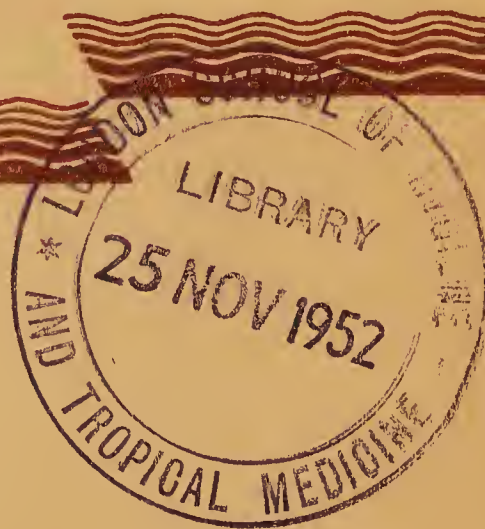




COLONIAL REPORTS

# North Borneo 1951



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COLONIAL OFFICE

# REPORT ON NORTH BORNEO

FOR THE YEAR  
1951

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## FOREWORD

THE year 1951 marked the end of the immediate post-war phase in North Borneo, a period of mend and make-do necessarily characterised by short term measures, by temporary buildings and by an emphasis on the restoration of so much that was destroyed.

Town plans have at last passed from the paper stage and concrete buildings have begun to arise all over the country—a large hospital here, new shop-houses there, and quarters and offices elsewhere.

For the first time there was a budget surplus instead of the usual monotonous deficit year after year. Trade boomed, but this of course brought its own problems in its train, including a very high cost of living and an even more acute shortage of labour.

There is no doubt that, although the way has been hard, and long and weary at times, North Borneo has lived up well to its motto "*Pergo et Perago.*" The people never lost heart in the dark and difficult days they passed through and they now have the satisfaction of seeing the first fruits of their labours and of their constant endeavour to "persevere and achieve."

The country has literally risen like a phoenix from its ashes and it is a shining example of what can be done by a little country with a sparse population and few resources, provided the right spirit is there and all pull together.

*LONG MAY IT SO REMAIN.*



# I

## *General Review*

---

MAJOR GENERAL SIR RALPH HONE, K.C.M.G., K.B.E., M.C., T.D., continued in office as Governor and Commander-in-Chief throughout the year. He travelled extensively all over the Colony and visited many remote kampongs which had never before seen a Governor, and so gained an unrivalled first hand knowledge of the people of the country and their problems. These visits were very much appreciated by the Native Chiefs and their people and have done much to keep the Government in close contact with their needs and aspirations.

Statutory Boards and Advisory Committees were also invaluable in keeping Government closely informed of public feeling and in interpreting official policy to the people. The diversity of activities in which they were engaged may be seen from the list given in Appendix II.

A further step in associating the people more closely with the Government of the country was the passing of the Rural Government Ordinance providing for the establishment of local authorities in rural areas, and empowering them to control their own finances. The Kota Belud district, an area in which the native population is predominant and sufficiently homogeneous and developed to manage its own affairs, was chosen as the first place in which local government should be given a trial, and arrangements were made during the year for the establishment of a local authority there with effect from the 1st January, 1952.

This first local authority, consisting of the Native Chiefs and selected village headmen under the Presidency of the District Officer, has been given responsibility for its own finances. It will undertake the collection of revenue from native sources and it will also be given financial assistance from central funds; it is hoped that from this experience the Chiefs and headmen will learn how to control expenditure and acquire a deeper sense of responsibility to their people.

Progress was also made during the year towards the closer association of the inhabitants of urban areas with the activities of local government. From the 1st January, 1951, the Labuan Rural Board, which was established many years ago under the Municipal Ordinance of the Straits Settlements, resumed the full exercise of its powers under the Ordinance, together with financial responsibility for its own affairs. This has been a source of considerable satisfaction to the local inhabitants and re-establishes the pre-war practice which had, for administrative reasons, been in abeyance since the liberation.

The Sanitary Boards, constituted under the Sanitary Boards Ordinance in the other towns of the Colony, whose members are nominated by the Governor, and who function under the Chairmanship of the District Officer, have played their part in town planning in the past year, and members have shown a keen interest in associating themselves with the very difficult task of planning the rebuilding of their towns. These Boards, of course, are not yet autonomous bodies nor do they have financial control, but, in order that further experience may be gained with a view to the preparation of a Municipal Ordinance which will suit the requirements of North Borneo, a full time Chairman of the Sanitary Board has been appointed in Sandakan to study the subject and make suitable proposals.

For the first time since the liberation, a Conference of Native Chiefs was held in Jesselton in March, 1951. Twenty-two Chiefs from all parts of the country attended the Conference, which, it is hoped, will become an annual event. The Chiefs were presented with their new badges of office and were reminded of the efforts made by Government to associate the native peoples with the task of government. The Conference provided an opportunity whereby the leading native representatives were able to discuss together freely problems common to the various parts of the territory, and to bring matters concerning the welfare of their people to the attention of Government. No Government officers were present at these discussions, apart from an experienced ex-Chartered Company officer who was delegated to assist the Chiefs with the preparation of their agenda and the recording of their decisions. Among the questions discussed were the following: the development of irrigation works, the use of mechanical ploughs in padi growing, the construction of village roads and



bridle paths to assist in the marketing of produce, the extension of health services and scholarships for higher education and the publication of books on native custom.

The rapid expansion of trade in recent years, culminating in a phenomenal rise in 1950, reached a new high record this year, when the value of imports and exports rose from \$71,700,000 in 1949 and \$138,000,000 in 1950 to \$184,000,000 in 1951, a figure which represents an increase of \$46,000,000 or 33 per cent over the 1950 figure, and an increase of \$112,000,000, or 156 per cent over the figure for 1949. The favourable balance of trade was for the second year in succession in the region of £5,000,000.

The value of exports alone reached a figure of nearly \$114,000,000, compared with \$17,000,000 only four years ago. Although the high price of rubber accounted largely for this increase, other principal exports also rose in value, for example, timber by 57 per cent, firewood by 50 per cent, copra by 25 per cent and cutch by 16 per cent compared with 1950. Whilst the higher prices being paid in the world's markets for the Colony's products accounted, in part, for the increase in the export trade, the greater productivity of the territory, indicative of its post-war recovery, also contributed in no small degree to its prosperity. Timber production, for example, with an output of 7,112,725 cu. ft. in 1951, showed an increase of 13 per cent over the 1950 figure of 6,288,446 cu. ft.

The position was equally satisfactory in matters of public finance. Ordinary revenue for 1951 rose to \$24.3 millions, as compared with \$16.7 millions in the previous year, and \$11.0 millions in 1949, i.e. percentage increases of 45 per cent and 120 per cent respectively over these last two years. Ordinary expenditure was \$11.4 millions as against \$9.4 millions last year, while expenditure on reconstruction and development increased to \$9.9 millions from \$7.8 millions in the previous year. Thus for the first time in the post-war period, total revenue showed a favourable balance over total expenditure, and there was a surplus of approximately \$3.0 millions compared with deficits of half a million last year and \$6 millions in 1949.

The Colony's dependence on the rubber industry has long given concern to Government, and efforts have been made continuously to diversify the country's economy. In agriculture, this



is a long term process but there lies in the timber resources of the Colony the means of immediate development towards a more balanced economy. Hitherto, development has been limited in this direction by the existence of a monopoly granted by the Chartered Company to the British Borneo Timber Company under which the timber Company possessed sole rights of timber extraction until 1955. With a view to the termination of this monopoly before the appointed date, Government entered into negotiations with the British Borneo Timber Company early in 1951. An agreement with the Company to terminate their monopoly on the 30th June, 1952, has now been reached and as a result of this agreement, considerable areas of excellent forest will be released for working by other timber firms, which should lead to a more rapid development of the industry than would otherwise have been possible and to a substantial increase in the resources and therefore economic stability of the Colony.

Prosperity brought with it an increased circulation of money and greater spending power amongst the public. Whilst this resulted in an improved standard of living particularly amongst the land-owners and the peasant and labouring classes, the greater demand for available food supplies, combined with occasional local shortages and the increased cost of some imported goods, such as tinned provisions and textiles, brought about a further rise in the cost of living. This has been of considerable concern to Government, and price control measures re-introduced in late 1950, have remained in force during 1951, but though they have provided a brake on what would otherwise have been a more rapid increase in the prices of local produce, they have not proved as effective as was hoped. The scarcity and high price of locally produced food continued to be the chief problem, although strenuous efforts were made to increase food production and to introduce market control.

One section of the public which has been hard hit by the rise in the cost of living has been the salaried officers of Government, both senior and junior, whose incomes are fixed and who consequently do not share in the general prosperity. In order that some alleviation might be provided, Dr. Benham, the Economic Adviser to the Commissioner-General, visited the Colony early in the year and examined the position regarding the salaries and allowances payable to Government officers. As a result of

this study and his subsequent report, many salary scales were revised and cost of living allowances adjusted. A sliding scale of cost of living allowances was recommended and approved and allowances now vary according to the increase or decrease in price of a selected list of commodities.

Following on the general prosperity of the Colony, the traffic on the roads has increased rapidly. Not only have traffic conditions worsened because of the difficulty of maintaining existing roads, but also because of the very large increase in the number of small taxis and lorries which are now running over them. For example, in Jesselton alone the number of lorries has increased by 58 per cent, buses by 150 per cent, taxis by 325 per cent and other vehicles by 77 per cent in the last 18 months. This increase was viewed with concern because of the lack of scheduled bus services and of taxi organisation, and a Road Transport Commission was appointed to enquire into measures necessary for the regulation and control of public services and goods vehicles. One of its major recommendations was revision of the law relating to road transport, and it was, therefore, decided that expert advice should be sought in the matter. Arrangements have accordingly been made for the Commissioner of Road Transport in Malaya to visit North Borneo for this purpose during 1952.

Reconstruction has followed closely on the publication of town plans which have now been approved for the major towns of Jesselton, Labuan and Sandakan as well as for Tawau and Kudat. In these towns major works were begun during the year and contracts were placed for other large projects. For example, in Jesselton, work was started on a large supplies godown, the Geological Survey Office and the main police depot and barracks; all these buildings are being constructed in permanent materials. In Sandakan a hundred-bed hospital in permanent materials, designed to serve the East Coast, is under construction and plans have been prepared for the Post Office, the administrative block, a marine and customs block and a health centre. In Labuan, two schools are now nearing completion and a new permanent Post Office has been built and opened. At the same time, private enterprise has started work in Jesselton on the first block of reinforced concrete shophouses to be built in the Colony post-war, and to mark this significant event the foundation stone was laid by His Excellency the



Governor on Liberation Day, 1951. Allocation of sites for new office and godown blocks in Jesselton, has been made.

Reconstruction of Government buildings in a number of small towns including Tuaran, Kota Belud, Keningau, Kuala Penyu and Penampang is now completed. The Government building programme in such towns has included new administrative offices, senior and junior officers quarters, police buildings and schools.

Although it was intended at one time that senior and junior officers' quarters in the main towns should in future be built in permanent materials, the rise in the cost of labour and the shortage of building materials have made such construction prohibitive, and Government has in many cases reviewed the type of construction to be employed. Thus, although the building of 10 senior officers' quarters and 48 junior officers' quarters, for which contracts were placed in 1950, was completed in concrete with tiled or shingle roofs during the year, subsequent quarters had to be modified in design and materials such as asbestos utilised.

Tenders for the new wharves, planned to be built in steel, have been received and are under examination. The cost is so prohibitive and the time for construction so extended that it is unlikely that it will be practicable to proceed with the project.

The progress made in the construction of roads has been severely handicapped by lack of the necessary staff and equipment and it has become clear that reconstruction and development on any large scale must be undertaken by new contractors. However, on the Kota Belud road, the Bukit Manggis road at Papar, the Segama and Tawau roads, some work has been done in metalling and bitumen sealing. In addition, roads elsewhere have been widened and re-surfaced, but a very great deal still remains to be done.

Electric light supplies were maintained and certain improvements made; for example, a 24-hour supply service was provided for the Tanjong Aru area of Jesselton. Water supplies were also maintained and improved within the means available, but the pre-war systems in the major towns have been taxed to the utmost, and it is evident that new water schemes must be drawn up for all the major towns of the Colony, and preliminary steps to achieve this have already been taken.



The field work in connection with the first part of the major Papar — Benoni scheme, planned to drain and irrigate over 6,000 acres of padi land and to cost \$865,000, was begun and in the Kota Belud area the first drains in a minor scheme were cut and rice is now growing on areas which were previously unusable.

Development of air communications proceeded rapidly. Five scheduled air services now use Labuan airport which is fast becoming a centre of international air communications. A scheme for developing internal air services was approved during the year, and work has begun on airstrips for Tawau, Lahad Datu, Kudat, Ranau and Keningau.

The experimental and development work of the Agricultural Department was concentrated at the Central Agricultural Station at Tuaran, the Inaman padi station and the Keningau padi test plot. On the padi stations variety trials, manurial experiments and observation trials on introduced varieties of padi were conducted.

The pilot scheme for the mechanical cultivation of rice, which the Government had undertaken in conjunction with the Colonial Development Corporation in the Marudu Bay area, did not prove a success, and it was abandoned. The land has since been leased for the production of other food crops and the mechanical equipment sold to the new tenant.

The first launch to be used by the Medical Department as a travelling dispensary was completed, although difficulty arose in the form of construction; this is being rectified and a second launch will be ready for use shortly.

In the field of education the Government Trade School continued to attract considerable interest, and seventeen boys successfully completed their first two year course at the school in July, 1951. The staff for the Teachers' Training College has been appointed, and classes opened in April, 1952.

The building for the new automatic telephone exchange in Jesselton was completed during the year and the installation of 400 line exchanges was begun in Jesselton and in Sandakan before the end of the year.

A radio-telephone link with Hong Kong, operated by Cable & Wireless Ltd., was inaugurated in December, 1951. A similar link with Singapore will be opened later.

A Supervisor of Meteorological Services for Sarawak and North Borneo was appointed during the year and meteorological observers are now stationed at Jesselton, Sandakan and Labuan. Rainfall figures are now obtained from 23 stations and are published monthly in the official *Gazette*.

Starting as an experiment, a daily broadcast at mid-day and on special occasions such as race meetings, has now become a regular feature. News broadcasts are made in Mandarin, Hakka, Malay and English. The transmissions are made with a 0.25 Kw. transmitter on 7237 Kc. at mid-day and in the early evening and appear to cover the country satisfactorily, reception reports from listeners in many parts of the territory and overseas showing that the broadcasts are well received.

The Information Office, which was opened in Jesselton in late 1950, moved into buildings in the centre of the town in the middle of the year. This accommodation enabled a reading room to be opened, which, enjoying a central position, is well patronised by the public. A wide range of the latest English newspapers, magazines, reviews and periodicals is available. In addition a nucleus of a public library, consisting of some 600 volumes, has been formed.

A News Summary is published daily in Malay and English alternately. Government Departments are increasingly making use of the Information Office for the dissemination of information concerning the activities of their Departments, and it is providing an additional link between the Government and the public.

An up-to-date Government Printing Press, in which electrically operated machinery and a battery of modern linotype composing machines have been installed at a cost of some \$250,000, and in which all classes of work can be undertaken from small forms to large sheets of good quality bookwork, came into full operation early in 1951. Further machinery has since been installed and the Government Printing Press is now fully equipped to fulfil promptly all demands made by Government for many years to come.

## PART TWO





## II

### *Population*

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THE CENSUS of the population was completed in June, 1951. It is therefore, possible, although only the Preliminary Census Report has been received at the time of going to press, to give a more adequate statement of population than in previous years. The report shows that since 1931, the year in which the last census was held, the total population of the Colony has increased by 20.4 per cent from 277,476 to 334,141 and the native population by 18.4 per cent from 205,218 to 241,831. The Chinese population has increased by 48.6 per cent from 50,056 to 74,374. The number of Europeans, including Eurasians, has increased from 647 to 1213. It should be noted here that in previous Annual Reports the 1931 figures quoted have excluded the population of Labuan, which before the war formed part of the Straits Settlements, but that the population of Labuan has been included in both the 1931 and the 1951 figures in this report.

The density of population was 11.4 persons per square mile.

The census figures generally have shown that since 1931 there has been a considerable movement of population from the Interior, where owing to inaccessibility there has been little commercial enterprise, to the coast, where paid employment is obtainable and where markets for agricultural produce are more accessible.

Among the native peoples, the Dusuns showed an increase of only 6.7 per cent from 110,483 to 117,867. This community is the most important native community in the Colony, inhabiting chiefly the West Coast and the plains of Tambunan and Ranau in the Interior. They are a prosperous agricultural people and are the chief rice producers in the country, forming the most stable element in the rural population. It is a little difficult to understand the small rate of increase shown by this people. It can only be suggested that some have declared themselves as belonging to other communities—a view encouraged by the large increase of 70.5 per cent shown under the heading “Other Indigenous”. It should be

explained that Dusun is mainly a generic name given by others to a collection of various tribes having a common tongue and common customs and that the name Dusun is not ordinarily used by these tribes themselves.

The Bajaus, a Mohammedan people, generally sea-faring, and found mainly on the East Coast, increased from 34,099 to 44,728, an increase of 31.2 per cent. It is possible that some of this increase may be due to immigration from the neighbouring Philippine Islands, though an effort was made in the census to distinguish between native born and foreign born Bajaus. The Bajaus, together with and including the Illanuns, Suluks, Obians, Binadans and kindred tribes are the descendants of the notorious pirates who terrorised these waters until well into the nineteenth century. Now their energies are chiefly confined to fishing. A large land community of Bajaus in the Kota Belud District has taken to padi planting on a considerable scale.

Among the other indigenous communities the most important are the Bruneis and Kedayans who amounted to 22,312 persons as against 13,664 in 1931. The Bruneis are Mohammedans and racially are Malayan-Javanese. They are seafarers and fishermen generally, inhabiting the west coast fringe from Brunei Bay to Jesselton. The Kedayans also Mohammedans are agriculturists, probably of Sumatran or Javanese origin, who have spread out from Brunei.

The Muruts, unfortunately, continued to decline and show a decrease of 23.4 per cent from 24,444 to 18,724, though here again part of the explanation may be that some Muruts have declared themselves as belonging to other communities. The Muruts, generally speaking, inhabit the upper reaches of the Padas River and the mountainous inaccessible country near the Indonesian and Sarawak borders. 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 particularly susceptible to disease.

A comparison of the increase in native population since 1931, 18.4 per cent, with the increase of 4.14 per cent between 1921 and 1931, suggests that the gradually improved medical and social services since 1931, together with the general economic prosperity, always excluding the years of the occupation, have had a beneficial effect on the health and fertility of the native peoples as a whole. The movement to the coast from the Interior referred to above, is a native movement.

There are several factors to consider in accounting for the increase of 24,318 persons or 48.6 per cent among the Chinese community, the largest alien race in the Colony. It is known that the natural rate of increase of Chinese is higher than among native peoples, while immigration of Chinese during the period 1931-1951 is estimated at approximately 20,000. On the other hand the Chinese community is thought to have suffered proportionately more than other communities during the Japanese occupation from violence, disease, starvation and loss of fertility. It is interesting to note that of the 74,374 Chinese in the Colony, 48,862 were born in North Borneo and 5,583 elsewhere in the Commonwealth. Most of these 54,445, are British subjects. It is of further interest to note that the sex ratio among Chinese has improved from 64 males to 36 females in 1931 to 56 males to 44 females in 1951.

The Chinese, while many are engaged in agriculture and commerce, 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 Hokkien and 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 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.

Those listed under 'Others' comprise natives of Sarawak, Malaya, Indonesia, India, Pakistan, Ceylon, the Philippines, etc.

Natives of Sarawak, Malaya and Indonesia find no difficulty in becoming quickly assimilated with the indigenous population to whom they are akin in outlook and upbringing. Many of the Indonesians were brought here by the Japanese as labourers and chose to remain when given the opportunity of being repatriated in 1946. Some are recent immigrants from Indonesian Borneo looking for work.

Many of the Indians, Pakistanis and Ceylonese are artisans, technicians and traders. Some of the Indians and Pakistanis were originally employed in the Constabulary and have formed settlements, some becoming 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.

Comparative details of population by Districts and by races appear in Appendix III.



### III

#### *Occupation, Wages and Labour Organisation*

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THE NATIVES of the Colony are primarily agriculturalists and have hitherto shown little inclination to work for wages. Since the war, however, one of the more significant trends has been their increased interest in wage earning employment and they now contribute 61.5 per cent of the labour force of the Colony. Their importance in industry and on estates is therefore steadily increasing, as will be seen from tables A to D in Appendix IV. This increase has been very marked in the rubber industry, where the high price of rubber in 1951 has had a marked effect on the number of tappers employed, and where very large earnings have tended to attract labour from other sources of employment.

In spite of this trend, however, the natives still provide the bulk of the agricultural workers for the production of padi, the main food crop of the Colony. The Census figures show that 83,000 persons are engaged in smallholding agriculture, the bulk of whom are natives engaged in padi planting mostly on their own account. This is in addition to the 12,716 employed in wage earning activities as shown in Table A of Appendix IV, and it is the policy of Government to encourage them to continue on their own land, as far as possible, until the Colony is self-supporting in the matter of its main food crop, rice. An exception to this is that encouragement is being given to the re-settlement of hill-dwelling natives on spare land held by estates, in order that they may take wage earning employment thereon when not engaged in padi production. Until now, little progress has been made in this direction, the natives tending rather to return to their traditional lands for padi planting.

#### *Immigrant Labour*

Two further groups of immigrants from the Cocos Islands arrived in the Colony during the year to join those who have already settled here during the two preceding years, the wage earners

being employed on the Colonial Development Corporation's hemp estates in Tawau, and further batches have arrived for employment on the Darvel Tobacco Plantations tobacco estate at Segama, Lahad Datu. There are now in the Colony 1,478 Cocos Islanders. They are settling down well and showing themselves readily adaptable to their new surroundings.

A Chinese fisheries firm has recently established itself in Jesselton, using powered deep sea trawlers. Thirty-one fishermen and other workers connected with the firm have been allowed in from Hong Kong on limited-period entry permits.

The demand for artisans and semi-skilled workers for building construction has greatly increased since 1950, and is far beyond the capacity of local supply. Four hundred and twenty-eight limited-period entry permits were granted to 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 construction engineers and contractors, who have opened branches in Jesselton and Sandakan for the purpose of undertaking the larger Government and other contracts which are available as town planning and post-war rebuilding proceeds throughout the Colony.

Government has made approaches, both officially and unofficially, to various Governments in neighbouring territories suggesting that selected categories of any excess population they may have could be resettled in North Borneo. These approaches have proved unfruitful, except in one case where this Government's proposals have been examined, but negotiations have as yet remained inconclusive. Nevertheless, it is hoped that some settlers from this source may eventually be obtained to relieve the shortage of labour prevailing at the present time.

### *Wages and Earnings*

The increase in the frequency of coastal shipping and commercial aircraft in 1951 has been reflected in the reduction in local variations in rates of pay for the same type of work in different districts of the Colony. Whilst in former years these rates have varied considerably, they have now become more stabilised through the increased ease with which labour can now move from district to district. There still remain, however, variations in rates, largely owing to different local costs of living



and to the fact that most agricultural work and much industrial work is performed on piece rates which tends to lead to variation of wages earned by different workers in different districts.

