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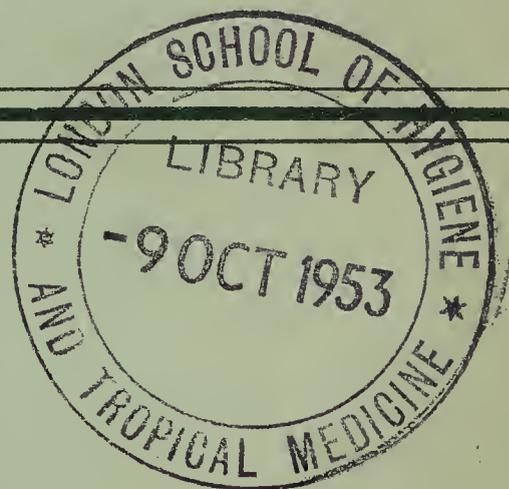


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*COLONIAL REPORTS*

**North Borneo**  
**1952**



LONDON: HER MAJESTY'S STATIONERY OFFICE

1953

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# CONTENTS

		<i>Page</i>
PART I	General Review .. ...	1
PART II		
Chapter 1	Population ... ..	17
2	Occupation, Wages and Labour Organisation ... ..	22
3	Public Finance and Taxation ..	29
4	Currency and Banking ... ..	33
5	Commerce ... ..	35
6	Production	
	Land Utilisation and Ownership ...	39
	Agriculture ... ..	42
	Animal Husbandry ... ..	52
	Drainage and Irrigation ... ..	54
	Forestry ... ..	55
	Fisheries ... ..	62
7	Social Services	
	Education ... ..	64
	Public Health ... ..	73
	Housing and Building ... ..	81
	Town Planning ... ..	84
	Social Welfare ... ..	85
8	Legislation ... ..	90
9	Justice, Police and Prisons ... ..	92
10	Public Utilities	
	Water ... ..	101
	Electricity ... ..	103
11	Communications	
	Harbours and Shipping ... ..	106
	Railways ... ..	109
	Roads ... ..	112
	Air Communications ... ..	113
	Posts ... ..	115
	Telecommunications ... ..	116
12	Government Information Services, Broad- casting, Press and Films ... ..	119
13	General	
	Geology ... ..	121
	Anti-malaria research ... ..	123
PART III		
Chapter 1	Geography and Climate ... ..	127
2	History ... ..	130
3	Administration ... ..	134
4	Weights and Measures ... ..	140
5	Reading List ... ..	141
APPENDICES		
TABLE OF APPENDICES ... ..		145
<i>Appendices I to XV</i> ... ..		146

## ACKNOWLEDGMENTS

The photographs in this report are reproduced with acknowledgments to the following:—

Bajau Tribesman	-	-	-	-	-	R. KNOWLES
Mount Kinabalu	-	-	-	-	-	C. A. GIBSON-HILL
The Putatan River	-	-	-	-	-	W. K. C. NICHOLSON
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The Duchess of Kent at The Duchess of Kent Hospital, Sandakan	-	-	-	-	-	THE SANDAKAN PHOTO- GRAPHER GROUP
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Ceremonial Police Parade at Jesselton	-	-				R. KNOWLES
A Typical Dispensary Scene	-	-	-			R. KNOWLES
The New Health Centre, Jesselton	-	-				W. K. C. NICHOLSON
Children's Christmas Party, Sandakan	-	-				CAMERA STUDIO, SANDAKAN
Boy Scouts Display	-	-	-	-		MEI HWA STUDIO, JESSELTON
Temporary Shop-houses, Jesselton	-	-				R. KNOWLES
New Shop-houses, Jesselton	-	-	-			R. KNOWLES
Hand Logging	-	-	-	-	-	G. S. BROWN
Dragging by Caterpillar Tractor	-	-	-			G. S. BROWN
Rotan at Kuala Tongod Tamu	-	-	-			G. S. BROWN
Damar at Kuala Tongod Tamu	-	-	-			G. S. BROWN

## ILLUSTRATIONS

	<i>Page</i>
BAJAU TRIBESMAN ... ..	<i>Cover</i>
COAT OF ARMS ... ..	<i>Frontispiece</i>
MOUNT KINABALU ... ..	<i>Opposite</i> 16
THE PUTATAN RIVER ... ..	<i>Opposite</i> 17
THE DUCHESS OF KENT AT KENT COLLEGE, TUARAN ... ..	<i>Opposite</i> 64
THE DUCHESS OF KENT AT THE DUCHESS OF KENT HOSPITAL, SANDAKAN ...	<i>Opposite</i> 64
COLONY POLICE HEADQUARTERS, JESSELTON	<i>Between</i> 64—65
CEREMONIAL POLICE PARADE AT JESSELTON	<i>Between</i> 64—65
A TYPICAL DISPENSARY SCENE ... ..	<i>Between</i> 64—65
THE NEW HEALTH CENTRE, JESSELTON ...	<i>Between</i> 64—65
CHILDREN'S CHRISTMAS PARTY, SANDAKAN	<i>Opposite</i> 65
BOY SCOUTS DISPLAY ... ..	<i>Opposite</i> 65
TEMPORARY SHOP-HOUSES, JESSELTON ...	<i>Opposite</i> 96
NEW SHOP-HOUSES, JESSELTON ... ..	<i>Opposite</i> 96
HAND LOGGING ... ..	<i>Opposite</i> 97
DRAGGING BY CATERPILLAR TRACTOR ...	<i>Opposite</i> 97
ROTAN AT KUALA TONGOD TAMU ... ..	<i>Opposite</i> 128
DAMAR AT KUALA TONGOD TAMU ... ..	<i>Opposite</i> 129

## GRAPHS

IMPORTS AND EXPORTS ... ..	<i>Opposite</i> 36
MAIN EXPORTS ... ..	<i>Between</i> 36—37
MAIN IMPORTS ... ..	<i>Between</i> 36—37
SOURCE AND DESTINATION OF IMPORTS AND EXPORTS ... ..	<i>Opposite</i> 37

## MAP

COLONY OF NORTH BORNEO ... ..	<i>Inside back cover</i>
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## General Review

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### THE ROYAL VISIT

IN OCTOBER the Colony was honoured by a four-day visit from Her Royal Highness the Duchess of Kent and her son, the Duke of Kent. The Royal Visitors arrived at Jesselton on the afternoon of Friday the 17th October and left the Colony on the morning of Tuesday the 21st October.

In the course of her short stay the Duchess opened the new Teachers' Training College at Tuaran and graciously named it Kent College. The recently completed Police Headquarters at Kapayan, Jesselton, and the new barracks there were visited and at an informal ceremony Her Royal Highness named them Marina Barracks. On October 20th Her Royal Highness visited the new hospital at Sandakan and in unveiling a bronze plaque commemorating the occasion named the hospital The Duchess of Kent Hospital.

Kota Belud which lies near the foothills of the 13,445 ft. mountain of Kinabalu, was visited by the Duke of Kent on October 11th. He was met by a mounted escort of 120 Bajau horsemen wearing their traditional strikingly coloured costumes. The programme included a pony gymkhana which ended with a polo match. On the following morning the Duke went hunting, and later planted a commemorative tree in front of the Court House and visited the local *tamu* (open air market).

The Duchess of Kent and Prince Edward endeared themselves to all who had the pleasure and privilege of meeting and seeing them. Upon their arrival they were given a tremendous ovation by the large crowd which had assembled to greet them, and a similarly enthusiastic reception awaited Her Royal Highness at Sandakan. Seventy guests were presented to the Duchess at Sandakan and over three hundred at a Garden Party held in her honour on the Padang at Jesselton, in the presence of thousands of spectators. The visit was all too brief, but it gave this young Colony a chance, which it gratefully seized, of demonstrating its

loyalty, and will long remain a vivid and happy memory, while for the generations to come Kent College, the Duchess of Kent Hospital and the Marina Barracks will be permanent reminders of the Royal interest in the Colony's affairs.

### *The Government and the People*

Major-General Sir Ralph Hone, K.C.M.G., K.B.E., M.C., T.D., Governor and Commander-in-Chief of the Colony, was absent on leave from the 16th February until the 18th July. During this period the Chief Secretary, Mr. J. Calder, C.M.G., was the Officer Administering the Government. Mr. Calder came to North Borneo as the first Chief Secretary of the new Crown Colony in July 1946 and in September, 1952, he left on leave prior to a well-earned retirement. His six years of office, which included a total of over two years as Officer Administering the Government, were notable for the re-establishment of good government and the planning and commencement of a sound rehabilitation programme following the destruction of the war years and the confusion and malaise of the Japanese occupation. His valuable administrative experience will be greatly missed.

During the six months of the year that he was in the territory, the Governor as in previous years travelled extensively and so helped to maintain and emphasise the happy personal relationship between the Government and the governed, which he has done so much to foster.

Full details of the administration of the Colony are given under Chapter 3 of Part III. The Governor continued to receive invaluable advice from Executive Council which met five times during the year. A further step forward was taken in the consolidation of the Colony's laws, and twenty-four Ordinances were enacted with the advice and consent of the Legislative Council which met on two occasions.

Statutory Boards and Advisory Committees continued to keep Government closely informed of public feeling and to interpret official policy to the people. The diversity of activities in which they were engaged may be seen from the list given in Appendix I.

An advance in associating the people more closely with the Government of the Colony was made by the establishment of a Local Authority, under the Rural Government Ordinance, 1951,

in the predominantly native and homogeneous district of Kota Belud, with effect from the 1st January, 1952. The Local Authority, which has control of its own finances, subject to approval of the budget by the Legislative Council, consists of the Native Chiefs and selected Village Headmen, under the Presidency of the District Officer, with his Native Assistant as Vice-President. Although it is clear that the development of an awareness among the ordinary people of the advantages and privileges of local government can only be a gradual process, the Kota Belud Local Authority in its single year of existence already has an impressive record of achievement behind it. In the light of the experience gained, it is hoped that two or more similar authorities will be established in rural areas during 1953.

In the towns, which are predominantly Chinese in population, there have been healthy signs of an increasing civic consciousness. The Labuan Rural Board, which has a limited financial responsibility for its own affairs, functioned satisfactorily throughout the year. In other urban areas, the Sanitary Boards under the Chairmanship of the District Officers, continued to take an active interest in the task of planning and rebuilding their towns and in a great variety of other matters affecting urban welfare. It has not yet been possible to enact a Municipal Ordinance and to establish a Municipality at Sandakan (where there is a full time Chairman of the Sanitary Board), but in 1953 it is also hoped to introduce a Bill regulating the work of Township and Municipal Authorities which will constitute a considerable advance on the present Sanitary Boards Ordinance.

The second post-war Conference of Native Chiefs which was held in July at Keningau, was attended by twenty-eight Chiefs from all over the Colony. The only Government officer to be present was one administrative officer whose sole function was to assist with the preparation of the agenda and the recording of decisions. The purpose of the Conference was to enable the leading representatives of the various native communities to discuss together freely problems common to the different parts of the territory, and to bring matters concerning the welfare of their people to the attention of Government. Considerable time was devoted to discussing agricultural matters, including the demonstration of mechanical cultivators, the need for irrigation, the

extent of uncultivated land on some of the large estates, Government loans to assist in opening up new land and the importance of adequate grazing reserves. Among other questions raised were medical facilities in rural areas, the remuneration of Headmen, the election of Native Chiefs, Native Court fines, the voluntary building of village schools and the declining population of the Murut people.

The Information Office, which was established at the end of 1950, has proved of considerable value both as a means through which Government can make known its views and wishes on matters of importance and as a source of reliable up-to-date news. In addition to the publishing of News Summaries enjoying a wide circulation in English, Malay and Chinese, the Information Office is responsible for a daily news broadcast in these languages from Radio Sabah. Details of other services provided by the Information Office are to be found under Chapter 12 of Part II. The first English daily newspaper in the Colony recently began publication at Jesselton and this has enabled the Information Office to reduce the number of its English News Summaries and to embark on other projects. A new magazine containing informative articles of local and topical interest is expected to make its first appearance shortly.

### *The Judiciary*

The Combined Judiciary of the three British Borneo territories suffered a grievous loss in the death of Sir Ivor Brace, its first Chief Justice, who died in Singapore on the 24th October, 1952. The late Sir Ivor came to North Borneo, as Chief Justice of the new Colony, in 1947. The Combined Judiciary of Sarawak, North Borneo and Brunei was inaugurated to facilitate and improve the administration of justice, and was largely the conception of Sir Ivor himself, who also prepared the first drafts of the complicated legislation necessary to its accomplishment. It was not surprising, therefore, that he was selected to become Chief Justice of the new combined Court. His untimely death has deprived the Colonial Legal Service of one of its most eminent members and the three territories of a Chief Justice of outstanding ability and worth.

### *Public Finance*

This subject is dealt with more fully under Chapter 3, Part II, of this Report.

No grants or loans in aid were received in 1952 from Her Majesty's Government. Ordinary revenue amounted to \$22.9 million, which compares very favourably with the \$16.7 million in 1950, and is only \$2.1 million below the \$25 million reached in the boom year of 1951. \$22.9 million is a very satisfactory total when the fall in the prices of rubber and copra is considered and is slightly in excess of the figure estimated for the year.

Although no grant in aid was received in 1952, it was nevertheless possible from accumulated balances to spend more, especially on development and reconstruction than in the previous year. Recurrent expenditure was \$13.2 million as against \$11.5 million in 1951, while expenditure on reconstruction and development increased to \$16.3 million from \$11.9 million in the previous year. The excess of normal revenue over recurrent expenditure in 1952 amounting to \$9.7 million was available as a contribution towards the cost of reconstruction and development, and of items of Special Expenditure amounting to \$1 million.

During the year all remaining War Damage claims were settled and a total of over \$8 million has already been paid. 702 restoration awards amounting to \$2.2 million remain outstanding and payment in the great majority of these cases awaits rebuilding by property owners in accordance with the town plans.

### *Economic Progress*

The fall in the average market price of rubber by nearly 50% and of copra by 40% was the outstanding feature of the year. Imports in 1952 were \$70.3 million compared with \$70.2 million in 1951 and exports amounted to \$64.7 million as against \$113.7 million in 1951. The favourable trade balance in 1951 of \$43.5 million was thus translated into a small adverse balance in 1952 of \$5.6 million. An analysis of the trade figures, which appear on page 36, shows that there was a marked reduction in the import of some consumer and luxury goods and that despite the big decrease in the value of exports, there would have been a favourable balance, but for the import of a record quantity of capital goods in the form of new machinery and building materials

essential for the restoring and developing of the physical assets of the Colony.

During 1952 rubber exports were only 2,600 tons less than in 1951, but the export value declined by \$47.1 million. Copra exports amounted to 12,100 tons, which was 400 tons below the figure for the previous year, but the decrease in value was \$3.1 million. The output of timber rose to a new record of 7.6 million cubic feet, which is about 400,000 cubic feet more than in 1951. Exports of timber declined by one million cubic feet, however, mainly because of severe import restrictions imposed by Australia. The Colony's dependence on the rubber industry and to a lesser extent on copra, has long been a matter for concern and efforts are being made to diversify the country's economy. With agriculture, this is a long term process and it is in the timber resources of the country, despite temporary trade set-backs, that there lies the means of early development towards a more balanced economy. Hitherto development of the forest resources has been limited 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 extraction until 1955. An agreement with the Timber Company dated 28th June, 1952, terminated this monopoly and has thereby released extensive areas of excellent forest for working. A new, modified, timber agreement has been concluded with the British Borneo Timber Company, and concession areas have been granted to four other companies. This will lead to a more rapid development of the industry than could otherwise have been possible and to a substantial increase in the exploitable resources and therefore in the economic stability of the Colony.

On account of adverse weather conditions the 1951/52 rice season was a poor one and the yield is estimated at 21,000 tons as compared with 25,000 tons for the previous harvest. A very small proportion of the considerable reserves of padi which Government has accumulated through its Padi Purchase Scheme was released for milling and put on the market. In addition, it

was necessary to import 14,100 tons of rice as compared with 15,600 tons in 1951. Due to rising prices, however, \$800,000 more had to be paid for this rice than for the larger quantity imported in the preceding year. Because of this upward trend it was necessary on two occasions to increase the selling price as it is a cardinal point of the Government's policy that rice should not be subsidised.

The production of other commodities was either well maintained or increased.

There is still a shortage of labour although the general situation shows improvement. According to returns received from the larger employers, the number of workers engaged on various enterprises is now over 24,000, which represents an increase of 17½% over the numbers employed at the end of 1951. The settlement of emigrants from the Cocos-Keeling islands was completed and there are now more than 1,486 of these islanders in the Colony. They are showing themselves to be good settlers and readily adaptable to their new surroundings. A shortage of skilled and semi-skilled workers in the building, timber and other trades has been met by the issue of temporary entry permits to some 600 such workers from Hong Kong and Singapore.

Although in 1952 the general economic position has been in the process of adjusting itself to what may be described as a more normal level and the inflationary spiral was arrested, the cost of living remained high. The scarcity and high price of locally produced food continued to be a major problem and a measure of price control had to be retained in consequence.

*Social Progress* (for full details, please refer to Chapter 7 of Part II).

The social services continue to expand and to call for additional expenditure under the Colony's budget. The school population increased by 1,603 pupils and there were 1,303 registered teachers as compared with 1,117 in 1951. Evening classes were organised by the Education Department at Jesselton and have proved to be a great success. Among the new Government schools built were two at Labuan in permanent materials. The Teachers' Training College at Tuaran, named Kent College, designed to accommodate 72 men and 24 women students, was completed.

Forty students, who began their training early in the year in temporary accommodation shared with the Trade School, are expected to move to the new College early in 1953.

The general health of the population remained good and there were no serious outbreaks of epidemic disease. For the first time the Colony had its full complement of 12 Medical officers including a Health Officer, and, in addition, a Surgeon and Dental Officer were appointed. An experienced Matron arrived in the Colony in September and her main task will be to establish an adequate Junior Nursing Service. The new Duchess of Kent Hospital at Sandakan, which will have 100 beds, is expected to be ready for occupation early in 1953, and a Cottage Hospital is also being built at Kudat. New up-to-date equipment has been received and generally the medical services have been greatly improved. This is reflected in the higher number of patients now being treated. A mobile motor dispensary was put into operation on the main roads around Jesselton and an experimental medical launch service was started on the Kinabatangan River.

Much excellent work has been done by the several missions in the Colony, the War Victims Fund, the Leper Fund, the Boy Scouts, the Girl Guides and the local branches of the British Red Cross Society and the St. John Ambulance Association. All these bodies have been expanding their activities and have received considerable support both in money and voluntary service from the general public.

#### *Reconstruction and Development*

The hope expressed in 1948, that reconstruction might be completed by the end of 1951 has not been fulfilled, and it is now clear that the task cannot be finished until 1954. The results of the planning of previous years, however, helped by a better staffing position in certain key departments is now being seen. Compared with any previous year since the war an immense amount was accomplished in 1952. Nor was this reconstruction programme confined to Government buildings. Private enterprise in this respect can also boast of a year of great achievement. Full details of the housing and reconstruction programme will be found under the heading Housing and Building on pages 81-84 of this report. It must suffice here to say that at the end of the year two more townships had been completely rebuilt and the

number of buildings either completed or in process of construction by the Public Works Department was 375, of which 228 were Government quarters, the great majority being for junior officers.

Road construction (see also page 112) did not advance as had been hoped. This was because of other calls on plant and labour and the need for continual maintenance work due to the type and volume of traffic being far heavier than that for which the roads were originally constructed. The number of buses, taxis and lorries using the roads is high. During the year the Government was fortunate enough to obtain the advice of the Commissioner of Road Transport, Federation of Malaya, who thoroughly investigated the problem. Acting on his recommendations interim legislation designed for the better regulation and reduction of Public Service Vehicles was introduced in December, pending fuller legislation which will be enacted in 1953.

The rehabilitation of the railway (see also page 109) proceeded satisfactorily. A considerable length of the line has been relaid with 60-lb. rails. The rebuilt three-span bridge across the Papar River was opened by the Governor in July and the widening and lowering of the level of the Pengalat tunnel to enable it to take standard metre-gauge rolling stock was completed.

The year saw a further increase in civil aviation (see also page 113) and there are now six scheduled air services calling at the International Air Port of Labuan, the runway of which has been greatly improved. Malayan Airways increased the number of their flights between Singapore and the Colony to five a week. Preparations for an internal air service were largely completed. Six new airstrips had either been built or were under construction by the end of the year, and if all goes well the new service will be inaugurated in May, 1953.

With regard to shipping (see also page 106) new electric light-beacons have been installed at the entrances to the harbours of Jesselton and Port Victoria, Labuan. A new 15-mile light has been established on the island of Si-Amil and the construction on an island at the entrance to Sandakan Harbour of a new 35-mile light is in progress. The Colony is still suffering from lack of port facilities and the reconstruction of the three main wharves at Labuan, Sandakan and Jesselton is urgently necessary. It has

been decided to re-build these of timber using *belian* piles and reinforced concrete decking. Work on the Labuan wharf is expected to start early in 1953 and in the meantime test piling is being carried out at Sandakan. The plans for the Jesselton wharf are in process of completion.

Telegraphic communications (see also page 116) have been further improved. The installation of a 400-line automatic telephone exchange was completed at Jesselton and a 150-line automatic exchange at Sandakan. Cable & Wireless, Ltd., opened a radio-telephone service to Singapore, supplementing their Jesselton-Hong Kong service.

Water supplies (see also page 101) were maintained and certain improvements made. At Jesselton a supplementary scheme has been under construction and will be in operation shortly. It is expected to double the existing supply. Electricity supplies (see also page 103) have been maintained and improved. A new power station has been designed for Jesselton, but is not expected to be in operation before 1954.

The experimental and development work of the Agricultural Department (see also page 50) was concentrated at the Central Agricultural Station at Tuaran and at the Inanam Padi Experimental Station. Amelonado cocoa seedlings introduced in 1950 are now fruiting freely at Tuaran and appear to be suited to local conditions. 200 yards of budwood were supplied from the Tuaran Station to rubber small-holders. At Inanam local and imported varieties of padi are being investigated and developed. At Keningau, tests are proceeding with cultivation by mechanical means.

The Drainage and Irrigation Branch of the Public Works Department (see also page 54) have completed the construction of bunds to prevent salt water infiltration into 750 acres of coastal padi fields. More than  $4\frac{1}{2}$  miles of a diversion channel to prevent the flooding of valuable land in the Papar district has been dug. In the Kota Belud area a dam has been built across the Tempasuk River designed to irrigate 6,000 acres.

New training schemes for the staff and the installation of one or two additional machines have increased still further the efficiency of the Printing Department. The Government Printing Press,

which was installed at a cost of \$250,000, came into operation in 1951, and is now equipped to fulfil promptly all demands for many years to come.

### *Help from outside sources*

This review would not be complete without thankful acknowledgment of the help the Colony has received, and is continuing to receive, from outside sources. A full description of all this assistance is not possible here, and it must suffice to say that reconstruction of buildings and the Public Services would not have been possible without generous financial aid from Her Majesty's Government in the years following immediately after the restoration of Civil government. Owing to buoyant revenues during the year under review, it was not necessary to request a grant-in-aid, but it should be noted that the conditions for such favourable progress were created by the help given in preceding years.

