	—	—	8	15
Total ...	97	61	26	40

**B. COMPARATIVE STATEMENT OF CRIMINAL CASES DEALT WITH DURING 1949 AND 1950
BY SESSIONS COURTS**

Sessions Court	No. of cases tried		No. of persons		No. of cases in which sentences were passed.				Most prevalent crimes of the serious cases.
	1949	1950	Convicted	Acquitted or discharged	Over 12 months	Over 6 months	Over 6 months	Over 6 months	
			1949	1950	1949	1950	1949	1950	
West Coast	7	7	4	5	3	1	1	—	Murder and culpable homicide not amounting to murder.
East Coast	7	6	43	23	—	8	—	—	
Labuan and Interior	2	1	—	1	—	—	—	—	Theft and offences against gaming and Immigration Ordinances.
Total	16	14	47	29	3	13	43	23	Counterfeiting coin Section 231.

**C. COMPARATIVE STATEMENT OF CIVIL SUITS
DEALT WITH DURING 1949 AND 1950
BY SESSIONS COURTS
*General***

<i>Sessions Courts</i>	<i>No. of Suits dealt with</i>		<i>Value of Suits</i>		<i>Fees Collected</i>	
	1949	1950	1949	1950	1949	1950
			\$	\$	\$	\$
West Coast - -	33	46	20,573	48,285	1,146	864
East Coast - -	27	12	19,909	15,652	409	293
Labuan and Interior -	10	12	13,810	33,933	237	776
TOTAL	70	70	54,292	97,870	1,792	1,933

D. PROBATE AND ADMINISTRATION.

	<i>No. of Suits dealt with</i>		<i>Value of Suits</i>		<i>Estate duty collected</i>		<i>Fees collected</i>	
	1949	1950	1949	1950	1949	1950	1949	1950
			\$	\$	\$	\$	\$	\$
HIGH COURT	5	2	28,627	6,000	1,131	—	1	1
SESSIONS COURTS								
West Coast -	59	4	100,835	21,471	22,714	1,495	106	25
East Coast -	16	4	352,797	25,748	8,809	2,954	66	35
Labuan and Interior -	5	3	46,011	3,373	901	1,413	62	65
TOTAL	85	13	528,270	56,592	33,555	5,862	235	126

E. COMPARATIVE STATEMENT OF CIVIL SUITS
DEALT WITH DURING 1949 AND 1950
BY MAGISTRATES' COURTS

<i>Magistrates' Courts</i>	<i>No. of Suits dealt with</i>		<i>Value of Suits</i>		<i>Fees Collected</i>	
	1949	1950	1949	1950	1949	1950
<i>West Coast Residency—</i>			\$	\$	\$	\$
Jesselton ...	147	72	15,061	8,163	998	728
Penampang ...	25	7	7,758	1,283	408	76
Papar ...	59	142	2,544	9,448	206	649
Tuaran ...	66	38	3,208	2,929	240	187
Kota Belud ...	—	30	—	676	—	65
Kudat ...	26	101	2,413	6,704	288	662
Total ...	323	390	30,984	29,203	2,140	2,367
<i>East Coast Residency—</i>						
Sandakan ...	190	135	16,616	10,321	963	954
Beluran ...	40	80	3,382	5,203	369	395
Lamag ...	16	12	522	895	28	58
Tawau ...	30	32	3,175	2,746	167	149
Lahad Datu ...	81	131	5,832	8,692	501	804
Semporna ...	9	30	486	2,222	24	123
Total ...	366	420	30,013	30,079	2,052	2,483
<i>Labuan and Interior Residency—</i>						
Beaufort ...	84	111	5,744	7,578	580	819
Tenom ...	25	117	2,360	5,720	153	448
Keningau ...	12	3	2,000	548	206	36
Tambunan ...	5	2	236	130	16	4
Pensiangan ...	1	—	130	—	8	—
Mempakul ...	10	5	685	556	51	22
Sipitang ...	1	5	13	1,083	3	73
Labuan ...	8	38	576	2,950	43	225
Total ...	146	281	11,744	18,565	1,060	1,627
Grand total ...	835	1,091	72,741	77,847	5,252	6,477

F. COMPARATIVE STATEMENT OF CRIMINAL CASES DEALT WITH DURING 1949 AND 1950
BY MAGISTRATES' COURTS

Magistrates' Court	No. of cases tried		No. of persons		No. of Cases in which sentences were passed.			
					Over 12 months		Over 6 months	
	1949	1950	1949	1950	1949	1950	1949	1950
<i>West Coast Residency—</i>								
Jesselton	1,191	1,104	148	903	5	5	10	9
Penampang	38	77	36	68	—	—	1	2
Papar	73	157	11	90	1	—	2	—
Tuaran	86	193	13	213	—	4	4	4
Kota Belud	54	79	22	65	4	1	—	4
Kudat	125	242	47	189	—	5	2	8
Total	1,567	1,852	277	1,528	10	15	19	27
<i>East Coast Residency—</i>								
Sandakan	490	581	134	523	12	4	15	10
Beluran	35	47	8	87	—	—	—	—
Lamag	15	11	—	27	—	—	6	4
Tawau	151	257	15	362	40	4	2	5
Lahad Datu	104	118	17	187	—	—	1	1
Semporna	12	26	10	46	—	—	—	6
Total	807	1,040	184	1,232	52	8	24	26
<i>Labuan and Interior Residency—</i>								
Beaufort	53	55	21	51	—	—	—	—
Tenom	65	66	17	63	1	1	—	2
Keningau	22	40	5	58	—	—	2	1
Tambunan	30	24	6	21	—	1	1	—
Pensiangan	11	5	5	2	—	—	—	—
Sipitang	13	12	3	13	—	—	—	2
Mempakul	2	9	1	8	—	—	—	—
Labuan	160	253	17	342	1	9	1	—
Total	356	464	75	558	2	11	4	5
Grand Total	2,730	3,356	536	3,318 *	64	34	47	58

* Warrant cases 852.