In general, the scale of wages has increased in 1951 in proportion to the increase in the cost of living. It may be said that at present unskilled workers earn up to \$3.50 per day, semi-skilled workers from \$5.00 to \$7.00 per day, and skilled workers from \$7.00 to \$12.00 per day, with the average at almost two-thirds of the figures.

### *Cost of Living*

The continued rise in the cost of living is a matter of considerable concern to the Government, and it is a problem not made any simpler because of the present inflationary tendencies.

Figures for an average monthly budget for workers of various races in the Colony collected by the Labour Department towards the end of 1951 showed the following comparison with the corresponding figures for 1949 and 1950.

Worker's Monthly Budget	1949	1950	1951	%	<div>Increase Decrease 1950-1951</div>
<i>Chinese</i>					
Foodstuffs ...	24.98	28.98	35.62	+	22.9
Clothing and bedding ..	4.94	6.41	6.20	-	3.4
Miscellaneous ...	8.38	11.56	12.56	+	3.6
Total ...	38.30	46.95	54.38	+	15.8
<i>Javanese</i>					
Foodstuffs ...	19.36	22.78	25.67	+	12.7
Clothing and bedding ..	6.31	6.58	8.35	+	26.9
Miscellaneous ...	7.08	8.22	9.27	+	12.8
Total...	32.75	37.58	43.29	+	15.5
<i>Natives</i>					
Foodstuffs ...	20.81	24.96	30.84	+	23.5
Clothing and bedding ..	4.26	4.98	6.50	+	30.5
Miscellaneous ...	4.55	5.26	7.23	+	37.5
Total ...	29.62	35.20	44.57	+	26.7

*General*

Housing conditions at places of employment have shown a very definite improvement during the year, although on a few estates they still leave much to be desired. The Labour Department 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 workers, resulted in the re-conditioning and replacement of many obsolete and temporary buildings. The Labour Department has produced two standard plans which comply with all its requirements in respect of housing standards and these have been circulated to estate owners who have expressed their thanks for them and their intention to build houses to these plans. Conditions of employment throughout the Colony are, with but a few exceptions, satisfactory and in several cases outstandingly good. A sphere in which the greatest progress can be recorded is the jungle camps of the timber and firewood industries; this is particularly satisfactory in view of the difficulties of erecting such camps and of their short life.

The prevailing shortage of labour continues and tends to keep wages and conditions of work buoyant and, by so doing, to contribute to easing the duty of Government in securing the observance of satisfactory standards of living and working conditions at all places of employment.

The difficulty experienced by many estates in obtaining materials and labour for the replacement of temporary housing with more permanent buildings is considerably hampering their building programmes, but it is hoped that the entry into the Colony of large firms of building contractors to undertake the bigger works will release local builders to construct estate housing.

*Trade Union and Trade Disputes*

During the year there was no marked change in the state of trade unionism, which still is 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 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 to-day.

### *Labour Legislation*

The only legislation enacted in 1951 administered by the Department of Labour was Ordinance No. 11 of 1951, an Ordinance to amend and consolidate the law relating to the protection of women and girls and to make provision for the suppression of brothels. The Ordinance is cited as the Women and Girls Protection Ordinance of 1951 and came into force on the 26th September, 1951. The Commissioner of Immigration and Labour has been appointed as Protector under the Ordinance. This new Ordinance repeals various pre-war Ordinances of both the State of North Borneo and of the Straits Settlements which had been applied to North Borneo and consolidates the law on this subject into one Ordinance. This Ordinance is based on the Women and Girls Protection Ordinance, 1948, which has been enacted in Sarawak.

### *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. Reports were asked for and submitted for the first time on the application in the Colony of the following Conventions:—

- (a) Convention No. 39, Survivors Insurance (Industry)
- and (b) Convention No. 40, Survivors Insurance (Agriculture),

In addition, full reports were submitted for the first time on the application of the following:—

- (a) Convention No. 12, Workmen's Compensation  
(Agriculture)
- (b) Convention No. 17, Workmen's Compensation  
(Accidents)
- (c) Convention No. 19, Equality of Treatment (Accident Compensation)
- and (d) Convention No. 42, Workman's Compensation  
(Diseases).

During the year, consideration was given to two Conventions following their ratification. It was decided these could be applied to North Borneo as follows:—

- (a) Applied without modification  
No. 97. Migration for Employment. (Revised)  
(Excluding Annexes I and III)
- (b) Applied with modification  
No. 95. Protection of Wages.



## IV

### *Public Finance and Taxation*

AT THE TIME of compiling this report the Colony's accounts for 1951 had not been finally closed. The figures, therefore, are provisional only and subject to correction.

In 1951 normal revenue was in excess of normal expenditure by \$12,900,000. This sum was, therefore, available to help to defray the heavy cost of reconstruction and development. In addition, grants and loans-in-aid totalling \$3,097,218 were received during the year 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, 1950 and 1951, in millions of dollars:—

	Ordinary Revenue	Personal Emoluments	Other Charges	Special & Extra- ordinary	Deficit	Surplus
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	... 16.7*	3.6	5.8	7.8	.5	—
1951	... 24.3*	4.2	7.2	9.9	—	3.0

\* Excluding grants-in-aid, loans-in-aid and Colonial Development and Welfare 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.

1951 Special and Extraordinary expenditure included ex-gratia War Damage Compensation payments amounting to \$3.2 millions.

### *Details of Revenue*

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

	1947	1948	1949	1950	1951
	\$	\$	\$	\$	\$
Customs ...	4.6	5.3	6.9	11.2	16.4
Lands ...	.7	.6	.6	.6	.6
Posts ...	.2	.6	.4	.5	.3
Telegraphs ...	.2	.1	.2	.3	.3
Railways (Net) ...	* —	* —	.1	.3	.3
Forests ...	.1	.2	.4	.4	.5
Licences and Internal Revenue ...	.2	.3	.5	1.3	3.1
Fees and Municipal ...	.3	.5	.6	.7	.9
Other Items ...	.5	.4	1.3	1.4	1.9
	<u>6.8</u>	<u>8.0</u>	<u>11.0</u>	<u>16.7</u>	<u>24.3</u>

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

The large increase in revenue during 1951 compared with 1950 was due mainly to the continued high price obtained for rubber resulting in favourable trade conditions, and to the fact that the rate of Income Tax on Companies was increased from 20 per cent to 30 per cent as from the 1st of January, 1951.

### *Colonial Development and Welfare Expenditure*

The following is an estimate of the expenditure incurred during 1951 under approved Colonial Development and Welfare



schemes, which has not been included in the comparative figures shown above:—

*Central Research Allocation:*

Malarial Research	...	...	\$ 81,526	
Sociological Research	...	...	12,411	
Aeronautical Telecommunications			339,716	
Meteorological Services	...		137,108	\$ 570,761
			<hr/>	

*Borneo Territories Joint Allocation:*

Labuan Airfield	...	...	\$ 25,781	
North Borneo Census	...	...	115,927	141,708
			<hr/>	

*North Borneo Allocation:*

Town Planner and Town Planning			\$ 52,288	
Drainage and Irrigation Dept.	...		146,727	
Veterinary Department	...		22,147	
Trade School	...	...	42,101	
Fisheries Department	...	...	168,146	
Jesselton and Sandakan Airfields			46,913	
Clonal Seed Nursery	...	...	5,143	
Hemp Disease Control	...	...	33,034	
Forest Surveys and Silviculture	...		90,825	
Mechanised Rice Cultivation	...		13,776	
Road Development	...	...	195,394	
Forestry Training	...	...	5,154	
Maternity and Child Welfare	...		61,091	
Agricultural Expansion	...		64,796	
Teachers' Training College	...		10,175	
Geology Report	...	...	668	
Hill Crop Agricultural Station	...		200	
Medical Dispensary & Health				
Launch Service	...	...	8,350	
Maintenance of Aerodromes	...		111,857	
Papar-Benoni Irrigation	...		22,500	
Construction of Sandakan				
Hospital	...	...	300,000	1,401,285
			<hr/>	<hr/>
				\$2,113,754
				<hr/>

A summary of grants and expenditure up to the end of 1951 under approved Colonial Development and Welfare Schemes is shown in Appendix I

*Taxation*

*Estate Duty.*—During the year the pre-war legislation regarding Stamp and Estate Duties was revised and the rates of Estate

Duty payable in the case of persons dying after 31st December, 1951, are shown in Appendix V.

*Income Tax.*—With effect from 1st January, 1951, the rate of tax payable by Companies was increased from 20 per cent to 30 per cent.

*Residents Tax.*—This form of direct taxation was introduced with effect from 1st July, 1951. The legislation provides for the levy of a tax on incomes at the following rates:—

<i>Income</i>					<i>Tax Payable</i>	
\$3,000 and under					Exempt	
Exceeding \$3,000	but not exceeding \$5,000				...	1%
„ 5,000	„	„	„	15,000	...	2%
„ 15,000	„	„	„	30,000	...	3%
„ 30,000	„	„	„	50,000	...	5%
„ 50,000	„	„	„	75,000	...	7½%
„ 75,000	„	„	„	100,000	...	10%
„ 100,000					...	12½%



## V

### *Currency and Banking*

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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. During 1951 there was an increase in the amount of currency in circulation. 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.

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.

## VI

### Commerce

ALTHOUGH the values of imports and exports in 1951 showed considerable increases over the 1950 figures, the balance of trade for the year was slightly less favourable than in 1950, although still in the region of £5,000,000. Trade figures since 1935 in millions of dollars are given in the following table:—

Year			Imports \$	Exports \$	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 — 1946	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
1951	...	...	70.2	113.7	+ 43.5

There is also a considerable transit trade along the whole coast of the Colony, the total value of which was estimated to have been about \$35,000,000 in 1951.

#### IMPORTS

*In millions of dollars*

1940	1947	1948	1949	1950	1951	
.9	3.6	3.5	4.3	6.0	10.6	Provisions
1.2	2.8	2.8	3.7	6.8	9.3	Textiles and Apparel
1.4	2.9	4.2	6.0	3.1	7.3	Rice
.4	1.8	2.4	1.9	2.5	3.8	Tobacco, Cigars and Cigarettes
—	—	—	2.3	2.7	3.7	Sugar
—	—	—	1.3	1.5	3.4	Vehicles