In addition, the Colony has received a large share of the funds made available under the Colonial Development and Welfare Act. A full list of the schemes which have been and are in operation is to be found in Appendix II. They cover a diversity of projects, but the emphasis has been rightly laid on economic development and, in particular, on assisting agriculture, the principal industry in the country. During the year, the following new schemes were prepared and approved:—

#### *Central Research Allocation ...*

		\$	\$
R.321B	— Sociological Research	1,715	
R.475A	— Herbarium, Sandakan	4,500	
D.1835	— Broadcasting	214,287	220,502

#### *Borneo Territories Joint Allocation*

D.915C	— Labuan Airfield	75,000	75,000
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#### *North Borneo Allocation*

D.823B	— Coal Investigation	420	
D.979A	— Forest Surveys and Silviculture	78,755	
D.1109C	— Geological Surveys	120,000	
D.1158A	— Road Construction	2,622,000	
D.1195A	— Forestry Training	23,360	
D.1271B	— Veterinary Development and Expansion	7,695	
D.1384A	— Teachers Training College	883,030	
D.1425A	— Agricultural Expansion	42,945	
D.1646A	— Sandakan Hospital	497,143	
D.1722	— Kudat Hospital	409,715	

North Borneo Allocation (*Contd.*)

D.1727	—	Feeder Air Services	...	336,850	
D.1777	—	Papar—Benoni Irrigation North and South Banks	...	777,000	
D.1793	—	Marudu Bay Rice	...	83,230	
D.1828	—	Central Mental Hospital	...	285,000	
D.1800	—	Stock Development Officer	...	120,180	
D.1829	—	Water Supply Tuaran/Tamparuli		316,000*	
D.1835	—	Broadcasting	...	36,430	
D.1878	—	Keningau Hospital	...	392,000	
D.1952	—	Hospital Equipment	...	144,070	
D.1885	—	Training of Agricultural Subordinates	...	12,955	7,188,778
			TOTAL ...		<u>7,484,280</u>

\* One-half of the total grant to be financed by loan.

Mention must now be made of the help received from the International Organisations and specialised Agencies.

*U.N.I.C.E.F.* Among the projects financed by this Organisation was a campaign to provide a regular supply of free milk to all school children. Medical supplies of all kinds have been given or are promised, including equipment for a children's ward at Sandakan Hospital, and laboratory and other equipment for the new Health Centres, which have been provided by Government as its matching contribution.

*W.H.O.* The project for training hospital staff has made great progress. There are three senior Nursing Sisters now in the Colony teaching general nursing, hospital organisation, and maternity and child welfare work. Two more instructors are expected to arrive early in 1953. This Organisation has supplied teaching aids and Jeeps, as well as the services of experts. A new environmental sanitation and health scheme is under active consideration.

Under the Colombo Plan for Technical Assistance to under-developed countries in South and South-East Asia, applications have been made for the expert services of a physical training instructor, a lady domestic-science teacher, a junior-school teacher, a pathological laboratory technician, a hydraulic engineer, a road engineer and team of technical assistants and a sanitary inspector for the Public Health Service.

The most important function of these experts will be the training of local staff so that their work will be continued and expanded after they have gone. Experts to fill the first four posts have

already been selected—three will be supplied by the New Zealand Government and one will come from Australia. The physical training expert has already arrived and the other three are expected early in 1953.

Finally, the Mutual Security Agency has promised to assist with financing the rebuilding of the wharves at the three major centres of Jesselton, Sandakan and Labuan.



## PART TWO





**Mount Kinabalu with the Tempasuk River in the Foreground**

This mountain which is 13,455 feet high is sacred to the Dusuns and other pagan native tribes and is the highest in South East Asia.



**The Putatan River with Bajau Homesteads**

This river scene is typical of many such on the West Coast of the Colony.

# 1

## *Population*

---

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 243,009. 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 1,213. 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. Nearly one half of the population lives in the West Coast Residency, where the density is thirty-one persons per square mile. The low density of 5.6 persons per square mile in the East Coast Residency is indicative of the large areas there of jungle and swamp.

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 Muslim 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 Muslims and racially are Malayan-Javanese. They are seafarers and fishermen generally, inhabiting the west coast fringe from Brunei Bay to Jesselton. The Kedayans, also Muslims, 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 Japanese occupation, have had a beneficial effect on the health and fertility of the native peoples as a whole, although there is still room for considerable improvement. 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 immigrant 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 Chinese are now 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 the larger commercial concerns and plantation companies with headquarters in the United Kingdom and by Government. They are the biggest employers of labour and are responsible for 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. Amongst the Indonesians are many who came to the country in the twenties and thirties as estate labourers and who have chosen to settle here; some are more recent immigrants from Indonesian Borneo looking for work; some are the remainder of those brought by the Japanese for forced labour during the occupation who refused the opportunity of repatriation after the war.

Many of the Indians, Pakistanis and Ceylonese are artisans, technicians and traders. Some of the Indians and Pakistanis were originally employed in the Constabulary who have acquired land and settled down, some becoming dairy farmers in the vicinity of the principal towns.

Only some 45,000 persons live in anything like approaching urban conditions. The main towns of the Colony are Sandakan (14,499 persons), Jesselton (11,704 persons), Tawau (4,282 persons), Victoria, Labuan (2,526 persons), Kudat (1,895 persons), Papar (1,772 persons) and Beaufort (1,576 persons).

The great majority of the Dusun and Murut peoples are pagans, while an equally large proportion of the coastal communities are Muslims. The Chinese non-Christian population generally adheres to Confucian ethics mixed with Buddhist beliefs. Roman Catholic, Church of England, Lutheran and other missions, both Pastoral

and Evangelical are active in the Colony. A total of 29,092 persons declared themselves as Christians in the 1951 census.

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 majority of its inhabitants.

The estimated population on 30th September 1952 was:—

Indigenous	...	...	...	246,977
Chinese	...	...	...	79,039
European (including Eurasian)			...	1,492
Others	...	...	...	20,896
			TOTAL	...
				348,404

A summary of registered births and deaths during the period January to September, 1952 shows:—

			Births	Deaths
Indigenous	...	...	5,015	2,653
Chinese	...	...	2,587	567
European (including Eurasian)			38	6
Others	...	...	663	282
		TOTAL	...	...
			8,303	3,508

The following is a summary of arrivals and departures through the ports of the Colony during the period January to September, 1952:—

			Arrivals	Departures
Indigenous	...	...	1,127	1,351
Chinese	...	...	4,088	3,848
European (including Eurasian)			1,301	1,237
Others	...	...	13,233	10,017
		TOTAL	...	...
			19,749	16,453

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

## 2

### *Occupation, Wages and Labour Organisation*

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THE NATIVES of the Colony are primarily agriculturalists and have formerly 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 constitute 56.1 per cent of the labour force of the Colony. Their importance in industry and on estates has steadily increased as will be seen from tables A to D in Appendix IV though their percentage of the total labour force has slightly decreased during 1952 as a result of the entry of workers on limited-period entry permits for employment on reconstruction work. The fall in the price of rubber during 1952 has had no significant effect upon the number of workers employed on rubber estates.

The Natives still provide the bulk of the agricultural workers for the production of padi, the main food crop of the Colony. The figures for the 1951 census showed that 83,000 persons were at that time engaged in smallholding agriculture, the bulk of whom are natives engaged in padi planting, mostly on their own account. This was in addition to the 12,716 natives employed in wage-earning activities with the larger employers. It is the policy of Government to encourage them to continue and to increase the production of rice from their own lands with a view to making the Colony self-supporting in rice—its main food crop. A start has been made on a process of weaning hill-dwelling natives from shifting cultivation to a more permanent form of agriculture in the lowlands where they may take wage-earning employment on estates when not engaged in padi production, and where the provision to them of social services will be facilitated.

Comparatively few natives hold executive or clerical posts or work as artisans. Their relative position in the fields of commerce and trade is shown in the following statement:—

	Indigenous	Chinese	Others	Total
Engaged in commerce	701	4,968	368	6,037
Engaged in transport and communications	812	1,231	302	2,345
Engaged in building construction	286	1,281	75	1,642
Owners of estates or small- holdings planting com- mercial crops	2,389	2,175	298	4,862
Owners of other businesses	593	2,763	157	3,513
Employed as managers or assistants	349	843	65	1,257
Employed as skilled workers	1,261	3,989	646	5,896
Employed as clerks	242	1,170	179	1,591

### *Immigrant Labour*

Further groups of immigrant workers 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 on the Darvel Tobacco Plantations' tobacco estate at Segama, Lahad Datu. There have now arrived in the Colony 1,486 Cocos Islanders. When they first arrived in this Colony their general nutritional condition caused some concern, but as a result of very careful attention given them by their employers, their health has improved satisfactorily and they are now settling down admirably. They show themselves readily adaptable to their new surroundings.

The demand for artisans and semi-skilled workers for building construction has continued to increase during 1952 and is far beyond the capacity of the local supply. Government has therefore adopted a policy of permitting the temporary entry of skilled and semi-skilled workers from Hong Kong and Singapore for employment with firms of established Singapore and Hong Kong constructional engineers and contractors, who have opened branches, principally 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. 865 permits have been issued for the entry of such workers and at the end of the year just over 600 of these workers were still employed in the Colony.

The possibility of arranging for immigration by Indian agriculturalists and skilled workers to North Borneo for employment and settlement in the Colony was taken up with the Government of India through the Representative of the Government of India in Singapore, Mr. Gopala Menon, who paid a visit to the Colony in September, 1951. An Advisory Committee was set up to explore the practicability of a pilot settlement of 100 families of agriculturalists in a region where employment was readily available on estates and of the settlement on the land of skilled workers from industrial undertakings. The Government of India indicated that it was disposed to accept the proposal in principle, and the important questions of finance and public policy were engaging the attention of the Government of North Borneo at the end of the year. The Government of the Colony has been pressed by various sections of the public on many occasions to make strenuous efforts to increase the population of the Colony by immigration in order to relieve the shortage of labour in the Colony and to foster its future agricultural, commercial and industrial progress. Many projects were considered and in several instances negotiations entered into with other Governments, but in spite of all these efforts no feasible scheme materialized. The co-operative attitude of the Government of India now places the Government of the Colony for the first time in a position to present a practical scheme to the public.

#### *Wages and Earnings*

The increase in the frequency of coastal shipping and commercial aircraft in 1952 has been reflected in a tendency towards levelling-up 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 are now becoming 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 differing local costs of living. Most agricultural work and much industrial work is performed on piece rates.

Wage increases in 1952 have not been as rapid or as marked

as in 1951. It may be said that at present unskilled workers earn up to \$3.50 per day, semi-skilled workers from \$5 to \$7 per day, and skilled workers from \$7 to \$12 per day.

Hours of work are 8 hours a day, six days a week, but in many cases shorter hours are worked. Various holidays are prescribed.

### *Cost of Living*

The cost of living which rose steadily during 1951 declined slightly in 1952 from the peak reached in the previous year, but was still high. The scarcity and high price of locally produced food continued to be a major problem. Figures for an average monthly budget for workers of various races in the Colony collected by the Labour Department show the following:—

Workers Monthly Budget	1950	1951	1952	% $\frac{\text{Increase}}{\text{Decrease}}$ 1951—1952
<i>Chinese:</i>				
Foodstuffs ... ..	28.98	35.62	37.00	+ 3.8
Clothing and bedding ...	6.41	6.20	4.68	—24.5
Miscellaneous ... ..	11.56	12.56	11.80	— 6.0
Total ...	46.95	54.38	53.48	— 1.6½
<i>Indonesians:</i>				
Foodstuffs ... ..	22.78	25.67	25.88	+ .8
Clothing and bedding ...	6.58	8.35	6.08	—27.2
Miscellaneous ... ..	8.22	9.27	9.49	+ 2.3
Total ...	37.58	43.29	41.45	— 4.2½
<i>Natives:</i>				
Foodstuffs ... ..	24.96	30.84	31.64	+ 2.5
Clothing and bedding ...	4.98	6.50	5.07	—22.0
Miscellaneous ... ..	10.26	12.23	11.00	—10.0
Total ...	40.20	49.57	47.71	— 3.7½

A retail price index giving the mid-year and end year prices of certain basic foodstuffs is appended:—

	1951		1952	
	June	December	June	December
2 gantangs rice ...	\$3.52	\$4.00	\$4.00	\$4.32
1 kati flour ...	0.27	0.30	0.30	0.30
1 „ fats ...	2.00	2.00	2.00	1.80

		1951		1952	
		June	December	June	December
1 kati white sugar	...	0.40	0.50	0.42	0.42
1 „ meat	...	1.50	1.61	1.57	1.36
3 katis fish	...	2.79	4.80	4.05	4.50
2 14-oz. tins of milk	...	1.40	1.40	1.40	1.46
6 eggs	...	1.02	1.44	1.32	1.32
5 katis vegetable	...	2.12	2.75	2.50	2.12
2 ounces tea	...	0.50	0.50	0.48	0.48
$\frac{1}{4}$ kati coffee beans	...	0.60	0.62	0.62	0.63
		16.12	19.92	18.66	18.71
Local Index	...	122	151	141	141

### *Labour Department:*

The Department of Labour (with which is combined the Immigration Department) consists of a Commissioner, two administrative officers and subordinate staff, comprising one Chinese assistant, two Labour officers and ten other staff.

### *General*

Housing conditions at places of employment have shown a continued 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 reconditioning and replacement of many obsolete and temporary buildings. 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 industry; 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 the Labour Department in securing the observance of satisfactory standards of living and working conditions at all places of employment.

The difficulty which has been generally experienced since the war by many estates and other employers in obtaining materials and labour for the replacement of temporary housing with more

permanent buildings is now almost past, and it is expected that the coming years will show continued progress in rehousing.

### *Industrial Relations*

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. Only three Unions have been registered with a total membership of under 500. None of these organisations has any affiliation with any metropolitan or international organisations.

Industrial relations between employers and workers have continued to be very satisfactory 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*

No new legislation particularly affecting labour was passed during the year 1952.

### *Safety, Health and Welfare*

The provision of amenities at places of employment relating to housing, health and safety is required by the Labour Ordinance. There are, in addition, certain Welfare provisions in the law. At most large places of employment additional Welfare activities are carried out by the Management.

The Department of Labour is responsible for the administration of the Workmen's Compensation Ordinance, 1951. During the year 1952, which was the first full year during which this

Ordinance was in force, 147 accidents were reported and in 123 of these cases compensation amounting to \$20,812.71 was claimed and paid. Increasing attention is being given to the improvement of standards of safety in working and to the re-employment and rehabilitation of injured workers.

The administration of the Paupers Ordinance is a responsibility of the Department of Immigration and Labour. Details of the public assistance provided are given on page 89 in Chapter 7 of Part II.

### *International Labour Conventions*

The position of the Colony in relation to International Labour Conventions which have been accepted by Her Majesty Government has been set out at length in previous reports. There have been no significant changes during the year 1952 and these Conventions have been applied to North Borneo as follows:—

(a) Without modification	—	20	Conventions
(b) With modification	—	9	„
(c) Inapplicable owing to local conditions	—	15	„
(d) Decision on application reserved	—	4	„

Reports on the application of Conventions in the Colony have been submitted to the International Labour Office as usual.

### *Industrial Training*

Vocational training and apprenticeship continues to engage attention as the best long-term means of increasing the productivity of the Colony's manpower. Vocational training was carried on in the Government Trade School, which is referred to in more detail in Chapter 7 of Part II of this report.

## *Public Finance and Taxation*

AT THE time of compiling this report the Colony's accounts for 1952 had not been finally closed. The figures, therefore, are provisional only and subject to correction.

In 1952 normal revenue was in excess of recurrent expenditure by \$9,700,000. This sum was, therefore, available as a contribution towards the cost of items of Special Expenditure amounting to \$1,000,000 and the heavy cost of reconstruction and development amounting to \$16,300,000. The resultant deficit was \$7,600,000.

### *Revenue and Expenditure*

The following table gives the comparative figures of revenue and expenditure for the years 1947, 1948, 1949, 1950, 1951 and 1952 in millions of dollars:—

	Ordinary Revenue	Personal Emolu- ments	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	25.0*	4.3	7.3	12.6	—	.8
1952	22.9*	6.9	6.3	17.3	7.6	—

\* 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 pre-war currency destroyed and payment of claims against the former State Bank of North Borneo.

1948. Special and Extraordinary expenditure included a sum of \$.8 million in respect of payment of arrears due to revision of salaries, a grant to the War Victims Fund, and payments of claims against the former State Bank.

1949. Special and Extraordinary expenditure included a sum of \$3.8 millions in respect of payment of arrears due to revision of salaries, the cost of further pre-war currency destroyed 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 \$4.5 millions.
1952. Special and Extraordinary expenditure included ex-gratia War Damage Compensation payments amounting to \$1.6 millions and a sum of \$3.4 millions in respect of compensation to The British Borneo Timber Co. Ltd., for the termination of their timber monopoly.

### *Details of Revenue*

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

	1947	1948	1949	1950	1951	1952
	\$	\$	\$	\$	\$	\$
Customs ...	4.6	5.3	6.9	11.2	16.4	12.2
Lands ...	.7	.6	.6	.6	1.0	1.3
Posts ...	.2	.6	.4	.5	.3	.4
Telegraphs ...	.2	.1	.2	.3	.3	.3
Railways (Net) ...	—*	—*	.1	.3	.3	—*
Forests ...	.1	.2	.4	.4	.6	1.0
Licences and Internal Revenue ...	.2	.3	.5	1.3	3.8	4.8
Fees and Municipal ...	.3	.5	.6	.7	1.0	.8
Other Items ...	.5	.4	1.3	1.4	1.3	2.1
	<u>6.8</u>	<u>8.0</u>	<u>11.0</u>	<u>16.7</u>	<u>25.0</u>	<u>22.9</u>

\* *Railways* 1947: Recurrent expenditure exceeded revenue by \$94,700.  
 1948: Recurrent expenditure exceeded revenue by \$8,399.  
 1952: Recurrent expenditure exceeded revenue by \$327,000.

Revenue in 1952 was slightly in excess of the figure estimated for the year and only \$2.1 millions below the figure for 1951 which is satisfactory when the fall in prices of rubber and copra is taken into consideration.

A statement of the Colony's Assets and Liabilities as at 30th June, 1952 is shown in Appendix V.

### *Taxation*

Estate Duty—New rates of Estate Duty came into force on 1st January, 1952 (see Appendix VI).

*Income Tax*

Limited liability companies operating in the Colony are taxed at the rate of 30% on the taxable profits earned in the Colony. Taxable profits are in general the profits shown by the audited accounts of the company subject to adjustments of a purely domestic nature, e.g. Reserves, Depreciation, etc. An initial allowance and depreciation is allowed on wasting and working assets according to a schedule of rates laid down in the Ordinance. Contributions by an employer to an approved Staff Provident Fund are allowed as a deduction. Insurance companies are taxed on a special formula. Agreed losses of a company may be deducted from subsequent profits for a period of up to six years. Provision is made in the Ordinance for the allowance of donations to hospitals and charitable institutions. Commonwealth Tax Relief is allowed to companies incorporated in the Colony.

*Residents Tax*

The legislation provides for the levy of a tax on incomes at the following rates:—

Income	Tax Payable
\$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%

When ascertaining taxable income certain deductions are allowed. The principle deductions permissible are:—

- (a) all outgoings and expenses wholly and exclusively incurred in the production of the income, including interest upon any money borrowed where the interest was payable on capital employed in acquiring the income;
- (b) rent paid by any tenant on land or buildings occupied by him for the purpose of acquiring the income;
- (c) expenses in connexion with the repair or renewal of premises, plant and machinery employed in acquiring the income;

- (d) bad debts actually written-off;
- (e) pensions granted in respect of wounds and disability caused in the war;
- (f) an allowance equal to one-fourth of the taxpayer's taxable income in respect of a wife living with or maintained by him, but in no case exceeding a deduction of \$2,000.

The first year of operation of the Residents Tax Ordinance ended on 30th June, 1952. The aggregate of completed assessments during that period was approximately \$500,000. The cost of the working of the Ordinance was small as the assessments and collections were in the main undertaken by Heads of Departments and District Officers. An Assistant Commissioner of Inland Revenue was appointed during the year to co-ordinate and assist in the work of assessment of taxpayers throughout the Colony. With regard to the administration of the Ordinance, experience has shown that certain minor amendments may be necessary and these are receiving consideration. It can, however, be said that the result of the operation of this Ordinance during the period of the first tax year is satisfactory.

## *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 1952 there was a further 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 and the Chartered Bank of India, Australia and China has an agency at Kudat.

*Government Savings Bank*

On account of shortage of staff and difficulty in filling specialist posts it has not yet been possible to start a Post Office Savings Bank.

# 5

## Commerce

### GENERAL

THE VALUE of imports into the Colony during 1952 was slightly higher than in the previous year, but the total value of exports showed a marked decline and the balance of trade was unfavourable to the extent of \$5.6 millions. This was due to a fall of nearly 50% in the market prices of rubber and copra, reduced demand from Australia for timber, and large increases in the importation of commodities essential for reconstruction. Trade figures since 1939 in millions of dollars are given in the following table:—

Year	Imports \$	Exports \$	Balance of Trade (+) favourable (-) unfavourable
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
1952	70.3	64.7	- 5.6

The price of rubber fell during the year from an average of £440 per ton in 1951 to £225 per ton. Copra also showed a reduction from £75 per ton in 1951 to £45 per ton in 1952. There was, unfortunately, no corresponding reduction in the price of imports and although imports of luxury and non-essential goods declined considerably any relief that might have been felt was offset by greater importation of materials for reconstruction and development. The unfavourable trade balance is the second since the war, but tends to show not so much a decline in production as a healthy increase in capital expenditure.

The production of goods for export remained on the whole at as high a level as in 1951.

### *Imports and Exports*

The following tables show figures of the main imports and exports during the last three years.

#### MAIN IMPORTS

		1950	1951	1952
Provisions	(000 tons)	9.8	13.0	11.1
	(million \$)	6.0	10.6	9.5
Textiles and Apparel	—	—	—	—
	(million \$)	6.8	9.3	4.2
Rice	(000 tons)	8.3	15.6	14.1
	(million \$)	3.1	7.3	8.1
Tobacco, Cigars and Cigarettes	(000 lbs.)	539.1	720.6	702.5
	(million \$)	2.5	3.8	4.5
Sugar	(000 tons)	5.6	6.7	5.7
	(million \$)	2.7	3.7	2.9
Vehicles	(Nos. )	8,427	10,290	7,936
	(million \$)	1.5	3.4	3.1
Building Materials	(000 tons)	4.8	7.8	18.1
	(million \$)	.4	1.3	3.4
Machinery	—	—	—	—
	(million \$)	2.9	2.6	5.8
Metals	(000 tons)	1.1	5.4	6.0
	(million \$)	1.9	4.6	5.3
Oils	—	—	—	—
	(million \$)	3.1	3.2	6.8

#### MAIN EXPORTS

		1950	1951	1952
Rubber	(000 tons)	23.9	21.7	19.1
	(million \$)	59.9	86.2	39.1
Timber	(million cu. ft.)	3.8	4.1	3.1
	(million \$)	6.5	10.2	8.3
Copra	(000 tons)	—	12.5	12.1
	(million \$)	6.7	8.4	5.3
Firewood	(000 tons)	67.9	58.8	95.6
	(million \$)	1.6	2.4	3.1
Tobacco	(000 lbs.)	255.0	224.3	286.2
	(million \$)	1.7	1.7	2.1
Cutch	(000 tons)	4.1	4.6	4.0
	(million \$)	1.2	1.4	1.8
Dried and Salt Fish	(000 tons)	.8	.8	.7
	(million \$)	.6	.6	.6
Hemp	(000 tons)	.6	.1	.4
	(million \$)	1.1	.3	.5

#### RE-EXPORTS

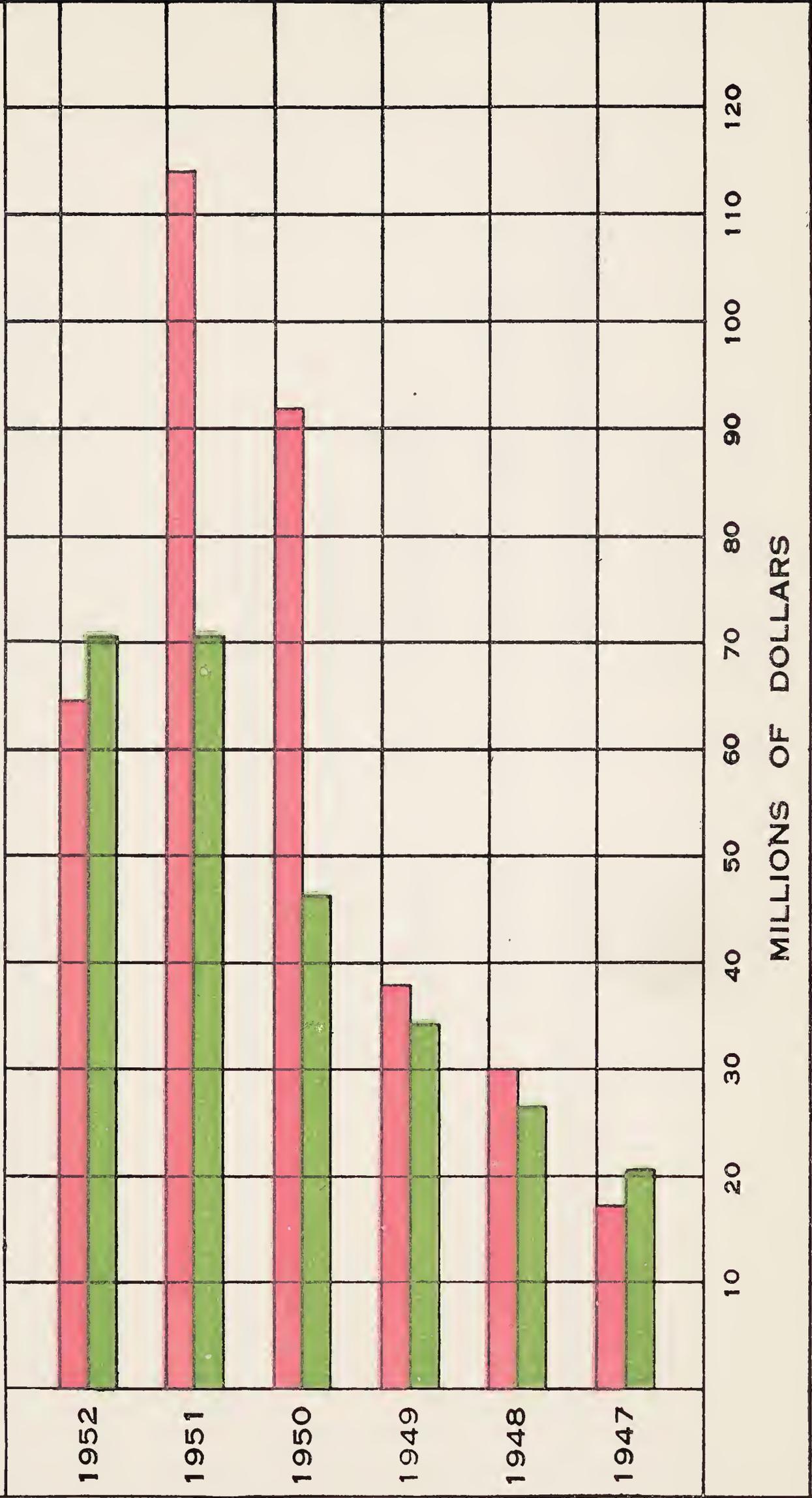
Copra re-exports in 1952 amounted to 5,500 tons valued at \$2.2 million, as compared with 11,100 tons valued at \$7.3 million in 1951.