Summons cases 2466.

NORTH BORNEO

G. COMPARATIVE STATEMENT OF COMPANIES
REGISTERED DURING 1949 AND 1950

	1949	1950
Companies Incorporated outside the Colony ...	6	5
Companies Incorporated in the Colony ...	5	5
Companies dissolved	—	—

APPENDIX V

A. OFFENCES AGAINST THE PERSON

<i>Year</i>	<i>Murder</i>	<i>Attempted murder</i>	<i>Culpable homicide</i>	<i>Greivous hurt</i>	<i>Rape</i>	<i>Minor Offences</i>	<i>Total</i>
1947	9	4	6	25	5	167	216
1948	6	—	2	22	—	198	228
1949	11	4	1	37	6	166	225
1950	4	—	4	28	2	50	88

OFFENCES AGAINST PROPERTY

<i>Year</i>	<i>Robbery</i>	<i>House breaking</i>	<i>Major Theft</i>	<i>Petty Theft</i>	<i>Minor Offences</i>	<i>Total</i>
1947	12	24	261	485	169	951
1948	8	6	89	483	137	728
1949	32	2	156	334	123	647
1950	14	9	20	501	83	627

B. POLICE REPORTS

<i>Year</i>	<i>Number of cases</i>			<i>Number of persons convicted</i>
	<i>Reported</i>	<i>Brought to Court</i>	<i>Resulting in conviction</i>	
1947 ...	2,418	1,384		1,486
1948 ...	1,995	1,484		1,293
1949 ...	2,915	2,571	2,081	2,482
1950 ...	3,353	2,679	2,125	2,349

APPENDIX VI

LIST OF STATUTORY BOARDS AND ADVISORY COMMITTEES.

Advisory Committee, Leper Colony, Berhala.
Boards of Control, Pauper Institutions.
Board of Trustees, War Victims Fund.
Central Price Control Advisory Committee.
Central Town and Country Planning Board.
Chinese Advisory Committees.
Education Advisory Committee.
Hospital Visiting Boards to Hospitals at

Jesselton	Lahad Datu
Kudat	Semporna
Papar	Beaufort
Sandakan	Keningau
Tawau	Labuan.

Labour Advisory Board.
Price Control Advisory Committees.
Rubber Fund Board.
Rural Board, Labuan.
Sanitary Boards at

Jesselton	Beaufort
Tanjong Aru	Membakut
Kudat	Tenom
Papar	Weston
Sandakan	Keningau
Lahad Datu	Tuaran
Tawau	Semporna

Scholarship Advisory Committee.
Standing Development Committee.
Standing Finance Committee.
Town Planning Committees.
Visiting Justices to Sandakan and Jesselton Prisons.

APPENDIX VII

GENERAL RETURN OF REVENUE, EXPENDITURE, TRADE AND POPULATION

Year	Revenue	Expenditure		Trade *		Exports of Rubber	Exports of Hemp	Land Revenue and Land Sales	Railway Receipts	Estimated Population
		Annually Recurrent	Special & Extraordinary (Capital)	Imports	Exports					
	Millions of dollars	Millions of dollars		Millions of dollars		Tons	Tons	Millions of dollars	Millions of dollars	
1890	.4	.3	.2	2.0	.9	—	—	.2	—	67,062
1900	.6	.4	1.1	3.2	3.3	—	—	.02	—	104,527
1910	1.8	.8	.3	3.8	4.6	24	—	.2	.1	208,183
1921	3.2	2.0	1.6	7.7	7.9	3,121	—	.2	.3	257,804 †
1931	2.5	2.0	.3	3.8	7.0	6,247	—	.2	.2	270,223 †
1935	2.7	1.8	.3	4.8	7.8	8,869	237	.3	.2	284,813
1940	4.2	2.1	.3	10.0	20.3	17,622	2,825	.4	.3	309,776
1947	6.8	4.6	6.9	20.5	16.9	15,010	849	.7	.4	331,000
1948	8.0	6.4	4.5	25.4	29.7	20,087	584	.6	.5	336,000
1949	11.0	7.6	9.4	34.0	37.7	19,528	802	.6	.7	345,000
1950‡	16.1	8.5	8.1	46.1	92.0	23,900	650	.5	1.0	351,000

* Excluding transshipment trade.

† Census.

‡ Subject to adjustment.

COLONY OF NORTH BORNEO

Scale:- 20 miles to an inch

Miles 20 15 10 5 0 20 40 Miles

REFERENCE

Wireless Station ☆
Railway —+—+—+—
State Boundary —+—+—+—
Residency Division —+—+—+—
Formed Road —+—+—+—
Bridle Path —+—+—+—
Track —+—+—+—
Lighthouse, Beacon, Buoy ▲ ▲ ▲

1949