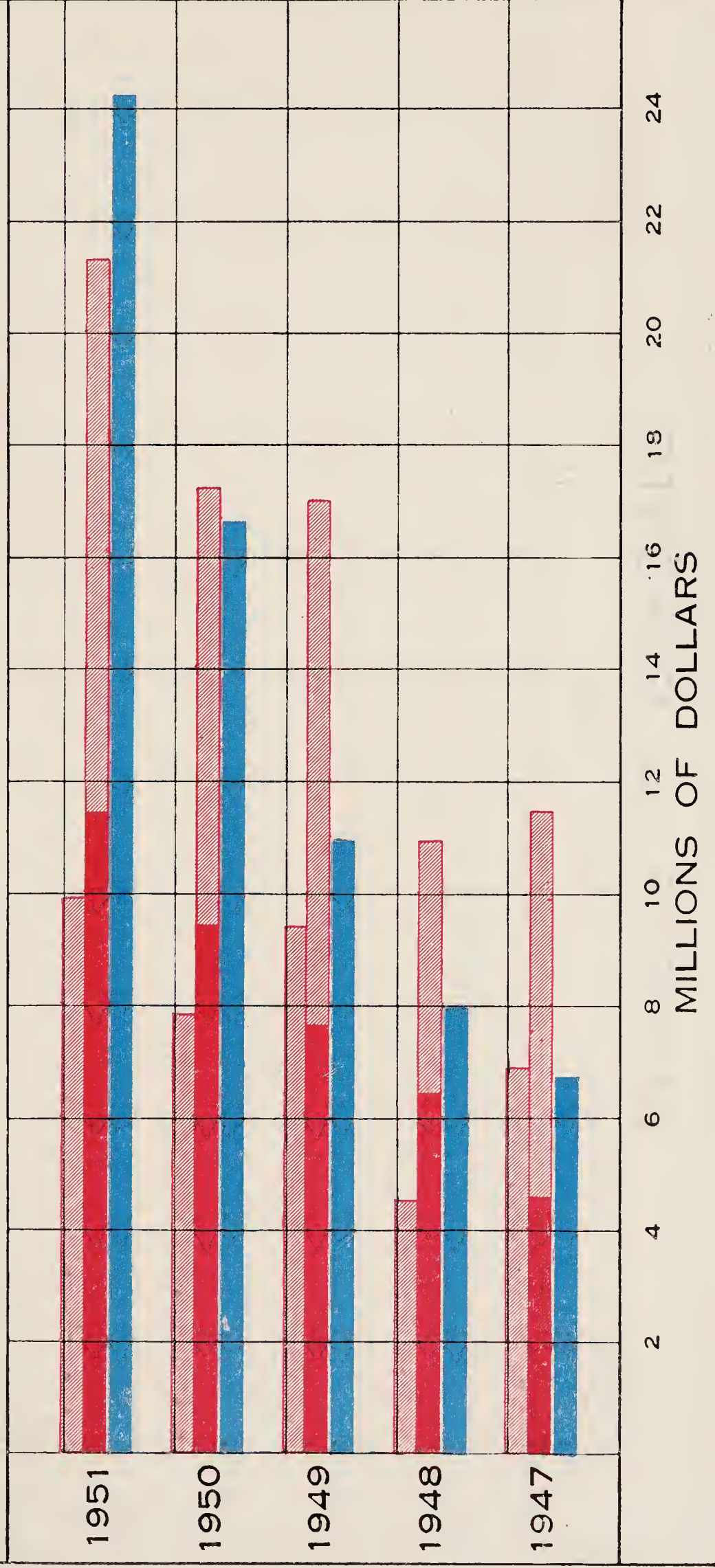


# REVENUE AND EXPENDITURE

RECONSTRUCTION  
AND DEVELOPMENT

ORDINARY EXPENDITURE  
REVENUE

1947 - 1951



# IMPORTS AND EXPORTS

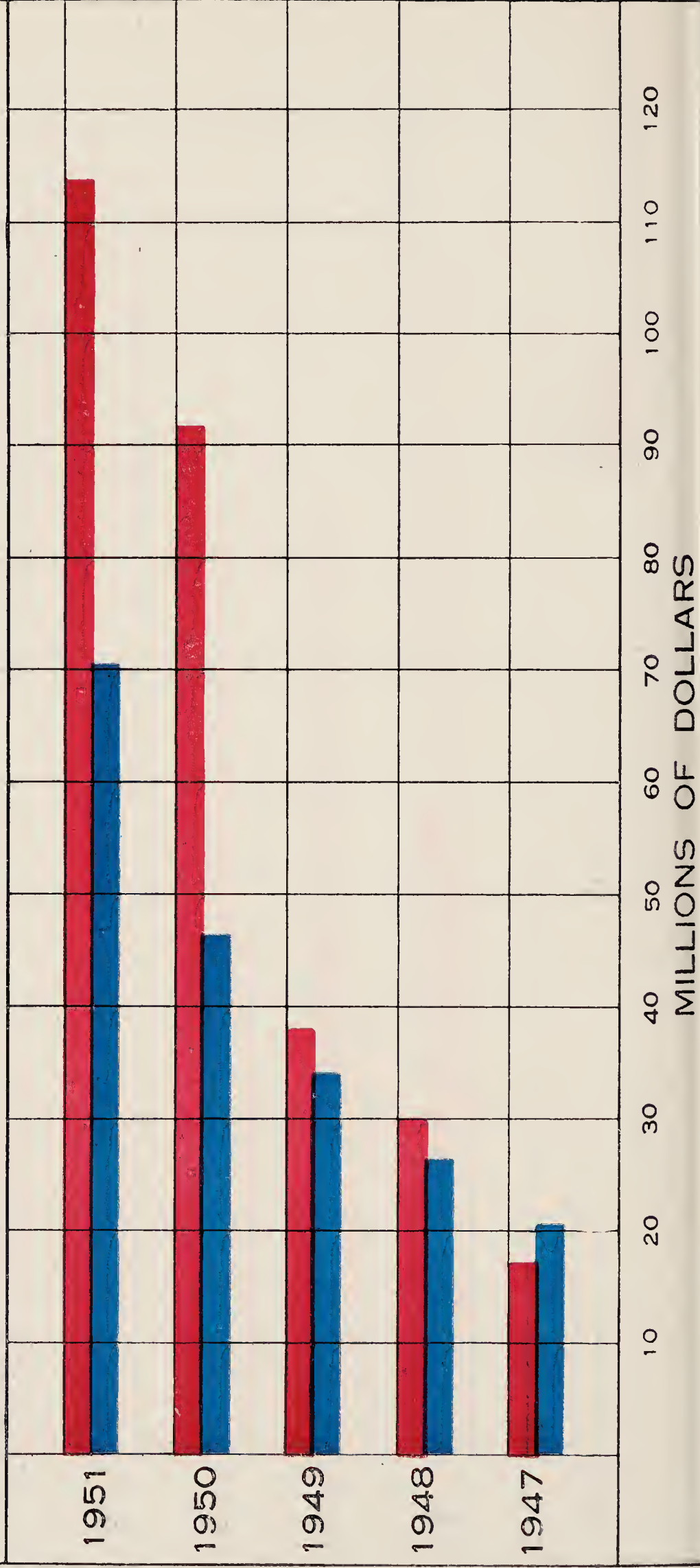
1947 - 1951



IMPORTS



EXPORTS





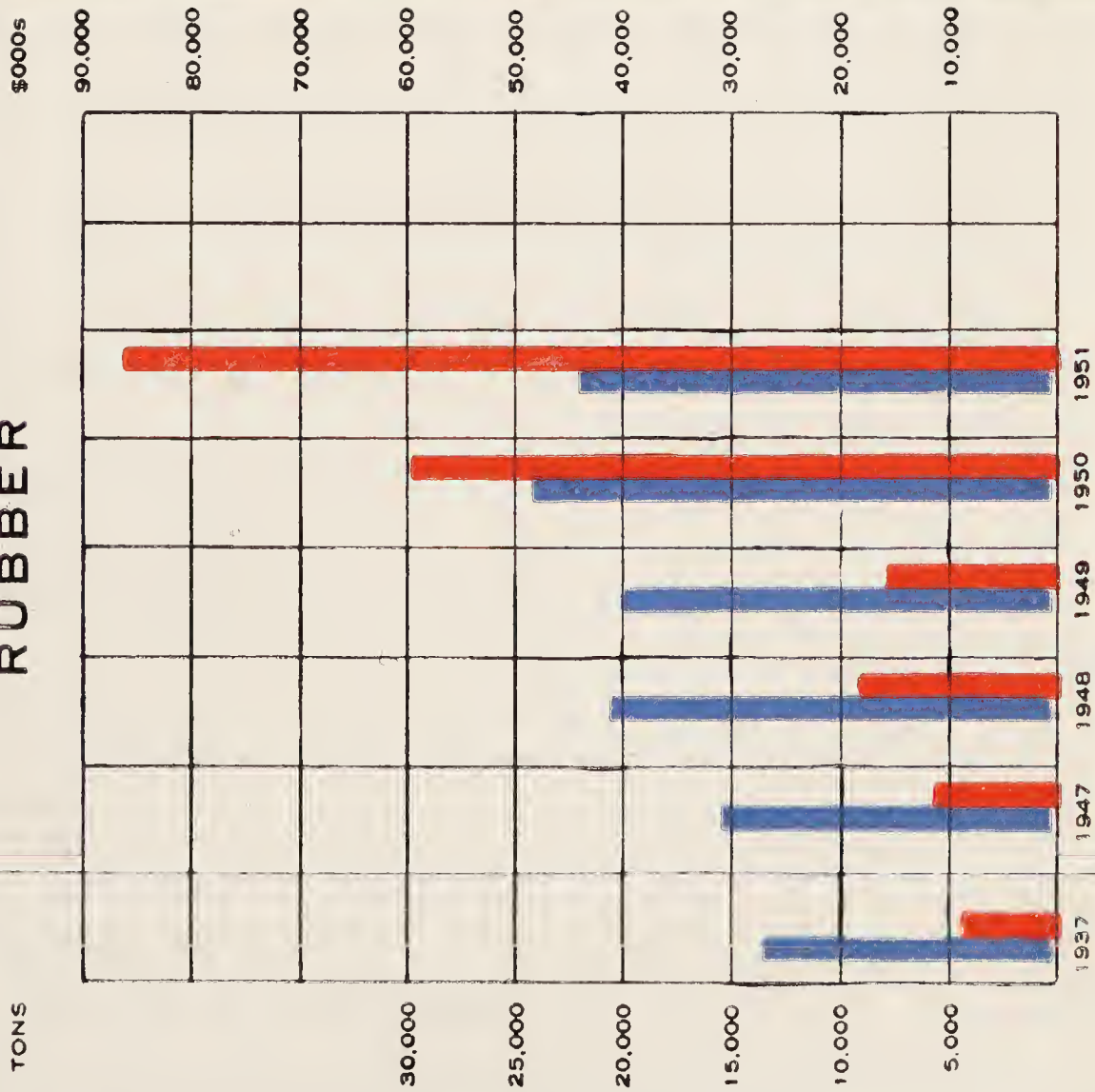
# EXPORTS

## 1937. 1947 - 1951

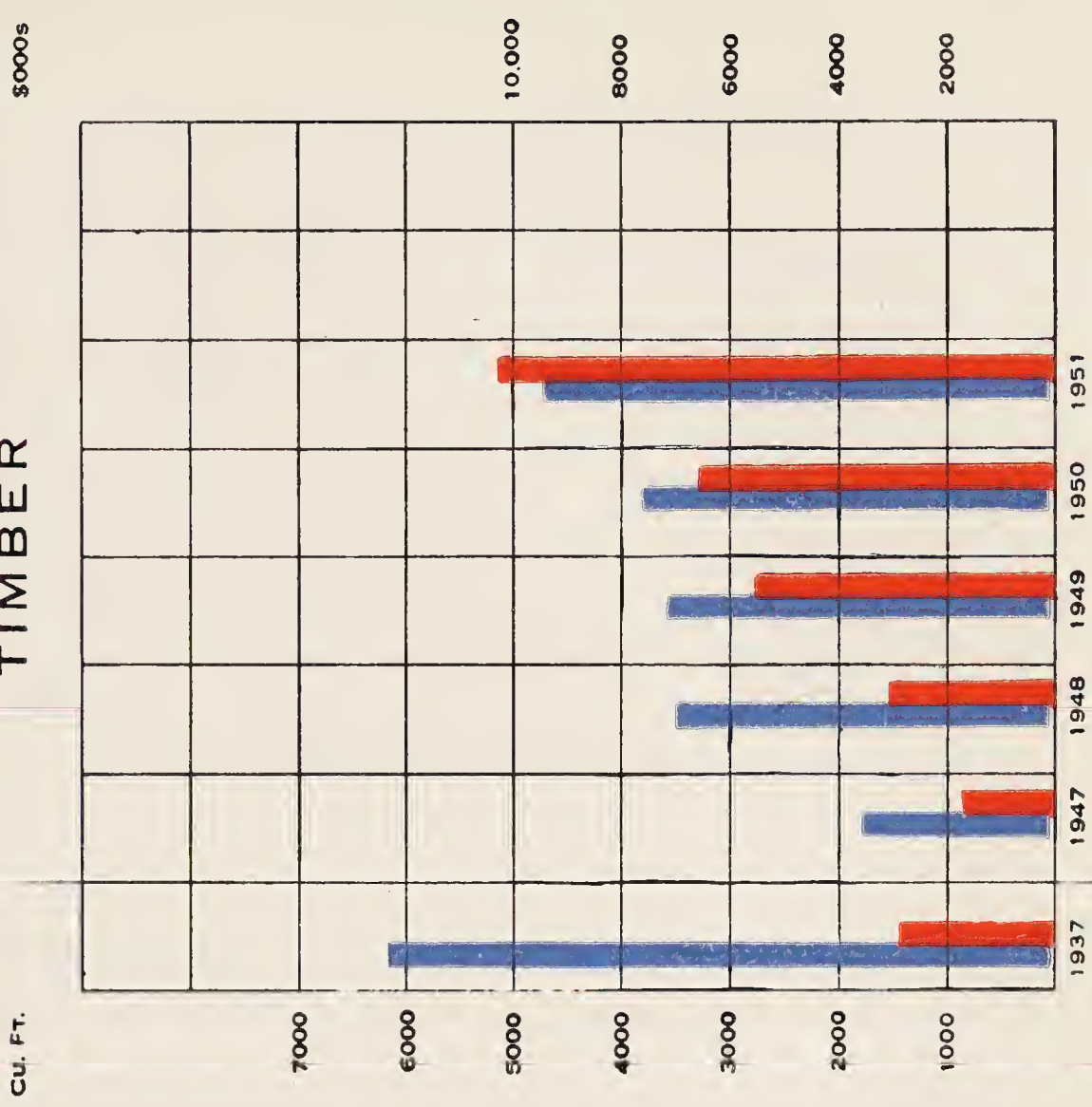
QUANTITY  
LEFT HAND SCALE

VALUE  
RIGHT HAND SCALE

### RUBBER



### TIMBER

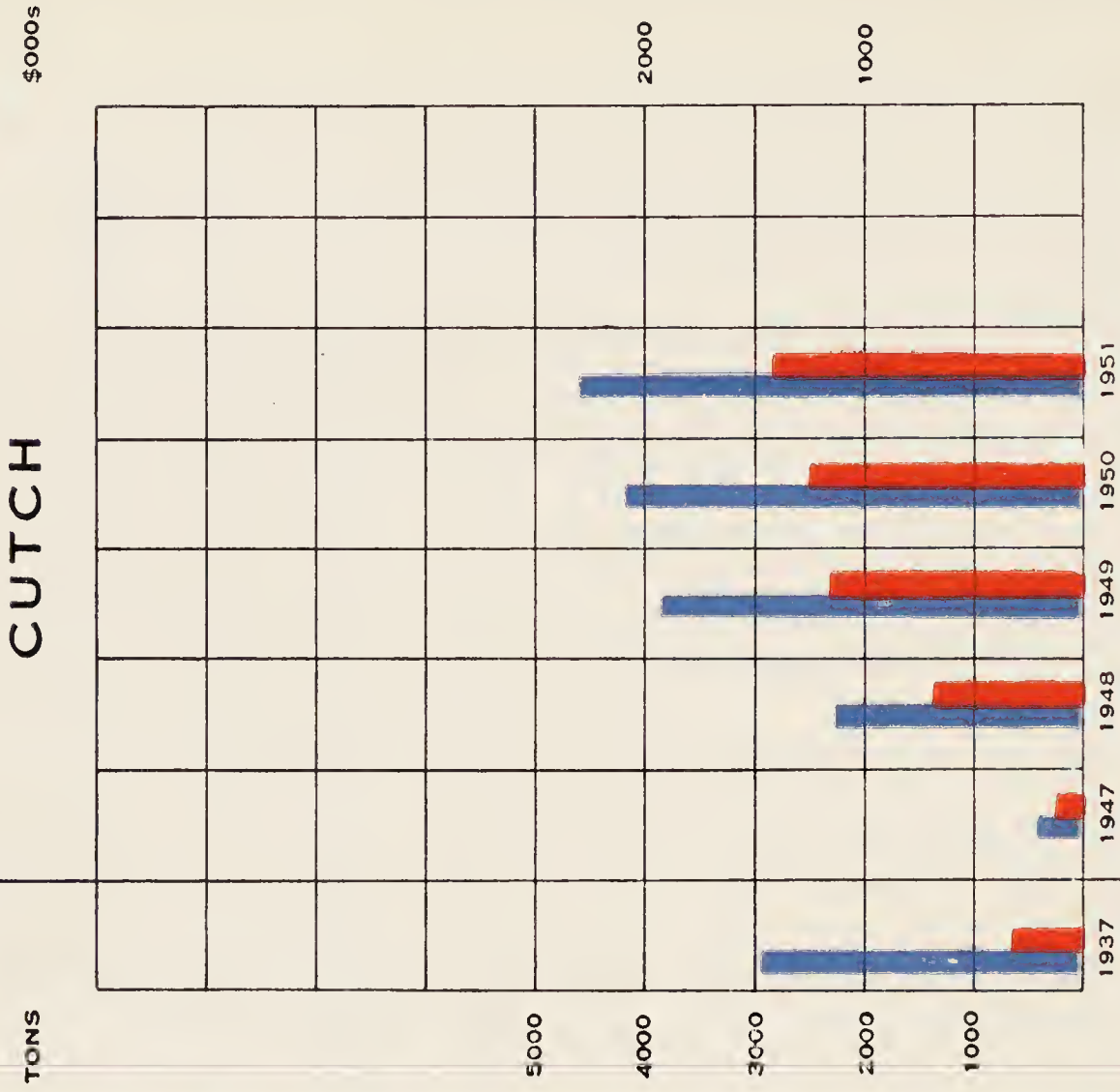
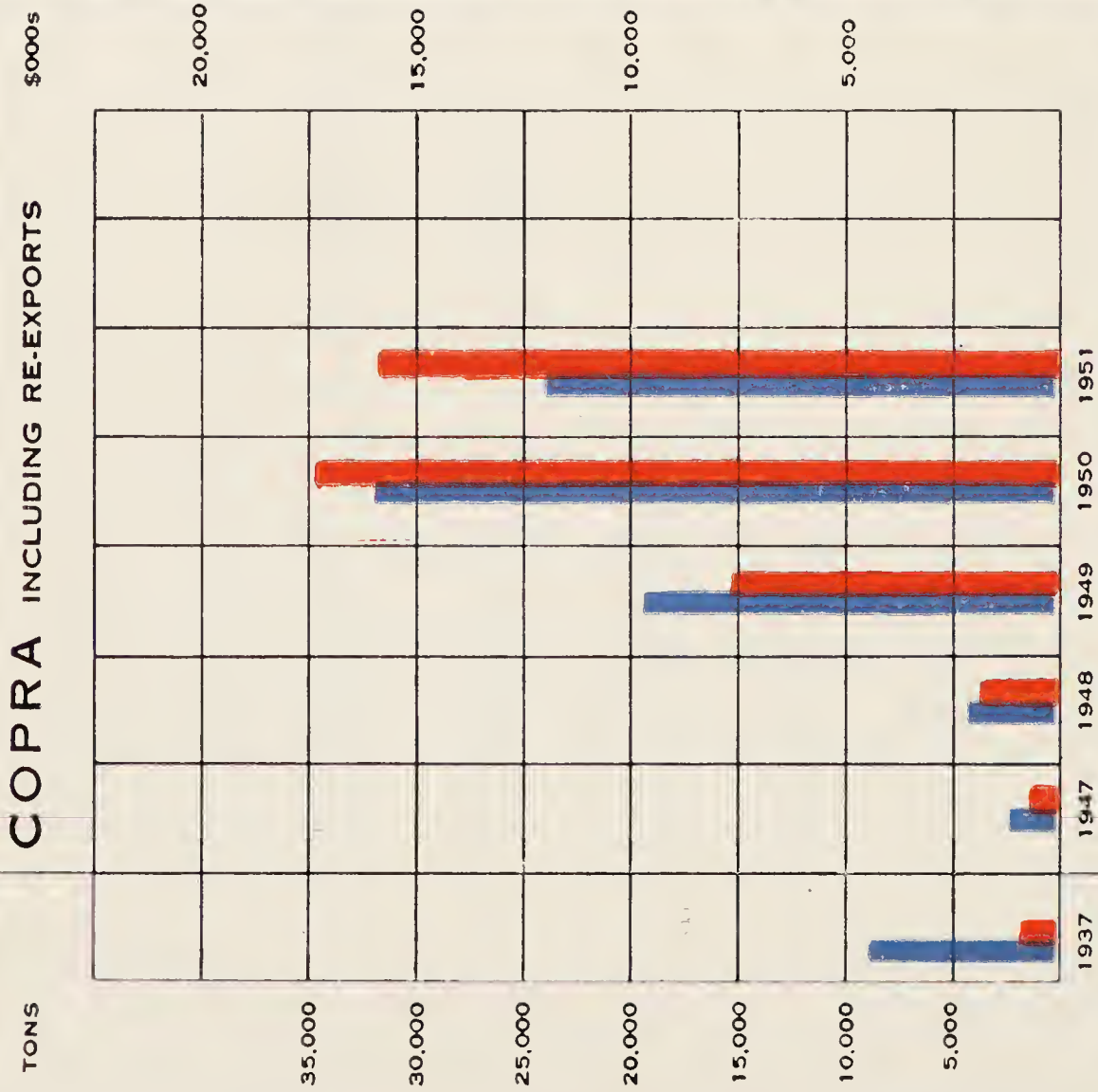


# EXPORTS

## 1937, 1947-1951

QUANTITY -  
LEFT HAND SCALE

VALUE  
RIGHT HAND SCALE





*EXPORTS**In millions of dollars*

1940	1947	1948	1949	1950	1951	
14.5	11.2	18.5	15.9	59.9	86.2	Rubber
2.2	1.5	3.0	5.4	6.5	10.2	Timber
.3	.5	1.7	7.5	6.7	8.4	Copra
.4	.2	.2	1.5	1.6	2.4	Firewood
.4	—	1.5	2.0	1.7	1.7	Tobacco
.6	—	.5	1.1	1.2	1.4	Cutch
.5	.5	.5	.5	.6	.6	Dried and Salt Fish
.5	.5	.5	.8	1.1	.3	Hemp

*RE-EXPORTS**In millions of dollars*

1948	1949	1950	1951	
—	—	10.5	7.3	Copra
—	.8	1.0	1.8	Others

*Source and Destination of Goods*

Statistics are not compiled of imports into the Colony by countries of origin, and, in any case, the original source of the Colony's imports is difficult to gauge, owing to the territory's dependence on supplies from the Singapore and Hong Kong *entrepots*. It is not 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. The estimated percentages of total imports by countries of origin and of exports by countries of destination are as follows:—

*IMPORTS FROM*

	per cent		per cent
Australia	... 25	Philippines	... 7
United Kingdom	... 25	Hong Kong	... 6
Europe	... 18	Canada	... 2
Siam	... 8	U.S.A.	... 1
Asia	... 8		

## EXPORTS TO

	per cent		per cent
<i>Rubber</i>			
Singapore ...	64.6	Austria ...	4.7
United Kingdom ...	21.7	Sweden ...	3.2
Hong Kong ...	6.7	Czechoslovakia ...	1.2
Germany ...	2.4	Norway ...	.4
U.S.A. ...	1.2	<i>Firewood</i>	
France ...	1.2	Hong Kong ...	100
Italy ...	1.1	<i>Tobacco</i>	
Others ...	1.1	United Kingdom ...	82.5
<i>Timber</i>			
United Kingdom ...	29.2	Holland ...	12.8
Hong Kong ...	25.6	Brunei ...	3.9
Australia ...	19.8	Sarawak ...	.8
Japan ...	12.6	<i>Cutch</i>	
South Africa ...	6.7	U.S.A. ...	71.7
Singapore ...	3.6	Hong Kong ...	13.5
New Zealand ...	1.0	Japan ...	9.7
Brunei ...	.7	Norway ...	3.4
Holland ...	.5	Denmark ...	.8
Others ...	.3	United Kingdom ...	.4
<i>Copra</i>			
Singapore ...	37.4	Holland ...	.4
Holland ...	21.9	Sweden ...	.1
Germany ...	10.1	<i>Hemp</i>	
United Kingdom ...	8.5	United Kingdom ...	43.4
Denmark ...	6.7	New Zealand ...	41.7
Italy ...	5.9	Hong Kong ...	8.3
		Uruguay ...	6.6

*Control of Imports and Exports*

Import licensing control was relaxed in the course of the year, and was confined to the import of certain commodities which were in short supply, and which were subject to quota restrictions, and, for foreign exchange reasons, to imports from the American dollar area and from Japan. As a result of the war in Korea and of the deteriorating international situation, it has also been necessary to scrutinise exports more closely and, in particular, the exports of rubber.

*General*

The price of rubber reached its peak early in the year, but since then the price has dropped considerably. Nevertheless, the price of rubber remains high. The high purchasing power available, coupled with the relaxation in import controls, has resulted



in a marked increase in the value of imports, and particularly in the value of imported provisions. The prices of most imported goods increased in 1951 with the result that the favourable balance of trade has been slightly reduced since 1950.

In October 1951 the Colony sent a delegation to attend the Economic Commission for Asia and the Far East Trade Promotion Conference in Singapore.

## VII

### *Production*

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NORTH BORNEO is a country of forest and agricultural land, and derives from these her primary products, which include timber, rubber, copra, tobacco, cutch, manila hemp, rice and sago. Rubber is the most valuable export commodity, particularly during the present boom, followed by copra and timber, and there is an exportable surplus of the other products, except rice.

Produce for local consumption includes fruit, vegetables, eggs and poultry, which are mostly produced by Chinese market gardeners; fish, which is caught mainly by natives, and meat. These are sold either directly by the producers or through Chinese sellers in the local daily markets. In addition to these markets, there are the traditional *tamu*, held in most country towns at intervals of a week or ten days, or sometimes a month, to which natives bring produce which they have grown, collected or made, such as tobacco, jungle fruits, *rotan* and village hand-work. From these *tamu*, which are of considerable social as well as economic importance in native life, the idea of a more extensive annual *tamu*, including not only a market, but an agricultural and handicraft show, a fun fair and races, has developed. Such gatherings were held with great success during 1951 at Papar, Tuaran and Sipitang, and it is hoped that they will do much to stimulate native interest in their own rural development.

Local industries, based on primary products, such as the manufacture of coconut and groundnut oil, the salting and drying of fish, the making of cheroots, timber milling and the pottery industry are all, with the exception of timber milling operated by two European firms, still in an early stage of development.

#### AGRICULTURE

The world census of agriculture, which was commenced during 1950, was finally completed in 1951, and in North Borneo represented the most ambitious attempt yet made to obtain reliable



agricultural data. It was conducted with the best available means at the disposal of the Colony, and the statistics provided are considered more reliable than any hitherto available. Even so, it was not possible to make surveys of all land under the various crops, and estimates, as, for example, acreage figures of dry padi in the interior, have had to be included in the final returns, so that they cannot be claimed to be entirely accurate. They are, however, as accurate as possible under present conditions and supersede figures previously given. A table at Appendix VI gives details of the planted acreage of the main crops of the Colony by districts, which will be modified from time to time as more accurate information becomes available.

### *Rice*

In the 1950—51 wet padi season, even though the total area planted was 44,573 acres compared with 43,168 acres in the previous year, it is estimated that the yield declined to 31,000 tons of padi compared with the record figure of 39,160 tons of padi in the previous season owing to the late arrival of the rains which affected some of the principal rice-growing areas. This production figure is equivalent to an over-all average of 1,557 lbs. of padi per acre, a figure which compares favourably with yields in other neighbouring territories, such as Malaya, where a large proportion of the padi land has the great advantage of irrigation and controlled drainage, while in North Borneo the padi depends almost entirely on the timely arrival of the rainfall. The area of dry padi was estimated at 31,524 acres and the harvest at 8,496 tons gives an average yield of 603 lbs. of padi per acre, thus the total area of rice, both wet and dry, amounted to 76,097 acres and produced about 40,000 tons of padi, or approximately 25,000 tons of rice.

The North Borneo producer deserves credit for the common sense he has shown in a year of continuing high prices for rubber, with attractive rates of pay on estates and small-holdings, in not neglecting to maintain, as far as he was able, the production of the staple diet of the Colony.

The Government Padi Purchase Scheme initiated in 1949 with the object of buying up surplus padi direct from the growers and of storing it as a food reserve was continued throughout the year. Although milling of some of the earlier padi purchased was undertaken, and the farmers this season had less surplus padi in their

bins to sell to Government, nevertheless the total stockpile was maintained and has reached a very satisfactory level.

The current season suffered from an early setback, as the months of July, August and September were dry, and consequently ploughing and the preparation of the land in many areas was delayed. Rains later in the year, however, were generous, and in spite of early difficulties, the crops looked promising in most districts at the end of the year.

### *Rubber*

The year has been one of continued strong demand for rubber. In January the price was \$215 per pikul; in February and March it rose to \$245 and then dropped to \$150 in July. There was then a recovery in September and October to averages of \$174 and \$173 but prices fell in November and December to \$157 and \$144.

There has been little change in the total planted area of rubber, which, consequent on the world census of agriculture, has been placed at 119,000 acres, of which more than half is made up of medium holdings and smallholdings of 100 acres or under. The total exports for 1951 were 21,698 tons and were thus less than the record figure of 23,900 tons for 1950, but more than the 1949 export figure of 19,500 tons. Owing to the very severe shortage of labour on estates, comparatively little was done in the way of development, and in nearly all areas, all available labour was concentrated on tapping and production. So severe was this shortage that, in spite of there being every inducement to produce to the maximum, many estates were only able to achieve about 75 per cent of their total potential output, and some were so disadvantageously situated as to be limited to 50 per cent.

The Rubber Fund Board established during 1950 and representative of all rubber interests in the Colony under the Chairmanship of the Director of Agriculture, continued its work during the year. North Borneo, through the Board, became a subscriber to the Rubber Research Institute of Malaya, the Rubber Development Board and the British Rubber Producers' Research Association, thereby participating in the benefits accruing from the work of these bodies.



The Board derives its funds from a cess of one quarter of one cent per lb of rubber exported, has executive functions and spends agreed proportions of its income on research advisory work and other services calculated to promote the welfare of the rubber industry.

Under the auspices of the Rubber Fund Board and by arrangement with the Government, Mr. Davidson, the Head of the Smallholders' Advisory Service to the Rubber Research Institute, Malaya, made a tour of the rubber growing areas of the Colony early in the year. His attention was particularly directed to the smallholders' section of the industry, bearing the following points in mind:—

- (i) the establishment, administration and organisation of an advisory service;
- (ii) the need for new planting and replanting, and the possibility of securing the replacement of uneconomic rubber;
- (iii) the possibility of encouraging formation of Smallholders' Rubber Producers Associations.

Mr. Davidson's report was received and its findings and recommendations accepted and endorsed by the Rubber Fund Board and Government. Unfortunately, difficulty in recruitment of qualified staff has delayed the inauguration of the Smallholders' Advisory Service, which was one of the recommendations of this report.

On the termination of the Colonial Development and Welfare Scheme for the development of the rubber isolation seed garden at Sungei Damit at the end of 1950, the Rubber Fund Board agreed to assume responsibility for its administration.

### *Coconuts*

There are approximately 45,600 acres of coconuts located mainly around Kudat in the North and Tawau in the East. Production is nearly all in the form of crude sun-dried copra of inferior quality, and exports reached the total figure of 12,456 tons compared with 13,370 tons in 1950. The re-export trade in Indonesian copra amounted to 11,123 tons in 1951, compared with 18,967 tons in 1950, a decline caused by an outbreak of piracy on the high seas beyond the East Coast. Prices for copra remained good during the year and varied between \$33 and \$60

per pikul. Locally there is a considerable sale of fresh nuts, and also a small production of coconut oil by village methods.

### *Tobacco*

There is one large European tobacco estate situated on rich river valley soils of the Segama River. The product is a high grade cigar wrapper leaf for the European market. There has been a slight decline in production, although the export value of the crop maintained the 1950 level of \$1.7 millions.

Tobacco is also grown in considerable quantities as a native industry in the interior of the Colony, but mainly in the misty and humid climate of the hill country from Bundu Tuhan to Ranau, around the lower slopes of Kinabalu. The cultivation is scattered in remote villages and there is no commonly recognised season. Both cut tobacco of fine and coarse varieties and cigars are produced, but nearly all the produce has to be carried to market by the native grower. With a view to improving the cultivation methods of native producers Government assisted a party of Ranau tobacco growers to visit Segama Estate during the year on the invitation of the Darvel Tobacco Plantations, to study fermenting and drying methods. The natives learned much useful information, and it is proposed to extend such visits in 1952, when it is hoped some ten families will stay on the estate for six months to study planting methods.

### *Manila Hemp*

The cultivation of manila hemp is centred on the fertile volcanic soils of the East Coast on estates which, since the end of 1950 have been under the control of the Colonial Development Corporation. The virus disease known as "bunchy top" which, in post-war years, had threatened the industry with extinction, has been tackled with determination, and measures involving the injection, poisoning and removal of any plant of the *musa* species exhibiting any symptoms of the condition have been taken. As a result of this drastic policy of eradication, production has necessarily fallen off, but it has been justified by the healthier condition of the plants. The only export of hemp was made in the first half of the year and totalled 150 tons compared with 650 tons in 1950. Two estates are now reported as showing no signs of the disease, and they will shortly be recommencing production.



A Plant Inspector with expert knowledge and experience of "bunchy top", together with a team of four locally recruited and trained Inspectors, all employed under a Colonial Development and Welfare Scheme, were fully employed in patrolling and eradicating wild *musa* species in adjoining jungle areas and advising the Corporation in their campaign on these estates.

### *Jute*

The sample of fibre prepared from *Corchorus capsularis* grown on Segama Estate, Lahad Datu, on the East Coast and sent to the United Kingdom was examined and reported on by the Colonial Products Bureau and the British Jute Trade Research Association. It was described as being hard and coarse, but suitable for very coarse counts. It was noted, however, that the lack of quality might be due to inexperience in preparation combined with late harvesting.

Although, owing to lack of staff, it has not been possible to persevere with further trials, the Segama strain is being preserved at the Central Experiment Station and a sample of the seed was sent to the Senior Agronomist, Department of Agriculture, Malaya, to be incorporated in their trials under Malayan conditions.

### *Cocoa*

Interest continues to be shown in cocoa cultivation but the necessary restrictions on the import of planting material coupled with the shortage of labour has prevented the undertaking of any commercial planting and consequently the areas of cocoa are confined to small experimental or observation plots on Agricultural Stations or on private estates.

At the Central Agricultural Station there are now established over 500 West African Amelonado seedlings and 600 Malayan Trinitario while 160 local Criollo seedlings are in baskets ready to be planted in the field.

Establishment in many cases, both at the Central Agricultural Station, Tuaran and on Estates, has been slow, but this appears to have been due to faulty nursery practice and too early planting. Once established growth has been normal, except in a few cases where drainage has been insufficient thus demonstrating the susceptibility of the plant in wet conditions.

At the Central Agricultural Station, Tuaran, three exceptionally well grown Amelonado plants at two and a half years have borne mature fruits by which the characteristics of the Amelonado type have been confirmed. The Trinitario which was planted 6 months later has not yet done so.