# IMPORTS AND EXPORTS

1947 - 1952

IMPORTS

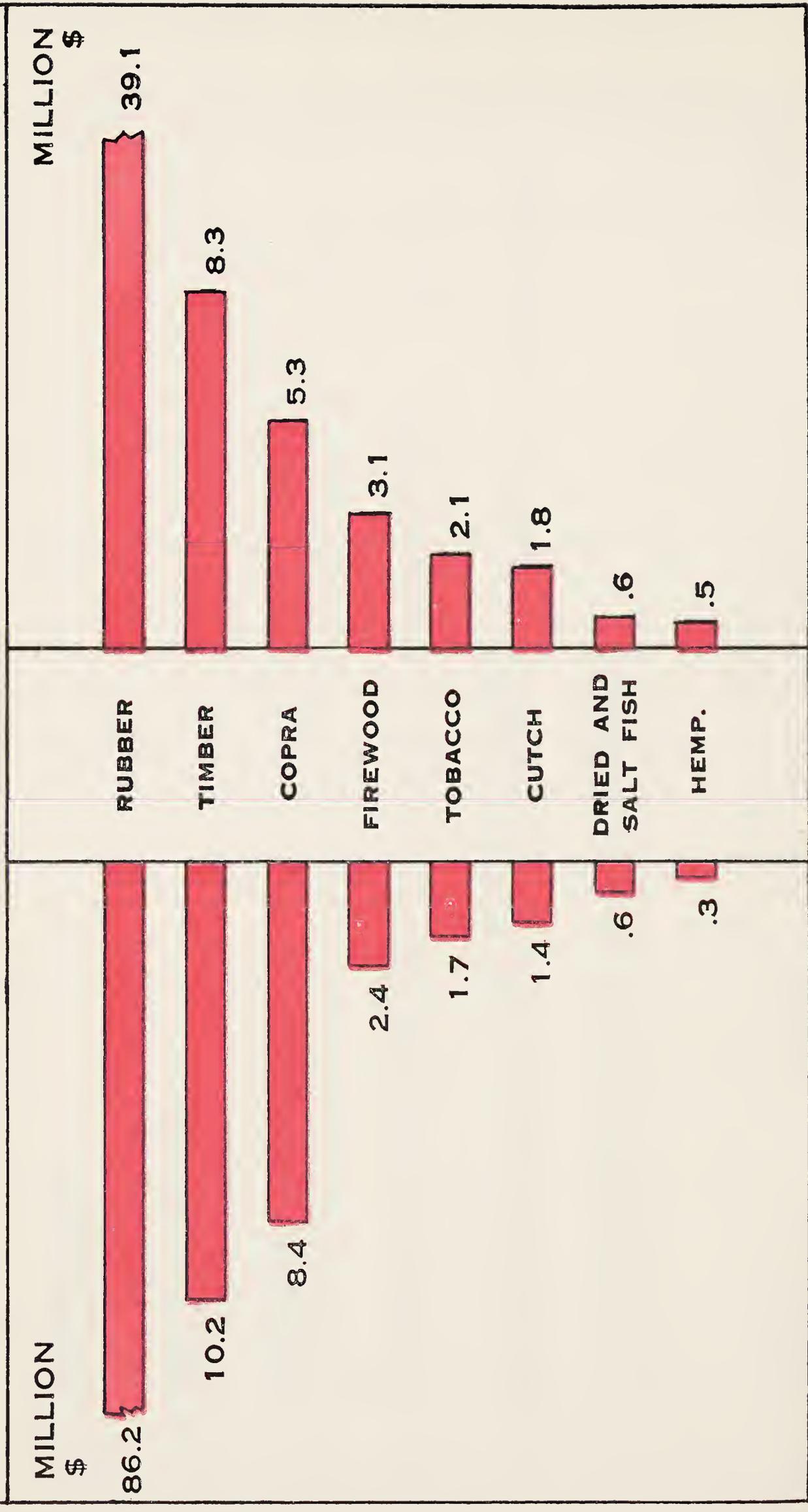
EXPORTS



# MAIN EXPORTS

1951

1952



# MAIN IMPORTS

1951

1952

MILLION \$

MILLION \$



PROVISIONS

TEXTILES

RICE

TOBACCO

SUGAR

VEHICLES

BUILDING MATERIALS

MACHINERY

METALS

OILS

10.6

9.3

7.3

3.8

3.7

3.4

1.3

2.6

4.6

3.2

9.5

4.2

8.1

4.5

2.9

3.1

3.4

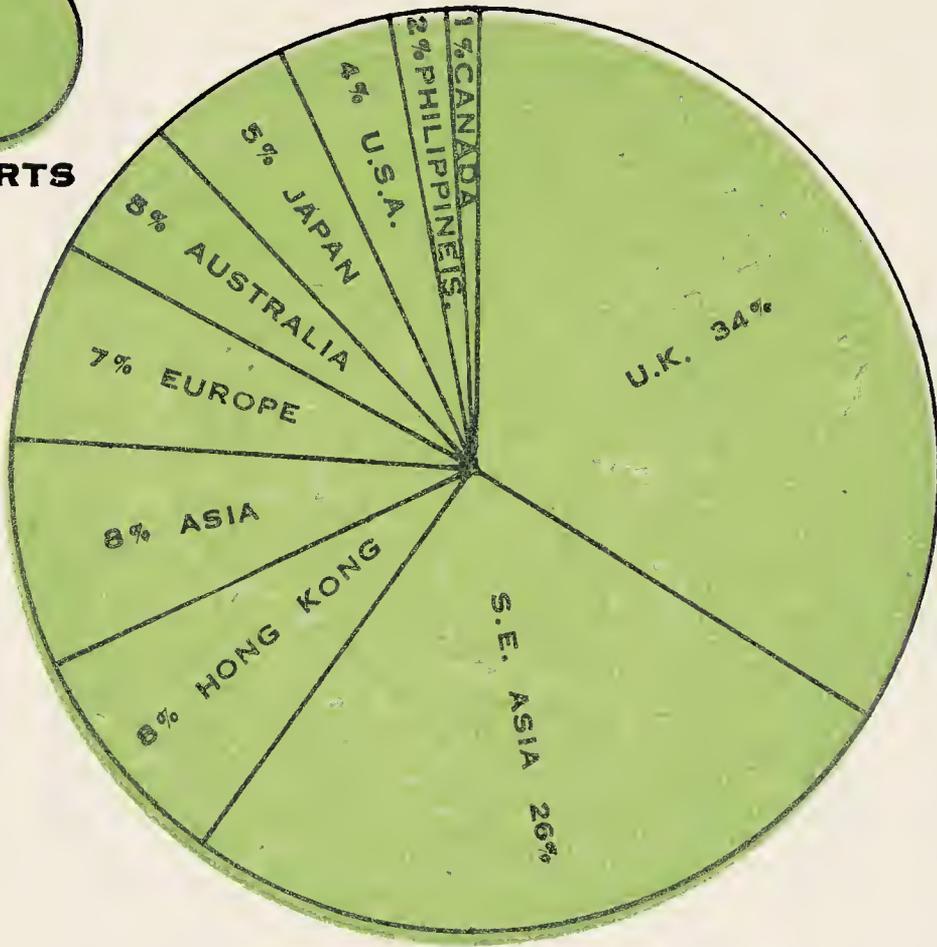
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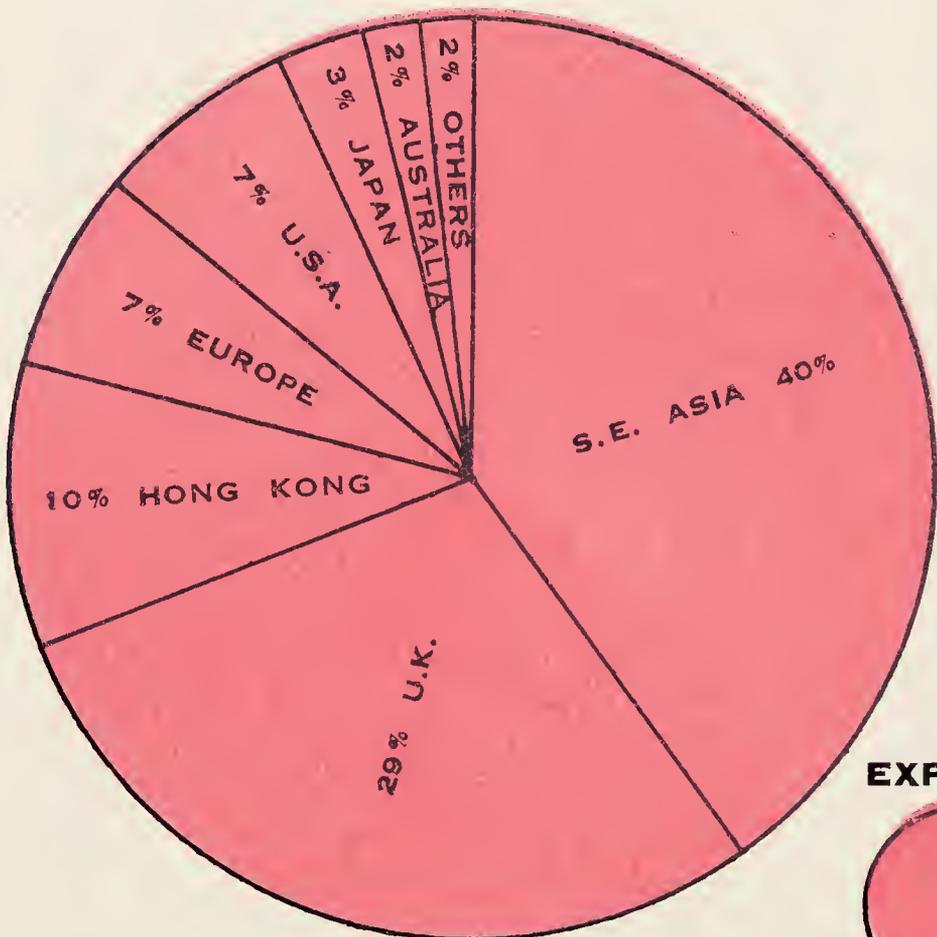
6.8



**IMPORTS**



**SOURCE AND DESTINATION OF IMPORTS AND EXPORTS 1952**



**EXPORTS**



*Control of Imports and Exports*

In order to conserve foreign exchange and to regulate the importation of certain commodities a licence from the Commissioner of Trade and Customs must be obtained for certain types of goods. Non-essential goods from Europe are subject to foreign exchange quotas and there are restrictions on the importation of all goods from Japan and the American dollar countries. It has been the policy since 1951 to allow free importation of most kinds of goods from "soft" currency sources.

The export of certain goods is prohibited except under licence. These include strategic materials and commodities in short supply throughout the world.

*Source and Destination of Goods*

Statistics do not yet refer to countries of origin of imports into the Colony and, in any case, the original sources of the Colony's imports are difficult to state, owing to the territory's dependence on supplies from the entrepot markets of Singapore and Hong Kong. Similarly on account of the entrepot ports it is not possible to determine accurately the ultimate destination of all the Colony's exports. The following tables show however an estimate of total imports by countries of origin and of exports by countries of destination.

*Imports by Countries of Origin*

1952

per cent

34	United Kingdom
26	Countries in South-East Asia
8	Asia
8	Hong Kong
7	Europe
5	Australia
5	Japan
4	U.S.A.
2	Philippines
1	Canada

*Principal Exports by Countries of Destination**Rubber*

	per cent
Singapore ...	55.6
United Kingdom ...	31.9
U.S.A. ...	7.1
Germany ...	2.1
Hong Kong ...	1.5
Others ...	1.8

*Copra*

	per cent
Singapore ...	34.9
Holland ...	14.4
United Kingdom ...	8.7
Germany ...	7.4
Italy ...	7.2
France ...	6.7
Sweden ...	5.0
West Indies ...	4.8
French Morocco ...	3.7
Denmark ...	2.6
Belgium ...	2.0
Norway ...	1.7
Others ...	.9

*Timber*

	per cent
United Kingdom ...	29.1
Hong Kong ...	28.9
Japan ...	15.2
Australia ...	12.7
South Africa ...	8.4
Holland ...	2.2
Singapore ...	1.3
Brunei ...	.8
Germany ...	.6
New Zealand ...	.6
Others ...	.2

*Firewood*

	per cent
Hong Kong ...	100

*Cutch*

	per cent
U.S.A. ...	81.5
Japan ...	10.9
Norway ...	4.7
Denmark ...	1.3
Portugal ...	.6
Holland ...	.5
United Kingdom ...	.4
Sweden ...	.1

*Estate Tobacco*

	per cent
United Kingdom ...	87.5
Holland ...	12.5

*Hemp*

	per cent
United Kingdom ...	85.3
France ...	6.8
Germany ...	4.8
Holland ...	2.2
Others ...	.9

*Transit Trade*

It is estimated that the transit trade along the whole coast of the Colony during the year amounted to about \$70 million.

*Importation of Essential Commodities*

The Government Supplies Department continued to be responsible for the importation and distribution of rice and flour supplies and the bulk of the Colony's requirements of sugar. Importation of these commodities on private account is restricted.

## 6

### *Production*

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**N**ORTH BORNEO is a country of forest and agricultural land, and derives from these her primary products, which include timber, rubber, copra, tobacco, catch, Manila hemp, rice and sago. Rubber is the most valuable export commodity, followed by copra and timber, and there is a small exportable surplus of the other products, except rice and latterly sago.

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 and districts 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 for which prizes are provided, a fun fair and races, has developed. Such gatherings were held with great success during 1952 at a number of centres, 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, saw-milling, and the pottery industry are all, with the exception of saw-milling, still in an early stage of development.

#### LAND UTILISATION AND OWNERSHIP

The Colony comprises some 30,000 square miles, of which the greater part is covered with largely primeval forest, unpopulated

and without communications other than jungle tracks and rivers negotiated with difficulty. The greater part of the population is settled in the areas represented by the Residencies of the West Coast and Labuan and the Interior. The East Coast, apart from the centres of Sandakan, Tawau, Lahad Datu, Semporna and its islands, and the riverine villages of the Labuk and Kinabatangan, is largely uninhabited.

A table at Appendix VII gives details of the planted acreage of the main crops of the Colony by districts. Some of the acreages and particularly that of hill padi in the interior have had to be partly estimated in the absence of a full survey, and entire accuracy is not, therefore, claimed for these figures. Pasture areas exist in the Kota Belud district and in the Keningau Plain, but are of secondary importance compared with arable cultivation.

Few specific measures have so far been enforced for the conservation of soil. However, a special committee has investigated the problem of shifting cultivation, which is a prime factor in soil erosion, and this Committee's conclusions and recommendations are at present being examined. In the meantime plans for the weaning of hill natives from shifting cultivation methods, and notably a scheme to settle 100 families in the Bingkor area of Keningau, are under consideration. To persuade primitive and conservative peoples, however, to give up an age-old practice and to uproot and transplant them in such a manner that there will be a minimum of disturbance to their communal way of life, is a problem of exceptional magnitude, and the process must inevitably be a gradual one.

The drawing up of soil maps is an essential preliminary to the planned agricultural development of the Colony. Maps are particularly required to show the rich agricultural soils such as the Andesite derivatives and the Danaus of the East Coast to enable a land utilisation programme to be drawn up for the proper economic development of new areas. Soil maps are also required of the Marudu Bay and Labuk areas in order that land suitable for new padi cultivation may be defined with accuracy. It is also important to know in which areas cultivation by mechanical methods is likely to meet with success. A Soil Scientist has, therefore, been appointed, who will be paid under a Colonial Development and Welfare Scheme. He is at present undergoing training

in New Zealand and is expected to arrive in the Colony in the middle of 1953. The services of a Soil Research Specialist have also been requested from the Food and Agricultural Organisation and if appointed his task will be to investigate in particular the potential rice growing areas of the Colony.

### *Land Ownership*

The present Land Laws of the Colony of North Borneo, except for the small area which formerly comprised the Settlement of Labuan, which, at the time of writing of this report, is still governed by Straits Settlements land legislation, are contained in the North Borneo Land Ordinance of 1930.

It is the Government's policy to protect the interests of natives, who are given grants in perpetuity instead of leases for limited periods up to 99 years.

A native is defined by law as either—

(a) a person both of whose parents are or were members of a people indigenous to the Colony; or

(b) a person ordinarily resident in the Colony and being and living as a member of a native community;

(i) one at least of whose parents or ancestors is or was a native within the meaning of (a); or

(ii) one at least of whose parents or ancestors is or was a member of a people indigenous to—

(1) the State of Brunei; or

(2) the Colony of Sarawak; or

(3) the territories of the Federation of Malaya, the Colony of Singapore or the former Straits Settlements; or

(4) the territories of the Indonesian Archipelago including that part of the Island of Borneo not comprised in the Colony, the State of Brunei and the Colony of Sarawak;  
or

(5) the Sulu group of the Philippine Islands.

There are two forms of Land Tenure; leases available to all and sundry and Native Titles available to natives. The Land Ordinance, 1930, forbids the sale of Native Titles to aliens without special approval.

The area held under Native Title by natives (excluding village reserves) is approximately 131,461 acres. Generally speaking the

land occupied by natives is rice land, or land carrying fruit trees interspersed with secondary undergrowth, bamboo, sago, coconuts or rubber, or land bearing coarse grass, or any combination of these. Apart from such settled areas, natives living in the hills and practising shifting cultivation do not hold titles to the land they occupy and cultivate.

Excluding town areas, non-indigenous inhabitants occupy approximately 545,915 acres. Of this area 281,450 acres are European-owned, and the balance of 264,465 acres is occupied almost entirely by Chinese or persons of Chinese descent. The European-owned land is generally used for such large-scale commercial crops as rubber, tobacco and Manila hemp, but a big proportion of the total area remains unplanted. The land occupied by Chinese or persons of Chinese descent and other Asians is generally land used for rubber, coconuts, rice or vegetable gardens.

All unalienated land is the property of the Crown.

The total area of gazetted Forest Reserves is 466,980 acres. In addition there are scheduled, but not yet gazetted, Forest Reserves of a total area of 110,115 acres. Native Reserves cover 43,862 acres, and Reserves for other public purposes 10,750 acres.

No leases for Town or Country Lands are now granted for more than 99 years. Rent on land held under Native Title is 50 cents per acre per annum. Rent on Country Leases is one dollar per acre per annum for the first six years, four dollars per acre per annum for the next four years and six dollars per acre per annum thereafter. In the case of lands expressly alienated for wet rice cultivation, rebates are so arranged that, provided the land is planted, the rent per acre payable by the owner of the land is only 50 cents.

The Land Ordinance, 1930, has provisions for the settlement of native customary rights to land, but, in fact, all littoral districts in the Colony have long been settled.

#### AGRICULTURE

With the recession in the price of the main agricultural product, rubber, there has been welcome evidence of a renewal of interest in more general agricultural pursuits and in development, with an eye to the future. There has been a sharp increase in the demand for high quality material for planting up new areas with

rubber. Padi farmers have taken an increased interest in their fields, and if the promise of the current 1952/53 crop is fulfilled, their efforts will be well rewarded. Pig breeders have shown themselves anxious to improve their stocks and have been supplied with imported Middle White breeding stock from Malaya. The Agricultural Department has also been looking ahead. Much attention has been given to plans and surveys for the development of suitable agricultural areas, and to the development of the Central Agricultural Station, one of the main functions of which will be the distribution of good quality planting material to settlers in the new areas.

### *Rice*

The 1951-52 wet-padi season which finished in May was a bad one, and the crop is estimated at 24,438 tons of padi compared with approximately 31,000 tons in the previous year. The estimated area planted was 43,398 acres. The rains finished disappointingly early and were insufficient, with the result that decreases were recorded in those areas where the soil is light or porous. Rats and the padi fly (*Leptocorisa acuta*) caused extensive damage to the crop.

The yield was 1,261 lbs. of padi per acre compared with 1,557 lbs. per acre for the previous season. This drop illustrates the effect of a shortage of rainfall on padi areas which have not yet the benefit of planned irrigation.

The area of dry padi, which is mostly situated in hilly country in the Interior, difficult of access and therefore difficult to compute, is estimated at 27,948 acres with a harvest of 9,704 tons, giving an average yield of 778 lbs. per acre.

Thus the returns for wet and dry padi give a total of 71,346 acres planted with a combined yield of 34,142 tons of padi or approximately 21,509 tons of rice, calculated on a milling return of 63 per cent.

Prospects for the coming season are good. Rains have been timely and sufficient. The need to replenish low stocks following the poor harvest of the previous year, has been an incentive to hard work, and almost everywhere conditions were favourable for transplanting the seedlings when at the correct stage of growth. Damage from pests and disease has been slight.

The Padi Purchase Scheme was continued throughout the year and substantial stocks of padi were maintained by Government. Purchases during 1952 amounted to 8,316 pikuls. Comparative figures in respect of the three preceding years are as follows:—

1949	...	...	...	38,192 pikuls
1950	...	...	...	45,924 „
1951	...	...	...	13,934 „

The low figure for 1952 was undoubtedly occasioned by the bad harvest and it is anticipated that purchases during 1953 will greatly exceed the 1952 total. In some districts at the end of the year there was an actual shortage of padi, and Government made issues from stocks, against repayment in kind, to assist local producers. The price of padi remained high on account of the poor harvest at the beginning of the year in spite of the fall in price of rubber and other commodities.