### *Sago*

The production of sago is centred in the Klias peninsula, where it is a staple diet and where there is a small industry producing flour for export. Although the price of the product has been reasonably maintained, export declined again for the third year in succession and amounted only to 253 tons in 1951, as opposed to 285 in 1950 and 509 in 1949.

The drop in production is attributed to the attractions of higher wages and easier conditions in the rubber industry.

The strong demand for sago leaf *atap* thatch continues.

### *Other Minor Crops*

These crops occupy a subsidiary position owing to the interest taken in rubber with its attraction of fairly substantial financial returns without an undue amount of labour, and secondly in the planting of padi to secure the staple diet. Maize, sugar cane, groundnuts and market vegetables are grown to a greater or less extent; in addition a small, but constant product, at Kota Belud *tamu* is the Irish potato, and, to a lesser extent, the Jerusalem artichoke, which are grown in the hill villages around Ranau.

It has been possible to obtain pepper cuttings from Sarawak during 1951, and arrangements were made to transport cuttings for those smallholders who were interested in pepper cultivation. The interest in pepper growing is widespread, but is centred on Sandakan, where there are ten gardens in the process of establishment.

### *Agricultural and Padi Experimental Stations*

The small agricultural station on Labuan Island has ceased to be maintained, and efforts were concentrated in opening up and developing the Central Agricultural Station at Tuaran, the Inanam padi station and the Keningau padi test plot. On the padi stations a programme of variety trials, manurial experiments and observation trials on introduced varieties of padi was conducted. In addition, a number of trials were laid down



in different areas on rented plots with the co-operation of some of the more progressive native producers.

### *Agricultural Pests and Diseases*

Although most of the common diseases of rubber are present, none of them assumed serious proportions during the year.

There was a considerable outbreak of the Oriental Migratory Locust (*Locusta migratoria manilensis*) and the plague grasshopper (*Gastrimargus marmoratus*) in the Kota Belud District over an area covering 11 villages. The outbreak had been foreseen, however, and all District Officers in areas likely to be attacked, warned some two months before the first reports started to come in. With the co-operation of the local people a campaign of team driving with traps and poison baiting was quickly organised and in under three months the situation was under control. Damage was negligible and the whole campaign only cost \$520.

As may be expected in rice fields where the water supply depends on the rainfall, there were a number of sporadic outbreaks of padi insect pests, and outbreaks of the following were dealt with:—

*Leptocorisa acuta* (the rice bug), *Nephotettix bipunctatus* (the Rice leaf hopper), an "Army worm" believed to be *Prodena litura*, *Nymphula depunctalis* (the Padi case worm) and a caterpillar *Hesperia* sp.

Wild pig and rats continue to be major pests of agricultural areas, the latter particularly in padi fields. Supplies of poison to make up bait were maintained and distributed as required.

### *Livestock*

The world census of agriculture has shown that the population of ponies, cattle and buffaloes, which largely subsist on the land, is slowly increasing and will soon make good the losses of the war years. On the other hand, the breeding of pigs and poultry has suffered serious setbacks. Feeding stuffs are scarce, and profits on wages to be secured in other pursuits render the home production of feeding stuff unattractive. For instance it is more profitable to sell coconuts as copra than to manufacture coconut oil and use the residue as pig food. There has, as a result, been a lack of interest in the industry which can only be stimulated by either the import of reasonably priced feeding stuffs or a

decrease in the price of rubber. Poultry have been increasing in number, but again food is too expensive for large scale production, and, in many districts outbreaks of *Ranikhet* (Newcastle) disease have in some cases decimated flocks, so that the increase has not kept pace with demand.

Vaccine, prepared in the veterinary laboratories in Malaya has been used to combat *Ranikhet* disease and has given encouraging results. In the inoculation campaign ignorance and lack of co-operation had to be overcome. Poultry owners often did not avail themselves of the offer of free inoculation of their flocks; moreover the practice came into disrepute in one or two centres where poultry owners waited until disease was present in their flocks before requesting assistance. Inoculation of a bird incubating the disease has no effect, and on its death the treatment, and not the disease, was blamed. Nevertheless, a total of over 36,000 head of poultry were inoculated.

Surra, a disease fatal to ponies caused by a blood parasite indistinguishable from *Trypanosoma evansi*, the vector being a Tabanid fly, continued to receive the attention of the Veterinary staff during the year. The position is complicated by the fact that buffaloes and cattle, while not exhibiting the symptoms, act as reservoirs for transmission. At the beginning of the year Kota Belud, Keningau and Tambunan were infected. As a result of the anti-surra campaign of restricting movement and the injection of antrycide, Keningau and Tambunan became free. Towards the end of the year, however, there was a case of relapse at Keningau. The disease was kept in check in Kota Belud. It now begins to become apparent that by means of a well organised and carefully conducted plan, there is a likelihood of stamping out the disease altogether.

After a course of hormone injections, one of the Government stallions stationed at Keningau began to serve local mares, and it is understood that four are in foal. The position is unsatisfactory, however, because not only is such treatment evanescent, but also the native has not so far shown himself interested in obtaining good foals from his mares through the services of these imported stallions, and no attempt is ever made to pen or safeguard mares from being served by any scrub stallion that happens to be present.



## DRAINAGE AND IRRIGATION

As was mentioned in last year's Annual Report, the work of the Drainage and Irrigation Department was seriously hampered by lack of staff. There appeared little possibility of the situation improving, and the Chief Irrigation Engineer therefore recommended to Government that his Department should be absorbed into the Public Works Department under the supervision of a Senior Irrigation Engineer. This proposal has been approved and the merger has taken place satisfactorily. The work, however, continues to suffer from lack of engineers and technical assistants.

During the year a complete scheme for the drainage and irrigation of the Papar—Benoni rice area, situated some 24 miles south of Jesselton, has been completed. This will involve a diversion of the Benoni river, the construction of three pumping stations with irrigation channels, and will ensure regular crops over some 6,000 acres. The total cost is expected to be in the region of \$865,000. The field-work has already started on the first part of this scheme.

Schemes for the irrigation and drainage of the Kota Belud rice area have been prepared; the first drains have been cut and rice is now growing on areas which previously were unusable.

Plans for the straightening of the Segama river to alleviate flooding on the tobacco estate on this river have also been made.

## FORESTS

The most important commercial timbers of North Borneo are red seraya (*Shorea spp.*); selangan kacha (*Shorea spp.*); white seraya (*Parashorea spp.*); selangan kuning (*Shorea spp.*); Borneo mahogany (*Shorea pauciflora* King); keruing (*Dipterocarpus spp.*); selangan batu merah (*Shorea guiso* (Blco.) Bl.); Borneo camphorwood (*Dryobalanops spp.*); gagil (*Hopea spp.*, *Shorea spp.*); selangan batu No. 2 (*Shorea spp.*, *Hopea spp.*, *Vatica spp.*); merbau (*Intsia spp.*); selangan batu (*Shorea spp.*, *Hopea spp.*, *Vatica spp.*); billian (*Eusideroxylon zwageri* T. & B).

There were no spectacular changes or developments in the forest industry during the year but a good deal of steady progress was made. Exports of timber continued to rise slowly in volume, although at the end of the year there were indications that there was not such a ready demand for timber as had recently been the case; in general, markets remained firm with rising prices. Costs of extraction and local manufacture continued to rise.

The total f.o.b. value of timber and other forest produce exported in 1951 amounted to approximately \$14,175,870 an increase of approximately \$4,438,221 as compared with the 1950 figure of \$9,737,649.

In the following notes volumes quoted for round timber are measured by the quarter girth convention, while volumes quoted for sawn timber are given in true measure.

### *Timber*

The total output of timber in 1951 amounted to 7,112,725 cu. ft. compared with 6,288,446 cu. ft. (revised figure) in 1950. The volume of logs exported was 3,701,926 cu. ft. and of sawn timber 362,698 cu. ft. The total export in 1951 expressed as round timber equivalent was 4,318,311 cu. ft. with a total value of \$10,146,681 compared with \$6,533,962 in 1950.

The United Kingdom rose to first place as an importer of North Borneo timber, taking 1,228,722 cu. ft. valued at \$4,687,314 as compared with 910,305 cu. ft. in 1950. In general the demand for logs and sawn timber in the U.K. remained firm. White *seraya* was in strong demand for decking but red *seraya* was becoming less easy to sell.

The following table sets out the main importing countries of North Borneo timbers showing the volume and value of timber exported compared with the revised figures of 1950 exports:—

			Volume		Value	
			1950	1951	1950	1951
			cu. ft.	cu. ft.	\$	\$
United Kingdom	...		910,305	1,228,722	2,408,289	4,687,314
Hong Kong	...		899,159	1,038,101	1,283,112	2,167,407
Australia	...		1,217,794	816,125	1,592,728	1,561,188
Japan	...		362,170	513,825	409,162	754,080
South Africa	...		175,496	222,356	468,687	567,154
Singapore	...		4,633	145,722	371,984	163,755
Others (seven)	...		179,591	99,773		245,783
			<hr/> 3,749,148	<hr/> *4,064,624	<hr/> 6,533,962	<hr/> 10,146,681

*Note*—(The volume figures given in above table and elsewhere are not strictly accurate as they include figures obtained by adding log volumes measured by the quarter girth convention to sawn timber true volumes, but they are comparable with the figures given in the Report for 1950).

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\* or, expressed as round timber equivalent 4,318,311 cu. ft.



The lack of adequate freight facilities prevented a larger proportion of the export going to Australia and New Zealand. Political conditions of course prevented Shanghai from again becoming a substantial importer of timber from North Borneo.

### *Other Forest Produce*

The total value of other forest produce exported in 1951 also increased to approximately \$4,029,000 compared with \$3,203,687 in 1950.

Manufacture of mangrove tanning extract, catch, rose to 90,270 cwts. compared with 83,367 cwts. in 1950. The amount exported included part of 1950 stocks and amounted to 91,595 cwts. valued at \$1,373,925. Of this 75 per cent went to the U.S.A., 13.5 per cent to Hong Kong, 6.6 per cent to Japan and the balance (5 per cent) to Europe.

Hong Kong continued to be the only foreign market for firewood, but demand was less keen in the last quarter owing to competition from South China. About 10,000 tons were shipped to the Government of Hong Kong for stockpiling purposes and this had the effect of steadying prices to some extent. Exports of mangrove firewood amounted to 975,295 pikuls compared with 1,169,614 in 1950 with an f.o.b. value of \$2,038,250 against \$1,567,053 in 1950. The total production of mangrove firewood recorded for the Colony was 1,410,796 pikuls.

120,744 pikuls of mangrove charcoal were produced of which 14,958 pikuls with an f.o.b. value of \$102,747 were exported to Hong Kong. At the end of the year arrangements were being made for the shipment of charcoal to Korea.

The production of edible bird's nests, including both black and white, decreased to 304 pikuls and of this 247 pikuls with an f.o.b. value of \$140,325 were exported. The value of nests consumed locally (all white nests) was approximately \$55,000.

### *Industrial Development*

The check in the post-war expansion of the industry that first became apparent in 1949 continued to be felt throughout 1951. Expansion by existing firms continued to be hampered by shortage of labour, and to a lesser extent by shortages of equipment. Progress has, however, been made in mechanisation to ease the strain on the labour supply. The British Borneo Timber Company have installed road-making machinery and British-made wheeled

timber lorries with winches, in Darvel Bay. These were brought into operation at the end of the year although not in time to affect production figures. North Borneo Timbers Limited successfully operated three D-8 bull-dozer tractors with Hyster logging arches and skid pans throughout a complete season, and proved their value. Unfortunately further extension of the use of heavy tractors planned by this and at least one other firm is likely to be delayed by slow deliveries consequent on re-armament.

North Borneo Timbers Limited have imported ten trained elephants from Siam for work at Tawau, but by the end of the year these had not yet completed their period of rest and acclimatisation and had not been put to work, although apparently thriving. A representative of the British Borneo Timber Company spent some time in the Philippine Islands studying tractor logging and high lead logging, with a view to the possible extension of these methods here.

The sawmill position in respect of equipment has also improved. North Borneo Timbers Limited completed their new band mill towards the end of the year; although not in time to affect production figures for 1951. It has already doubled the firm's daily output of sawn timber and although it will be some time before it can be brought into full operation it is expected to reach a capacity of about 1,250,000 cu. ft. of round logs a year. Most of the machinery required for the British Borneo Timber Company's new band mill arrived in 1951 but could not be erected during the year. Other smaller mills have also been expanded. In both major mills existing machinery has not been worked at full capacity because of the shortage of the necessary skilled operatives.

### *Timber Development*

Agreement with the British Borneo Timber Company Limited regarding the termination of their existing monopoly to export timber, granted to it by the Chartered Company, was reached during the year and it was possible to advertise in November the grant of timber rights for 21 years in two further concession areas, each covering about 1,000 square miles, to date from 1st July, 1952. It is intended that each of these areas should form a permanent sustained yield unit and that work in them should be additional to the operations already being conducted by existing timber firms.



### *Survey of Forest Resources*

The programme of surveys for a general forest inventory had to be substantially curtailed because of the immediate urgency of work on proposed concession areas. Good progress was made in the preparation of volume tables for use in timber cruising, and with the co-operation of the R.A.F. experimental work to assess the potentialities of crown counts from air photographs as an aid in volume estimation was initiated.

A ten-year Working Plan for Sibyte Forest Reserve (13,200 acres) was completed early in the year.

### *Silviculture*

In spite of increasing difficulties with labour approximately 2,510 acres of improvement fellings were carried out, mainly in Sapagaya Forest Reserve. The Silviculturist of the Forest Department of Malaya visited the Colony early in 1951 for the purpose of exchanging information on silvicultural techniques and in December the Senior Assistant Conservator visited Malaya and studied silvicultural practice there.

### *Conferences*

The Conservator of Forests attended the F.A.O. Regional Meeting on Land Utilisation in the Tropical Areas of Asia and the Far East held in Ceylon in September 1951, as a member of the United Kingdom Delegation.

At the request of the F.A.O. Forestry Commission for S.E. Asia and the Pacific the Conservator of Forests became chairman of an international sub-committee set up to formulate recommended international grading rules for logs of the South East Asian region.

### *Visits*

The Secretary of State's Forestry Adviser spent the greater part of May 1951 in the Colony.

## FISHERIES

The activities of the Fisheries Department were expanded considerably by the establishment of a Fisheries Office in Labuan, which has made possible a far more intimate contact with the fishing industry of the West Coast of the Colony.

A new temporary building giving adequate office and laboratory accommodation has been constructed in Sandakan and has been occupied since September.

At both the Headquarters in Sandakan and the office in Labuan, technical enquiries have been received in increasing numbers, particularly on the adaptation of local fishing craft for the use of low H.P. inboard marine engines, cold storage of marine products, financing of fishing enterprises and the utilization of fish waste products.

The Labuan Office, by consolidating small orders and supervising the distribution of imports, has assisted in reducing the prices of fishing equipment. It has also aided in financing the rehabilitation of the fishermen at Weston following the disastrous fire which destroyed practically all the village fishing equipment. Assistance up to \$2,000 was granted for the purchase of twine and other materials and the project is developing satisfactorily.

The removal of price controls on the marketing of fresh fish has attracted operatives back to the industry from other forms of employment, and the procurement of fish has been appreciably stimulated, average daily sales in the Sandakan market rising from 2.35 tons in the first half of the year to 2.70 tons in the latter half.

The export of marine products showed an increase of 38 tons. Almost all commodities remained at a fairly high level of production except that the seed pearl industry experienced a very poor year, the value of seed pearls exported having fallen from \$20,315 in 1950 to \$2,947 in 1951.

#### EXPORT OF MARINE PRODUCTS

Year	Qty. (tons)	Declared Value	Duty paid
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
1951	... 1,253	1,032,332	103,338

Although the seed pearl industry of Labuk Bay has declined further since 1950, there are indications that 1952 will show an improvement.



## SEED PEARL INDUSTRY

Year	Recorded Production	Av. Price * per oz.	Government Royalty paid
1947	... 4,061 oz.	\$ 58	\$20,230
1948	... 1,438 oz.	76	12,568
1949	... 1,908 oz.	92	21,737
1950	... 472 oz.	105	7,246
1951	... 66 oz.	118	1,295

\* based on Royalty payments.

In November, the Chun-Li Fishing Company brought into the Colony three small Hong Kong trawlers and fishing operations commenced towards the end of that month. The early results, although not spectacular, are encouraging and the landings by the trawlers have relieved the shortage of fresh fish in the Jesselton area. Negotiations are in hand to establish further deep-sea fishery enterprises in the Colony.

In liaison with the Department of Agriculture, an experiment on the introduction of *Sepat Siam* to wet padi areas in North Borneo has been initiated at Keningau. If successful, the Department will supply initial stocks of *Sepat Siam* to wet-padi farmers in suitable areas. Supplies of *Ikan Moedjair* (*Tilapia mossambica*) will soon be available for distribution to stimulate the development of pond culture.

## VIII

### *Social Services*

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#### EDUCATION

THE educational system of the Colony makes available to children two alternative courses: either six years of primary education in English, Malay or Chinese, followed by up to six years of secondary education in English or Chinese, or four years of primary education followed by a two-year course at the Government Trade School. There is no compulsory education, and it is estimated that the present enrolment of 21,388 represents less than half the children of school age, the great majority of native children still being without schooling. The enrolments recorded are in keeping with the steady post-war expansion and show an increase of 1,764 over the 1950 figure. Of this school population 13,857 were Chinese, 2,640 Dusuns and 1,358 Bruneis. Almost 6,000 of the enrolments were in Primary I. Many of the Colony's 219 schools are small village schools, but in the larger towns Mission schools and Chinese private schools had enrolments amounting to 400 or more.

Further expansion is limited almost entirely by the lack of suitable teachers, a lack which is to be met by raising the prestige of teachers in the Colony, and by providing training facilities. The number of the teachers registered amounted to 1,117, but of these only 710 were practising in September 1951. Too frequent changes of teachers is a weakness in the educational system, to which attention is being given. Appendix VII sets out in figures the post-war growth of education.

Educational development in the Colony is reflected in Government's financial provision for it in 1951, which amounted to \$279,565 on current expenditure and to approximately \$320,000 on school buildings, but these figures do not include cost of living allowances, or pensions, which together represent another \$110,000. From the Colonial Development and Welfare



Fund approximately \$1,750,000 has been allocated for the Trade School and the Teachers' Training College schemes, this being magnificent and most practical assistance.

The schools of the Colony, both primary and secondary, may be classified as follows:—

- (i) Government Schools which are staffed and maintained by Government and which charge no school fees. With the exception of the Mengatal Trade School, all were primary schools in 1951, and, with the exception of the English School at Labuan and the Chinese School near Jesselton, all were vernacular schools with Malay as the main medium of instruction.
- (ii) Mission Schools, many of which are aided by Government grants. These schools charge fees varying from \$2 to \$7 per month, but provide a limited number of free places. There are both primary and secondary schools in this category catering for children of all races. The chief missionary bodies undertaking educational work in the Colony are the Mill Hill Mission (Roman Catholic), the Society for the Propagation of the Gospel (Anglican), the Basel Mission and the Seventh-day Adventists;
- (iii) Chinese Schools, chiefly maintained by local Chinese committees. School fees charged vary from \$1 to \$7 per month but they are wholly or partially remitted in necessitous cases.
- (iv) Others (Estate and Private Schools). There were only eight of these remaining in 1951, but they represented considerable enterprise by native communities or estate managers.

### *Primary Schools*

The bulk of the educational work in the Colony is naturally at primary school level, and here a measure of success has been achieved as a visit to the more successful of these schools would show. The atmosphere of purpose and happy relationship between teacher and taught is unmistakable and the school garden and successful handwork in wood, paper or cloth, give evidence of real achievement. Very few of the teachers, however, have received any training and too few have completed a full primary course themselves, with the result that in many

primary schools there is room for considerable improvement in the teaching. During the year short courses arranged for teachers were well attended but they could not, in themselves, convert untrained into trained teachers. As a further interim measure to effect improvement, an effort is being made to recruit a nucleus of trained teachers from neighbouring colonies, but teacher shortages there give warning of the difficulty likely to be experienced. A Teachers' Training College remains the crucial need, as has been stated in previous reports. The Training College Principal and a woman assistant have now arrived, and with the opening of classes in April, 1952, a most important step forward in educational development has been taken.

Age of admission to primary schools ranges from 5 in Chinese and English schools to 8 in Government native schools. Work in primary schools varies throughout the Colony. Generally in the larger towns book work predominates but in the smaller towns and villages there is a more practical bias, especially in the Government schools. Chinese schools are still very much dominated by one or other of the series of text-books formerly printed in China but now printed, with modifications, in Singapore. So much do these text-books dominate the schools that in smaller schools classes are known by the books they study, for example Primary 1 is referred to as Book I and II Primary 2 as Book III and IV. This dependence on books is understandable when one remembers the old dependence of Chinese education on the classics, and that teachers are untrained and themselves have a low academic achievement. It does provide a measure of uniformity between schools; but it also causes a narrow curriculum and less real education in its widest sense than is desirable. On the other hand school committees are invariably anxious to provide the best education possible for their children and there are in Chinese schools many heads and teachers equally eager for improvement. In an endeavour to effect improvements, assistance is being given schools in the recruitment of experienced teachers and provision has been made in the Colony's Estimates, 1952, for the recruitment of two more Supervisors of Chinese Schools.

There is physical education in most primary schools, generally of the more formal kind and in many areas work with Indian



clubs is very popular. Health education in the form of rules covering the need for cleanliness of food, person and surroundings is taught in all schools and this is being given a more practical bias from the beginning of 1952 when, thanks to the generous help of the North Borneo Branch of the British Red Cross, a trained nurse has commenced work in schools. All schools show a healthy liking for games, and inter-school athletics, football and basket-ball arouse considerable interest and achieve a high standard of sportsmanship.

Two Government schools nearing completion in Labuan have been planned to work together in practical subjects. One has a homecraft room and the other a general handwork room which will be shared by the two schools. Built on either side of a common playing field, one school is intended to provide a primary education in Malay and one a primary education in English.

### *Secondary Education and Post-Primary Education*

Though the number of pupils, now 650, and the quality of work in secondary schools continued to improve, much remains to be done. Recruitment of new and additional staff has permitted a widening of the curricula, and an improved approach to subject teaching with less examination cramming. Libraries are being opened or expanded, such extra-curricular activities as boy scouts and girl guides are being extended and reasonable attention given to school athletics. No formal science or homecraft is included in school curricula as yet.

Pupils in secondary schools are at present mostly Chinese and future policy will aim at providing secondary education for children of all races in more equal numbers.

On the 10th March, 1951, the Overseas Chinese Middle School in Jesselton was formally opened. At present the school is to provide a three-year Junior Middle School course with about one-third of the time devoted to the teaching of English. The remainder of the work will be conducted in *Kwo Yu*.

When the Cambridge Examination Syndicate's results were announced in the Spring of 1951, it was found that of the sixty seven pupils who had entered for the Overseas Junior Cambridge Examination twenty nine had passed; and of the seven who

had entered for the Overseas Cambridge School Certificate four had passed, three of them girls. Other external examinations taken during the year included the London University Matriculation, the City and Guilds, the London Chamber of Commerce, and the Association of Practising and Commercial Accountants for each of which one candidate entered successfully, and the Chartered Institute of Secretaries and the London University General Certificate of Education for each of which there were two entries but of which the results are not yet to hand. At the end of the year nine candidates entered for the Cambridge Overseas School Certificate of whom one has been successful and of the seventy who entered for the Cambridge Junior examinations, twenty-five have passed.