Because of the poor harvest it was necessary to continue to import considerable quantities of rice. Approximately 14,100 tons were imported, sources being Siam, Burma and Indo-China. This rice was distributed on the ration in areas where locally produced rice was insufficient to meet the demand. In such areas the ration of rice during the year was 24 lbs. per month for men, 16 lbs. for women and 12 lbs. for children. In the middle of the year it was found possible, however, to allow a temporary supplement of one-quarter of the ration, and this was still being issued at the end of the year.

### *Rubber*

The year saw a marked recession in the price of rubber, which dropped from an average of \$3,771 per ton in 1951 to \$1,885 per ton in 1952. Exports dropped in sympathy with the price from over 1,900 tons in January to just under 1,500 tons in July. Since then production has been constant, and it appears that this represents the adjustment of production to the lower prices.

Numbers of persons who were attracted to the industry by the wages when prices were high, have drifted away. Now that there is no longer the same incentive to extract the last ounce of latex from their trees, smallholders have turned their attention increasingly to new planting. The demand for planting material was so great from July onwards that clonal seed nurseries had

to be opened up at short notice. As the result of an appeal to the Rubber Research Institute of Malaya, to whose activities the Government (through the Rubber Fund Board) subscribes, 182,000 seeds from the Institute's isolation gardens were flown from Singapore, germinated and established at the Central Agricultural Station, Tuaran, where there are now 124,247 seedlings which will be ready for distribution in August, 1953. 200 yards of T.J.1 budwood have been supplied to smallholders. Budding demonstrations were organised and smallholders were helped to do the budding.

The Rubber Fund Board which was established in 1950 considerably extended its activities during the year. This Board, which derives its funds from a cess of one-quarter of a cent per pound on all exported rubber is, under the Chairmanship of the Director of Agriculture, representative of all rubber interests, both large and small in the Colony. The Board continued to subscribe 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.

During the year the Board began to recruit staff and its rubber budwood nurseries were extended and improved. The Sungei Damit Isolation Seed Garden which has been taken over by the Board has been maintained at a high standard, and during the year an approach road to the Garden, 50 chains in length, was constructed. A few trees planted in 1949 have now flowered and set seed.

By arrangement with the Rubber Research Institute an expert in the identification of rubber clones spent over a month in the Colony. He visited every clonal area of any size or importance and submitted a most useful report assessing and classifying each area as a potential supplier of high quality seed. In general his findings were that North Borneo is poorly off in this respect and until such time as the Sungei Damit Seed Garden can be extended from its present area of 18 acres to a proposed 70 acres the supply of clonal seed is not likely to meet the demand.

### *Coconuts*

There are approximately 45,600 acres of coconuts located mainly

around Kudat in the North and Tawau on the East Coast. Production is nearly all in the form of a crude sun-dried copra of an inferior quality.

977,000 coconuts, 12,084 tons of copra and 55 tons of coconut oil were exported during the year as compared with 959,000 coconuts, 12,456 tons of copra and 20 tons of coconut oil in 1951. The total value of these exports amounted to almost \$5½ million as against over \$8½ million in 1951. The fall in the price of copra from \$643 per ton in 1951 to \$385 per ton in 1952 was responsible for the decrease in value.

In July there was an outbreak of the coconut nettle caterpillar, *setora nitens* in the Kudat District, where 1,150 acres were affected, of which 700 acres suffered severe damage. Control measures, consisting of fire trapping and the encouragement of the larval parasite *chaetexorista Javana*, were quickly organised and with the coming of the rains of the North-East Monsoon, the outbreak was eventually brought under control.

#### *Tobacco (Nicotiana Tabacum)*

There is one large European owned tobacco estate situated on the rich river valley soils of the Segama River on the East Coast. The product is a high grade cigar wrapper-leaf for the European market. During the year 270,550 lbs. valued at \$2.1 million were exported compared with 213,783 lbs. valued at \$1.7 million in 1951.

Tobacco is also grown in considerable quantities as a native industry in the interior of the Colony and mainly in the misty and humid climate of the hill country from Bundu Tuhan to Ranau, around the lower slopes of Mount Kinabalu. It is estimated that about 1,000 acres are under cultivation. The area, however, is scattered in remote villages, and it is difficult to make an accurate assessment. There is no commonly recognised season. Both cut tobacco of fine and coarse varieties, and cigars are produced. Almost all of this produce has to be carried often many miles to market by the growers. During the year 15,635 lbs. of native tobacco valued at \$36,679 were exported as against 10,510 lbs. valued at \$16,832 in 1951.

#### *Manila Hemp (Musa Textilis)*

The cultivation of manila hemp is centred on the rich Andesite soils of the East Coast on estates which, since the end of 1950,

have been under the control of the Colonial Development Corporation. The total area planted including new planting is 3,123 acres.

A policy of strict inspection and control combined with eradication measures to combat the virus disease akin to "bunchy top", which in post-war years had threatened the industry with extinction, has been so successful that the affected estates are coming into production again and in the latter part of the year 440 tons of hemp were produced. The above statement, however, must be qualified by saying that if the disease is indeed "bunchy top", then it has not followed the course normal to it in other countries where an infected plant invariably wilts and dies. Of the plants which were affected on the East Coast many are showing signs of recovery and a return to normal vigour. Attention was drawn to this by Prof. C. W. Wardlaw of the chair of Cryptogamic Botany at Manchester University, who, at the invitation of the Colonial Development Corporation, visited the estates in March and April. The outlook is now so improved that the Corporation is planning a programme of expansion with a considerable degree of confidence.

During the year the Plant Inspector, together with his team of four locally recruited and trained Inspectors, continued their work of inspection and prevention. This included the eradication of wild *Musa* species in adjoining jungle areas. In villages near the estates banana plants which showed symptoms of disease have also been destroyed. In addition, the Plant Inspector has given advice and assistance to the Corporation in their campaign against the disease. Of the 440 tons of hemp produced, 365 tons were exported valued at \$515,133, as compared with 150 tons valued at \$276,926 in 1951.

#### *Jute (Chorchorus sp.)*

No further attempts have been made by estates to grow jute. This is partly due to unfamiliarity with this crop, but mainly to lack of labour for planting, harvesting and preparation of the fibre. The existing strains are being preserved and they will be investigated when space becomes available at the Central Agricultural Station, Tuaran.

#### *Cocoa (Theobroma Cocoa)*

The cultivation of this crop is still confined to experimental

or observation plots on Agricultural Stations or on estates. However, the Amelonado cocoa of West African origin which was planted early in 1950 has proved itself to be vigorous under North Borneo conditions. A number of the trees are now fruiting at the Central Agricultural Station, Tuaran, and 500 seedlings have been germinated and are in baskets ready for distribution. A trial fermentation was carried out and the resultant beans forwarded to England for examination, valuation and comment.

### *Sago (Metroxylon sagu)*

In the Klias Peninsula, where the production of sago flour has been declining for a number of years, the export of this commodity is no longer regarded as an attractive economic proposition and production for export has, therefore, ceased. Most of the factories are holding small stocks against a possible rise in price, but the total amount is not thought to be more than 2,000-3,000 pikuls.

### *Minor Crops*

Maize, sugar cane, soya bean, ground nuts and pepper occupy a subsidiary position. This is largely because their agronomic requirements are more exacting both as regards soil and cultivation. Consequently they are grown only by the more energetic farmers, very often Chinese, in scattered areas where the soil offers prospects of success or where a local market exists. These local markets absorb most of this produce and there is little or no export except in the case of soya beans. Maize is locally an important crop at Tenom, Kota Belud, Bandau and in Labuk and Sugut. Groundnuts are increasing in popularity, particularly at Kota Belud and at Bandau. There has been a spectacular increase in the production of soya beans by Chinese in the Tenom area and export, after local requirements have been satisfied, has risen progressively from 234.8 tons in 1949 to 1,331.3 tons for the first eleven months of 1952. The interest in pepper is mainly centred on the East Coast, which imported 6,330 cuttings as planting material during the first eleven months of the year. A local trade in pepper cuttings is also developing from local gardens as their plants mature.

### *Grazing Land*

An identification is being made of the grasses which comprise the main pastures of the Colony. An herbarium has been

established and duplicate specimens of 80 grasses have been sent to England for final classification.

Mr. J. Gordon, Agricultural Officer, represented the Government of North Borneo at the Sixth International Grasslands Congress held at the Pennsylvania State College, Pennsylvania, from August 17th to 24th, 1952. The Congress was attended by over 1200 delegates representing more than fifty countries.

In addition to the presentation and discussion of formal papers at the Congress, useful contacts were made with delegates from other tropical countries whose problems are similar to those of North Borneo. In addition there were a number of displays and demonstrations of farm machinery and visual material in the exhibition halls.

After the Congress, Mr. Gordon, in company with other delegates joined one of the four tours of inspection of grasslands in the United States. Mr. Gordon attended the southern tour from 25th August to 5th September, visiting agricultural centres and farms in Virginia, Tennessee, North and South Carolina and Maryland.

The experience proved most valuable and has enabled Mr. Gordon to work out methods for the better tackling of the problem of poor grazing combined with soil erosion which exists in this Colony.

### *Staff and Policy*

The staff of the Department consists of a Director of Agriculture, one senior Agricultural Officer, three Agricultural Officers, a Plant Inspector, a Stock Development Officer (expected early in 1953), an Assistant Entomologist, three Senior Agricultural Assistants, four Agricultural Assistants (five vacancies remain to be filled) and fifteen Agricultural Subordinates. The Veterinary Branch of the Department consists of a Veterinary Officer, an Assistant Veterinary Officer, one Veterinary Assistant (three vacancies remain to be filled) and two Stock Inspectors. Of the foregoing, the Stock Development Officer will be paid for, and the Veterinary Officer and the Veterinary Assistant are being paid for, under a Colonial Development and Welfare Scheme.

The principal aim of the Department is to make the country self-sufficient in basic foodstuffs and particularly in rice, which

is the staple diet of the population. The success of the harvest in the wet-rice growing areas is too often dependent on the vagaries of the weather. Controlled drainage and irrigation, with which a start has now been made, is regarded as being of the first importance. In addition an attempt is being made to find and develop strains suitable to local conditions at the Central Padi Experimental Station at Inanam and at a number of padi test plots. Improvements to increase production will first be carried out in the existing settled areas. It is not the policy to open up large new tracts of land until either an assured number of settlers are available or until the introduction of mechanised cultivation, with which experiments are proceeding at Keningau, has been proved to be practicable.

The undesirability of too great a dependence on rubber and copra is fully realised. At the Central Agricultural Station at Tuaran, the development of which is continuing, investigations will be made into alternative crops which may be suited to local conditions. In time also it is hoped to establish Demonstration Holdings in the principal agricultural areas of the Colony.

#### *Agricultural and Padi Experimental Stations*

Considerable progress has been made at the Central Agricultural Station at Tuaran, which is financed under a Colonial Development and Welfare Scheme. A house for an Agricultural Officer has been erected and the remaining uncleared area consisting of about 30 acres of old rubber trees is being felled, cleared and stumped prior to planting. The access road and drainage have also been improved. There has been further introduction of good quality planting material from abroad, including Rambutan fruit budwood, green manures, selected seed coconuts, improved soya beans and rubber seed and budwood from Malaya; selected seed coconuts from Ceylon and a series of yam species from New Guinea.

The Padi station at Inanam, which also operates under a Colonial Development and Welfare Scheme, was fully planted during the year. A number of statistically planned experiments are being conducted for the purpose of investigating local and imported varieties of padi, manurial requirements and spacing distances. New varieties of padi were introduced from Hong Kong and the Philippines. As in previous years, a number of

trials were laid down in different areas on rented plots with the co-operation of native cultivators.

### *Pests and Disease*

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

As already described, there was a considerable outbreak of the coconut nettle caterpillar *setora nitens* in the Marudu Bay (Kudat) area.

The Oriental Migratory Locust (*Locusta migratoria manilensis*) was prevalent from the end of July until early November. The attack was heavier than in 1951 and had two foci, one in Marudu Bay and the other in Kota Belud. The likelihood of the attack had been foreseen, however, and a campaign of team driving with traps and poison baiting was quickly organised with the co-operation of the local people. The damage to crops was in consequence negligible. Other common *Acridii* pests which were destroyed in small quantities in the same campaign were *Gastromargus marmatus* Thugg, *Valanga nigricornis* Burm, *Patanga succinata* L and *Oxya velox* F.

The poor growth of the 1951/52 padi crop made it particularly liable to disease, and the catalogue of pests was a full one. To a greater or less degree and in all areas it was attacked by the Army cut worm *spodoptera*, the padi leaf hopper *Nephotettix*, the stem borer *Schoenobius* and the padi fly *Leptocorisa*. In addition, considerable damage was done by rats in many of the fields that were too dry.

The current 1952/53 padi is well grown and although the pests of the previous season are still to be found, their effect on the crop has up to the present been insignificant. The Government Padi Stores were regularly examined and on the whole found to be in good condition. Where necessary, Gammexane dusts were used against insects and barium carbonate baits against rats.

### *Agricultural Education*

Much remains to be done in the field of Agricultural education. At present knowledge is imparted in the field by personal contact with individuals as and when opportunity offers. The medium of the vernacular school is not being neglected, and a start has been made with the co-operation of the Educational Authorities by

encouraging school vegetable gardens which are periodically visited by the staff of the department. Later it is hoped to form Farm Schools and finally, when the standard of education has sufficiently improved, to establish an Agricultural School.

#### ANIMAL HUSBANDRY

The Veterinary Branch of the Agricultural Department is principally concerned with the conservation and multiplication of the Colony's livestock, with a view not only to the satisfying of the home demand for fresh meat, but to the development eventually of a potential export trade with the neighbouring territories of Brunei and Sarawak. During 1952 it was necessary to ban the export of cattle on account of the shortage of meat in the local markets. At the same time it is the policy to increase the supply and improve the quality of draught animals to ensure balanced agronomic practice and by strict enforcement of the Quarantine Regulations to preserve the Colony's freedom from the major epizootic cattle diseases which are found in many other countries in Asia.

Since the world census of Agriculture taken in 1950, it has not been possible to make a further overall enumeration. The result of the census is given below in round figures and from observation it can be said with confidence that the animal population is slowly increasing.

Area	Horses	Cattle	Buffalo	Goats	Pigs
West Coast ...	1,400	7,430	32,150	3,900	30,800
East Coast ...	20	1,000	1,000	1,000	16,900
Labuan and Interior	850	3,110	20,000	2,500	15,000

The distribution of livestock is very uneven. In the many areas which are inhabited predominantly by Muslims, the pig population is, of course, negligible. The main cattle areas are in Kudat, Kota Belud and Ranau in the West Coast Residency and in Keningau and the Klias Peninsula in the Labuan and Interior Residency. All meat is consumed locally in a market that remains unsatisfied and the only export is in hides, which are sun dried. During the year, 69 tons of hides valued at \$162,036 were exported. There is no production of butter and milk.

The general standard of animal husbandry is low and the normal practice is for livestock to be left to fend for itself. Cattle and buffalo often congregate in herds which are semi-wild.

If a herd wanders the owners may drive it back, frequently to over-grazed pastures rather than lose it. Ownership varies from one working beast per family to the extreme case of nearly two thousand, but occasionally herds appear to be regarded as the common property of a village. In these circumstances it is not surprising that the quality of animals brought in for slaughter is commonly poor and the beasts often immature.

There was no serious outbreak of disease in North Borneo in 1952, and drought as such does not occur.

Surra, a disease which has been endemic among ponies in North Borneo for the last fifteen years, is caused by a blood parasite indistinguishable from *Trypanosoma evansi*, the vector being a Tabanid fly. This disease continued to receive the attention of the Veterinary staff and the extent to which buffalo and cattle act as reservoirs for transmission of the disease has been the subject of investigation. Buffalo and cattle are carriers only, and they themselves develop no symptoms of the disease. During the year 7,393 blood smears from ponies were taken and 1,822 protective injections of Antrypol given. Ten positive cases occurred, of which one proved fatal.

It is believed that lack of condition in cattle and buffalo is largely attributable to the helminths (intestinal worms). During the year many faecal examinations were made in an attempt to identify these parasites as a preliminary to formulating a plan for their eradication. Seven different species of worm have been positively identified, and four other species are suspected.

Vaccine, prepared in the Veterinary laboratories in Malaya, continued to be used to combat *Ranikhet* disease in poultry. Poultry owners, many of whom in 1951 were, from ignorance, sceptical and unco-operative, are now fully appreciative of the protective value of this vaccine, and during the year no less than 90,000 birds were inoculated as compared with 31,000 in 1951.

A consignment of thirteen pure bred Middle White pigs, eight boars and five sows, was imported from Malaya and sold to Chinese pig-keepers in the Kudat area.

Of the two Australian stallions imported from Australia in 1948, one has still not sired a foal.

The very great interest in racing which has been fostered by the North Borneo Turf Club and other outstation Clubs during

the past few years has led to an improvement in the standard of feeding, grooming and general care of ponies used for racing. The competition is now so keen that even in the remoter villages native owners have begun to lavish extra care upon their ponies. Any pony which shows signs that it may turn into a racer is now well looked after and it is hoped that in the course of time similar treatment will be extended to the ordinary transport animals to the betterment of the breed as a whole. There are indications also that the owners of race ponies are becoming increasingly aware of the importance of selective breeding.

The improvement of cattle is largely dependent upon the conservation and improvement of their grazing lands. In the district of Kota Belud there are extensive areas of actual and potential pasture. Such has been the maldistribution, however, that of the 18,000 head of cattle and buffalo in the district no less than sixty per cent were found upon investigation to be concentrated within a four mile radius of the township. The result has been detrimental both to the animals which are in poor condition and to the pasture which is over-grazed and deteriorating through soil erosion.

Plans for remedying the situation are well advanced. With the co-operation of the Kota Belud Local Authority it is proposed to form a Cattle Owners Association which will own the herds and ranch them in the understocked areas. 6,000 acres of suitable land have been selected and will be fenced. An experienced European Stock Development Officer has been recruited under a Colonial Development and Welfare Scheme, and is expected to arrive early in 1953, when it is hoped that the scheme will be started and proceed along sound co-operative lines.

#### DRAINAGE AND IRRIGATION

Although this branch of the Public Works Department continues to be handicapped by a shortage of technical staff, enough was achieved during the year to prove the planning of previous years to have been well worth while.

Considerable progress has been made on the ambitious drainage and irrigation scheme for the rich rice-growing areas around Papar. The construction of bunds to prevent salt water infiltration into 750 acres of padi fields near the coast and flood control works with automatic sluice gates have been completed. More than half

of a four and a half mile diversion channel for the Benoni river has been dug by villagers from the neighbourhood. When completed, this channel, alongside which an earth road for maintenance purposes is being constructed, will not only open up new areas for cultivation, but will render safe from the periodic flooding to which it has hitherto been subjected over 700 acres of particularly fertile land at Langkawit and Benoni.

In the Kota Belud area a concrete dam has been built across the Tempasuk river, designed to irrigate 6,000 acres, of which 2,000 are existing padi fields. This dam and a number of minor irrigation works in the district were constructed entirely by the local inhabitants under the supervision of the Department.

Schemes have also been prepared for the drainage and irrigation of the Tuaran rice-growing area, and for the drainage of an area at Limbawang near Beaufort. It is expected that the latter scheme would not only alleviate the flooding of the railway—of frequent occurrence in this area—but might also develop into a pilot scheme for the bringing of some 20,000 acres in the Klias Peninsula under cultivation.

#### FORESTRY

##### *Forest Areas*

The total area of declared Forest Reserves was increased by about one square mile to 729 square miles and is less than three per cent of the area of the Colony but reserve proposals for several mangrove and inland areas are in hand. Moreover as concession areas are intended to be worked on a sustained yield basis and Government has accepted the principle that they will all be constituted reserved forest, it may be claimed that nearly 3,500 square miles representing twelve per cent of the Colony is Forest Reserve in all but name. It is estimated that over 20,000 square miles or sixty-five per cent of the country is at present under high forest of varying quality. There are about a hundred square miles of freehold forest. It is not possible to give further details pending the completion of a vegetation map. The forest policy is, in short, to reserve, as permanent forest reserve, all land suitable for the production of timber, having regard to a balanced economy and the proper use of all the Colony's resources. Management is at present in its infancy but its object in forest reserves is sustained yield based on natural regeneration assisted by a series of

silvicultural operations. In Crown Land working, attempts are always made to set aside sufficient forest to supply the mill for at least fifteen or twenty years.

### *Conservation and Improvement of Forest Land*

The problem of shifting cultivation remains to be solved. Existing legislation provides sufficient powers to control this practice, but offences are not always easy to locate; and, more important, the age-long habits of a sizeable section of the population cannot be altered merely by prosecutions. A Committee on Shifting Cultivation has been set up, and has completed its deliberations. There are three main types of shifting cultivation which militate against the conservation of the Colony's natural resources. These are the felling and burning of valuable virgin forest for cultivation, the cropping of land (particularly steep hillsides) with insufficient periods of fallow and the uncontrolled or deliberate burning of vegetation far in excess of the requirements of food cultivation. The extent of the destruction of virgin forest is not easy to assess, but in the north-east of the Colony aerial photographs and ground inspections have shown that within the last few years appreciable areas of valuable timber have been burned and further damage is being caused elsewhere. Some of the offenders have recently been persuaded to recultivate suitable secondary forest which they abandoned some years ago, and consideration is now being given to a scheme to re-settle them in a different area and train them in better methods of agriculture. Although the current destruction of virgin forest is probably on a relatively small scale not exceeding a few hundreds of acres a year the total area over which virgin forest has been destroyed by shifting cultivation in the past may exceed 5,000 square miles.

During 1952 selection improvement fellings were completed in Sapagaya Forest Reserve over an area of 4,580 acres at a cost of \$5.33 an acre. In this operation established regeneration of small pole size (4 inches diameter) and over was assisted by the cutting of climbers and the poison girdling (with sodium arsenite) of non-commercial species shading or competing with them. The area treated had been exploited 15 to 25 years ago and it is probable that this operation should follow timber extraction more closely. Towards the end of the year silvicultural work was also started in the Kretam area where The North Borneo Timbers,

Ltd., have their concession and about 635 acres were treated. Investigation is necessary to ascertain the nature of the treatment required and the stage at which it should be initiated. A number of treatment plots were started in the early part of 1952 to study the progress of regeneration under varying treatments and in regeneration at different stages of development. Whatever the indications which may be obtained from these, silvicultural work in the Colony is likely to be limited by shortage of labour.

### *Utilisation*

Negotiations with The British Borneo Timber Company regarding the termination of their Concession (which gave them the exclusive right to cut timber on any Crown Land in the Colony) were concluded in the first half of 1952. The Company were given a limited concession over about 1,000 square miles, under the terms of an agreement whereby the Government retained control of their operations in the forest and required the exploitation of the area on a twenty-one years felling cycle. A modified type of Licence Agreement has now been signed by four major timber companies each of which has been allotted a block of three to five hundred square miles of forest of which approximately one quarter will be logged in the 20-year period of the agreement, at the rate of one per cent of the area per year.

Logging in North Borneo is a mixture of modern and primitive methods. The larger companies at present in operation all employ hand-logging to a greater or less degree. This consists in the construction of timber skidways called *kuda-kuda* made of moderate sized timber, perhaps six inches to twelve inches in diameter, across which are placed stringers made of small poles spaced about eighteen inches apart. On these, runs a hardwood sledge, greased to reduce friction and dragged by a gang of ten or fifteen men. The skidways are seldom more than a few hundred yards in length and act as feeders to a light railway on which the logs are drawn by locomotives or sometimes, in the case of small operators, also by man power. The present tendency on the part of the major firms is greatly to extend the use of mechanical extraction and on terrain unsuitable for roads, the railways are being enlarged and improved, more powerful locomotives are on order and it is intended to bring logs to railside by some form of power dragging. These improved methods have not yet been put

fully into effect because of delays in the delivery of equipment. The firms with concessions are all European or American controlled; there are two or three Chinese timber producers of moderate size, and the remainder, about fifty of them, are all small-scale operators with from two or three to twenty or thirty labourers. Nearly all these latter are Chinese controlled but indigenous native labour is used on a considerable scale in felling and extraction. The smaller operators cut almost exclusively for the local market and the larger ones mainly for export.