The Government Trade School at Menggatal, nine miles from Jesselton, continued to attract considerable interest. Seventeen boys completed successfully a two-year course at the school in July 1951, when His Excellency the Governor, addressed the boys at a ceremony at which Lady Hone distributed the certificates before a distinguished gathering. Twelve boys commenced a new course at the school in August 1951, joining twelve other boys who were entering upon the second year of their course. Up to the present the courses have concentrated on carpentry, but in the future it is intended that simple general mechanics shall be included.

#### *Higher and Adult Education*

Apart from limited training provided for employees by various Government Departments and a few business firms or estates there were few facilities available for the education of adults, but provision has been made in the 1952 Estimates to permit classes to be organised by the Education Department in English, commercial subjects and homecrafts.

During 1952 the North Borneo branches of the St. John Ambulance Association and the British Red Cross Society provided valuable courses in home-nursing and first-aid.

The Colony benefited during the year from scholarships awarded by the British Council and from fellowships given under the Colombo Plan by the Australian and New Zealand Governments. One British Council scholar completed his local government administration course in June 1951 at the United



Kingdom University of the South West and has returned to the Colony to take up a responsible administrative position; a second British Council scholar is still at that University following a similar course. There are two North Borneo students studying telecommunications and engineering respectively in Australia and one in New Zealand studying agriculture.

#### *Colombo Plan and Other Commonwealth Aid*

Besides the valuable text-books and visual aid equipment and library books received from Australia in 1950, further help has been given by that Government, and a total of two 16-mm cine-projectors, 21 film-strip projectors, films and film-strips have now arrived. In addition, help has been offered in the form of the scholarships and fellowships referred to above, in the printing of books and in the supply of literature. From Australia, New Zealand, India and Pakistan assistance has been offered in providing courses of technical training.

The United Kingdom's Colonial Development and Welfare Fund has been of very great assistance in the development of education in the Colony. It has provided the initial cost of the Trade School and the Teachers' Training College and, when suitable students are available, it is hoped to obtain additional scholarships from the Fund.

Throughout the year valuable advice and guidance was received from the Secretary of State's Adviser and Assistant Advisers on Education and towards the end of the year the Assistant Adviser on Technical Education visited the Colony.

UNESCO kept the Department of Education fully advised on its work and courses so that as full benefit as possible could be obtained from them.

#### *Sociological Research*

In November 1951 a Sociological Research Officer completed two years of socio-economic research among the Dusuns of Penampang and adjacent districts, and returned to England to prepare her report. Some time was spent visiting other Dusun areas of North Borneo to obtain an overall perspective and the University of Malaya kindly made available its library and other facilities. The research was financed by the Colonial Development and Welfare Fund.

*Advisory Committees*

Throughout the year valuable help was given by the Education Advisory Committee whose members included heads of government departments and unofficials representing educational bodies and various sections of the community.

Instituted in 1951 were two other very helpful bodies—the Scholarship Advisory Committee and the Trade School Advisory Committee. Both these committees consisted of some members of the Education Advisory Committee together with members of the business and civil community who gave generously of their time and advice.

*University of Malaya*

North Borneo is represented jointly with Sarawak on the Council of the University by the Directors of Education of the two Territories who hold office in alternate years. The Director of Education, North Borneo, holds office during the year commencing 1st October, 1951.

*Summary*

Altogether 1951 may be described as one of increasing momentum in educational development. As in so many other places development is dependent upon a supply of soundly-trained teachers and with the establishment of the Teachers' Training College, a major advance towards the solution of the problem has been made.

## HEALTH

*Medical Department*

The distribution and extent of hospital services throughout the Colony was reviewed during the year in the light of present conditions. Widespread ill-health following on the occupation had necessitated the building of temporary hospitals providing a relatively large number of beds in all the main towns of the Colony. The position at the beginning of 1951 was that there were eleven Government hospitals providing 835 beds for a population of 334, 141, that, except in the larger towns, nearly half these beds were usually unoccupied, that many of the buildings needed repair and, the most urgent factor of all, that existing shortage of dressers and nurses made it impossible to staff these hospitals adequately. In addition to these, Government main-



tained 32 dispensaries and sick rest houses, dealing with out-patients or, in some cases, providing temporary accommodation for in-patients. In view of these considerations and in consultation with the Secretary of State's Chief Medical Officer who visited the Colony during 1951, it was decided to reduce by half the number of beds for general diseases, so releasing dressers to travel around the villages of their districts.

The leper settlement at Berhala Island had a maximum of 56 patients. Accurate records were kept of response, or otherwise, to treatment, supplemented by photographs taken at frequent intervals. Some of the more enterprising patients were encouraged to take up boat building, and a large area has been brought under vegetable cultivation.

Progress was made in siting and obtaining estimates for the construction of an Inter-territorial Mental Hospital in Brunei, to serve North Borneo, Sarawak and Brunei. Meanwhile it has not been economic to reconstruct the pre-war buildings of the Colony Mental Hospital at Sandakan and therefore it has been difficult to administer any therapy other than sedation.

### *Buildings*

A start has been made on the Department's building programme. The construction of a 100-bed hospital and ancillary buildings in Sandakan has commenced, and it is hoped that this will be completed during the coming year. In Jesselton a site has been selected for the new hospital, and work will begin as soon as possible. A 32-bed hospital at Kudat is expected to be completed and in use in 1952.

It is hoped that the provision of accommodation in modern buildings will prove attractive and have a salutary effect on recruitment of staff.

Semi-permanent buildings were erected in Sandakan and Jesselton to house X-ray units, which were delivered during the year.

### *General Health*

There were no outbreaks of epidemic disease during the year. The incidence of tuberculosis of the lung is giving rise to concern, but work on the control of this disease is hampered by lack of trained staff.

The free distribution of skimmed and whole milk supplied by UNICEF for children and expectant mothers was continued, except in the main towns, where gross deficiency does not exist. The age limit up to which a child could receive this milk was raised to 14 years, and all children debilitated by diseases who attended hospitals or health centres were given a free issue of skimmed milk.

Residual spraying as a means of malaria control in Jesselton was discontinued during the last quarter of the year. Resignations among the anti-malaria gang made continuation difficult and the report of the Malaria Research Department on the recurrent action of residual spraying with D.D.T. in oil threw doubt on the efficacy of this mixture against *Anopheles leucosphyrus* (now re-identified as *Anopheles balabacensis*), which is thought to be the main vector of malaria in the Colony. There has been no increase in malaria since regular spraying ceased. The oiling of breeding grounds and the filling in of bomb craters continued.

### *Health Centres*

The Maternal and Child Welfare Centre at Keningau continued its popularity and very valuable work was done, particularly among the Muruts, who most need the help. Plans for the building of Health Centres approved in 1950 had to be recast because of greatly increased cost, but it is hoped that centres will be completed in 1952 in Jesselton and Sandakan.

### *Vital Statistics*

In March 1951 the new Registration of Births and Deaths Ordinance came into operation. Up to that date births and deaths were registered under the Births and Deaths Ordinance of 1884, which provided for approximately 24 Registrars and Deputies over an area of 29,184 square miles with very poor communications. Reports were made at first hand from towns and villages near to a Registrar and were fairly accurate, but from the remoter districts reports were brought by a Native Chief, or Headman, when visiting District headquarters, which might be at infrequent intervals, so that accuracy was very doubtful and could not be properly checked.

The new Ordinance provides for the appointment of Assistant Registrars using Native Chiefs, School-masters and other suitably literate persons, and it is hoped to have one such officer to approxi-



mately 2,000 of the population. Forms have been distributed to village headmen, who have been instructed to take a form to the nearest Assistant Registrar promptly when a birth or death occurs, so that registration will be more immediate and direct than hitherto. Although this Ordinance is an improvement on the old Ordinance, it is too early yet to give a satisfactory estimate of its results. Lack of knowledge and interest among the Assistant Registrars and difficulties of supervision still prevent a 100 per cent registration, but it is hoped that as those responsible are educated to realise the importance of registration, the position will improve. Diagnosis of the causes of death is still made in the great majority of cases by unqualified persons. For the above reasons it is necessary to emphasise that figures given should be treated with reserve, the following being sufficiently accurate however to indicate trends:—

Year	1946	1947	1948	1949	1950	1951
Births registered ...	4,377	6,630	6,716	8,037	9,064	10,453
Deaths registered ...	3,976	5,136	4,552	4,298	4,320	4,503
Excess of births over deaths ...	401	1,494	2,164	3,739	4,744	5,950

The steadily rising number of births, and the excess of births over deaths, which in 1951 was four times the figure for 1947, are encouraging signs which indicate a progressive improvement in health.

The corrected infantile mortality rate was still high, being estimated to be 108 in every thousand live births, compared with 109 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 5 per cent of cases.

## HOUSING

### *Government Buildings*

Owing to an all round increase in the cost of works and materials, and the marked shortage of labour resulting from the high prices offered for primary produce, progress in the reconditioning and replacement of Government buildings has not been as speedy as had been proposed. Work, however, has proceeded steadily, and in those outstations where town plans already

exist much rebuilding has been undertaken. The completion during the year of town plans for most of the principal towns has enabled much progress to be made in drawings for major buildings for which contracts are being invited in 1952. Among the buildings either completed or in hand during the year are Supplies Department godowns, the Geological Survey Office, police stations and barracks, the Teachers' Training College, markets, a central hospital for the East Coast, and a large number of minor buildings. Much work has been carried out in the renovating of pre-war buildings and in bringing sub-standard buildings up to good semi-permanent standards.

### *Urban Housing*

There was a marked improvement in urban housing over last year. The town of Tuaran has been entirely rebuilt, as have many of the smaller villages. In Jesselton the first block of permanent shop houses is under construction. Despite delays, 47 senior officers and 125 junior officers quarters were either completed or under construction at the end of the year, while a beginning has been made with the provision of labour lines in Sandakan.

### *Rural Housing*

The general high level of prosperity throughout the Colony has led to a visible improvement in the standard of housing in all areas where cash crops are grown. It is particularly noticeable that many houses near motor roads are now being provided with access drives and garages.

### *Rest Houses and Hotels*

Malayan Airways erected a first class hotel in Sandakan which was opened early in the year, and a modern and well appointed Airport Hotel operated by Government caters for the needs of Labuan Airport. With the expansion of scheduled airway services to Labuan, plans are in hand for increasing accommodation for passengers on airlines making night stops there. Elsewhere in the main towns, Government maintains rest houses which have been well patronised during the year. For Government officers on duty and travellers who wish to visit the interior, somewhat primitive unfurnished halting huts are provided by Government, and arrangements for their use are made through the District Officer.



### *Town Planning*

After many initial delays and difficulties in previous years which have necessarily handicapped the rebuilding of the towns of the Colony, a number of acceptable town plans have been finalized during 1951. In addition, new Building By-laws have been published and have been accepted by most Sanitary Boards and by the Rural Board, Labuan.

Draft towns plans for all seven towns scheduled under the Town and Country Planning Ordinance, 1950, have been completed and of these, Labuan, Jesselton, Kudat, Sandakan and Tawau have been approved. It is expected that town plans for the two remaining towns, Beaufort and Papar, will receive approval shortly.

Town layouts have also been approved during the year for the following villages: Weston, Tamparuli, Menumbok, and Sindumin, and draft town plans are in hand for Beatrice Estate, a suburb of Sandakan, as well as for Semporna, Lahad Datu and Telipok. Zone plans for Sandakan, Jesselton and Labuan are nearing completion.

Detailed site surveys have been made for the Central Government Offices and for hospitals at Jesselton and Sandakan. Contour surveys of the Beatrice Estate (Sandakan) and the Batu Tiga Area (Jesselton) were completed during the year.

In view of the difficulties which had arisen regarding the interim development of land in areas which were not expected to be planned in detail for some time, the Town Planning Regulations were amended to enable zone plans to be approved as town plans. Where zone plans have been approved, land owners who develop their lands in accordance with these plans are now entitled to full compensation if, at a later date, such development conflicts with the detailed planning.

The Surveyor General was Town Planner until he proceeded on leave prior to retirement in January, 1951. A senior officer of the Survey Department was then appointed Town Planner and Adviser to the Central Town and Country Planning Board which consists of five *ex-officio* members, and five persons nominated by the Governor, under the chairmanship of the Development Secretary. The Board held thirteen meetings during the year and dealt with all matters of major policy within the range of

town planning. In addition to adopting town plans for five of the scheduled towns under the Town and Country Planning Ordinance, it considered some seventy applications for interim development.

Town planning was financed from the Colonial Development and Welfare Scheme D. 1254, which has now come to an end. The next step will consist of implementing the town plans which, on the part of the public, will mean rebuilding on an extensive scale, and, on the part of Government, the provision of public services.

The Colony is fortunate in that it has obtained the services of the Professor of Architecture in the University of Hong Kong as Town Planning Consultant in an honorary capacity.

#### 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 sixteen voluntary local committees. The Board approved subsistence grants totalling \$28,457, contributions to school fees to a total of \$26,109, and rehabilitation grants totalling \$1,060. At the end of the year there were 161 persons receiving monthly subsistence allowances and rice and special food for invalids.

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 \$37,193 compared with \$27,267 in 1950.

##### *Boy Scouts*

The popularity of scouting continued, and there was an increase of 67 scouts over the previous year, bringing the total for the Colony to 571, while the number of warranted scouters rose from 35 to 51. Rover Crews were started and Wolf Cub Packs grew rapidly. Scoutmasters found they had benefited greatly from the training courses given by the Travelling Commissioner who visited the Colony late in 1950.



### *Girl Guides*

During the year guiding spread throughout the Colony, and there are now four Guide Companies, two Brownie Packs and the original Ranger Company in Jesselton, and also Guide Companies in Sandakan, Kudat, Tawau and Keningau.

A very successful effort was made to obtain funds for the building of a Guide hut in Jesselton, and it is now possible to go ahead with plans for it.

### *The St. John Ambulance Association*

The Association continued to train men and women, holding six courses in First Aid and one in Home Nursing during the year, as a result of which twenty six persons, including police, received First Aid Certificates.

Members were on duty at all public gatherings, such as race and sports meetings.

Funds were raised by a flag day and cinema show in December, and it is hoped shortly to purchase an ambulance and to erect First Aid posts at points where accidents seem likely to occur.

### *Red Cross*

The British Red Cross Society made steady progress throughout the year both in welfare work and in training. A new Division was formed in the Labuan and Interior Residency, so that there is now a Division in each of the three Residencies.

Home Nursing and First Aid lecture courses were conducted for adults, and, for the juniors, instruction on general rules of health and hygiene were given. The sewing parties of each division supplied garments and linen to hospitals and prepared clothing for use in emergencies.

### *Joint Advisory Council of St. John Ambulance Association and the British Red Cross Society*

The Joint Advisory Council of the local branches of St. John Ambulance Association and the British Red Cross Society, under the Presidency of the Governor, held regular meetings during the year to co-ordinate the local activities of the two Societies. The Council was addressed during the year both by the Director, Overseas Department, British Red Cross Society and the Commissioner-in-Chief, St. John Ambulance Brigade.

## IX

### *Legislation*

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

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

#### *Legislation during 1951*

During the year under review, 45 Ordinances were enacted. As in previous years, attention has been directed as far as possible to unifying the law throughout the Colony, and even greater progress has been made following the appointment of a Commissioner for Law Revision, who has been examining all legislation with particular reference to unification.

Amongst the more important Ordinances enacted were those dealing with Rural Government, Residents Tax, Government Savings Bank, Currency, State Bank Liquidation, Stamp Duty, Estate Duty and Widows' and Orphans' Pensions. The Rural Government Ordinance (No. 28) makes provision for the establishment throughout the Colony of Local Authorities in Rural Areas, conferring on such Authorities powers in accordance with the policy of associating the public more closely with the day to day administration. The Residents Tax Ordinance (No. 9) provides for a personal tax graduated according to



income and is in the nature of a simplified income tax as the Income Tax Ordinance owing to its complexity must for the immediate future be restricted to Companies. The Government Savings Bank Ordinance (No. 1) follows similar ordinances in other Colonies and provides for the establishment of a Savings Bank which will be operated through the Post Offices in the Colony. The Currency Ordinance (No. 10) gives effect to an agreement setting up a Board of Commissioners of Currency for Malaya and British Borneo and providing for the issue of a common currency for these territories. The State Bank Liquidation Ordinance (No. 7) provides authority for the final liquidation of the State Bank which was operated by the Government of the former State of North Borneo. The Stamp Ordinance (No. 29) and the Estate Duty Ordinance (No. 16) comprise a revision and unification throughout the Colony of the laws relating to these subjects, estate duty under the laws of the former State having been assessed under certain provisions of the Stamps Ordinance, 1932. The Powers of Attorney (Repeal) Ordinance (No. 30) was enacted as the provisions of the Powers of Attorney Ordinance, 1901, repealed thereby, are now contained in the Stamps Ordinance. The Widows' and Orphans' Pensions Ordinance (No. 6) provides for the establishment of a Fund and for payment of pensions to widows and orphans of public servants and makes provision for all public officers whose terms of appointment or former service contemplated such an enactment.

There was established during 1951 a Supreme Court of Sarawak, North Borneo and Brunei exercising jurisdiction throughout the three territories. This was established by Order in Council but there were many consequential matters requiring legislation within the Colony and in particular the Courts Ordinance (No. 19) was enacted to provide for the re-organisation and powers of Magistrates' Courts and for the exercise of civil jurisdiction and procedure. The Criminal Procedure Code (Application) Ordinance (No. 22), the Penal Code (Application) Ordinance (No. 23), the Evidence (Application) Ordinance (No. 24), the Oaths Ordinance (No. 21), the Inquiry Commissions Ordinance (No. 25) and the Transfer of Powers and Interpretation (Amendment) Ordinance (No. 20) were also enacted as a consequence of the establishment of the new Courts. Certain temporary provisions made in the early part of the year relating to juvenile offenders by the Criminal

Procedure (Amendment) Ordinance (No. 17) and the Prisons (Amendment) Ordinance (No. 18) were further replaced by the later body of legislation. A further Ordinance — the Application of Laws Ordinance (No. 27) — was enacted repealing formerly applicable Indian Acts and providing that, subject to specific provisions, the Common Law of England and the doctrines of equity together with the statutes of general application in force in England should be in force throughout the Colony.

The Revised Edition of the Laws Ordinance (No. 44) was enacted to provide for the preparation and publication of a Revised Edition of the Laws of the Colony as at the 30th June, 1952. This Ordinance follows generally the standard form.



# X

## *Justice, Police and Prisons*

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### JUSTICE

THE Courts for the administration of civil and criminal law, until the 30th November, 1951, were:—

The High Court,  
The Sessions Courts,  
The Magistrates' Courts,  
The Native Courts.

The Court system was, however, considerably reorganised by the unification of the Courts of Sarawak, North Borneo and Brunei which became effective from the 1st December, 1951. On that date a Supreme Court of Sarawak, North Borneo and Brunei constituted by Order in Council replaced the former Superior Courts, and the constitution and powers of all Inferior Courts were revised by local legislation.

The new Supreme Court has two divisions, namely the Court of Appeal and the High Court, and consists of the Chief Justice and, at present, four Puisne Judges.

Magistrates' Courts of three classes have been established by the new Courts Ordinance, and the jurisdiction of magistrates modified.

The Indian Civil Procedure Code has been replaced by new rules of Court. A new Criminal Procedure Code has also been introduced and a number of applied Acts have been repealed.

The position of the Native Courts remains unchanged.

The record of the work of the Courts of the Colony during 1951 will be found in Appendix VIII

### POLICE

#### *Organisation and Composition*

The central headquarters of the Police Force are at Jesselton where the Depot is situated. For administration purposes there

are three Police Divisions with their headquarters at Jesselton, Sandakan and Beaufort. The greater part of the Force is recruited locally and new pay scales introduced during the year stimulated recruitment and a more satisfactory type of man is now presenting himself for enlistment.

### *Training*

The new syllabus for recruit training gave satisfactory results during the year. Refresher and promotion courses were held and all members of the Force continued to receive training in the routine required for dealing with civil disturbance.

### *Police Reserve*

The Police reserve consists of men of good character who have taken their discharge from the Police Force, with which they must have served not less than three years. It was further strengthened during the year, and constitutes a valuable force in an emergency.

### *Special Constabulary*

Detachments of Special Constabulary now exist at Jesselton, Sandakan, Labuan, Kudat and Lahad Datu and a detachment is being formed at Tawau. Training is proceeding satisfactorily. An efficiency shield was presented by His Excellency the Governor for annual competition between the detachments.

### *Transport and Communication*

Three new Land Rovers were obtained during 1951 and are being used to provide better patrol facilities at Tawau, Lahad Datu and Kudat. The new police launch 'Segama' has been delivered and is a valuable addition to the mobility of the Force.

Radio communications are improving and the training of operators continues. A Singapore Police Radio Officer was seconded to the Force during the latter part of the year to do experimental work with a view to installing an up-to-date police radio network.

### *Buildings*

Progress was made with the new building programme. Work has commenced on the new Police headquarters and the Depot at Jesselton and on the new Police Stations at Jesselton and Labuan.



*Types of Crime*

The Colony was still comparatively free from serious crime though there was some increase as compared with previous years. The most important single factor was a considerable outbreak of piracy on the East Coast. In the majority of cases the pirated vessels were Indonesian copra boats trading between the Celebes and Tawau. The pirates were for the most part Filipino nationals. This outbreak coupled with reported Indonesian prohibition of the export of copra almost brought the trade to a standstill in the middle of the year. The trade subsequently recovered and although the piracies continue they are on a lesser scale. Investigation into these cases of piracy is almost entirely precluded since most of the piracies are committed on the high seas or well outside our territorial waters and as the complainant usually remains but a few days in the Colony he is seldom available to identify a suspect. Robbery also increased, but the gang responsible for many of the cases was broken up at the end of the year.

There was an overall increase in the incidence of theft, the number of major thefts rising from 20 to 59. Much of this increase may be attributed to the continued prosperity of the Colony, which has brought about a moral slackness among a certain section of the community, and has provided an abundance of moveable articles of value kept at home.

This year saw the addition of price control enforcement to the duties of the police, and 92 cases were brought to Court. There was a slight increase in the number of traffic offences dealt with.

Crime statistics and a comparative table are included as Tables 'A', 'B' and 'C' in Appendix IX.

## PRISONS

All prisons and lock-ups are under the control of the Commissioner of Police as Inspector of Prisons. In November 1951, the former Director of Prison Administration, England and Wales, arrived in the Colony and visited Jesselton Prison and the lock-up at Tuaran. In December the Inspector of Prisons attended a Regional Prison Commissioners' Conference at Penang.

During 1951 there were 721 male and 41 female admissions.

This showed an increase of 4 males and a decrease of 12 females over the 1950 figures.

### *Buildings*

Work has commenced on the construction of the new Central Prison at Jesselton. It has been decided to construct a lock-up at Sandakan instead of a prison as previously planned and a proposal to construct an open camp 29 miles from Jesselton is under consideration. The lock-ups at Keningau, Beaufort and Kudat were completed during the year.