New rates of royalty were brought into operation on July 1st. These vary with the class of timber but the average per cubic foot will be more than ten cents against the 2.1 cents ( $\frac{3}{4}$ d) previously charged and, with the increased production of the larger timber companies and the greater activity of the many small contractors, a substantially increased forest revenue and surplus has been attained.

There were forty-nine sawmills in the Colony at the end of 1952 and several new mills are now under construction. The North Borneo Timbers Ltd., completed the installation of their new band mill towards the end of the year and it is expected that this will attain an out-turn of 1,000 tons (of 50 cu. ft.) of sawn timber a month. Most of the machinery for the British Borneo Timber Company's new mill has arrived and much of it has been installed, but the early operation of the mill is held up pending delivery of equipment for the power-house. It is hoped however that the mill will be in operation early in 1953. The three other timber companies which have been granted concessions, namely the Bombay Burmah Trading Corporation Ltd., Montague L. Meyer Ltd., and Kennedy Bay Timber Company Ltd., are all planning modern sawmills, as are also the two main Chinese concerns, Shing Kee Company and Kwong Borneo Development Company. There are two or three small European owned sawmills but of the balance of the forty-nine mills in operation at the end of 1952 nearly all were Chinese owned. Figures are as follows:—

## SAWMILLS IN NORTH BORNEO

Ownership	No. of mills	Approx. out-turn cu. ft. (sawn)
Chinese	... 40	567,510
European	... 5	938,228
Native	... 4	40,388

*Production and Trade*

All the important timbers of the country with two exceptions, are members of one family—the Dipterocarpaceae. Of these the most abundant and commonly used both locally and for export are red seraya (*Shorea* spp.), white seraya (*Parashorea malaanonan*) kapur or camphor (*Dryobalanops* spp.) and keruing (*Dipterocarpus* spp.). Billian (*Eusideroxylon zwageri* T & B) and merbau (*Insia* spp.) are the two important non-dipterocarp species and, with selangan batu (*Shorea* spp. and *Hopea* spp.) are the main sources of the durable hardwood timbers of North Borneo.

Improved methods of extraction on the East Coast and the very keen demand on the West Coast stimulated timber production so that the total output for the year increased by about 400,000 cubic feet by comparison with 1951. By the middle of the year, however, rubber prices declined and, with them, the demand for timber for local use. In consequence by the end of the year most sawmills on the West Coast were carrying very large stocks of timber and many of them had greatly reduced or ceased production. In the export trade there was a similar slump brought about by the general trade decline but particularly by the import restriction imposed by the Australian Government, early in 1952, which brought the direct trade in timber between Australia and North Borneo almost to a stand-still and seriously reduced our exports to Japan from whence partly manufactured timber products, especially plywood, were customarily re-exported to Australia. By the end of the year exporters were prepared to admit that conditions were “no longer getting any worse” and the export during November and December of not far short of a million cubic feet of timber is evidence that prospects for the immediate future are more promising than they have been for some time. Prices generally were lower than in 1951. Approximate rates are as follows:—

<i>Logs</i>		Price F.O.B.
		\$
Seraya red and white	...	1.10 to 2.40 per cu. ft.
Keruing	...	2.00 to 2.40    ,,
Selangan Batu	...	5.00            ,,
Belian (billian)	...	7.00 to 9.00    ,,

		Price F.O.B.
<i>Sawn</i>		\$
Kapur	...	2.00 to 4.30 per cu. ft.
Keruing	...	2.00 to 4.40 „
Seraya	...	2.00 to 4.40 „
		Local price ex mill
Seraya, Kapur	}	...
Keruing		

The production of firewood and charcoal was about 2½ million pikuls and 65,000 pikuls, respectively. The greater part of the former was exported to Hong Kong and 14,000 pikuls of charcoal to Korea.

#### PRODUCTION OF FOREST PRODUCE 1951 AND 1952

Commodity	1951	1952
Timber (cu. ft.) (total round and sawn)	7,289,543	7,679,414
Sawn only (cu. ft.)	1,120,962	1,546,126
Firewood (pkls.)	1,491,474	2,436,800
Charcoal (pkls.)	47,250	64,710
Cutch (tons)	4,513	4,060
Birds' nests (pkls.)	304	346

#### EXPORTS

Commodity	Volume		Value	
	1951	1952	1951	1952
			\$	\$
Timber (Total, logs and sawn) (cu. ft.)	4,427,326	3,475,886*	10,184,445	8,177,038*
Sawn only (cu. ft.)	725,296	656,884*	1,475,924	1,569,759*
Firewood (pkls.)	951,604	1,548,898	2,440,593	3,110,107
Charcoal (pkls.)	23,184	19,521	124,248	142,621
Cutch (tons)	4,577	4,025	1,372,455	1,798,719
Damar (tons)	1,798	752	316,546	169,369
Birds' nests (pkls.)	311	346	180,529	200,115
Other Minor Forest Produce (tons)	2,083	1,047	320,337	507,878

\*Subject to revision.

#### EXPORTS OF TIMBER

##### COMPARATIVE VALUES BY DESTINATION FOR 1951 AND 1952

		Volume		Value	
		1951	1952	1951	1952
		cu. ft.	cu. ft.	\$	\$
United Kingdom	...	1,321,064	1,008,109	4,687,314	3,659,197
Hong Kong	...	1,209,408	1,000,914	2,167,407	1,487,387

	Volume		Value	
	1951 cu. ft.	1952 cu. ft.	1951 \$	1952 \$
Japan ...	513,825	478,980	754,080	787,797
Australia ...	817,237	398,860	1,561,188	832,321
South Africa ...	283,152	366,576	567,154	799,142
*Others ...	282,640	222,447	409,538	611,194
TOTAL ...	<u>4,427,326</u>	<u>3,475,886†</u>	<u>10,146,681</u>	<u>8,177,038†</u>

*Note.*—All volumes in cu. ft. quarter-girth round measurement.

\*Include Brunei, Germany, Holland, New Zealand, Philippine Islands, Singapore, Saudi Arabia, Shanghai and ships' use.

†Subject to revision.

The production of cutch dropped by over 450 tons to 81,200 cwts. against 90,260 cwts. in 1951. The reduction was mainly due to the difficulty in obtaining labour. Exports were predominantly to the U.S.A. The production of birds' nests was slightly greater than in the previous year. The total value of all forest produce except timber exported in 1952 was \$5,928,809.

#### *Staff, Education and General*

For purposes of forest administration the Colony is divided up into two forest divisions with headquarters at Sandakan (Senior Assistant Conservator of Forests) and Jesselton (Assistant Conservator of Forests) and five forest districts of Tawau, Lahad Datu, Sandakan, Jesselton and Beaufort. The headquarters of the Department is at Sandakan with a headquarters establishment consisting of the Conservator of Forests with a Working Plans and Surveys Branch and a Research Branch each under the charge of an Assistant Conservator, and a Timber Inspection and Grading Branch under a Junior Assistant Conservator of Forests.

In 1952 the staff, which is still considerably below its full establishment, consisted of the Conservator, one Senior Assistant Conservator, 4 Assistant Conservators, one Junior Assistant Conservator, a Head Ranger, 38 Forest Rangers, 123 Forest Guards and 23 boatmen. Of these one Assistant Conservator, 6 Forest Rangers and 2 Forest Guards have been paid for under a Colonial Development and Welfare Scheme.

During 1952 four students from North Borneo attended the Forest School at Kepong and two of them gained 'credit' certificates (one of them winning 'The Malayan Forester' prize for

engineering); the other two did quite well except that each failed in a single subject which however, they will have the opportunity of attempting again in 1953. At the end of the year 9 Forest Guards were nominated for the 1953 Kepong course and came to Sandakan for preliminary training in arithmetic, geometry, botany and surveying. Only six of the most suitable of these will proceed to Kepong but it is expected that all will greatly benefit from the course.

An officer with a small junior staff was engaged on the collection of botanical specimens, spot identifications of trees and timber, the despatch of specimens to associated herbaria and instruction in the field to newly joined field staff or Kepong candidates. During the year an arboretum was established in the Sibuga Forest Reserve and experimental planting on a small scale was carried out.

A new edition of the North Borneo Forest Records No. 2—"A Preliminary List of North Borneo Plant Names"—by H. G. Keith, was published in February and in December a new edition of the North Borneo volume tables appeared. At the end of the year the Conservator of Forests and the Senior Assistant Conservator of Forests attended the conference of the F.A.O. Forestry Commission for S.E. Asia and the Pacific, which was held in Singapore.

#### FISHERIES

During the second half of 1952 the question of closing the department was carefully re-examined after Unofficial Members of Council had been consulted. The opportunity of consulting Dr. Hickling, Fisheries Adviser to the Secretary of State for the Colonies, who was on a visit to Singapore, was taken and it was decided that, on financial grounds, the Colony could not support the Fisheries Department as organised, and that it should close early in 1953. Thereafter, the department will be re-organised as a sub-department of the Agricultural Department to confine its activities to the culture of fresh-water fish. Work on these lines has been started by the department. Six fresh-water fish ponds have already been stocked and in addition there are nursery ponds at Sandakan which contain sufficient *Sepat Siam* (*Trichogasta*) and *Ikan Nile* (*Tilapia*) to stock a number of new ponds, which it is hoped to open in 1953. This type of fish is known to local

farmers, and lives in padi fields and irrigation channels, providing an additional protein content to the diet of rural natives. It is felt that activity of this nature will be of greater immediate benefit to the people than statistical data arising out of researches into the habits, varieties and quantities of marine fishes which, heretofore, has formed the main work of the department.

During the year the collecting and identifying of fish continued and a total of 68 families and 333 species have now been listed. Duplicates of some of the specimens were sent to Chicago, San Diego and Djakarta for confirmatory identification.

The total quantity of fish landed at the two main fishing ports of Sandakan and Jesselton was 23,191 tons. In the Sandakan market where fish is relatively plentiful, the price of first quality fish varied between 82 cents and 95 cents for a *kati* which is the equivalent of  $1\frac{1}{3}$  lbs. The corresponding price at Jesselton was between \$1.20—\$1.28.

A comparative table is given below showing the exports of marine products for the years 1947—1952:—

## EXPORT OF MARINE PRODUCTS

Year		Quantity 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
1952	...	1,003	938,419	85,417

## *Social Services*

### EDUCATION

THE present educational system of the Colony provides for six years of primary education in English, Malay or Chinese followed by up to six years of secondary education in English or Chinese. The number of schools of all types at the end of September was 228 with a total enrolment of 22,991, made up as follows:—

Chinese	...	15,526	Illanun	...	32
Bajau	...	608	Indian	...	178
Besaya	...	239	Malay	...	84
Brunei and Kedayan	...	1,384	Murut	...	391
Dusun	...	3,168	Orang Sungei	...	100
Eurasian	...	111	Sino-Native	...	388
European	...	51	Sulu	...	180
Filipino	...	77	Tidong	...	9
			Others	...	465

Full particulars of the above figures showing distribution by schools will be found at Section A of Appendix VIII.

According to the 1951 census, the total population of the Colony was 334,141 persons of whom 243,009 were indigenous people and 74,374 Chinese. The total number within the age group 5 to 14 years was 83,072. While a small proportion of the children attending school were aged 15 or over there were, therefore, approximately 55,000 native children and 3,900 Chinese children *not* attending school. These figures are sufficient to indicate the magnitude of the task which still remains before universal education can be accomplished. Sections B and C of Appendix VIII set out in figures the post-war growth of education.

#### *Staff*

The administrative and supervisory staff of the department consisted of the following officers:—

The Director of Education



**H. R. H. The Duchess of Kent at Kent College, Tuaran**  
Her Royal Highness and the Governor leaving the new Teachers' Training College after the opening ceremony.

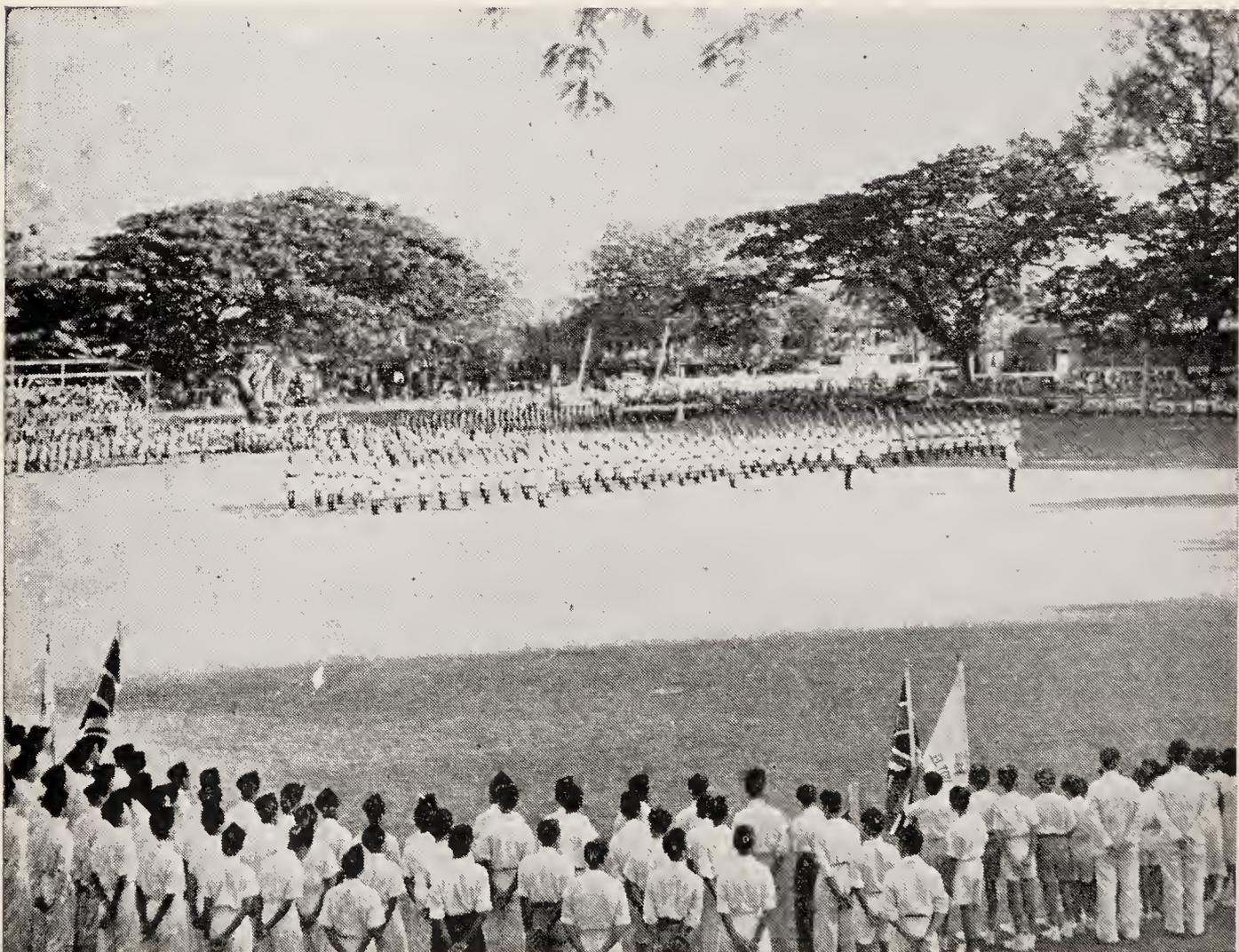


**H. R. H. The Duchess of Kent at The Duchess of Kent Hospital, Sandakan**  
With Her Royal Highness are the Colony Matron, the Hospital Sister and a group of nurses outside the new hospital after the naming ceremony.



**The Colony Police Headquarters, Jesselton**

This central administrative building and the nearby barracks were informally opened by H. R. H. The Duchess of Kent and named The Marina Barracks.



**Ceremonial Police Parade at Jesselton**

A Contingent of the Police Force parading on the Jesselton padang.



**A Typical Dispensary Scene**

A Chinese Woman is handed her medicine at a Government Dispensary. This temporary building of palm leaf walls is soon to be replaced.



**The New Health Centre, Jesselton**

This is one of several Child Welfare and Maternity Centres.



**Children's Christmas Party, Sandakan**

This party was given by Junior Members of the East Coast Division of the Borneo Branch of the British Red Cross Society.



**Boy Scouts Display**

Jesselton troops demonstrate bridge-building prowess during competitions on St. George's Day.

A Senior Education Officer

An Education Officer who is also an Inspector of Schools

A Woman Education Officer

3 Supervisors of vernacular schools

2 Supervisors of Chinese schools

The Woman Education Officer, in addition to a number of routine duties, has advised generally on matters pertaining to the education of girls and in particular on domestic subjects, health training and on the training of women teachers.

The Supervisors visit schools as often as possible in accordance with approved itineraries. Copies of their reports are sent to the District Officer and head teacher concerned as well as to the Education Department. Whilst they report on such routine details as admission and attendance registers, stock book, timetables, the school garden, handwork, equipment, repairs, etc., their chief task is to help the teachers to give better lessons and to keep them in touch with new developments.

The Education Ordinance defines the various types of schools, makes provision for the establishment and constitution of an Advisory Committee for Education, and provides for the registration of teachers and the registration, inspection and control of schools. All schools and teachers are registered under this Ordinance.

The number of registered teachers is shown in section D of Appendix VIII. The average total number of teachers actually employed was:—

Government Schools	...	...	175
Mission	„	...	290
Chinese	„	...	309
Others	...	...	11
			785

During the year a new and more attractive salary scale was introduced for Government teachers.

### *Finance*

The provision for education in the Colony's 1952 Revised Estimates was:—

- (a) Annually Recurrent expenditure in the general Estimates, \$510,910 excluding pensions:
- (b) Under Colonial Development and Welfare Schemes, \$972,938 for the Teachers' Training College and \$35,290 for the Trade School;
- (c) Under Public Works Extraordinary and Special Expenditure, \$192,170.

Actual expenditure in the form of assistance to 47 aided schools amounted to \$100,700 in recurrent grant aid and \$22,750 in building grants.

### *Primary Education*

Primary schools fall into four main categories:

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

### *Government Schools*

With the exception of the post-primary Trade School all the Government Schools are in the primary stage, in which no fees are charged. These schools comprise 73 primary schools in which Malay is the medium of instruction, one primary English School in Labuan and one Chinese School which was originally established in 1916 to serve the needs of the Shantung Chinese settlement near Jesselton. The total number of pupils in Government schools in September 1952 was 4,310 of whom 633 were girls, compared with 4,044 and 590 respectively in the previous year.

Many of the present Government school buildings are based on a unit with accommodation of 40 pupils—the greatest number which one teacher could be expected to supervise. A 'unit' is a wooden building (20 x 30 feet) usually painted black and white, with an attap (palm-thatch) roof, and zinc ridgings. There are no windows, but the upper half of the side walls open outwards to admit light and air. The floors and drains are of concrete. These village schools have an attractive appearance.

The year's building programme included the erection of new school buildings at Kuala Penyu, Paginatan, Ratau and Bundu Tuhan, and two teachers' quarters at Kuala Penyu. The Pintasan School on the Kinabatangan River was rebuilt at Sukau in consequence of a movement of population, which, on this river, tends to concentrate where timber operation are in progress. Two Government schools recently completed in Labuan have been planned to work together in practical subjects. They are built on either side of a common playing field and a home-craft room in one and a general hand-workroom in the other are shared by both schools. These two schools provide primary education in Malay and English respectively.

During the year a School Building Committee was appointed and investigated post-war building design in the Colony, together with methods of construction and the types of materials in general use. The Committee has recommended changes which will lower costs without reducing the educational effectiveness of the school buildings planned.

The replacement of old and unsatisfactory types of desks and benches in Government primary schools continued and the majority of schools are now fairly well equipped both in this respect and with regard to supplies of stationery, school materials and textbooks. British Empire wall maps were issued free of charge to all schools in the territory and local maps are also available.

It is the policy that all schools should, wherever possible, have a school garden. To encourage and stimulate vegetable growing a shield is awarded in each Residency for the best-kept garden. The gardens are periodically inspected by officers of the Agricultural Department, who give practical advice and help, and it is on their findings that the awards are made. This competition draws attention to the wide range of vegetables available, to correct cropping methods and to the need for compost-making and protection from soil erosion.

A distinction is drawn between those Government primary schools (mainly situated in rural areas) which provide a four years' course and the full primary establishments with a six years' course. There are at present 33 schools in the latter category and it is the policy of Government to increase the

number in the main centres as rapidly as possible, provided that the transition is justified by a sufficiently large enrolment in Classes III and IV to maintain higher classes of a reasonable size. English is taught in the two top classes of a full primary school. A factor limiting the number of schools of this type is the difficulty of finding teachers who have a sufficient knowledge of English to enable them to teach it.

### *Mission Schools*

The principal missionary societies working in the territory are the Society for the Propagation of the Gospel (Anglican), The Fathers of St. Joseph's Foreign Missionary Society, Mill Hill, (Roman Catholic), the Borneo-Basel Self-Established Church (often known as the Basel Mission) and the North Borneo Mission of the Seventh-day Adventists. The number of mission schools, both aided and unaided, is as follows:—

Mission	Aided Schools	Unaided	Total Enrolment
S.P.G. ... ..	6	3	1,469
Roman Catholic ... ..	32	3	5,827
Basel ... ..	9	6	1,353
S. D. A. ... ..	—	3	141
TOTAL ... ..	47	15	8,790

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

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

*Chinese Schools*

Education in the Chinese co-educational schools everywhere follows closely the national pattern and is well organised through the agency of school committees which are usually elected yearly. These committees raise money both by fees and by public subscriptions. Excluding Chinese Estate schools and Chinese sections of Mission schools, the total number of registered Chinese schools is 100, but the actual number open on the 30th September, 1952, was 86 with 9,479 pupils of whom 3,364 were girls. These schools, which included three post-primary schools (known as Junior Middle Schools) are staffed with 309 teachers of whom 99 are women. The use of English in the Chinese public schools is encouraged. Chinese schools are still very much dominated by one or other of the series of text-books formerly printed in China, but efforts are being made in Malaya to produce new text-books with a suitable local back-ground. Dependence on the old text-books does provide a measure of uniformity between the 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, a second supervisor was engaged in 1952 and another is to be recruited in 1953.

*Estate and Private Schools*

In September 1952 there were 7 schools of this category open, with an enrolment of 299 boys and 113 girls. Several of these schools (which for convenience are termed Estate Schools) were opened on the initiative of European Estate managers in order to provide a basic primary education for the children of their Estate employees. In some cases special classes were provided for adults. A private English primary school which was opened in Jesselton in 1949, was taken over by the Government in March, 1952, and a local European lady teacher has been appointed to it.

*Secondary and Post-Primary Education*

An encouraging and important development was the increase in the number of pupils attending post-primary schools, which included 12 Mission secondary schools, 3 Chinese Middle Schools and the Government Trade School.

The increase is shown by the figures hereunder:

	1947	...	...	...	93
	1948	...	...	...	242
	1949	...	...	...	315
Sept.	1950	...	...	...	484
„	1951	...	...	...	650
„	1952	...	...	...	1,038

Pupils in secondary schools are at present for the most part Chinese and it is the policy to provide secondary education for children of all races in more equal numbers in the future.

Of 37 candidates who entered for the School Certificate examination set by the University of Cambridge Local Examination Syndicate 24 passed. There were 38 entries for the Junior Cambridge examination but the results have not yet been received. One candidate sat for the General Certificate of Education and was successful. Another pass was obtained in the examination in Structural Engineering held by the City and Guilds College. There was a single entry for the typewriting examination set by the London Chamber of Commerce, but the result is not yet known.

The Government Trade School at Menggatal has during the year shared its buildings with the Teachers' Training College, as the buildings for the latter, at Tuaran, were not ready for occupation. This, together with the post of Chief Instructor having been vacant, led to a postponement of the mid-year entry until January 1953. In July 1952, 10 boys passed out from the school; two who failed were allowed to take the tests again and completed these successfully in October. At the end of the last term in 1952 the number of pupils was 13. A new Chief Instructor arrived in November. The activities of the boys were not confined to the classroom and school work bench. Practical training included the building of a small wooden bridge at Darau, the construction of a "jeep" trailer, and a threshing machine, and alterations and repairs to a padi store.

The Trade School has been in existence for  $2\frac{1}{2}$  years and it is now possible, therefore, to make some assessment of the extent to which it is fulfilling its purpose. The school was opened in 1949 with the object of providing trade instruction for native youths in carpentry, building and general mechanics, the primary

intention being that pupils should return to their villages and become carpenters either on their own or in partnership or in the employment of a native administration. A secondary intention was that the school should provide recruits for industry in the skilled trades and in particular for the Railway and for the Public Works Department. Of the boys who have passed out from the school some have returned to their villages but as farmers instead of as carpenters, while others have sought forms of employment different from that for which they have been given a basic training at the school. Investigations are being made into the reasons for this partial failure with a view to the formulation of future policy.

### *Training of Teachers*

The training of teachers was begun early in the year in temporary accommodation provided, as already mentioned, in the Trade School premises at Menggatal. Forty students were admitted of whom 22 were teachers of at least 5 years' experience, who had not previously undergone training, and 18 were boys leaving school who had completed not less than Class V (Primary).

The construction of a large modern Teachers' Training College on an excellent site near Tuaran began in February 1952 and by the end of the year was almost ready for occupation. It has been designed to accommodate 72 men and 24 women students, and a staff consisting of the Principal, two education officers and four assistant lecturers. The main buildings are:—

- (a) a central classroom and administration block containing 3 classrooms, a demonstration classroom, a handcraft room, Principal's office and staff-room;
  - (b) a men's living block, which includes four large dormitories, a spacious dining hall (with a built-in stage) two kitchens, a sick room, laundry, store rooms and offices;
  - (c) a women-students' block with dormitories, dining room, and quarters for a resident matron;
  - (d) quarters for the Principal, the staff, a clerk and servants.
- An access road has been built to the College from Tuaran town.

On the 18th October, the College was honoured by a visit from Her Royal Highness the Duchess of Kent who declared it

open and graciously consented to its bearing the name of Kent College. The students will move from Menggatal to Tuaran early in 1953.

### *Higher and Adult Education*

The introduction of evening classes in Jesselton organized by the Education Department has been a new departure which preliminary enrolments, amounting in all to 222, have shown to be popular. Classes are available in English, Malay, shorthand, book-keeping and typing. Evening classes (organised by private enterprise) are also available at Sandakan.

During the year 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.

Adult instruction is given by some Government departments and the larger firms. At the Police Training School an intensive and specialised course in Malay is given to recruits to enable them readily to grasp written instructions and to draft reports. Attention is also given to police routine and procedure and the teaching of English.

In the Survey and Telegraphs Departments junior employees are required to pass tests and examinations before being promoted to a higher grade, and the Public Works Department is operating its own scheme for the training of artisan apprentices.

North Borneo is represented jointly with Sarawak on the Council of the University of Malaya by the Directors of Education of the two territories who hold office in alternate years. The Director of Education in North Borneo holds office during the year commencing 1st October, 1952.

### *Colombo Plan and other Commonwealth Aid*

Through the generosity of the New Zealand and Australian governments and as a result of funds provided under C.D. & W.

Schemes, the following overseas scholarships were awarded during the year:—

No.	Scholarship		Course taken	Anticipated length of course
2.	New Zealand (Colombo Plan)	...	Accountancy	4 years
1.	- do -	...	Law	4 „
1.	Australian (Colombo Plan)	...	Teacher Training	1½ „
1.	- do -	...	Animal Husbandry	½ year
1.	C.D. & W.	...	Accountancy	2 years
1.	- do -	...	Law	3 „

Throughout the year valuable guidance was received from the Secretary of State's Adviser and Assistant Advisers on Education.

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

A Physical Training expert has been sent to North Borneo from New Zealand under the Colombo Plan Technical Assistance Programme and is actively engaged in introducing modern P.T. methods into the schools and colleges, in conducting classes for teachers and in preparing new syllabuses and schemes of work.

In schools the elementary principles of health and hygiene are taught in the form of simple rules and much practical assistance has been given by a trained nurse kindly provided by the North Borneo Branch of the British Red Cross Society.

#### *Advisory Committees*

The work of the Education Department was facilitated by advice from the following committees:

- The Education Advisory Committee
- The Scholarship Advisory Committee
- The Technical Education Advisory Committee
- The Trade School Advisory Committee
- The School Buildings Committee.

#### PUBLIC HEALTH

##### *Vital Statistics*

Prior to March 1951, when a new Registration of Births and Deaths Ordinance came into operation, births and deaths had

been registered under an Ordinance of 1884 which provided for approximately 24 Registrars and Deputies only over an area of 29,184 square miles with very poor communications. Reports made at first hand from towns and villages near to a Registrar 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 extremely doubtful and could not be properly checked.

The new Ordinance provides for the appointment of Native Chiefs, school-masters and other suitably literate persons as Assistant Registrars in a ratio of one such officer to approximately 2,000 of the population. Forms are distributed to village headmen, who are instructed to take a form to the nearest Assistant Registrar promptly when a birth or death occurs. The new Ordinance has proved in operation to be a considerable improvement on the old. However, the difficulties of remote, scattered villages, poor communications, ignorance and illiteracy cannot be overcome in a day. Causes of death are still unavoidably entered, in the majority of up-country cases, by unqualified persons. In urban areas registration returns are more accurate on account of the greater proportion of educated persons to be found there. The relative ease of registration and the preponderance of Chinese who now have a keen appreciation of the legal value of birth and death certificates are also contributory factors. It is again necessary to emphasise that figures should be treated with reserve, the following being of sufficient accuracy, however, to indicate trends:—

Year	1947	1948	1949	1950	1951	1952
Births Registered	6,630	6,716	8,037	9,064	10,453	11,486
Deaths Registered	5,136	4,552	4,298	4,320	4,503	4,530
Excess of Births over Deaths ...	1,494	2,164	3,739	4,744	5,950	6,956

The main causes of deaths recorded were fever (unclassified), malaria, pneumonia, tuberculosis and diarrheal disease.

The full report of the Census held in the Colony in 1951 will be published in 1953. In the meantime it can be said that some significant facts have been disclosed concerning the fertility and

mortality rates of the various races. The most striking and significant fact revealed is that women of the indigenous races (not including the Muruts) produce as many children as the Chinese, but that whereas the Chinese population is increasing at the rate of 3 per cent per year, the indigenous population is increasing at a rate of only 0.6 per cent per year. The main reasons for this more rapid increase of the Chinese population are first that the Chinese have a higher expectation of life and secondly that the survival rate of their children is much greater than that of the children of the indigenous peoples.

Unlike the other indigenous races, the Muruts (a group of races living in the Interior) have a declining fertility rate; while, of the smaller numbers of children born, fewer survive to a reproductive age. The 1951 Census has revealed that there has been a decrease of 23.4 per cent in the 20 years prior to 1951 and a disquieting factor is that of the 18,724 Muruts enumerated on Census day the main body is in the middle age-group. Unless the decline is averted the race is likely to die out. Several reasons have been advanced for the infertility of the Muruts, including over-indulgence in alcohol, venereal disease and nutritional deficiencies. It is hoped that it will prove possible with aid from outside sources to have a thorough investigation made into the problem by a team of experts.

### *General Health*

There were no outbreaks of epidemic disease during the year and the general health of the population remained good.

### *Malaria*

During the year paludrine as a prophylactic continued to be distributed. As mentioned in the 1951 Colony Report, the report of the Malaria Research Unit on the recurrent action of residual spraying of houses with D.D.T. in oil threw doubt on the efficacy of this measure against *Anopheles leucosphyrus* (now re-identified as *Anopheles Balabacensis*) which is believed to be the main vector of malaria in the Colony, and residual spraying has been discontinued. There has been no subsequent increase in the incidence of the disease. The oiling of breeding grounds, using a new and effective emulsion, continued, together with the filling in of bomb craters, the clearing of undergrowth and the

maintenance of drains constructed to prevent water from settling and forming potential mosquito breeding grounds.

### *Tuberculosis of the Lungs*

The tuberculosis returns reveal a slight improvement, but whether this is apparent or real is not yet certain. It seems possible, however, that the steady rise in the number of cases and deaths during the past few years has been checked. More patients are now being treated under skilled supervision. In the towns, as rebuilding proceeds, the dark, airless and often insanitary temporary shop-houses of the immediate post-war period are being replaced by new buildings of approved designs which are a very great improvement on the type of shophouse generally in use before the war. All urban building plans are scrutinized by a Medical Officer of Health before they are passed by the Local Authority.

### *Active Respiratory Disease*

There are indications of a decrease in this group of diseases. During the year there were noticeably fewer in-patients and out-patients suffering from these diseases (which include pneumonia of all types, bronchitis, acute and chronic, and influenza) and the number of deaths from them decreased.

### *Bowel Infections*

The incidence of bowel infections is high, and has recently shown an increase particularly in urban areas, which emphasises the need for better and more modern methods of sanitation in a number of the towns. As yet there is no water-borne sewer system in any of the towns of the Colony. Coastal towns have latrines built over the sea. Bucket latrines (with removal and trenching of nightsoil) exist in some towns. Latrines built over pits of various depths exist in many small towns, but this system is often unsatisfactory due to the high water-table in some areas. With the building of more permanent and semi-permanent housing, greater use is now being made of the septic tank.

An important measure which is expected to improve the situation is the building up of a new Health Inspectors' service planned to start in 1953. Food inspection in "coffee-shops" and markets has in the meantime continued to be carried out by the staff of the Medical Department, and of the Sanitary Boards in each

district, and food-hawkers have been medically examined. Slaughter-houses have been supervised in the larger towns but meat inspection elsewhere has not been possible due to shortage of staff.

### *Nutritional Diseases*

These are common in the rural areas and particularly among the hill-dwelling peoples whose standard of living is low. There has been no marked change in the number of cases reported. The free distribution of milk supplied by the United Nations International Children's Emergency Fund Organization (UNICEF) to prospective and nursing mothers continued in the predominantly rural areas and all debilitated children who attended hospitals or health centres were given this milk. This supply of milk is of the greatest value to nutrition as the local diet is generally deficient in riboflavine and calcium.

### *Government Hospitals and Dispensaries*

There are 485 hospital beds in the Government hospitals of which the majority are in three main civil hospitals and five cottage hospitals, and the remainder in out-station dispensaries. Distribution is as shown below:—

Name and location of hospital	Number and Category of Beds				Total
	General	Obstetrics	Tuber- culosis	Infectious	
Jesselton ...	99	6	21	—	126
Sandakan ...	79	6	10	10	105
Tawau ...	35	4	6	—	45
Kudat ...	30	2	—	—	32
Beaufort ...	32	—	—	—	32
Keningau ...	30	—	—	2	32
Labuan ...	30	2	—	—	32
Kota Belud ...	16	4	—	—	20
Papar ...	10	—	—	—	10
Lahad Datu ...	10	—	4	—	14
Semporna ...	5	—	—	—	5
Ranau ...	5	—	—	—	5
Tambunan ...	10	—	—	—	10
Kuala Penyu ...	2	—	—	—	2
Sipitang ...	5	—	—	—	5
Tenom ...	10	—	—	—	10
<b>TOTAL ...</b>	<b>408</b>	<b>24</b>	<b>41</b>	<b>12</b>	<b>485</b>

During the year 10,369 in-patients were treated as compared with 9,590 in the previous year. Outpatients, of whom some

23,000 were treated by travelling dressers numbered 229,981 as compared with 198,587 in 1951. These figures reflect no decline in the general health of the populace but are the direct consequence of improved facilities and a bigger staff of doctors.

#### *Travelling Dispensaries*

A River Dispensary Launch built from Colonial Development and Welfare funds was in operation on the Kinabatangan River on the East Coast of the Colony during the latter part of the year bringing very necessary aid to the people living along its banks. A new travelling motor dispensary, especially designed for the purpose, has also been provided to serve a number of small towns and villages on the main routes leading from Jesselton.

#### *Health Centres*

The Interior Maternity and Child Welfare Centre at Keningau continued its valuable work, particularly among the Muruts who most need help. The two Centres at Jesselton and Sandakan (housed in temporary buildings) also functioned satisfactorily throughout the year and the medical staff was greatly assisted by voluntary workers. It is the policy of the Government to extend these maternity and child welfare centres when possible and to emphasise the importance of health education and the prevention of disease.

#### *Estate Hospitals and Dispensaries*

The Labour Ordinance provides for employers of labour being required to furnish hospitals and medical supervision for their employees. Many of the larger estates and companies have dispensaries or small hospitals, and during the year there were 33 places of employment at which such medical facilities were provided.

#### *Other Institutions*

As in previous years a settlement for persons suffering from leprosy was maintained amid pleasant surroundings on Berhala Island off Sandakan. At the end of the year there were 59 resident patients as compared with 56 in 1951. Of these 59 patients 17 were women.

The problem of staffing the future Inter-territorial Mental Hospital in Brunei which it is proposed should be built to serve

North Borneo, Sarawak and Brunei is under review by the Medical Departments of the three territories. In the meantime the Colony's Mental Hospital at Sandakan continued to be maintained and at the end of the year there were 87 patients which is the highest number recorded since the war and represents an increase of 18 compared with 1951.

#### *New Buildings and Equipment*

A new modern hospital of 100 beds is nearing completion at Sandakan, and will, it is hoped, be occupied early in 1953. This hospital is a very fine structure and when fully staffed and equipped will compare favourably with any other hospital of similar size. The hospital, which Her Royal Highness the Duchess of Kent has graciously consented should be known as the Duchess of Kent Hospital, was formally opened by Her Royal Highness when she visited Sandakan in October. A major portion of the cost of the buildings has been met from Colonial Development and Welfare funds and a contribution from the same source has been granted towards the cost of building a new 32 bed hospital at Kudat, work upon which has already started. A new Health Centre at Jesselton has been built, under a Colonial Development and Welfare Scheme, to replace the present temporary structure and will be opened early in 1953. The building of a similar clinic at Sandakan has begun.

Much of the hospital equipment in the Colony has become unserviceable. Assistance for re-equipping the hospitals has been given from Colonial Development and Welfare funds and the greater part of the new equipment has been received. A new heavy X-Ray apparatus of advanced type, a diathermy machine and an electrocardiograph, will provide long needed specialist aids to diagnosis. In addition up-to-date laboratory equipment has been given to the Colony by U.N.I.C.E.F.

#### *Staff of the Medical Department*

The Department is administered by a Director and a Deputy Director of Medical Services, with a Colony Matron and a Medical Accountant-Storekeeper at headquarters in Jesselton. During the year the Colony for the first time had its full complement of 11 Medical Officers. In addition, a Surgeon arrived in January and a Dentist has also been appointed. These two

officers have travelled to the various centres in the Colony and their specialist services have everywhere been in great demand. A Colony Matron was appointed in 1952 under whose guidance an adequate junior nursing service is being established. The World Health Organisation is also helping in this respect by providing a team of four Sister Tutors each with specialist qualifications, two of whom have already arrived in the Colony. Out of 6 Nursing Sisters' appointments 3 were vacant for more than 3 months during the year. In October the Colony was fortunate to receive a visit from Miss F. N. Udell, O.B.E., S.R.N., S.C.M., the Chief Nursing Officer of the Colonial Office, who was able to see conditions at first-hand and offer valuable and constructive advice.

A table showing the Medical and Health staff of the Colony (including Mission and Private personnel) is appended:—

		Government	Mission	Private
Registered Physicians	...	15	1	18
Nursing Sisters	...	6	3	1
Staff Nurses	...	7	—	—
Trained Nurses	...	15	—	—
Probationer Nurses	...	29	—	—
Govt. Hospital Assistants	...	9	—	—
Trained Dressers	...	81	—	46
Probationer Dressers	...	32	—	—
Certificated Midwives	...	27	3	31
Health Inspectors	...	1	—	—

### *Expenditure*

The estimated expenditure on medical services from Colony funds in 1952 including personal emoluments, amounted to \$1,811,187. This figure refers to Medical Department expenditure only and does not include sums spent in the towns on such municipal conservancy measures as scavenging, removal of nightsoil and inspections by Sanitary Board officials within the Sanitary Board areas. Neither does it include capital expenditure on new buildings nor the generous aid which the Colony continued to receive during the year under Colonial Development and Welfare Schemes, and from the United Nations International Children's Emergency Fund and the World Health Organisation.

### *Assistance from Voluntary Organisations*

Tribute is also paid to the valuable practical assistance received during the year from the North Borneo Branches of the British

Red Cross Society and the St. John Ambulance Association. (See also pages 87 and 88). The contribution made by these two organisations to the health of the community is a very real one.

#### HOUSING AND BUILDING

##### *Reconstruction*

The preliminary planning of previous years began to bear fruit in 1952, resulting in the carrying out during the year of the largest building programme in the history of the Colony. The number of buildings, either completed during the year or still under construction by the Public Works Department, was 375, including quarters for Government staff. Major works under this programme were the construction of the Police Headquarters, Depot and Prison at Kapayan, Jesselton, a new 100-bed Civil Hospital at Sandakan with its ancillary buildings and quarters, and the Teachers' Training College at Tuaran. The cost of the Teachers' Training College was met from Colonial Development and Welfare funds as also was the greater part of the new Sandakan Hospital. Other buildings which have been completed include a new Council Chamber and offices for the Governor and his staff, and Police Stations, with barracks, at Jesselton and Labuan. At Sandakan, new Customs and Marine offices were 75% completed by the end of the year and work had begun on an Administration block and a Post Office. Also either built, or in building at the end of the year, were a number of schools, markets, dispensaries, workshops and warehouses. Fourteen new Government warehouses at Jesselton with a combined floor area of 56,000 sq. ft. will be completed early in 1953, and will be the first in the Colony constructed throughout in permanent materials. A block of seven will be used by the Supplies Department, and the remainder will be either rented or sold to commercial concerns.

The drawing of plans was started for new Police Divisional Headquarters buildings in Sandakan, a new Civil Hospital at Jesselton and the Central Government Offices in Jesselton. In the case of a number of the bigger buildings, it has been necessary to engage the services of architects to relieve the pressure on the Public Works Department.

There has also been a great deal of commercial building. In Jesselton the first of a new block of ten shops was built on the site on which a fire had destroyed the temporary shops in 1949,

The two Banks doing business in the Colony have both obtained sites, and preliminary work has begun on handsome four-storied buildings. At Tanjong Aru, a suburb of Jesselton, an entirely new township has been laid out and already 4 shops in permanent and 10 shops in semi-permanent materials have been completed, and a further 16 shops in permanent materials are being built. The townships of Tuaran, Keningau and Inanam have been completely rebuilt. Harrisons & Crosfields (Borneo) Ltd., have been the first local firm to complete and occupy a new modern office in permanent materials at Labuan. In Jesselton the new building of Borneo Motors Ltd., is under construction and the foundations of the Borneo Company's new premises have been laid.

### *Urban Housing*

One of the legacies left by the war was an acute housing problem. Sandakan and Labuan were completely destroyed, and Jesselton extensively damaged. Many of the small towns were also either destroyed or severely damaged. To meet immediate needs after the cessation of hostilities, temporary houses and shophouses with "kajang" (palm-leaf matting) walls and "attap" (palm-leaf thatch) roofs or occasionally with walls of inferior quality planks and corrugated-iron roofs were built in the towns. This type of construction had to be permitted pending the preparation and completion of new town plans and the allocation of land for more permanent forms of building. The housing problem is therefore two-fold. First there is the need to replace these temporary buildings, which do not conform to modern building standards and many of which are in a state of near collapse and secondly there is the increasing demand for additional housing to be met.

In those towns for which town plans have been completed, considerable progress was made during the year and, as already mentioned, the townships of Tuaran, Keningau and Inanam have been wholly rebuilt. With regard to private dwellings, a decrease in the rate of building noticed towards the end of the year can be attributed to the effect of the fall in the price of rubber.

The Government's housing programme made excellent progress. 228 quarters were either erected or under construction, of which 54 were for Senior and 174 for Junior Officers. The Senior

Officers' quarters programme is now almost completed, that for Junior Officers' quarters still has some way to go, in consequence of which it has not been possible to demolish more than a very few of the existing temporary structures. In 1953, therefore, it is proposed to build a number of small blocks of flats to ease the situation. Several blocks of workers' dwellings are under construction and more will be built in 1953. With the exception of one or two quarters for Specialist Officers, which have been provided under Colonial Development & Welfare Schemes, the whole of the 1952 housing programme was financed from Colony funds.

In the larger towns where permanent materials are being used, construction is in brick or concrete blocks with tiled or corrugated-asbestos roofs. Many of the new Government quarters are built of timber frames on concrete posts with asbestos roofs and walls of asbestos sheeting. This has proved to be a very satisfactory type of building, in the local circumstances. In the smaller towns, houses are being built of squared hardwood frames and timber walls on concrete posts with roofs of billian shingles, galvanized corrugated iron or where nuisance from glare is unlikely to arise, corrugated aluminium.

### *Rural Housing*

The housing needs of the rural population of North Borneo are essentially simple and present no difficult problems. Among the settled and prosperous Dusuns of the coast and inland plains the age-long system of communal houses has been discontinued and their villages consist of groups of houses clustered together among fruit and coconut trees. In general, these houses, are raised above the ground on piles and entered by means of a ladder or notched tree trunk. Their construction is primitive—hard-wood posts, walls of bamboo, bark, sago-palm stems, or occasionally, planks, and a thatched "attap" roof made from the leaves of the nipah or sago palm, materials which are always available. On the heavily populated Tambunan plain in the Interior, the Dusuns build their houses entirely of bamboo.

Among the more primitive Muruts and Hill Dusuns "long-houses" are still found, although the practice tends to die out when they come in close contact with outside influences. A long-house may be as much as 200 feet long and will contain the

whole village. It consists of a long central passage with family cubicles, each self-contained, opening off both sides, with a large open space in the centre which serves as the public meeting place where guests are entertained or celebrations held. In the centre of this may be a sprung dance floor. An alternative pattern is a wide public veranda running the full length of the building, with doors opening off it into the separate family rooms. These houses are rarely built to last more than 2 or 3 years. Quite apart from the flimsy construction any one of a number of superstitions will cause the occupants to desert their house to build a new one.

### *Rest House and Hotels*

A first-class hotel in Sandakan is owned and run by Malayan Airways. The Airport Hotel at Labuan, which was previously operated under contract by the Department of Civil Aviation, has been sold to a private company, which proposes to improve and enlarge it. At Jesselton a site near the beach at Tanjong Aru has been bought by a Singapore concern for the erection of a first-class hotel. The architects are drawing up plans and it is expected that building will be started in the first half of 1953. Elsewhere rest houses are maintained by Government. A new Rest House at Ranau is under construction and plans have been prepared for an extension to the Keningau Rest House and for a new Rest House at Kudat, as it is anticipated that with the start of the new internal air service in 1953, there will be a greatly increased number of visitors requiring accommodation at these townships.

### TOWN PLANNING

The Surveyor-General has continued as Town Planner and technical adviser and chief-executive officer to the Central Town and Country Planning Board. The Board comprises 5 ex-officio members, and 5 persons nominated by the Governor, under the Chairmanship of the Development Secretary. The Board held 10 meetings during the year and dealt with all matters of town planning policy. In addition to adopting town plans for scheduled towns under the Town and Country Planning Ordinance, the Board considered some 27 applications for interim development.

Steady progress has been maintained. Town plans for Papar and Beaufort and zone plans for Jesselton, Sandakan and Labuan were approved by the Governor in Council. In addition, the draft town plans of Jesselton Extension No. 2, Labuan Extension No. 2 and Sandakan Extension No. 1, have been completed and submitted to the Governor in Council for approval.