### *Prison Trades*

Trade shops for carpenters, boot makers, tinsmiths, blacksmiths, tailors and *rotan* workers were maintained during the year. An experiment in boat building is proving successful. The prison gardens at Jesselton continued to supply green vegetables for prison diets.

### *Juvenile Offenders*

The Prisons Ordinance has been amended to give powers to the Governor to transfer any juvenile delinquent or young offender to an approved school or a place of detention in Sarawak or Singapore, subject to the approval of the Governor of the receiving Colony. There were 14 juvenile delinquents admitted during 1951 as compared with four in 1950. Eleven of these juveniles were convicted in Jesselton. Segregation remained a matter of some difficulty, but the construction of the new Central Prison will provide suitable accommodation.



# XI

## *Public Utilities*

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### WATER

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. Part of the equipment ordered has, after long delays, come forward in January, 1952, and larger water pipes are being laid which should improve the delivery of water supplies. It is clearly evident, however, that heavy expenditure must be incurred to bring the services up to standard and investigations are being made into the drawing up of improved schemes. In the principal towns the position was as follows:—

#### *Jesselton*

Experience has proved that the increase in the size of the reservoir which was made in 1950 has not been sufficient to meet the increased demand for water owing to the rapid development of the area served. The catchment area is now too small, and is not capable of further expansion, while the service reservoir of 40,000 gallons is inadequate to meet the increased needs of the town. Preliminary investigations have been made of a new and suitable source, some 15 miles from Jesselton, but no marked improvement can be expected immediately. In the meantime some progress has been made in the laying and looping-in of water mains throughout the supply area, a total length of three and one quarter miles having been laid. The pumping station was unable to meet the demand for water owing to mechanical difficulties and deterioration in the supply lines, and water rationing was imposed resulting in a reduction in consumption for all purposes in 1951 of approximately eleven million gallons from eighty-four million gallons in 1950 to seventy-three million gallons in 1951.

*Sandakan*

This town is supplied by a piped water supply fed from a catchment area by diesel and electric pumps. The suburbs rely on springs and wells. Consumption of water has increased to sixty million gallons as against some forty-one million gallons in 1950. Investigations into the possibility of enlarging the catchment area and constructing a large storage reservoir are being carried out, and if satisfactory will enable a piped supply to be laid to the suburbs.

*Labuan*

The water supply of this town continues to be obtained from the bore holes sunk by the Australian Army in 1945. Minor improvements have been made and a three inch main has been laid to the hospital area to do away with one set of pumps and tanks. During the year thirty-five million gallons of water were supplied to local consumers and to shipping compared with fourteen million gallons in 1950.

*Other Towns.*

Schemes have been prepared for piped water supplies for Tawau and Tuaran. Several medium sized towns such as Kudat and Lahad Datu have small piped supplies, but for the most part other minor towns and villages rely on primitive methods.

## ELECTRICITY

Investigations into the possibility of one company operating electricity services throughout the Colony, which were made in 1951, proved abortive and it was decided that the Public Works Department should continue to operate the electricity undertakings in Jesselton and Labuan, the smaller towns being supplied by private enterprise under Government licence. As a result of this decision, plans are being made by the Public Works Department to improve the services. The Sandakan Light and Power Co. (1922) Limited, continued operations in Sandakan, whilst small plants run by local enterprise gave a public supply in Kudat and Papar.

*Jesselton*

Two hundred and twenty-four new consumers have been connected to the system, while the 24 hour service has been extended



to cover the Tanjong Aru area. Rebuilding and new construction has continued. Plant for a new 1500 KW station has been ordered, and although the building of the station cannot be completed until 1954, the interim arrangements which are in hand should ensure that the present unsatisfied demand for electricity for lighting and domestic power purposes will be met during the course of 1952.

### *Labuan*

Diesel alternator sets have now replaced the petrol sets thus effecting considerable economy. Much progress has been made in the rewiring of the supply area, but it has not yet proved possible to introduce a twenty-four hour service.

## XII

### *Communications*

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#### ROADS

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

- (i) Metalled roads with bitumen-sealed surface: 144 miles.
- (ii) Other metalled roads: 91 miles.
- (iii) Earth roads: 146 miles.
- (iv) Bridle paths (6 feet to 8 feet wide): 603 miles.

The construction of the 30 mile road to Kota Belud was delayed by shortage of labour. In the hill sections a considerable amount of earth work has been undertaken to ease gradients and widen corners, while intensive draining and culverting has been carried out. Many additional quarry sites were prospected of which one was found suitable, making a total of five quarries worked departmentally for the construction of this road. While only three miles of block metal soling and bitumen-grouting of new road were completed,  $1\frac{1}{2}$  miles of road were widened and surfaced and a further two miles of earth works were completed for metalling to be carried out in 1952.

Work has continued very slowly on the Papar — Bukit Manggis road. It was found that a water-bound surface was unable to withstand the wear and tear of traffic, and by the end of the year  $1\frac{1}{2}$  miles of this road had been resurfaced and bitumen-sealed.

On the East Coast, labour difficulties have hindered the construction of the Labuk road. It was, however, possible to remetal and bitumen-seal over two miles of the Segama road and some three miles of Tawau roads.

In Labuan labour difficulties and breakdowns of equipment have rendered difficult the maintenance of the island's roads, although a beginning has been made in the reconstruction of the town roads to conform with the new town plan.



Twenty miles of new bridle path were cut in the Beluran sub-district of Sandakan to shorten the distance between Tungud and Sugut rivers and between Sugut and Paitan rivers.

#### 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, Kinarut, Papar, Kimanis, Bongawan, Membakut and Beaufort, passing through country well populated with natives and Chinese, and serving many rubber estates. The main line continues up the Gorge of the Padas River to Tenom, and beyond to Melalap, from which there is an earth road connection to Keningau. 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 serves large rubber estates and small holdings.

The total length of the railway is 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. Reconditioning has proceeded steadily at a pace dependent on the availability of labour, which has become more difficult as requirements for reconstruction and development generally in the Colony have increased the demand for workers.

New 60lb rails for relaying the 23 miles of 30lb and 35lb track in the main line were received during the course of the year, but labour was available only for discharging from ships and delivering the rails alongside the track where they are to be used. Relaying will be done during 1952.

All main line major bridges, except Membakut and Papar, have by now been rebuilt. The main work on the former is complete, but opening has had to be delayed to concentrate all labour available on Papar, where under-water difficulties, beyond

those anticipated, have been met, and have prevented its completion before the end of the year.

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

Description	1941	1950	1951
Steam Locomotives ...	12	6	9
Diesel Locomotives ...	—	—	3
Petrol Locomotives ...	—	3	4
Rail Cars (6-seaters) ...	8	4	4
Rail Cars (52-seaters) ...	—	2	2
Rail Jeeps ...	—	7	7
General Wagon Stock ...	156	150	155
Coaching Stock ...	36	20	24

The power and stock position is now such that all demands can be met, but the running repair programme is heavy. The three diesel locomotives received during the year, one Fowler and two Hunslets, have afforded a much-needed relief but the latter have proved disappointing in that their power is unequal to the worst gradients of the Gorge section. Improvement of the steeper slopes and sharper curves of this section would be a major engineering operation which cannot yet be attempted.

The restoration of rolling stock has proceeded at a much more satisfactory rate since the recruitment of artisans from Hong Kong, who arrived early in the year and have settled down as contented workers. Further assistance in the work shop position will be provided when new sheds which are shortly to arrive have been erected, providing space for a number of new machines which have already been received but which cannot yet be installed.

The obtaining of adequate supplies of fire-wood for the railway has become a serious problem, particularly since more lucrative work, such as rubber tapping, has attracted many former cutters. Coal deposits near to Weston are being re-examined as a possible source of alternative fuel. Lack of fuel, storm damage and a landslide in the Gorge section curtailed running at several periods, but in spite of this, traffic handled by the railway has continued to increase steadily, there having been, for example, a 37 per cent rise in the tonnage of goods carried during the last two years.



The following traffic figures show the comparative position during post-war years with the pre-war totals:—

Year	Passengers carried	Passenger/Miles	Goods (tons)	Ton/Miles
1936	106,128	(Not available)	10,549	(Not available)
1937	146,497	„	16,709	„
1938	132,225	„	13,952	„
1939	143,612	„	14,292	„
1940	173,125	„	21,334	„
1941-46	(not available)	„	(not available)	„
1947	124,776	„	22,068	„
1948	289,865	„	24,198	„
1949	298,772	4,700,670	25,756	1,231,137
1950	402,980	6,274,335	29,965	1,446,237
1951	521,570	8,137,459	35,450	1,659,759

#### HARBOURS AND SHIPPING

Although the structure of the wharves at Labuan and Sandakan has deteriorated during the year, no great delays were experienced in handling cargo at any port in the Colony, and the three major ports, in fact, dealt with a large increase of tonnage both of shipping and of cargo passing over the wharf. Lack of lighterage space in respect of ocean vessels and lack of berthing space in respect of intermediate vessels, however, slowed down the handling of cargo to some extent.

Tenders for new wharves to be constructed in steel have now been received and are under examination. It appears that the cost is so prohibitive and the time for construction so extended that it is unlikely that it will be practicable to proceed with the project, and alternative measures are under consideration.

2,488,416 gross tons of shipping used the harbours of the Colony during the year compared with 2,436,246 gross tons in 1950 and 1,958,508 gross tons in 1949, and 580,753 tons of cargo was handled compared with 508,857 last year. Of this total 271,357 tons passed over the Colony's wharves compared with 229,052 tons last year, the remainder being transhipped to adjacent territories. A table showing the shipping and cargo handled at the individual ports of the Colony during the year compared with 1950 will be found at Appendix X.

*Navigational Aids*

Three light houses on the Coast of the Colony were completed during the first half of the year. These were:—

- (i) Batu Tinagat (Tawau) which was re-established and operated at full power giving a beam intensity of 178,000 candle power on the 28th January, 1951, with a visibility of twenty-five miles.
- (ii) Pulau Karaman (Labuan) where a new modern electric installation giving a power of 500,000 candle power was in full operation on 22nd February, with a range of twenty-one miles.
- (iii) Tanjong Trang (Darvel Peninsula), which was established at full strength of 108,000 candle-power on the 9th May, 1951, with a range of fifteen miles.

With the exception of Taganac, this completes the Colony's reconstruction of pre-war lights, but most of them have been rebuilt with increased power and more up to date equipment.

The Berhala Island site has been cleared for the erection of a thirty-five mile light. The equipment has been obtained and it is expected that this light will be in operation during the latter part of 1952. In the meantime, a temporary fifteen mile light was erected on the site in April, 1951.

The construction and erection of a tower and light on the island of Si Amil near Darvel Bay is progressing, and it is expected to be in operation during 1952. This light will assist shipping using the approach to Darvel Bay and Tawau.

A seventy-foot steel tower is being constructed near Tanjong Labian for establishment of a fourteen-mile light to assist vessels rounding the Darvel peninsula. The monsoon weather has held up this construction, but it is expected to be in operation in 1952.

The routine servicing of lights, buoys and beacons was carried out during the year, and flying-boat mooring buoys were maintained and serviced at Labuan, Jesselton and Sandakan.

*Local Registration of Shipping Boats*

One hundred and twenty vessels were registered under the Shipping Ordinance during the year. There were 2,973 native cargo craft and 6,902 fishing boats licensed during the year.



A fleet of six Government launches operated throughout the year and steamed a total of 49,047 miles. In addition, harbour launches were operated at Labuan, Jesselton and Sandakan for the administration of the ports and harbours.

A diesel tug was used for the maintenance of buoys, beacons and lights, pending the delivery of the mooring and buoy tender now on order. This vessel steamed 5,243 miles and operated 1,954 hours from its base in the performance of these duties.

The Customs preventive launch was delivered in May, 1951, and a new police launch, delivered in 1952, completes the Government's new launch construction programme.

### *Ship Repair Facilities*

The ever growing demand for ship repair facilities was partially met by the workshops and slipway owned by the British Borneo Timber Company at Sandakan who are completing work on the construction of a slipway capable of taking a 500-ton vessel. The workshops of the North Borneo Trading Company assisted in general machinery repairs. Repairs of Government launches and a small proportion of commercial work were carried out by the Government Marine Department slipway and workshops at Labuan, but generally delays had to be accepted owing to lack of proper slipping facilities in the Colony. Work is progressing, however, on both the Sandakan and Labuan slipways which, when completed, will help to meet the ship and launch repair problem more effectively.

### *Shipping Services*

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

- |                           |   |
|---------------------------|---|
| The Straits Steamship Co. | — providing a regular passenger and cargo schedule service of four ships per month between Singapore and North Borneo ports. In addition, the Company operated a regular intermediate service of cargo vessels between Singapore, Bangkok and North Borneo. |
|---------------------------|---|

*Shipping Services—(cont.)*

The Ben Line	}	maintaining a monthly service to Sandakan, Jesselton, Tawau and Labuan with direct shipment to and from U.K. ports and loading timber at Labuan and East Coast ports.
The Blue Funnel Line		
The Glen Line		
The Anglo-Saxon Petroleum Co.—		calling at Labuan with bulk petroleum products.
The North Borneo Shipping Co.—		providing a service from Singapore to all North Borneo ports.
The Luzon & Malayan Stevedoring Co.	—	providing ocean tug and lighterage service to Labuan and East Coast ports from Singapore.
The Indo-China S.N. Co.	—	providing a service from Hong Kong to North Borneo ports.
The Australian China Line	—	calling at East Coast ports for timber.
The Bank Line		- do -
The China Navigation Line		- do -
The Eastern Australia S.S. Co.	—	calling at Labuan and East Coast ports for timber.
The Hoegh Knutsen Line	—	calling at Labuan and East Coast ports for timber.

In addition to the above regular shipping lines, numerous other miscellaneous chartered vessels called at East Coast ports for timber.

*Coastal Shipping Trade*

Coastal shipping included a regular feeder service to all ports in the Colony, Brunei and Sarawak by five North Borneo based Straits Steamship vessels apart from the main line vessels, together with some 600 small craft. A fleet of ten 300-ton vessels was in continual use and operated solely for their owners, the British Malayan Petroleum Co., between Labuan and the Oil-fields in Brunei and Sarawak.

## CIVIL AVIATION

The expansion in civil aviation in the Colony continued and, at the end of the year, the Labuan airfield alone was catering for



more than 350 movements a month compared with 155 in 1950.

Scheduled services of airlines were increased during the year and the following were operating to and through the Colony at the end of the year:—

Malayan Airways	— Singapore — Kuching — Labuan — Jesselton — Sandakan (four times weekly)
Qantas Empire Airways	— Sydney — Darwin — Labuan (once weekly)
Cathay Pacific Airways	— Hong Kong — Manila — Sandakan — Jesselton — Labuan (twice weekly)
Garuda Indonesian Airways	— Djakarta — Kuching — Labuan — Manila (once weekly)
Air France	— Saigon—Labuan—Darwin— Brisbane—Noumea (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 proposal for the institution of an internal air service to link up areas of the Colony where communications at present are difficult, was formulated during the year. Preliminary work on the construction of airstrips at Tawau, Lahad Datu, Kudat, Ranau and Keningau was undertaken and it is hoped that the service, which should be of great benefit, will be in operation before the end of 1952.

The year also saw the recruitment of the first group of local Air Traffic Control Officers who are being given their preliminary training at the airfields in the Colony prior to attending a specialised course at Singapore during 1952.

### *Telegraphs*

#### TELECOMMUNICATIONS

During the year all overseas telegrams, with the exception of those used for the operation of aircraft, were transmitted by Cable & Wireless, Ltd. These telegrams were, however, accepted and delivered by Government and passed over the internal circuits from the Cable Company's Jesselton terminal station.

External telegraph circuits for the public were provided to Brunei, Miri and Kuching. An increased demand made it necessary to add a new schedule to the Labuan-Miri circuit.

Internal wireless telegraph circuits were maintained from Jesselton to Labuan, Ranau and Kudat and from Sandakan to Lamag, Lahad Datu, Semporna and Tawau. Circuits were maintained over land lines at Jesselton, Kepyayan, Papar, Beaufort, Tenom and Keningau. The volume of telegraph traffic showed an increase during the year.

### *Radio Telephones*

A radio telephone circuit was operated between Jesselton and Sandakan and Jesselton and Labuan, locally made terminal equipment being used to connect to the telephone exchanges. It was necessary to restrict severely the daily hours of service as the transmitting equipment was also used for purposes of aeronautical navigation and ship to shore working on medium frequencies.

A radio telephone circuit with Hong Kong, operated by Cable & Wireless, Ltd., was inaugurated in December, 1951, and a similar link with Singapore will be opened shortly.

### *Broadcasting*

During the year a regular lunch time broadcast programme has been transmitted. This was started as an experiment, but has proved extremely popular and has therefore been continued. Based on the experience gained, a plan has now been drawn up to provide a more adequate service over a longer daily period. Programmes so far transmitted have consisted of news items in Mandarin, Hakka, Malay and English together with gramophone records and occasional sports commentaries. During the year the number of broadcast listeners' licences issued was double that in 1950.

### *Experimental Work*

It has been possible during the year to make comprehensive tests on VHF propagation over a large portion of the country with the assistance of a seconded officer.

### *Aeronautical Services*

Facilities were provided for the control of movement of aircraft. There was a large increase in flying, and new equipment to extend the range of communication and navigational aids was ordered. Point to point W/T services, both internal and external, for the operation of the aircraft were provided.



*Meteorological Services*

Observation stations were maintained at Labuan, Jesselton and Sandakan to supply data for the preparation of forecasts to cover the requirements of the air-services, and balloon ascents were made in acquiring information. A supervisor, responsible for the Borneo territories was stationed in Jesselton and on his arrival, it was found possible to increase the climatological work done. At the end of the year rainfall observations from twenty-six stations throughout the Colony were collected and prepared for publication.

*Telephones*

The old, and in some cases inadequate, telephone exchange equipment had to continue in use. The great demand for telephones made it necessary to increase the switchboard provision by local manufacture, and to add to the old and over loaded routes.

New equipment on order was not delivered until towards the end of the year, when an immediate start was made on the installation of the automatic exchanges at both Sandakan and Jesselton. In Jesselton a new and permanent building had been completed for the installation.

The total number of telephones in operation at the end of 1951 was 659 as compared with 578 in 1950. It was impossible to provide service to many applicants owing to lack of material and to shortage of staff, and it is clear that a very large increase in the number of telephones installed could have been shown had it been possible to supply the facilities.

Comparative figures of the number of telephone subscribers in the principal towns are given below:—

				1950	1951
Jesselton	...	...	...	258	295
Sandakan	...	...	...	118	140
Labuan	...	...	...	58	81
Beaufort	...	...	...	34	41
Tawau	...	...	...	18	24
Tenom	...	...	...	20	19
Papar	...	...	...	19	20
Kudat	...	...	...	19	19

There are, in addition, a number of telephones operated over land lines which provide communication between the smaller places. These lines, which of necessity go over a difficult terrain

through heavily wooded country, are difficult to maintain and do not provide a very high standard of service.

#### POSTS

The quantity of postal matter handled during the year showed an expansion of 24 per cent over that of 1950. There was a marked increase in the number of air mail articles received and despatched, the value of money orders issued rose from \$245,818 in 1950 to just over \$356,000 in 1951, and the number of C.O.D. parcels handled showed an increase of about 60 per cent over the 1950 figure. There was a decrease in the insured letter service owing to more use being made of the money order service.

Revenue derived from the sale of stamps declined, but in 1950 the sale of stamps of the new definitive issue to dealers and philatelists by the Crown Agents had accounted for a substantial rise in revenue. There was, however, an increase in the sale of stamps for postal services.

During the year there were nine official and two semi-official (Agency) Posts and Telecommunications offices in operation. A new permanent Post and Telecommunication office was opened in Labuan on 25th August, 1951.

Malayan Airways flew an additional service from Singapore to Labuan, Jesselton and Sandakan, and there are now four days of the week on which air mails are received from and despatched to Singapore.

A second class air mail service with some of the Commonwealth and Foreign countries was introduced on the 1st of September, and on the same date an insured letter and box service by air to Singapore and the Federation of Malaya was also inaugurated.

The postage charge on air mail letters between North Borneo and Malaya was reduced from 25 cents to 15 cents per  $\frac{1}{2}$  ounce from 1st July. Reduced rates of postage for gift parcels were discontinued at the request of the United Kingdom Postal authorities, and ordinary parcel rates were increased from the 1st October to cover the increased terminal charges made by the United Kingdom.

It has not been possible to open a Savings Bank during the year, owing to shortage of staff and difficulty in filling specialist posts. Preliminary work, however, has been done and it is hoped to commence operation during 1952.



# XIII

## Research

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### FISHERIES

THE SURVEY of the prawn fishery of Labuk Bay has continued and there are indications that the restriction in fishing activities is having a beneficial effect on the industry generally. Total shipments have increased appreciably during the year and the production factor which declined from 5.62 in 1947 to 1.33 in 1950 has increased to 5.85 in 1951. This strong increase is to a large extent because of the decreased number of nets operating and it is not unlikely that climatological factors have a bearing on the revival of the fishery. The results are not, as yet, conclusive and the industry will be closely watched for the next few years.

The Fisheries Department's collection of fish has been increased and about 350 species have been tentatively identified. The Chicago Museum of Natural History and individual specialists in fisheries research have offered to assist the Department in the identification of the specimens collected and shipments have already been forwarded to Chicago and San Diego.

Fish pond experiments are continuing and *Sepat Siam* (*T. pectoralis*) have been bred successfully. The first spawning occurred in February and a small proportion of the fish spawned again in May. A consignment of *Ikan Moedjair* (*Tilapia mossambica*) was received from the Fisheries Department, Singapore in November, 1950 and these have spawned successfully and shown excellent growth. Stocks of both species will be available for distribution to peasant farmers, as soon as the initial field tests have been completed.

The daily survey of the Sandakan Fish Market has continued and now covers a period of 33 months. Valuable information on the seasonal occurrence of fish of commercial importance is accumulating.

Statistical studies of various aspects of the industry have continued and valuable data on the significance of the industry in the general economy of the Colony have been compiled.

#### GEOLOGY

Plans for the rebuilding of the Jesselton office of the Geological Survey Department, British Territories in Borneo, were completed in 1951, and work on the building structure is now nearly completed. It has been designed to include a large museum and library for the display and storage of specimens, maps, and reference books. There will also be a workshop and a laboratory for the preparation and examination of rocks and minerals.

The recompilation of records of past geological and mineral exploration has been completed, and a certain amount of new material added. These records now form an invaluable source of information on the resources of the Colony and provide an excellent basis for the planning of future exploratory work.

The geological survey of the Silimpopon coalfield and nearby Serudong River is nearing completion. From detailed work at Silimpopon, it has been estimated that there are probably 8,000,000 long tons of coal in seams exceeding three feet six inches in thickness in the central and eastern parts of the field. There may be further reserves, but it appears that seams generally get thinner in other parts of the area. Preliminary work on the coal on the Serudong River has shown that prospects are not sufficiently encouraging to justify detailed mapping. Difficulties in the way of profitable mining of the coal relate principally to transport and labour.

Coal in small quantities is also known in the Weston area. This coal is suitable for use in steam locomotives and it was thought that, if it could be cheaply excavated, it would go a long way towards relieving the railway's fuel problem. Early investigations were favourable, but more detailed work in one part of the area was much less so, and it was decided to defer development at least for the time being.

Prospecting for gold has been carried out on the Segama River by Messrs. Anglo-Oriental (Malaya), Limited. It has been known for many years that gold occurs in this area, but none of the prospecting efforts has so far met with real success. It is still, however, possible that gold could be worked successfully on a



small scale if communications were improved. Such an improvement is only likely to take place if the area is agriculturally attractive; as the soils appear to be fertile, samples were collected by an Agricultural Assistant accompanying a geological party as far as Kuala Bole towards the end of 1951.

The Segama River and Darvel Bay region is a type area for some of the older rocks of the Colony, and research into the relationships of these rocks was carried out during the year in order to establish a succession which could be applied in mapping other areas. This work has also yielded important information regarding the origin of the gold of the region.

The Shell Company of North Borneo completed a seismic survey of part of the Klias Peninsula. The object of the application of this modern technique is to reveal geological structures hidden from normal methods of observation by a thick cover of swamp deposits and alluvium. The Klias Peninsula is one of the most promising parts of North Borneo for oil exploration, and it is probable that the company will make further investigations there.

#### ANTI-MALARIA RESEARCH

Anti-malaria research has progressed during the year. Work has continued at Tambunan in the interior of North Borneo, and surveys have been carried out in Sarawak and Brunei.

*Anopheles balabacensis* (= "*A. leucosphyrus*" see below) has continued to show itself the chief vector in every area so far studied where conclusive evidence has been obtained.

At Tambunan, eighteen months after the initial clearing for the eradication of *A. balabacensis* and the malaria which it carries, the results were encouraging although not yet conclusive. In a larval survey, of eighty-three potential breeding places examined, only four yielded *A. balabacensis* in a ten minute search of each, with a total of only nine larvae in a five day search. The spleen surveys showed a fall in the 'All Ages' grouping from 66 per cent in 1949, to 52 per cent in 1950 and 43 per cent in 1951; and in the two to ten year age group, from 80 per cent in 1949 to 53 per cent in 1951. Figures for the comparison area remained high, and exactly what they had been: i.e. 74 per cent for all ages, and 100 per cent for the two to ten year age group. Thus, while the figures cannot yet be con-

sidered to be anything like conclusive, they do, however, support the belief that localised clearing of shade is an effective means of malaria eradication for Borneo generally.

Following progress made in entomology, the mosquito hitherto known in Borneo as *A. leucosphyrus*, and shown to be a widespread vector, must now, under the inflexible rules of scientific nomenclature, be referred to under the name *A. leucosphyrus balabacensis* or *A. balabacensis*. It has been shown that the malaria vector in Labuan is certainly *A. balabacensis*, that the bulk of previous dissections from Borneo probably refer to this form, and that the evidence is consistent with this being the mosquito referred to in other countries throughout Asia.



## PART THREE





## XIV

### *Geography and Climate*

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**N**ORTH 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 four to ten 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, eleven 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 fifteen 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 thirty 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 sixty 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, sixty 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.

## XV

### *History*

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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.

## XVI

### *Administration*

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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. A Commissioner for Law Revision, appointed during 1951, is undertaking the work of introducing up-to-date legislation and of unifying the laws of the Colony.

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 Trade and Customs, whose designation was changed from that of Commissioner of Customs and Excise with effect from the 1st January, 1952, 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.

The two Departments of Posts and Telecommunications were unified in 1951 on the arrival of a substantive Director and with effect from 1st January, 1952 the official designation of the department was changed to that of Posts and Telegraphs.

The post of Administrator-General was created during the year to perform the duties of Registrar of the High Court, Registrar of Companies, and Registrar of Patents and of Trade Marks. He is also carrying out the duties of Custodian of Enemy Property whose affairs are being rapidly wound up.

Other permanent departments are the Agricultural, Audit, Education, Fisheries, Forests, Geological, Inland Revenue, Judicial, Lands, Marine, Medical, Police, Printing, Prisons, Public Works, Railway, and Survey. Temporary departments include

those of the Commissioner for Law Revision, the Controller of Supplies, the Food Controller and the Price Controller.

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

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.

The Rural Government Ordinance, enacted in 1951, provides for the establishment of local authorities in rural areas. These are empowered to control their own finances and make by-laws for such purposes as improvement of agriculture, movement of live stock, control and development of communal grazing grounds, fencing of land, control of markets, and measures to promote public health. The first such local authority has been set up in the Kota Belud District, and formally came into being on 1st January, 1952. It has forty-seven native members, all Native Chiefs or village headmen, under the Presidency of the District Officer.

There is a Rural Board in Labuan established under the Municipal Ordinance of the Straits Settlements with power to make regulations in municipal matters and with limited financial responsibility for its own affairs.

In the other main towns of the Colony there are Sanitary Boards, constituted under the Sanitary Boards Ordinance, whose



members are nominated by the Governor and who function under the Chairmanship of the District Officers. These Boards do not exercise financial control but are empowered to make by-laws relating to control of buildings, conservancy and hygiene, fire-fighting provisions, water supply, traffic control, etc., effective within the Sanitary Board areas with the approval of Government.

Numerous Statutory Boards and Advisory Committees have been established in recent years and are intimately concerned with the day to day administration of the territory.

The Standing Finance Committee consists of the Financial Secretary as *ex-officio* Chairman and six other 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.

The Standing Development Committee includes all unofficial members of Council under the Financial Secretary as Chairman. This Committee scrutinizes all local development and welfare schemes recommended to Government as suitable for assistance from Colonial Development and Welfare funds.

The Central Town and Country Planning Board consists of five *ex-officio* members and five 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 scrutinized by this Board before submission to the Governor for approval.

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 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. The fund provided by this cess is used for

research purposes, and for other services calculated to promote the welfare of the rubber industry.

The Fisheries Advisory Board consists of the Director of Fisheries as Chairman and five other members nominated by the Governor. The terms of reference of the Board are to advise and assist the Director of Fisheries in the formulation of policy relating to the management and development of the fishing industry of the Colony.

The Labour Advisory Board is constituted on a tripartite basis consisting of four members representing various Government interests, with the Commissioner of Immigration and Labour as Chairman, four members representing employers' interests and four members representing employees' interests. The Board affords opportunities for employers and workers to discuss their problems before advising the Government on matters concerning labour.

The Board of Trustees of the War Victims Fund was set up in 1949 under the War Victims Fund Ordinance to deal with applications for relief arising out of the Japanese occupation. Such relief work includes the approval of subsistence grants, contributions to school fees, the supply of rice and special food and rehabilitation grants. It consists of three *ex-officio* members and eight other representative members nominated by the Governor, with the Resident, West Coast, as Chairman.

The Scholarships Advisory Board under the chairmanship of the Director of Education, and with four other representative members, meets to select suitable candidates for scholarships for advanced education abroad.

An Advisory Committee for Education was appointed in 1950 under the chairmanship of the Director of Education. The Director of Medical Services and the Director of Agriculture became *ex-officio* members with four other members representing various educational bodies. It is the function of the Committee to advise the Director of Education and keep him in touch with current thought on educational matters.

A complete list of these Boards is given in Appendix II.



## XVII

### *Weights and Measures*

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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

## XVIII

### *Newspapers*

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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, *Hwa Chow Jit Pao* (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.

News Summaries are published in Malay and English on alternate days by the Government Information Office and circulate widely throughout the Colony.



# XIX

## *Reading List*

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### 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 Information Officer, Jesselton, North Borneo,  
or through Crown Agents for the Colonies,  
4 Millbank, London, S.W.1)

\* *Annual Reports*, 1948, 1949, 1950. Price \$1, \$1, and \$2 respectively.

*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.

*Government Gazette*, (bi-monthly). Subscription, \$15 per annum (Inland), \$25 per annum (Overseas).

*Estimates of Revenue and Expenditure.* (Annual.) Price \$5.00.

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\* (also obtainable from H.M. Stationery Office)

*Customs Tariffs*, 1951. Price \$2.

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

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

*Education Department Annual Report*, 1950. Price \$2.50

*Lands Department Annual Report*, 1950. Price 25 cents.

*Report of the Geological Survey Department for the years 1949 and 1950*. Price \$2.00.

*Forest Department Annual Report*, 1950. Price \$5.00.

*A Preliminary Report on the Census of Population*, 1951. Price 50 cents.

*Statement prepared by Forest Department, North Borneo for the British Commonwealth Forestry Conference*, 1952. Price \$2.00.

North Borneo Forest Records:

No. 1. *North Borneo Standard Grading Rules*, 1949. Price \$2.00.

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.

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.



## 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.
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- 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.







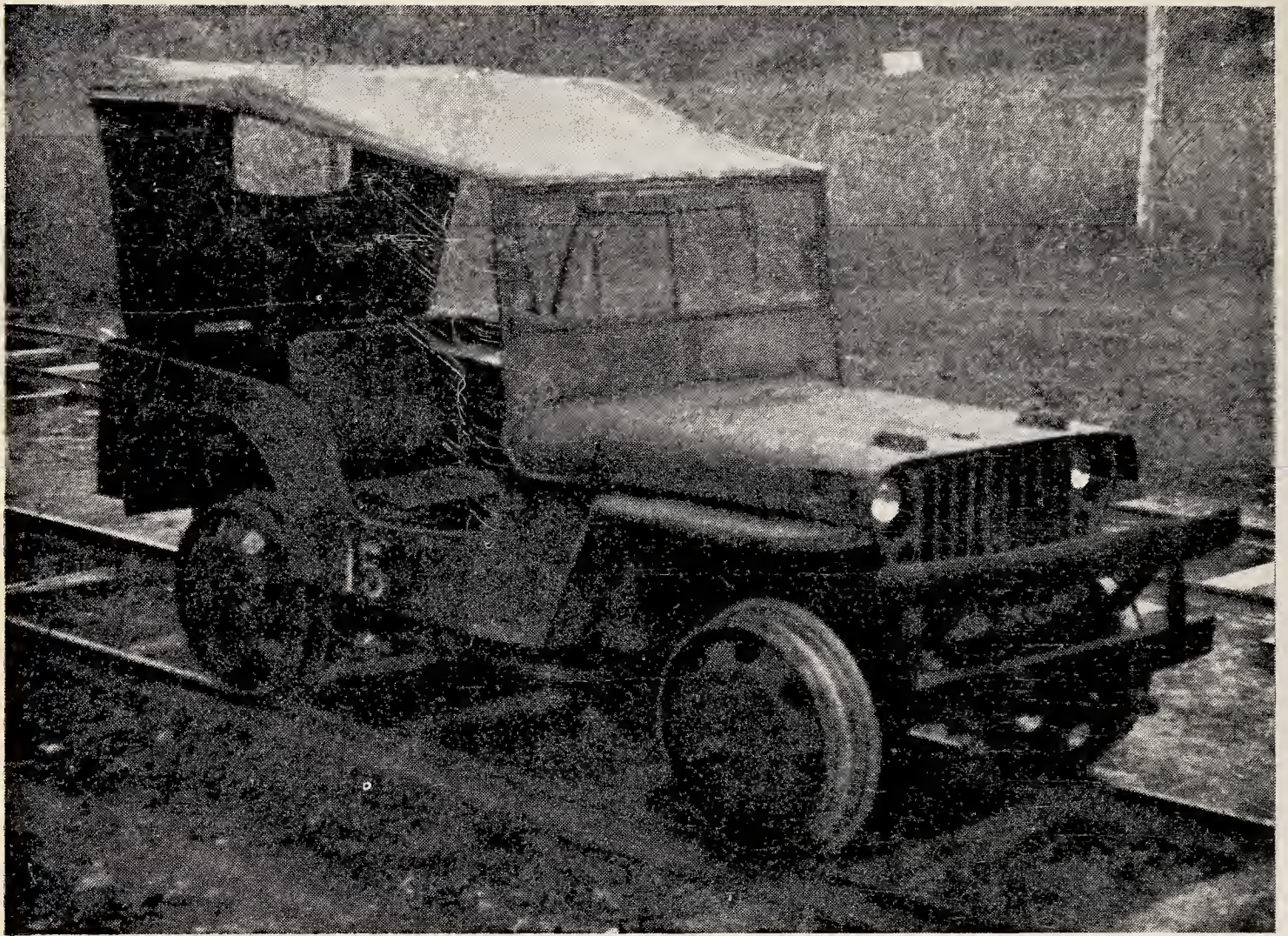
*Acknowledgments to J. E. Longfield, O.B.E.*  
NATIVES OF KOTA BELUD



*Acknowledgments to J. E. Longfield, O.B.E.*  
PADI HARVESTING

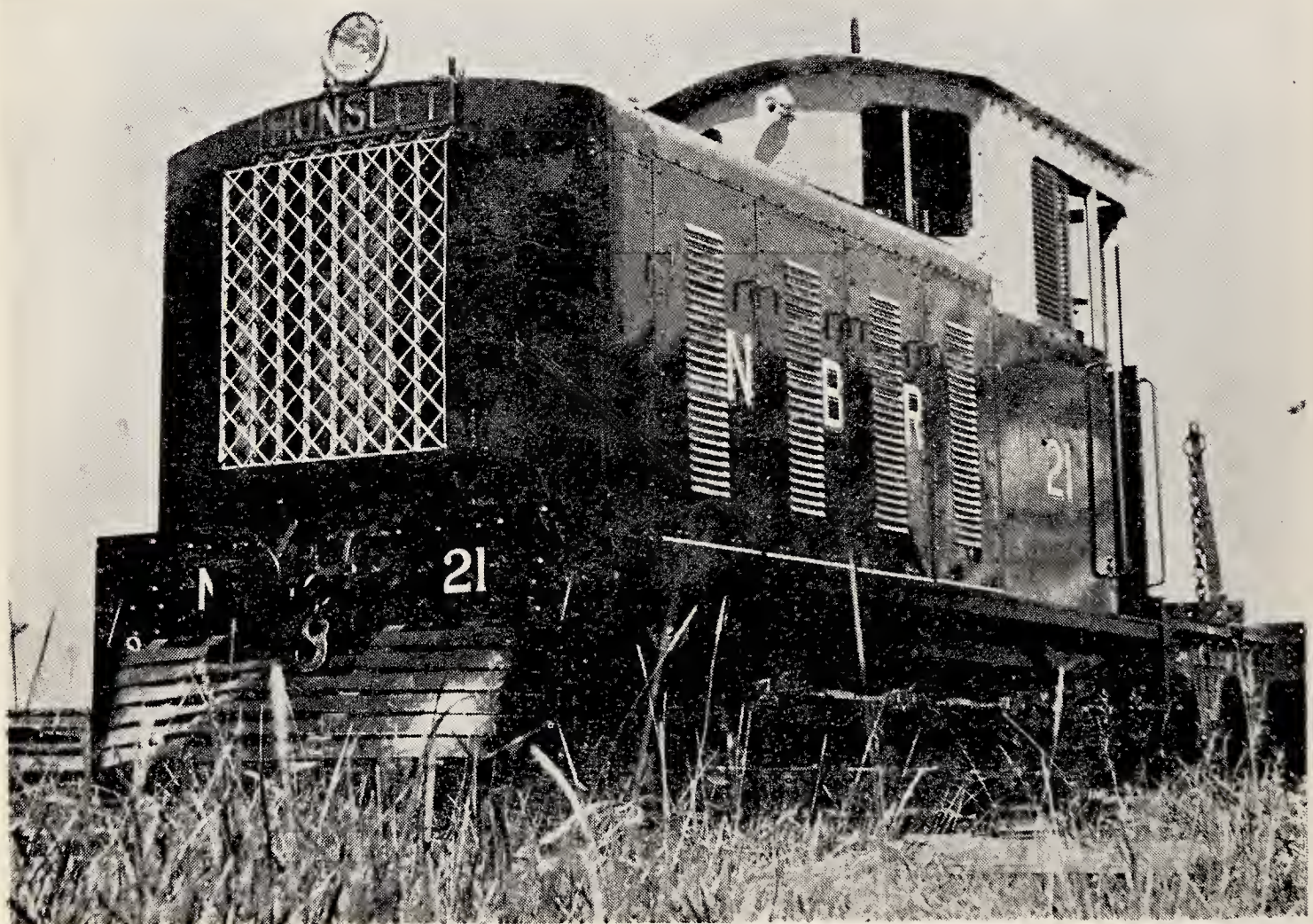


## NORTH BORNEO RAILWAYS



*Acknowledgments to R. Knowles*

*The Administration had only Rail-Jeeps like this one to work the Railway in 1946*



*Acknowledgments to R. Knowles*

*Now they have several diesel locomotives of this type in addition to steam locomotives*





*Acknowledgments to C. A. Gibson-Hill*

### LEPA-LEPA IN SAIL

*Native craft used between the islands on the East Coast*



*Acknowledgments to C. A. Gibson-Hill*

### CIVIL AIRPORT, LABUAN

*A DC 4 connects North Borneo with Singapore four times a week*





*Acknowledgments to J. E. Longfield, O.B.E.*

THE TEMPASUK RIVER, KOTA BELUD, WITH MOUNT KINABALU  
IN THE BACKGROUND



*Acknowledgments to C. A. Gibson-Hill*

SIPITANG

*A typical village in Brunei Bay*



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# APPENDIX I

## COLONIAL DEVELOPMENT AND WELFARE GRANTS AND EXPENDITURE

DETAILS OF EXPENDITURE	Amount in Scheme	ACTUAL EXPENDITURE				Revised Estimates 1951
		1947	1948	1949	1950	
	\$	\$	\$	\$	\$	\$
CENTRAL ALLOCATIONS						
Malarial Survey .. ..	165,417	—	—	—	12,898	81,526
Sociological Research .. ..	28,203	—	—	4,614	6,726	12,411
Aeronautical Telecommunications	665,571	—	—	—	—	339,716
Meteorological Services .. ..	234,000	—	—	—	—	137,108
Malarial Survey .....	214,774	21,139	49,379	59,710	22,381	—
BORNEO TERRITORIES JOINT ALLOCATION						
Reconstruction of Labuan Airfield	242,857	—	99	109,253	87,724	25,781
North Borneo Census .. ..	165,976	—	—	—	9,349	115,927
Coal Investigation .. ..	192,906	780	18,270	173,856	—	—
NORTH BORNEO ALLOCATION						
Irrigation Scheme under Scheme D.797 .. ..	893,689	—	29,165	98,167	90,641	146,727
Trade School .. ..	199,543	—	3,505	35,914	52,149	42,101
Reconstruction of Jesselton and Sandakan Airfields .. ..	608,571	—	154	445,743	72,541	46,913
Forest Surveys and Silviculture ..	488,113	—	—	106,129	51,607	90,825
Road Construction .. ..	1,035,000	—	—	269,255	327,622	195,394
Geology Report .. ..	9,857	—	—	—	—	668
Forestry Training .. ..	30,360	—	—	12,139	4,370	5,154
Expansion of Veterinary Dept. ..	229,010	—	—	—	14,219	22,147
Mechanised Rice Cultivation ..	62,366	—	—	—	10,992	13,776
Expansion of the Teachers' Training College .. ..	1,551,000	—	—	—	4,731	10,175
Maternity and Child Welfare ..	310,200	—	—	—	8,239	61,091
Agricultural Expansion .. ..	294,514	—	—	—	53,351	64,796
Hill Crop Agricultural Station ..	48,257	—	—	—	—	200
Medical Dispensary and Health Launch Service .. ..	43,885	—	—	—	—	8,350
Fisheries Department .. ..	482,880	—	—	—	54,812	168,146
Fisheries .. ..	34,286	19,644	7,063	—	—	—
Visit of Geologist .. ..	9,857	—	—	3,101	—	—
Town Planner .. ..	47,336	459	10,286	26,036	10,209	—
Veterinary Officer .. ..	38,571	—	10,819	12,274	7,379	—
Fisheries Department .. ..	222,857	—	35,018	84,921	15,206	—
Tambunan Malarial Experiment ..	15,000	—	—	10,596	—	—
Rubber Commission .. ..	20,571	—	—	14,835	5,646	—
Establishment of Rubber Clonal Seed Nursery .. ..	17,143	—	—	5,424	5,623	5,143
Hemp Disease Control .. ..	114,000	—	—	36,872	22,956	33,034
Town Planning .. ..	105,060	—	—	—	37,249	52,288
Maintenance of Aerodrome .. ..	111,857	—	—	—	—	111,857
Farm School Tuaran .. ..	106,757	—	—	—	—	—
Papar-Benoni Irrigation .. ..	88,000	—	—	—	—	22,500
Construction of New Hospital, Sandakan .. ..	750,000	—	—	—	—	300,000
	9,878,244	42,022	163,758	1,508,839	988,620	2,113,754



## APPENDIX II

LIST OF STATUTORY BOARDS AND  
ADVISORY COMMITTEES

Advisory Committee, Leper Colony, Berhala.

Boards of Control, Pauper Institutions.

Board of Trustees, War Victims Fund.

Central Town and Country Planning Board.

Chinese Advisory Committees.

Education Advisory Committee.

Fisheries Advisory Board.

Hospital Visiting Boards.

Kota Belud Local Authority.

Labour Advisory Board.

Rubber Fund Board.

Rural Board, Labuan.

Sanitary Boards at

Beaufort

Jesselton

Kota Belud

Kudat

Keningau

Lahad Datu

Membakut

Papar

Sandakan

Semporna

Tenom

Tawau

Tuaran

Weston

Scholarships Advisory Committee.

Standing Development Committee.

Standing Finance Committee.

Technical Education Advisory Committee.

Town Planning Committees.

Trade School Advisory Committee.

Visiting Justices to Prisons and Lock-ups.

## APPENDIX III

## 1951 CENSUS — PRELIMINARY RETURNS

## A—CENSUS DISTRICTS COMPARED WITH 1931

CENSUS DISTRICT	POPULATION					
	1931			1951		
	Persons	Males	Females	Persons	Males	Females
Tawau .. ..	10,536	6,479	4,057	18,610	10,418	8,192
Lahad Datu .. ..	16,249	9,554	6,695	22,865	12,279	10,586
Kinabatangan .. ..	10,513	5,811	4,702	8,460	4,301	4,159
Sandakan Town .. ..	13,723	7,876	5,847	14,499	7,865	6,634
Sandakan Rural .. ..	9,555	5,688	3,867	12,121	6,366	5,755
Labuk .. ..	14,184	7,246	6,938	16,943	8,587	8,356
Kudat .. ..	29,555	15,447	14,108	41,112	21,254	19,858
Ranau .. ..	28,636	14,167	14,469	15,117	7,449	7,668
Tambunan .. ..				10,461	4,854	5,607
Tuaran .. ..	18,894	9,314	9,580	25,984	12,889	13,095
Jesselton Town .. ..	4,594	2,818	1,776	11,704	6,783	4,921
Jesselton Rural .. ..	17,624	9,073	8,551	25,807	13,099	12,708
Papar .. ..	17,731	9,307	8,424	21,352	10,832	10,520
Beaufort .. ..	12,702	7,308	5,394	15,593	8,300	7,293
Mempakul .. ..	9,464	4,854	4,610	10,767	5,488	5,279
Sipitang .. ..	5,508	2,842	2,666	5,822	2,984	2,838
Labuan .. ..	7,507	3,943	3,564	8,784	4,631	4,153
Tenom .. ..	8,970	4,815	4,155	12,073	6,343	5,730
Pensiangan .. ..	9,252	4,608	4,644	6,018	2,934	3,084
Keningau .. ..	9,230	4,755	4,475	8,154	3,985	4,169
Kota Belud .. ..	23,049	11,194	11,855	21,895	10,712	11,183
NORTH BORNEO .. ..	277,476	147,099	130,377	334,141	172,353	161,788



## APPENDIX III—(cont.)

## B—CENSUS DISTRICTS COMPARED WITH 1931

CENSUS DISTRICT	INCREASE OR DECREASE 1931—1951			
	NUMBERS		PERCENTAGE	
	Increase	Decrease	Increase	Decrease
Tawau .. .. .	8,074		76.6	
Lahad Datu .. .. .	6,616		40.7	
Kinabatangan .. .. .		2,053		19.5
Sandakan Town .. .. .	776		5.6	
Sandakan Rural .. .. .	2,566		26.8	
Labuk .. .. .	2,759		19.5	
Kudat .. .. .	11,557		39.1	
Ranau .. .. .		3,058		10.6
Tambunan .. .. .				
Tuaran .. .. .	*	*	*	*
Jesselton Town .. .. .	7,110		154.8	
Jesselton Rural .. .. .	8,183		46.4	
Papar .. .. .	3,621		20.4	
Beaufort .. .. .	2,891		22.8	
Mempakul .. .. .	1,303		13.8	
Sipitang .. .. .	314		5.7	
Labuan .. .. .	1,277		17.0	
Tenom .. .. .	3,103		34.6	
Pensiangan .. .. .		3,234		35.0
Keningau .. .. .		1,076		11.7
Kota Belud .. .. .	*	*	*	*
NORTH BORNEO .. .. .	56,665		20.4	

\* Comparisons are invalid owing to the transfer of the Tenghilan area from Kota Belud to Tuaran District since 1931. The following comparison may however be made:

Tuaran and Kota Belud: Increase in numbers 5,936. by percentage 14.1.