The zone plans have had the effect of freeing land within town planning areas and enabling persons to erect permanent buildings in these areas so long as they conform to a development plan prepared by the individual concerned and approved by the Town Planning Committee of the local Sanitary Board. The plans cover suburban areas which have not yet been planned in detail.

Two extended areas (Beatrice Estate and Karamunting) outside the Sanitary Board area of Sandakan have been brought under the control of the Town and Country Planning Ordinance.

Town layouts have been approved for the small townships of Semporna, Bandau, Limbawang, Kuala Penyu and Telipok and draft plans for seven other townships are awaiting approval.

It has been found necessary in some cases to amend original plans on account of changing requirements, and modifications involving major replanning are under consideration for Kudat, Kota Belud and Tamparuli. Amendments are also required for parts of Jesselton, Sandakan, Tawau, Beaufort and Weston. Good progress is being made with the town plan at Jesselton where the first block of model shop-houses are in use and a number of other permanent buildings are being built, while in other towns land exchanges have been either completed or are being undertaken.

Town planning expenditure, which was previously financed from a Colonial Development and Welfare Scheme is now being borne on Colony funds.

The Colony is fortunate in having 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, continued to give aid through the agency of its voluntary local committees. The Board approved subsistence grants totalling \$28,373, which sum covers both monthly allowances and rice, and invalid food allowance in necessitous cases. At the end of the year there were 216 persons benefiting from these allocations. The Fund continued to contribute towards the cost of educating the children of War Victims who could not afford to pay fees in full. In a few special cases the full maintenance of children at Boarding School is paid. Altogether, \$23,078 was spent in assisting 534 children. Rehabilitation grants amounted to \$1,098, of which \$1,000 was for the purchase of two small homes for two destitute widows.

Support from all sections of the community was excellent. On Liberation Day (9th September) the annual special appeal was made, and the response totalled over \$29,939, compared with \$37,193 in 1951. This figure is well over that of 1950, and is satisfactory in view of the trade recession which occurred during the year.

#### *Boy Scouts*

The most notable feature during 1952 has been the training of Scouters. The opening of the Teachers' Training College at Menggatal brought several Scoutmasters to the College. A training group was formed under the Assistant Colony Commissioner (Training) and all the candidates for 1952 underwent a preliminary course. The long-term effect will be an improvement in scouting, but the immediate result has necessitated the temporary closing down of some troops. Thus the number of scouts decreased by 78 (leaving a total in the Colony of 493), but this will be offset by an increase of over twenty trained Scouters and the promise of new troops being formed in the future.

At the end of 1952 two Scouts on their own initiative attended the Jamboree held in Australia. In December, 1952, a large party of Malayan Scouts visited Jesselton. The Colony Commissioner had the honour to be presented to the Queen at the Parade on St. George's Day at Windsor Castle.

#### *Girl Guides*

During the year Guiding continued to increase in popularity. There were two more Companies in Jesselton making a total of

six Guide Companies, two Brownie Packs and the original Ranger Company. Sandakan now has three Guide Companies and a Brownie Pack, of which two Companies and the Brownies were established in 1952. In Kudat and Tawau the Companies are flourishing, and Beaufort has just formed a Local Association preparatory to starting a Company. Keningau, though isolated, has a flourishing Company. That Guiding makes a very strong appeal and fulfils a much wanted need is shown by its rapid expansion. The Ranger Company was started in 1950, followed by Guides and Brownies in 1951.

One of the Guiders, while on leave, attended a training course at "Foxlease," the home of Guiding in England, and also went to "Our Chalet" in Switzerland where Guiders from all nations meet. She will be of great help to the Colony.

Each District is self-supporting and there is close co-operation with the other Social Services. Lectures given by the Red Cross Society and the St. John Ambulance Association are attended by guides for their Home Nursing and First Aid Badges respectively. During the year, a young illiterate guide saved the life of a small child by giving her artificial respiration.

#### *The St. John Ambulance Association*

The year started auspiciously with a visit by the Brigade Commissioner-in-Chief, Lieutenant-General Sir Otto Lund, K.C.B., D.S.O., and his presence and advice aroused considerable enthusiasm throughout the Organisation. This was apparent from the keen interest shown and high attendance recorded at the Annual General Meeting held shortly after his visit.

Steady progress continued. The Brigade is well established at Jesselton and Tawau, and temporary headquarters were opened at both places. The proposal to establish permanent headquarters at Jesselton is under active consideration. A fully equipped St. John Ambulance paid for from the Association's locally raised funds, was put into service at Jesselton, and it is expected that another will soon be in service at Tawau.

Classes and lectures continued to be held at Jesselton, Tawau and Labuan, and they were started at Kudat and Sandakan, where it is hoped that active Brigade Divisions will soon be in the field. At Ranau, in the Interior, eleven candidates were

successful in the Preliminary First Aid Test. The effort to establish a Colony-wide Organisation of fully trained and qualified St. John members has made very good progress. This endeavour was furthered by a visit from Mrs. Gerrity, the Brigade Organiser, Singapore, who gave valuable assistance.

Brigade teams were on duty at various public and sporting events throughout the year. In common with members of the Red Cross Society the Boy Scouts and Girl Guides, the Brigade paraded at Jesselton and Sandakan to meet Her Royal Highness, the Duchess of Kent. The Royal Visit had a special significance for the Association, as Her Royal Highness is the Lady Superintendent-in-Chief for Wales.

### *Red Cross*

The North Borneo Branch of the British Red Cross Society has continued to make progress and to extend its services. A new Detachment has been formed in Jesselton, and several links of the Junior Red Cross have been formed in Sandakan. Each Division in the three Residencies continued to promote the work of Social Service: help was provided for the needy including many war victims; hospital visiting was carried out; assistance was given in staffing clinics; and free milk was distributed and comforts supplied to patients suffering from tuberculosis. In addition, the Labuan Division has been called upon to meet casualty planes returning with wounded from Korea, and to help in looking after the welfare of the men during their stay. Courses in First Aid, Home Nursing and Child Welfare have been held throughout the year and the attendance figures have been very good. A Red Cross nurse specialising in child welfare was stationed during the whole of 1952 at Sandakan, and her salary was borne entirely by funds raised by the local Branch of the Society. Five members of the Colony have been awarded the Society's Long Service Medal.

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

The Joint Advisory Council of the local branches of the St. John Ambulance Association and the British Red Cross Society, under the Presidency of the Governor, met in February, 1952, and was addressed by the Brigade Commissioner-in-Chief of the

St. John Ambulance Association, Lieutenant-General Sir Otto Lund, K.C.B., D.S.O. Final decisions were taken on a division of functions of the two Organisations as the best means of co-ordinating their activities.

#### *The Amateur Athletic Association of North Borneo*

The Amateur Athletic Association of North Borneo, which was founded in 1950, held the second of its annual championships in July. Athletes were attracted from all over the Colony and it gave great satisfaction to welcome a team from as far afield as Miri in the neighbouring territory of Sarawak. The Association has done a great deal to revive an interest in athletics, and two of its affiliated members, the Tawau and the Keningau Sports Clubs, opened new Club houses during the year.

"Kinabalu," a publication originally sponsored by the Association, has developed into a quarterly illustrated magazine, covering recreational and sporting activities throughout the Colony. It has an increasing circulation and enjoys considerable popularity.

#### *Relief of the Destitute and Disabled*

Public assistance for the care of the aged and indigent is a responsibility of the Department of Immigration and Labour and is operated through the Paupers Ordinance, 1924. Two Institutes are maintained in Jesselton and Sandakan respectively from a Fund supplied from compulsory contributions from employers and a property assessment, and the Commissioner of Immigration and Labour has the assistance and advice of two voluntary Boards in the administration of the Fund and of the Institutes. A small amount of out-door assistance is also provided. Considerable assistance is given by members of the public in providing comforts and amenities as gifts to the Institutes.

#### *Juvenile Delinquency*

Under the Prisons Ordinance the Governor has power to transfer any juvenile delinquent or young offender to an approved school or to a place of detention in Sarawak or Singapore, subject to the approval of the Governor of the receiving Colony. In 1952, two young offenders were sent to the Boys' Home at Kuching under this arrangement. For further details please refer to page 100.

## *Legislation*

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### *Laws applicable in the Colony*

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

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

### *Legislation during 1952*

During the year under review 24 Ordinances were enacted, the most important of which are those dealing with Interpretation, Interpretation (Definition of Native), Japanese Treaty of Peace Order, 1952 (Adaptation), Betting and Sweepstake Duties, Copyright, Poisons (Agricultural and Industrial), Banking, Bankers' Books Evidence and Repeal of Laws. The Interpretations Ordinance (No. 11) provides uniform rules of interpretation applicable to laws throughout the Colony. The Interpretation (Definition of Native) Ordinance (No. 12) effects uniformity in the definition of that class of the indigenous peoples of the Colony, who under certain Ordinances have special rights, privileges and duties and are subject to native law and custom.

The Japanese Treaty of Peace Order, 1952 (Adaptation) Ordinance (No. 15) makes such modifications in the Japanese Treaty of Peace Order 1952 (which applies to this territory), as

are necessary to adapt the Order to the circumstances of the Colony. The Betting and Sweepstake Duties Ordinance (No. 7) makes provision to levy a tax on bets and sweepstakes organized by racing clubs or associations, which is a normal measure of taxation in other Colonies. The Copyright Ordinance (No. 9) supplements and adapts to the circumstances of the Colony the Copyright Act 1911 which became applicable in this territory consequent upon its change of status. The Poisons (Agricultural and Industrial) Ordinance (No. 21) provides for control to be exercised in respect of poisons which are in common and widespread use in agriculture and industry. The Banking Ordinance (No. 23) provides control over the business of banking and the Bankers' Books Evidence Ordinance (No. 24) introduces into the Colony the rules relating to the use of Bankers' Books in court proceedings on the lines of those in force in the United Kingdom. The Repeal of Laws Ordinance (No. 6) removes from the statute book Ordinances of the Straits Settlements in force in Labuan and Ordinances of the former State of North Borneo applicable on the Mainland which are either obsolete or have been replaced by more modern legislation.

The following unifying Ordinances were enacted during the year:—

Cruelty to Animals (Prevention) (Unification and Amendment) Ordinance (No. 1), Agricultural Pests (Unification and Amendment) Ordinance (No. 4), Unification of Laws Ordinance (No. 5), Cattle and Grazing (Amendment and Unification) Ordinance (No. 19).

Other Ordinances of a general nature or relating to particular amendments are as follows:—

Official Secrets (Amendment) Ordinance (No. 2), Prisons (Amendment) Ordinance (No. 3), Vehicles (Amendment) Ordinance (No. 8), Town and Country Planning (Amendment) Ordinance (No. 22) and the usual appropriation Ordinances.

*Justice, Police and Prisons*

## JUSTICE

THE DEATH is recorded, with very great regret, of Sir Ivor Brace, the Chief Justice of Sarawak, North Borneo and Brunei. Sir Ivor Brace died in Singapore after an operation on the 24th October, 1952.

The main structure of the North Borneo system of law consists of Ordinances; these are now enacted by the Governor with the advice and consent of the Legislative Council. There are still in force a number of Ordinances of the former State of North Borneo and a few Proclamations of the British Military Administration. For historical reasons the law in Labuan differs in many respects from that of the Mainland: Labuan was formerly part of the Straits Settlements, and a considerable amount of Straits Settlements legislation is still in force there. A process of unification of the law of Labuan with that of the Mainland is, however, in hand, and is referred to in the section of this report dealing with Legislation. The basis of the Criminal law is the Indian Penal Code with certain modifications. By the Application of Laws Ordinance 1951 it is provided, save in so far as other provision is made by the written law in force in the Colony, that the common law of England and the doctrines of equity, together with statutes of general application, as in force at the commencement of the Ordinance, shall be in force in the Colony.

The Combined Judiciary for Sarawak, North Borneo and Brunei, which was thirteen months old on the 31st December, 1952, has proved satisfactory. The Courts functioning throughout the Colony for the administration of civil and criminal law have been as follows:—

- (1) The Supreme Court of Sarawak, North Borneo and Brunei, comprising—
  - (a) The Court of Appeal;

(b) The High Court.

(2) The Magistrates' Courts, comprising courts of—

(a) Magistrates of the First Class;

(b) Magistrates of the Second Class;

(c) Magistrates of the Third Class.

Two Sessions of the Court of Appeal were held at Jesselton during the year. Judges came from Kuching, Sarawak, in order to constitute the Court. The Judge in North Borneo has also visited Kuching as a member of the Court of Appeal there. The High Court sits chiefly in Jesselton but it has visited the following places on circuit:— Kota Belud, Kuala Penyu, Kudat, Putatan, Sandakan, Tawau, Tenom and Tuaran. There is only one Judge in the Colony. The work of the Magistrates' Courts and the Native Courts has gone on unobtrusively. There are gazetted twenty-one Magistrates of the First Class, eleven Magistrates of the Second Class and fourteen Magistrates of the Third Class. Several magistrates, however, are seldom called upon to exercise magisterial functions. There are no full-time magistrates and all magistrates are drawn from the Administration.

In the High Court the commonest type of civil suit is for recovery of debt, where the value in dispute exceeds the limits of the jurisdiction of a First Class Magistrate, that is five hundred dollars. Of the rest of the original jurisdiction suits in the High Court in 1952, a quarter were concerned with disputes as to title to land where an agreement to sell was alleged to exist. The lands in dispute were of small value. These suits now have their first hearing in the High Court, in view of a Full Bench decision in 1951 that the Commissioner of Lands has not jurisdiction under the Land Ordinance 1930 to deal with claims for specific performance in land disputes. In the Magistrates' Courts almost all the civil suits are for recovery of debt within the limits of the Magistrates' jurisdiction. A record of the work of the Courts of the Colony during 1952 will be found in Appendix IX.

Distinct from the Magisterial Courts are the Native Courts of which there are 24 in the Colony. These Courts hear all applications for the administration or distribution of small native estates, and cases arising from the breach of native custom and religious law. An appeal lies to the District Officer, who also has the power of review and revision. From the District Officer an appeal

lies to the Resident and finally to the Governor. During the year a total of 2,050 cases and applications were heard by the Native Courts.

#### POLICE

##### *Organisation*

The Force Headquarters is at Jesselton where the Police Depot, including the Training School, is also situated.

The Colony is divided for administration purposes into a West Coast Division and an East Coast Division, each under the command of a Divisional Superintendent and with Headquarters at Jesselton and Sandakan respectively. There are 19 Police Stations in the West Coast Division and 8 in the East Coast Division.

##### *Strength and Casualties*

The diversity of peoples inhabiting North Borneo is well reflected in the composition of the Colony's Police Force, the backbone of which consists of 591 Dusuns and 185 Muruts. Bruneis, Malays, Kedayans and Bajaus between them number 108, and there are also 24 Chinese. Other races represented, although by small numbers only, are Dayak, Bisaya, Illanun, Suluk and Javanese. In addition, there are 17 Sikhs and 19 Pakistanis.

The overall strength of the Force increased by 46 and at the end of the year it was only 15 men below establishment.

	Establishment	Strength on 1/1/52	Strength on 31/12/52
Gazetted Officers ...	21	20	18
Inspectors ...	14	11	13
Sergeant Majors ...	7	6	7
Sergeants and Lance			
Sergeants ...	45	39	43
Corporals ...	42	36	42
Lance Corporals ...	60	64	58
Constables ...	747	718	746
Detectives ...	30	22	30
Rural Constables ...	35	26	29
Teachers ...	1	1	1
Serangs and Engineers ...	4	2	4
	1,006	945	991

During the year there were 46 resignations upon termination of agreement compared with 49 in 1951, but other resignations were

7 only, as against 20 in the previous year. Casualties from all causes totalled 92, the corresponding figure for 1951 being 110.

### *Recruitment and Training*

The standard of recruits offering themselves for enlistment was higher than in previous years. The rank and file of the Force is now up to strength and of 251 applicants only 116 were accepted. That there is at present a waiting list of men eager to join the Force reveals a very satisfactory state of affairs.

At the Police Training School, recruits are given intensive instruction in Malay and in police routine and procedure. Attention is also given to the teaching of English. A special twelve months course in criminal investigation for selected men was completed in October, and the success of this training is already apparent.

Three gazetted officers completed courses during the year with satisfactory results. Two took the Senior Detective Officers' Course at Hendon and the third the Twenty-sixth Course of the Detective Training School of the Victoria Police at Melbourne.

### *The Police Reserve and the Special Constabulary*

The Police Reserve consists of men who have served not less than three years as regular policemen. The members of the Reserve engage for periods of three years at a time and receive a small quarterly bounty. During the year the strength rose to 112, representing an increase of 16 over the 1951 figure.

The Special Constabulary is made up of local volunteers and has units at Jesselton, Sandakan, Tawau, Labuan, Lahad Datu and Kudat. At the end of the year there were 2 Assistant Superintendents, 3 Inspectors and 138 Other Ranks. The Hone Shield for efficiency was won by the Labuan detachment.

### *The Mobile Force*

The Mobile Force is composed of selected men who, after a year's specialised training in jungle warfare and riot drill, have returned to ordinary police duties. In August two platoons of this force, consisting of 69 officers and men, under the command of an Assistant Superintendent of Police, were sent by air to Kuching at the request of the Sarawak Government for assistance in jungle patrols connected with the Emergency there. They remained in Sarawak for six weeks and created a very good impression.

### *Transport and Communications*

The Department has a fleet of 24 motor vehicles, including 9 motor cycles and 7 land-rovers. The 72-foot Police-launch Segama which was delivered in 1951 was put into commission in March of 1952. She is fitted with two-way wireless and was used extensively on anti-piracy patrols along the East Coast. Two small patrol launches and one outboard motor craft were brought into service during the year. Further craft are under construction.

Radio communications were improved by the installation of new and improved H.F. equipment at Jesselton and Sandakan. H.F. stations are also maintained at Kudat and Labuan and new equipment which has arrived is shortly to be installed at Tawau. Tests made with V.H.F. equipment by an Assistant Superintendent, who was kindly loaned for the purpose by the Singapore Police, have shown that a Colony-wide police V.H.F. radio system would be difficult and costly. However, in the light of the experience gained, it has been decided to establish a V.H.F. network in the Jesselton district at an early date.

### *Discipline, Health and Welfare*

The standard of discipline is high. There was a noticeable reduction in the number of Orderly Room cases, disciplinary action, including 16 dismissals, being taken in 462 cases as compared with 605 in 1951.

The health of the force continued to improve. Of 406 men given sick-leave, 59 were admitted to hospital. The corresponding figures for 1951 were 972 and 115 respectively. There were 4 deaths and 5 men were discharged on medical grounds.

The welfare of the rank and file is a matter which is continually occupying the attention of Officers and considerable emphasis is also laid on games and sports. Police Canteens are popular and are run by committees elected from all ranks. Two billiard tables have been purchased for the canteen at the new Depot at Jesselton, one of them with a sum of money which was presented to the Central Canteen Board by the Sarawak Government in recognition of the work done by the Mobile Force detachment sent to Kuching in August. The welfare clinic at the Central Depot again functioned satisfactorily.

### *Traffic and Immigration*

In addition to their ordinary duties the police also control traffic



**Temporary Shop-Houses, Jesselton**

These make-shift buildings were put up at the end of the war as a temporary measure.



**New Shop-Houses, Jesselton**

This block of new shop-houses was completed in 1952.



### **Hand-Logging**

Hauling the Kuda-kuda at Bukit Garam, a timber camp on the East Coast.



### **Dragging by Caterpillar Tractor and Logging Arch**

Mechanical methods of extraction are being increasingly used by the large Timber Companies operating on the East Coast.

and are responsible for the registration and licensing of motor vehicles and for the testing and licensing of drivers. In Jesselton there is a special traffic section, the formation of which in 1950 has been fully justified by a continuing increase in the volume of traffic. There was a sharp rise during the year in the number of traffic offences. In December interim legislation was introduced for the better control of vehicles, and particularly of Public Service Vehicles, pending the enacting of a new Ordinance in 1953, which it is expected will greatly facilitate the work of traffic control.

Another responsibility of the police is that of immigration control. Upon arrival immigrants are questioned and their documents scrutinised. An important duty also is to keep a check on persons who have been allowed to enter the territory for a specified period of time on "limited" permits, in order to ensure that they do not remain in the Colony illegally.

### *Buildings*

The main Police Headquarters and Depot for the Colony were informally opened by Her Royal Highness, the Duchess of Kent, in October. Her Royal Highness consented to the buildings being named Marina Barracks. They have been completed and provide accommodation for 200 bachelors and for 113 families. New Police Stations at Jesselton, Labuan and Kuala Penyu were occupied and the reconstruction of Police buildings at Tawau and Lahad Datu was completed. New barracks at the Jesselton Police Station will be occupied early in 1953.

### *Types of Crime*

1952 has seen a complete cessation of the piracy off the East Coast of the Colony which was so prevalent in 1951, the last case being reported in April. This success can be attributed in part to the active patrolling of the Police and Preventive launches. Effective action by the Philippine navy, however, and the slump in the price of copra are strong contributory reasons.

The Colony continued to be remarkably free from serious crime. A total of 4,048 police reports were received, 2,710 convictions were obtained in 3,006 cases brought to Court, and 3,315 persons were convicted. In 1951 there were 4,332 reports and the number of persons convicted was 3,224. Compared with 1951, there were fewer cases of theft and fewer cases of offences against the person. An increase in housebreaking is accounted for by the activities of

four criminals who escaped from the Central Prison and who were at liberty for several weeks before being recaptured. Comparative figures for 1950-1952 are:—

	1950	1951	1952
Offences against the person ...	88	189	104
Offences against property ...	627	796	674

A determined effort was made to suppress gaming, the incidence of which has been increasing, and there were in consequence considerably more convictions than in previous years under this head.

During the year the Criminal Records Office received 1,168 finger-print enquiries from which 81 previous convictions were traced. 1,428 new sets of finger-prints, of which 592 were from neighbouring territories, were added to the registers.

Detailed crime statistics are to be found at Appendix X.

#### PRISONS

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

##### *Admissions*

During the year 674 persons were admitted, of whom 649 were men (including 5 boys) and 25 were women. Compared with 1951 there was a decrease of 72 men and 16 women. The overall daily average was 293.92. Of the 5 boys who were sentenced to terms of imprisonment, two were subsequently transferred to the Boys' Home at Kuching, Sarawak. Three of these juveniles had been convicted of theft, one of lurking house-trespass and one of possession of chandu. Full details of admissions are given in Appendix XI.

##### *Prisons and Prison Staff*

There are two Central Prisons, one at Jesselton and the other at Sandakan. At the smaller Government Stations there are lock-ups, numbering 15 in all, where prisoners are kept who have been sentenced to less than 6 months imprisonment. All women prisoners, whatever the length of their sentence, are detained either at Jesselton or Sandakan. During the year a new lock-up was completed at Labuan and a new prison was under construction at Jesselton, which when finished will have ample accommodation for 188 men and 10 women prisoners.

At the end of 1952 the prison staff of the Colony was only 4 under a total establishment of 65, and consisted of 2 gaolers, 28 warders, 14 probationer warders, 2 wardresses and 15 out-station warders.

### *Prison Discipline, Health, Training and Welfare*

Prison discipline was good. There were 12 escapes, but in 9 of them a recapture was effected. The health of prisoners was on the whole satisfactory. The daily average on the sick list was 14.5 and there were 79 admissions to hospital. Apart from one execution by judicial hanging, there were no deaths among prisoners.

By a new Ordinance which came into effect early in the year, prisoners now earn a remission of one-third of their total sentence provided that the sentence is of over one month. The remission rate is less generous for prisoners convicted for the second time and who are under sentence of two years or more. Remission may not be earned by persons who have been sentenced to prison in lieu of payment of a fine.

An earnings scheme, whereby good-conduct prisoners will be enabled to purchase small luxuries such as tobacco and sweets, has been approved and will be introduced in 1953, as soon as the new Central Prison at Jesselton is occupied.