## APPENDIX III—(cont.)

## C—MAIN COMMUNITIES COMPARED WITH 1931

COMMUNITY	1931			1951		
	Persons	Males	Females	Persons	Males	Females
European .. ..	647	389	258	1,213	681	532
Dusun .. ..	110,483	547,721	55,762	117,867	58,107	59,760
Murut .. ..	24,444	12,090	12,354	18,724	9,192	9,532
Bajau .. ..	34,099	16,934	17,165	44,728	22,389	22,339
Other Indigenous .. ..	36,192	18,123	18,069	61,690	31,020	30,670
Chinese .. ..	50,056	31,990	18,066	74,374	41,427	32,947
Others .. ..	21,555	12,852	8,703	15,545	9,537	6,008
TOTAL ..	277,476	147,099	130,377	334,141	172,353	161,788

## D—MAIN COMMUNITIES COMPARED WITH 1931

COMMUNITY	INCREASE OR DECREASE 1931—1951			
	NUMBERS		PERCENTAGE	
	Increase	Decrease	Increase	Decrease
European .. ..	566		87.5	
Dusun .. ..	7,384		6.7	
Murut .. ..		5,720		23.4
Bajau .. ..	10,629		31.2	
Other Indigenous .. ..	25,498		70.5	
Chinese .. ..	24,318		48.6	
Others .. ..		6,010		27.9
TOTAL ..	56,665		20.4	

Note:—European includes Eurasian.



## APPENDIX III—(cont.)

## E—INDUSTRY

INDUSTRY	ALL COMMUNITIES		
	Persons	Males	Females
Agriculture .. .. .	82,998	47,296	35,702
Coconuts, Copra, Coconut Oil .. .. .	3,373	2,822	551
Rubber .. .. .	20,331	15,500	4,831
Tobacco Production .. .. .	816	709	107
Hemp .. .. .	942	771	171
Timber .. .. .	3,637	3,479	158
Firewood and Cutch .. .. .	1,821	1,690	131
Fishing .. .. .	5,452	5,311	141
Mineral Oil .. .. .	269	267	2
Boat Building .. .. .	534	530	4
Electricity Supply .. .. .	135	125	10
Blacksmithing .. .. .	171	171	—
General Manufacture .. .. .	682	563	119
Building .. .. .	1,642	1,520	122
Transport and Communications .. .. .	2,345	2,283	62
Commerce, Banking .. .. .	6,037	5,676	361
Government Service (not including the Railway Dept.) .. .. .	4,225	3,931	294
Professional Service .. .. .	874	623	251
Personal Services .. .. .	1,191	908	283
Entertainment .. .. .	236	205	31
Catering .. .. .	1,811	1,493	318
Domestic Service .. .. .	49,175	698	48,477
No Industry .. .. .			
1 Student .. .. .	21,139	14,626	6,513
2 Unemployed .. .. .	410	311	99
3 No Occupation .. .. .	7,089	2,864	4,225
TOTAL .. .. .	217,335	114,372	102,963

NOTE:—Children under 15 years are not included unless they attend school, in which case they are 'Student'.

## APPENDIX IV

## LABOUR STATISTICS

## A—WORKERS EMPLOYED BY EMPLOYERS OF 20 OR MORE WORKERS

Number of Workers	Chinese	Javanese	Natives	Others	Total
At 1st Jan., 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 Dec., 1949 ...	4,952	2,188	10,811	347	18,298
At 31st Dec., 1950 ...	5,008	1,926	11,713	665	19,312
At 31st Dec., 1951 ...	5,251	1,903	12,716	795	20,665
Percentage of total at—					
1. 1.41 ...	37.6	11.4	46.5	4.5	100
31. 3.48 ...	27.7	12.8	58.2	1.3	100
31.12.49 ...	27.1	12.-	59.1	1.8	100
31.12.50 ...	26.-	10.-	60.6	3.4	100
31.12.51 ...	25.4	9.2	61.5	3.9	100

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

## B—DISTRIBUTION OF LABOUR BY OCCUPATIONAL GROUPS

OCCUPATIONAL GROUPS		NUMBER OF WORKERS AT 31-12-51				
Type of Employment	Places of Employment	Chinese	Javanese	Natives	Others	Total
Estates ...	65	1,759	1,495	6,384	525	10,163
Industry & Commerce	72	2,824	343	3,953	227	7,347
Government Depts. ...	64	668	65	2,379	43	3,155
TOTAL ...	201	5,251	1,903	12,716	795	20,665



## APPENDIX IV—(cont.)

## C—ESTATE WORK

Type of Estate	Places of employment	NUMBER OF WORKERS AT 31.12.51				
		Chinese	Javanese	Natives	Others	Total
Rubber ...	54	1,109	1,214	5,981	107	8,411
Hemp ...	5	341	98	120	356	915
Tobacco ...	1	265	162	219	62	708
Copra ...	5	44	21	64	—	129
TOTAL ...	65	1,759	1,495	6,384	525	10,163

## D—INDUSTRIAL AND COMMERCIAL ENTERPRISES

TYPE OF UNDERTAKING	No. Regtd. employers at 31.12.51	NUMBER OF WORKERS EMPLOYED AT 31.12.51				
		Chinese	Javanese	Natives	Others	TOTAL
Timber-logging, saw-milling, fire-wood-cutting, etc. ..	28	1,233	218	3,189	117	4,757
Wholesale trading, grading, packing, warehousing, stevedoring, transportation, etc.	18	357	96	349	33	835
Building and other construction ..	14	846	8	160	28	1,042
Fishing ..	5	181	—	95	—	276
Miscellaneous ..	7	207	21	160	49	437
TOTAL ..	72	2,824	343	3,953	227	7,347

## APPENDIX V

## RATES OF ESTATE DUTY

in the case of persons dying after 31.12.51

Where the principal value of the Estate			At the rate per centum of
	\$	\$	
Exceeds	3,000 and does not exceed	5,000	1
-do-	5,000	-do- 10,000	2
-do-	10,000	-do- 25,000	3
-do-	25,000	-do- 50,000	4
-do-	50,000	-do- 100,000	5
-do-	100,000	-do- 150,000	6
-do-	150,000	-do- 200,000	7
-do-	200,000	-do- 300,000	8
-do-	300,000	-do- 400,000	9
-do-	400,000	-do- 500,000	10
-do-	500,000	-do- 750,000	11
-do-	750,000	-do- 1,000,000	12
-do-	1,000,000	-do- 1,250,000	13
-do-	1,250,000	-do- 1,500,000	14
-do-	1,500,000	-do- 2,000,000	15
-do-	2,000,000	-do- 3,000,000	16
-do-	3,000,000	-do- 5,000,000	17
-do-	5,000,000	-do- 7,500,000	18
-do-	7,500,000	-do- 10,000,000	19
-do-	10,000,000		20



# APPENDIX VI ESTIMATED ACREAGE OF THE COLONY'S MAIN CROPS.

DISTRICT	Rubber	Coconuts	Wet Padi	Dry Padi	Hemp
<b>WEST COAST—</b>					
Kudat .. .. .	6,106 acres	19,170 acres	1,310 acres	4,000 acres	— acres
Kota Belud (including Ranau) .. .. .	369 "	191 "	8,839 "	7,300 "	— "
Tuaran—Tenghilan .. .. .	6,096 "	387 "	5,002 "	2,100 "	— "
Jesselton—Inanam .. .. .	12,050 "	80 "	1,585 "	420 "	6 "
Penampang—Putatan .. .. .	4,315 "	241 "	6,356 "	400 "	— "
Papar .. .. .	19,780 "	132 "	7,163 "	400 "	— "
<b>TOTAL</b> .. .. .	48,716 "	20,201 "	30,255 "	14,620 "	6 "
<b>EAST COAST—</b>					
Labuk and Sugut .. .. .	156 "	300 "	1,165 "	1,950 "	— "
Sandakan .. .. .	11,580 "	5,019 "	5 "	— "	— "
Kinabatangan .. .. .	583 "	407 "	25 "	1,150 "	25 "
Lahad Datu (including Tungku) .. .. .	2,820 "	6,136 "	9 "	600 "	1,790 *
Semporna .. .. .	— "	634 "	— "	450 "	— "
Tawau .. .. .	13,372 "	8,000 "	— "	50 "	5,764 *
<b>TOTAL</b> .. .. .	28,511 "	20,496 "	1,204 "	4,200 "	7,579 "
<b>LABUAN AND INTERIOR—</b>					
Keningau .. .. .	500 "	10 "	2,866 "	1,650 "	— "
Tambunan .. .. .	40 "	— "	3,300 "	2,502 "	— "
Tenom .. .. .	8,500 "	— "	920 "	1,000 "	— "
Beaufort .. .. .	23,000 "	460 "	2,439 "	1,294 "	— "
Kuala Penyu .. .. .	2,840 "	2,500 "	— "	— "	— "
Sipitang .. .. .	5,500 "	460 "	1,069 "	1,162 "	— "
Labuan .. .. .	1,170 "	1,500 "	973 "	— "	— "
Pensiangan .. .. .	80 "	— "	— "	4,480 "	— "
Mempakul .. .. .	— "	— "	1,547 "	616 "	— "
<b>TOTAL</b> .. .. .	41,630 "	4,930 "	13,114 "	12,704 "	— "
<b>GRAND TOTAL</b> .. .. .	118,857 "	45,627 "	44,573 "	31,524 "	7,585 "

\* Not in production during 1951.

## APPENDIX VII

## EDUCATION STATISTICS

*A*—ENROLMENT BY STAGES 1946-1951.

YEAR	Primary	Secondary	Total
September, 1946. ...	10,268	—	10,268
June, 1947 ...	13,959	93	14,052
June, 1948 ...	15,610	242	15,852
September, 1949 ...	17,705	315	18,020
September, 1950 ...	19,140	484	19,624
September, 1951 ...	20,738	650	21,388

*B*—PROPORTION OF BOYS TO GIRLS 1947-1951.

YEAR	Boys	Girls	Total
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
September, 1951 ...	15,074	6,314	21,388

*C*—NUMBER OF REGISTERED TEACHERS 1948-1951.

YEAR	Men	Women	Total
June, 1948 ...	409	129	538
September, 1949 ...	552	209	761
September, 1950 ...	664	283	947
September, 1951 ...	754	363	1,117



## APPENDIX VII—(cont.)

## D—NUMBER OF SCHOOLS OPEN 1946-1951.

YEAR		Government	Mission	Chinese	Others	Total
Sept., 1946	...	48	43	51	2	144
June, 1947	...	60	45	52	8	165
June, 1948	...	66	56	63	8	193
Sept., 1949	...	65	58	73	8	204
Sept., 1950	...	70	59	77	12	218
Sept., 1951	...	71	58	* 82	8	219

\* includes 5 night schools.

## E—ENROLMENT ALL SCHOOLS 1946-1951.

YEAR		Government	Mission	Chinese	Others	Total
Sept., 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
Sept., 1949	...	3,811	6,601	7,406	202	18,020
Sept., 1950	...	3,904	7,019	8,489	212	19,624
Sept., 1951	...	4,044	8,016	9,028	300	21,388

## APPENDIX VIII

## RECORD OF WORK OF COURTS OF THE COLONY

A—COMPARATIVE STATEMENT OF CASES DEALT WITH  
DURING 1950 AND 1951 BY THE HIGH COURT

High Court	Criminal		Civil	
	1950	1951	1950	1951
Original Jurisdiction ... ..	—	—	6	21
Revisional ... ..	19	43	6	4
Appeals from Magistrates' Courts ...	39	46	7	5
Appeals from Sessions Courts ... ..	2	—	6	1
Appeals to Full Bench ... ..	1	1	—	3
Appeals from Commissioner of Lands and Assistant Collectors of Land Revenue ...	—	—	15	12
TOTAL ...	61	90	40	46



## APPENDIX VIII—(cont.)

B—COMPARATIVE STATEMENT OF CRIMINAL CASES DEALT WITH  
DURING 1950 AND 1951 BY SESSIONS COURTS

SESSIONS COURTS	No. of cases tried	NO. OF PERSONS				NO. OF CASES IN WHICH SENTENCES WERE PASSED				Most prevalent crimes of the serious cases
		Convicted		Acquitted or discharged		Over 12 months		Over 6 months		
	1950	1951	1950	1951	1950	1951	1950	1951	1950	1951
West Coast	7	12	5	7	5	5	1	3	—	1
East Coast	6	6	23	5	8	3	21	4	—	1
Labuan and Interior	1	4	1	3	—	2	1	1	—	1
TOTAL	14	22	29	15	13	10	23	8	—	3

Murder, voluntarily causing grievous hurt by dangerous weapon.

Being in possession of counterfeit currency notes, and using as genuine counterfeit currency notes.

Attempt to commit culpable homicide.

## APPENDIX VIII—(cont.)

C—COMPARATIVE STATEMENT OF CIVIL SUITS DEALT WITH  
DURING 1950 AND 1951 BY SESSIONS COURTS

## GENERAL

SESSIONS COURTS	No. of Suits dealt with		Value of Suits		Fees collected	
	1950	1951	1950	1951	1950	1951
			\$	\$	\$	\$
West Coast ...	46	39	48,285	36,724	864	524
East Coast ...	12	5	15,652	16,239	293	205
Labuan and Interior ...	12	5	33,933	3,730	776	108
TOTAL ...	70	49	97,870	56,693	1,933	837

## D—PROBATE AND ADMINISTRATION

	No. of suits dealt with		Value of Suits		Estate Duty collected		Fees collected	
	1950	1951	1950	1951	1950	1951	1950	1951
			\$	\$	\$	\$	\$	\$
HIGH COURT ...	2	8	6,000	84,298	—	40	1	—
SESSIONS COURTS								
West Coast	4	30	21,471	605,260	1,495	12,063	25	69
East Coast	4	13	25,748	178,961	2,954	10,679	35	27
Labuan and Interior	3	14	3,373	132,798	1,413	15,624	65	95
TOTAL ...	13	65	56,592	1,001,317	5,862	38,406	126	191



## APPENDIX VIII—(cont.)

E—COMPARATIVE STATEMENT OF CIVIL SUITS DEALT WITH  
DURING 1950 AND 1951 BY MAGISTRATES' COURTS

MAGISTRATES' COURTS	No. of Suits dealt with		Value of Suits		Fees collected	
	1950	1951	1950	1951	1950	1951
			\$	\$	\$	\$
WEST COAST RESIDENCY						
Jesselton ...	72	76	8,163	8,005	728	783
Penampang ...	7	18	1,283	5,087	76	282
Papar ...	142	63	9,448	6,425	649	578
Tuaran ...	38	34	2,929	3,296	187	226
Kota Belud ...	30	8	676	355	65	18
Kudat ...	101	54	6,704	4,519	662	473
TOTAL ...	390	253	29,203	27,687	2,367	2,360
EAST COAST RESIDENCY						
Sandakan ...	135	77	10,321	8,425	954	551
Beluran ...	80	39	5,203	3,982	395	319
Lamag ...	12	16	895	1,278	58	66
Tawau ...	32	61	2,746	3,546	149	205
Lahad Datu ...	131	138	8,692	11,572	804	931
Semporna ...	30	21	2,222	1,462	123	102
TOTAL ...	420	352	30,079	30,265	2,483	2,174
LABUAN AND INT. RESIDENCY						
Beaufort ...	111	85	7,578	8,913	819	1,027
Tenom ...	117	17	5,720	2,188	448	279
Keningau ...	3	1	548	90	36	8
Tambunan ...	2	1	130	12	4	1
Pensiangan ...	—	—	—	—	—	—
Mempakul ...	5	1	556	59	22	4
Sipitang ...	5	1	1,083	53	73	5
Labuan ...	38	5	2,950	649	225	50
TOTAL ...	281	111	18,565	11,964	1,627	1,374
GRAND TOTAL ...	1,091	716	77,847	69,916	6,477	5,908

## APPENDIX VIII—(cont.)

F—COMPARATIVE STATEMENT OF CRIMINAL CASES DEALT WITH  
DURING 1950 AND 1951 BY MAGISTRATES' COURTS

MAGISTRATES' COURTS	No. of cases tried		NO. OF PERSONS				NO. OF CASES IN WHICH SENTENCES WERE PASSED			
			Convicted		Acquitted or discharged		over 12 months		over 6 months	
	1950	1951	1950	1951	1950	1951	1950	1951	1950	1951
WEST COAST RESIDENCY										
Jesselton ...	1,104	962	903	857	283	219	5	3	9	9
Penampang ...	77	86	68	61	9	12	—	—	2	—
Papar ...	157	193	90	199	23	27	—	1	—	5
Tuaran ...	193	355	213	311	26	71	4	1	4	2
Kota Belud ...	79	84	65	77	22	32	1	—	4	—
Kudat ...	242	237	189	267	53	28	5	3	8	7
TOTAL ...	1,852	1,917	1,528	1,772	416	389	15	8	27	23
EAST COAST RESIDENCY										
Sandakan ...	581	771	523	745	192	180	4	3	10	7
Beluran ...	47	29	87	26	12	12	—	—	—	—
Lamag ...	11	7	27	11	2	4	—	—	4	1
Tawau ...	257	223	362	228	24	24	4	2	5	3
Lahad Datu ...	118	133	187	142	30	50	—	3	1	2
Semporna ...	26	55	46	53	9	27	—	1	6	—
TOTAL ...	1,040	1,218	1,232	1,205	269	297	8	9	26	13
LABUAN AND INT. RESIDENCY										
Beaufort ...	55	51	51	43	26	5	—	1	—	—
Tenom ...	66	40	63	20	21	21	1	1	2	1
Keningau ...	40	35	58	30	6	5	—	—	1	1
Tambunan ...	24	30	21	22	4	11	1	—	—	2
Pensiangan ...	5	—	2	—	3	—	—	—	—	—
Sipitang ...	12	9	13	7	5	2	—	—	2	2
Mempakul ...	9	6	8	5	2	1	—	—	—	—
Labuan ...	253	397	342	318	43	50	9	—	—	6
TOTAL ...	464	568	558	445	110	95	11	2	5	12
GRAND TOTAL	3,356	3,703*	3,318	3,422	795	781	34	19	58	48

\* Warrant cases 1,217

\* Summons cases 2,486



## APPENDIX VIII—(cont.)

G—COMPARATIVE STATEMENT OF COMPANIES  
REGISTERED DURING 1950 AND 1951

	1950	1951
Companies Incorporated outside the Colony ... ..	5	15
Companies Incorporated in the Colony ... ..	5	2
Companies dissolved ... ..	—	—

## APPENDIX IX

## POLICE STATISTICS

*A*—OFFENCES AGAINST THE PERSON.

YEAR	Murder	Attempted Murder	Culpable Homicide	Grievous Hurt	Rape	Minor Offences
1948 ...	6	—	2	22	—	198
1949 ...	11	4	1	37	6	166
1950 ...	4	—	4	45	2	50
1951 ...	10	4	1	53	2	117

*B*—OFFENCES AGAINST PROPERTY.

YEAR	Piracy	Robbery	House Breaking	Major Theft	Petty Theft	Minor Offences
1948 ...	—	8	6	89	483	137
1949 ...	22	10	2	156	334	123
1950 ...	8	6	9	20	501	83
1951 ...	64	12	10	59	540	110

*C*—NUMBER OF CASES REQUIRING POLICE ACTION.

YEAR	Reported	Brought to Court	Resulting in conviction	Number of persons convicted
1948 ...	2171	1751	—	1450
1949 ...	2988	2636	2081	2463
1950 ...	3353	2720	2100	2367
1951 ...	4332	3096	2644	3231



# APPENDIX X SHIPPING AND CARGO STATISTICS

PORT	SHIPPING		CARGO HANDLED OVER WHARF		TOTAL CARGO	
	Gross Tons 1950	Gross Tons 1951	Tons 1950	Tons 1951	Tons 1950	Tons 1951
Sandakan	819,868	834,781	60,671	86,876	225,225	294,956
Labuan	603,663	646,050	51,306	61,722	146,032	134,444
Jesselton	339,981	407,387	50,703	61,904	51,061	67,924
Tawau	302,316	263,603	39,656	32,122	48,704	42,842
Kudat	223,536	194,888	12,111	14,419	13,903	16,666
Semporna	74,030	69,972	2,852	4,874	9,122	9,897
Lahad Datu	54,223	57,129	6,105	6,499	6,105	6,499
Miscellaneous	18,629	15,606	5,648	2,941	8,705	7,525
TOTAL ..	2,436,246	2,488,416	229,052	271,357	508,857	580,753

APPENDIX XI

GENERAL RETURN OF REVENUE, EXPENDITURE, TRADE AND POPULATION

YEAR	Revenue Millions of dollars	EXPENDITURE		TRADE		Exports of Rubber Tons	Exports of Hemp Tons	Land Revenue and Land Sales Millions of dollars	Railway Receipts Millions of dollars	Estimated Population
		Annually Recurrent	Special & Extraordinary (Capital)	Imports	Exports					
		Millions of dollars		Millions of dollars		Tons	Tons	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	5.1	8.2	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	17.0	15,010	849	.7	.4	331,000
1948 ..	8.0	6.4	4.5	25.4	30.0	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 ..	16.7	9.4	7.8	46.0	92.0	23,900	650	.7	1.0	351,000
1951 ..	24.3	11.4	9.9	70.2	113.7	21,698	150	1.1	1.2	334,141*

\* 1951 Census Preliminary Report.



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# COLONY OF NORTH BORNEO

Scale:- 40 miles to an inch

Miles 20 15 10 5 0 20 40 miles

## REFERENCE

- Railway
- State Boundary
- Residency Division
- Formed Road
- Bridle Path
- Track

1949