Trade shops for carpenters, boat makers, tinsmiths, blacksmiths and *rotan* workers were maintained during the year. The building of boats for use by the police is proving very successful. Three craft so built are now in use and several more are under construction. The prison gardens at Jesselton were well cared for and continued to supply green vegetables for prison diets.

Prisons and lock-ups are regularly visited by Judges and Magistrates. In addition, inspections are carried out by Visiting Justices appointed by the Governor and whose powers and duties are prescribed by law. As the result of a suggestion made by the Treatment of Offenders Sub-Committee of the Colonial Social Welfare Advisory Committee, it was decided in 1950 to appoint lady Prison Welfare Visitors to supervise the welfare of women prisoners. Three ladies, representing the European, Chinese and Native communities, have been appointed for each of the jails at Jesselton and Sandakan and visits have been paid every month. The Welfare Visitors have no statutory powers, but they are

required to hear complaints and bring them to the notice of the proper authority, and generally to further the welfare of women prisoners.

### *Juvenile Delinquents*

The Colony is fortunate in having a low incidence of juvenile delinquency, and although the treatment of young offenders is not in any way minimised, the problem is not yet a pressing one. Under the Criminal Procedure Code first offenders may be released on probation and wide use is made of this provision by Magistrates, particularly in the case of juveniles. It has not yet been considered necessary to set up a special children's court or to build a remand home. By an agreement with the Sarawak Government hardened offenders who need corrective training may be sent to a Boys' Home at Kuching.

*Public Utilities*

## WATER

IN rural areas drinking water is obtained from wells, ponds, streams and rivers, the supply being ample but liable to contamination. In the main towns water supplies continue to be taxed to their fullest capacity on account of the expansion of piped-water-consuming areas and the increased demand from shipping using the ports. Good progress was made during the year, however, with the preliminary investigations necessary to the drawing up of improved schemes of supply. In the principal towns the position was as follows:—

*Jesselton*

The present Jesselton water supply is drawn from an impounding reservoir of an estimated capacity of 50 million gallons situated five miles from the town, which obtains its water from a hilly catchment area of about 105 acres, much of which is wooded. The water is not filtered but is pumped to a high level storage tank of 40,000 gallons capacity where simple chlorination takes place before the water is distributed by gravity except to some of the higher points in the area to which it is fed by a series of booster stations.

The supply from the reservoir has not, in the past been sufficient to meet during dry periods the full demand of the population of some 12,000, which is estimated at 300,000 gallons per day and periodical rationing has had to be introduced. During the early part of 1952 an unusually prolonged dry spell necessitated stringent rationing. The effect was aggravated by a major breakdown of a prime mover in the Pumping Station. Interim repairs were carried out and a further unit was ordered but on account of shipping delays it will not be possible to bring the new unit into use until early in 1953.

To offset the shortage of water during dry weather and due to the fact that a considerable time must elapse before a new supply from a more adequate source can be introduced, a supplementary scheme, involving pumping from a stream to the service reservoir, was under construction during the year. When this new scheme is completed, which is expected to be early in 1953, the supply should be increased by about 50% and will be sufficient to meet the present demand. Under the new scheme, all water both from the stream and from the reservoir will be treated by filtration and chlorination before distribution.

Consumption during the year was approximately 76 million gallons as compared with 73 million gallons in 1951. Since rationing was in force, however, for considerable periods in both years, neither figure can be taken as a true indication of the demand.

### *Sandakan*

Sandakan continued to be served by a supply which is pumped from a stream at Batu Lima to a service reservoir of 145,000 gallons capacity. This supply is augmented by reservoirs at Dingle Dale and the Old Hospital which feed the service reservoir by gravity. The water is chlorinated, but not filtered. The system which serves a population of some 3,500 persons as well as the shipping using the port, operated satisfactorily throughout the year and there were no major breakdowns. Consumption, which jumped from 41 million gallons in 1950 to 60 million gallons in 1951, was again about 60 million gallons. The laying of extensions to serve the new Sandakan Hospital and a development area for Government staff quarters was nearly completed by the end of the year.

### *Labuan*

The water supply in Labuan comes from 9 bore-holes, each approximately 200 feet in depth, which were sunk by the Australian Forces during the Liberation period. The supply continued to be sufficient for all purposes including shipping, and consumption increased to 36 million gallons as compared with 35 million gallons in 1951. Improvements were made to the reticulation system and some replacement of old piping was carried out.

*Kudat*

The existing supply, which is pumped from wells sited about  $1\frac{1}{2}$  miles from the town to a 32,000-gallon service reservoir, had been rented from a private company, but was taken over by Government during the year. The water is not treated, but new pumps have been installed to replace those which had been in use for over 20 years.

*Lahad Datu*

Water is pumped from the Lahad Datu river to an overhead storage tank and distributed thence by gravity to the town without treatment. A new pump was installed and extensions to the reticulation system have been carried out.

*Tawau*

The present system whereby water is drawn from a river liable to pollution and delivered by water carts to the town is highly unsatisfactory. Plans are being prepared for the construction of a new supply to give 250,000 gallons daily of fully-treated water, with provision for an increase should this become necessary. Preliminary enquiries have been made for pumping and filtration plant.

## ELECTRICITY

The Public Works Department continued to operate the electricity services at Jesselton and Labuan; the Sandakan Light and Power Co. (1922), Ltd., provided the supply at Sandakan as in previous years and small plants, operated by private enterprise gave a public supply at Papar and Kudat. Tenders have been invited for undertakings to serve Tawau, Lahad Datu Beaufort, Tenom, Kudat and Papar. Work was begun on a small plant at Tuaran which will be operated by the Public Works Department.

*Jesselton*

A new power station is being designed for Jesselton and the plant is on order. It is hoped that the new station will be in operation in 1954. In the meantime the continually increasing demand is taxing the existing resources to the uttermost. The present supply is both Alternating Current and Direct Current. The transmission voltage of the former is 6,600 and the distribution voltage is by three phase 400/230 volts at 50 cycles per

second. The total installed capacity of the station is 397 kilowatts. From the D.C. station, the installed capacity of which is 95 kilowatts, distribution is by a two wire system at 230 volts. The total number of domestic consumers was 686, of whom 476 were supplied with alternating current and 210 with direct current. The number of D.C. units consumed is not known as metres are not available for this supply, the charge for which is at a flat rate based on a price of 45 cents a unit for estimated usage. With regard to the A.C. supply, 281,808 units were consumed by the 476 domestic users and 163,608 units by 27 industrial users giving a total consumption of 445,416 units during the year. The tariff is 45 cents a unit for lighting, 20 cents a unit for power and 30 cents a unit for bulk mixed lighting and power.

162 new consumers were connected during the year and a further 3 miles of H.T. transmission line and 2200 yards of distribution line were completed. The A.C. generating plant was centralised in one building by the transfer of two engines, one from the Railway Workshops and the other from the Tanjong Aru Power Station, the latter being closed down. A further 85 KWs. was added to the station by the installation of a McLaren Diesel alternator set.

### *Labuan*

In Labuan the conversion of the overhead lines from a horizontal to a vertical formation was completed during the year and a section of overhead line across the approach to the airstrip which constituted a potential danger to aircraft was laid underground. The machines in the station were synchronised to enable them to run on a common set of busbars and plans are in hand to give a power supply to the Marine Workshops and to increase the hours of supply from the present six-hours' service. The total installed capacity of the station is 75 KWs. There were 220 domestic users and 82,397 units were consumed. The supply is Alternating Current, and the charges are the same as at Jesselton.

*Private Power Stations*

Of the privately-owned power stations that at Sandakan with a transmission voltage of 6,600 and a capacity of 1,596 KWs. is the largest. The small stations at Kudat and Papar have an installed capacity of 40 KWs. and 20 KWs. respectively.

*Communications*

## HARBOURS AND SHIPPING

EARLY in the year, tenders were received by the Consulting Engineers in London for the reconstruction of the main wharves at Jesselton, Sandakan and Labuan. The lowest tender totalled some £1,800,000 as against an estimated cost for this work by the Consulting Engineers of approximately £800,000. In consequence, it was not found possible to accept any tender, and plans had to be made for the reconstruction of these three wharves in timber with reinforced concrete decking. The timber to be used is *belian*, which is the local name for the more commonly known "Borneo ironwood"; this wood is extremely hard and is resistant both to salt water and to borers and tored worms in which these waters abound. The services of a Hong Kong Consultant were retained to prepare designs. Contracts have now been entered into for the supply of timber for the Labuan wharf and tenders for its construction were called for towards the end of the year. In the meantime, investigations for the design of the Sandakan wharf have proceeded satisfactorily. Financial assistance to the Colony for this programme has been promised by the Mutual Security Agency.

During the year improvements were carried out to the small Ships' Wharf at Labuan and to the wharves at Kudat and Tawau. Pending their reconstruction the wharves at Jesselton and Sandakan have been temporarily repaired.

The imposing of restrictions on vehicular loads made necessary by the weakened condition of the wharf at Labuan has had the effect of slowing down the rate of handling cargo. However, the use of lighters and the transshipment of cargo direct into oncarrying coastal vessels has prevented any undue delay in the turn round of shipping.

13,560 vessels, of which 1,201 were ocean-going and 12,359

coastal craft, with a gross tonnage of 3,041,127 tons, an increase of 552,711 tons in comparison with 1951, entered and cleared the ports of the Colony. 571,643, tons of cargo were handled compared with 580,753 tons in the previous year and 508,857 tons in 1950. The decrease of 9,110 tons compared with 1951 is mainly attributable to the decline in the exports of copra and rubber. A table showing the shipping and cargo handled at the individual ports during 1951 and 1952 will be found at Appendix XII.

### *Navigational Aids*

New electric light-beacons have been installed at Grieve Beacon in Jesselton Harbour, and at Ence Beacon, Labuan Harbour, replacing the obsolete and defective oil-burning equipment previously in use. A new light has also been established on the island of Si-Amil with a range of over 15 miles, to assist shipping using the approach to Darvel Bay and Tawau. The construction is in progress of a 35-mile light on Berhala at the entrance to Sandakan harbour, which it is expected will be in operation early in 1953. The establishment of a new light at Tanjong Labian to assist vessels rounding Darvel peninsula has been held up by shortage of labour, but it is hoped to resume construction in 1953.

Her Majesty's Surveying Ship "Dampier" carried out a close survey of Sandakan harbour and approaches including the southern section of the Malawali channel. H.M.S. "Dampier" was operating in Colony waters from May to July and is expected to return in May 1953. One result of her survey has been the discovery of a shoal patch near the Malawali channel shipping track and this danger is now marked by a buoy. The routine servicing of lights, buoys and beacons continued to be carried out during the year.

### *Government Launches*

During the year 6 Government launches were in use and covered a total of 40,124 miles. In addition, three harbour launches have been stationed respectively at Labuan, Jesselton and Sandakan, and two launches were used for general purposes, including lighthouse maintenance. The loss of the Government Tug and Lighthouse-tender "Evelyn," which stranded on a reef

in bad weather, has seriously embarrassed the lighthouse reconstruction and buoy maintenance programme. A new buoys and moorings vessel, however, is expected to be delivered in April 1953.

### *Registration, Surveys and Licensing*

111 vessels with a total gross tonnage of 6,332 tons were on the Colony's register at the end of the year. During the year 3,528 native cargo-craft and 6,871 fishing boats were licensed under the Boats and Fisheries Ordinance as compared with 2,973 cargo craft and 6,902 fishing boats in 1951. In addition, licences were issued for 2,449 fishing-traps, nets and lines.

55 survey certificates for marine service and registration, 25 passenger licences, 34 certificates of competency for masters, mates and helmsmen and 27 certificates for engine-drivers were issued.

At Labuan and Sandakan the officers and crews of ships are signed on and off Articles of Agreement in the presence of the respective Superintendent of Shipping, and in 1952 Articles were signed in respect of 294 officers and 1026 merchant seamen.

### *Ship Repair Facilities*

Although the slipping and ship repair facilities in the Colony do not meet the demand, the completion of the larger 500-ton slipway owned by the British Borneo Timber Company at Sandakan and the reconstruction of the Government slipway and repair jetty at Labuan has done much to improve the situation.

Approximately 80 vessels with a total gross tonnage of 4,770 tons, were slipped during the year. A 300-ton lighter, the largest vessel ever built by the Sandakan Slipway was launched towards the end of the year.

### *Shipping Services*

The shipping services operating to North Borneo during the year have been:—

The Straits Steamship Co.	—	providing a regular passenger and cargo service of four ships a month from Singapore.
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*Shipping Services—(cont.)*

The Blue Funnel Line	—	each providing a monthly service
The Glen & Shire Line	—	direct with United Kingdom
The Ben Line	—	ports, carrying general cargo and constructional material and machinery inwards and timber from Labuan and East Coast ports outwards.
The Indo-China Steam Navigation Co.	—	calling at Jesselton and Labuan on a monthly service from Hongkong.
The China-Siam Line (Norwegian-owned)	—	providing a monthly passenger-cargo service from Japan and Hongkong for North Borneo ports.
The Bank Line	—	loading timber at East Coast ports.
The Eastern and Australian Steamship Co.	—	loading timber at East Coast ports.
The Wheelock-Marden Co.		loading timber at Labuan.
The Anglo-Saxon Petroleum Co.	—	calling at Labuan with bulk petroleum products.
The Hongkong Salvage Co.		providing a salvage service with a vessel based at Labuan.

In addition, N.B.T. Shipping, Ltd., a locally registered company incorporated in Jesselton has been operating a cargo service with its vessel the m.v. "Pertama" of 550 tons gross between the Colony and Singapore and Sarawak ports.

*Coastal Shipping Trade*

A regular feeder service to all ports in the Colony, Brunei and Sarawak has been maintained by a fleet of seven coastal steamships and numerous small craft under 50 tons. A fleet of eleven 300-ton landing-craft type vessels continued to be operated solely for their owners, the British Malayan Petroleum Company, between the ocean vessel transshipment port of Labuan and the Oilfields in Brunei and Sarawak. A 5000-ton storage lighter belonging to the Company is now permanently moored in Labuan in order to accelerate the turn-round of ocean-carriers.

## RAILWAYS

The Government-owned Railway provides the principal means of communication along the West coast of the Colony and to Melalap in the interior and 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 line continues up the Gorge of the Padas River to Tenom, and beyond to Melalap, from which place an earth road connects with Keningau. From Beaufort a branch line, 20 miles in length, runs down to the coast at Weston (connected by launch with Labuan). This branch serves further rubber estates and small-holdings.

The total length of the railway is 116 miles. It is of metre gauge and the Beaufort-Weston section was first opened in 1900. The line was extended to Jesselton and Tenom in 1902. The whole system together with locomotives, rolling stock, machines, tools and general equipment sustained severe damage during the war with Japan.

Rehabilitation and development have proceeded satisfactorily. The relaying of the 56 miles of main line between Jesselton and Beaufort with 60-lb. rails, instead of light 30-lb. and 35-lb. track, has been completed except for 2 miles and station loops. A new railway station has been built at Tanjong Aru and an extension has been made to Melalap Station. A new telephone system has been installed throughout the Railway and some new workshops at Tanjong Aru are in process of construction. An oil reclamation plant has been brought into use effecting a saving of some 80 per cent on engine oil consumption.

All major bridges have now been rehabilitated and the re-built Papar Bridge was formally opened by the Governor in July. The widening and lowering of Pengalat tunnel has been completed. This will allow the use in future of standard metre-gauge locomotives and rolling stock, and so enable full advantage to be taken eventually of the heavier 60-lb. track. Towards the end of the year there was a considerable improvement in the supply of new sleepers.

The present power and stock position compared with that before the war and in 1951 is as follows:—

Description		1941	1951	1952
Steam Locomotives	...	12	9	9
Diesel	„	—	3	3

Description	1941	1951	1952
Petrol	—	4	4
Rail Cars (6-seaters)	8	4	4
Rail Cars (52- " )	—	2	2
Rail Jeeps	—	7	9
General Wagon Stock	156	155	158
Coaching Stock	36	24	25

A feature of the year's programme has been the construction of three steel-covered waggons on under-frames obtained from Malaya. Two additional foremen have been recruited but a shortage of trained supervisors in the workshops has continued to be a handicap. One cause of the breakdown of locomotives has been the lack of adequate and clean water supplies. Settling and alum tanks have, therefore, been built at Tanjong Aru and similar work at Beaufort is nearing completion.

The supply of wood fuel has improved considerably, and it has been possible to build up stocks. Wood is still very expensive, however, and investigations of coal deposits near Weston have, in consequence, been undertaken. 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
1952	470,000	7,757,421	34,000	1,632,270

In 1952, 10% fewer passengers were carried than in 1951 and goods traffic was 4% less than in the previous year. Although these reductions are not in themselves large, they were sufficient when coupled with an increased expenditure on rehabilitation and with higher operating costs, a major part of which were the higher cost of living allowances paid to the staff, to result in a loss on the year's running. The alternative to retrenchment, which would have been inadvisable on economic grounds, was

to raise the tariff. Passenger and freight charges which since 1949 had been standing at 66% above the pre-war level, were revised at the end of November. Freight charges were increased on certain selected classes of goods, and fares were raised on an average by a further 34%. In this connexion it is of interest to recount that, according to the report of the British Transport Commission of 1951, railway fares and charges in the United Kingdom had risen by an average of 93% in 1951 as compared with 1939, whereas the cost of labour and material had gone up by 150%. In North Borneo fares are now 100% greater than before the war with Japan, but it is estimated that the cost of labour and materials has risen by between 300%—400%.

#### ROADS

The mileage of roads and bridle paths in the Colony for 1951 and 1952 were:—

	1951	1952
(1) Metalled roads with bitumen- ised surface ... ..	144 miles	162 miles
(2) Other metalled roads ... ..	91 „	50 „
(3) Earth roads ... ..	146 „	192 „
(4) Bridle paths (6'—8' wide) ...	603 „	572 „

Shortage of labour, many calls on plant and a much greater volume of traffic than they were originally constructed to carry, combine to make the task of maintaining the Colony's roads a difficult one. The situation is unsatisfactory, as not only is much major reconstruction of existing roads necessary, but new roads are urgently required to open up the country and so assist in its development. During the year a Colonial Development and Welfare Scheme for \$2,622,000 for road development was approved by the Secretary of State for the Colonies.

Progress in 1952 was not as rapid as had been hoped. Improvements were carried out to the Tuaran road and the metalling and rebuilding of the 30-mile road from Tuaran to Kota Belud continued. In the Jesselton and Tuaran districts, six miles of new roads were constructed. Considerable progress was made at Papar with the resurfacing and bitumen sealing of the 4½ mile metalled stretch of the Bukit Manggis road. This road will eventually run 12 miles from Papar to the foot of the Crocker Range, to open up extensive new rice growing areas.

Good progress was made with the reconstruction of roads at Labuan and also at Tawau and Keningau. At Lahad Datu the remetalling and surface-sealing with bitumen of the Segama road was completed, and similar work on the Tengah Nipah road has been started. At Sandakan where the labour shortage has been particularly acute, new construction was restricted to access roads to buildings.

On many of the Colony's roads traffic is dense and the need to take steps for the better regulation of buses, taxis and goods-carrying vehicles has long been realised. During the year the Director of Road Transport, Federation of Malaya, visited the Colony for three weeks and made a thorough investigation into the problem. As a result of his recommendations it is hoped that an extensive reorganisation of the transport services provided for the public will be effected in 1953.

The numbers of vehicles of different types licensed during the year were as follows:—

Year		Cars*	Lorries	Motorcycles	Bicycles
1950	...	798	310	387	12,521
1951	...	1187	351	640	16,202
1952	...	1457	443	860	19,739

\* Includes taxis, buses, Jeeps, Land Rovers, ambulances.

During the year 4,458 persons were issued with driving licences.

#### AIR COMMUNICATIONS

The year has seen a steady increase in the demand for civil aviation by the public and full use has been made of the air services available. Malayan Airways increased their services to five a week between the Colony and Singapore, four terminating at Sandakan and one at Jesselton. The following services were operating during the year:—

Company	Type of Aircraft	Route	Frequency
Q.E.A. Qantas Empire Airways	D.C.4	Australia-Labuan Hongkong-Tokio	1 weekly in each direction
M.A.L. Malayan Airways	Dakota	Singapore-Kuching Sibu-Labuan- Jesselton-Sandakan	5 weekly in each direction

Company	Type of Aircraft	Route	Frequency
C.P.A. Cathay Pacific Airways	Dakota	Hongkong-Manila-Sandakan-Jesselton-Labuan-Manila-Hongkong	2 weekly
Air France	D.C.4	Saigon-Labuan-Darwin-Brisbane-Noumea (New Caledonia)	* 1 monthly
G.I.A. Garuda Indonesian Airways	Convair 240	Djakarta-Labuan-Manila	* 1 weekly in each direction
K.L.M. Royal Dutch Airlines	D.C.4	Europe-Labuan-Australia	* Infrequent charter flights

\* No traffic rights to and from North Borneo.

During the year there were 5,458 movements of aircraft, of which 3,598 were at Labuan, 1,252 were at Jesselton and 608 at Sandakan. The average for the Colony was 454.8 movements a month. A table will be found at Appendix XIII, giving details of movements and passengers and mail and freight traffic.

There are three civil customs airports in the Colony situated at Labuan, Jesselton and Sandakan. Of these, that at Labuan, an international air port, is the most important. It is capable of handling aircraft of up to Douglas D.C.4 standard, and is also used as a staging post by the Royal Air Force. The runway was greatly improved during the year, but still further improvements are contemplated to enable it to take heavier aircraft. The airports of Jesselton and Sandakan are capable of taking aircraft up to Dakota standard. Plans for the improvement of radio facilities at these airports are well in hand. Medium Frequency non-directional beacons are being established at Sandakan and Jesselton. Labuan is already adequately provided with this facility. In addition, new VHF radio-telephony transmitters and receivers and direction-finding equipment are being installed in the control towers at all three places. When these facilities are all in operation, the Colony will have aeradio coverage comparable with other territories in the Singapore Regional Air Traffic Control area.

Work was started on the construction of airstrips for an internal air service at Keningau, Ranau, Tawau, Lahad Datu and Kudat.

Progress was not as rapid as had been hoped due to prolonged periods of bad weather and shortage of labour. However, the airstrip at Keningau was completed and with the exception of that at Lahad Datu, it is expected that the remainder will be finished early in 1953. A hangar at Sandakan has also been built. This new air service using twin-engined de Havilland Dragon Rapide aircraft, should be in operation early in 1953. The exact details of the service have not definitely been decided but it will probably consist of a bi-weekly service both ways from Sandakan to Tawau (via Lahad Datu as soon as the strip there is ready); from Sandakan to Ranau via Kudat and Jesselton, and from Sandakan to Labuan via Kudat, Jesselton and Keningau.

With the appointment of an Air Operations Officer in October, it has become possible to begin the reorganisation of the Civil Aviation Department. It is anticipated that there will be a further recruitment of Air Traffic Control Assistants in 1953, and that these officers, after a period of preliminary training in Singapore, will be posted to airfields in the Colony.

#### POSTS

There was no marked change in the quantity of postal matter handled during the year as compared with the previous year. The value of Money Orders issued showed an increase of approximately 10 per cent over the 1951 figure. The number of British Postal Orders sold increased by 17 per cent and the value rose from \$22,394 in 1951 to \$26,933 in 1952. There was a decrease of 33 per cent in the number of C.O.D. parcels handled, due to the low price of rubber which affected the import of goods through the post.

Revenue derived from the sale of stamps increased by approximately 15 per cent. An air mail parcel service with Singapore and the Federation of Malaya was introduced in April, 1952, and the air mail service between Singapore and the Colony was increased by Malayan Airways from four to five services a week. Six hundred metal alloy private boxes of the latest design were installed at Jesselton and Lahad Datu Post Offices. This accounted for an increase in revenue from box rentals during the latter part of the year.

It has still not been possible to open a Savings Bank on account of shortage of staff and difficulty in filling specialist posts,

## TELECOMMUNICATIONS

*Telegraphs*

All overseas telegrams with the exception of those concerning the operation of aircraft are handled by Cable and Wireless, Ltd. These telegrams are accepted and delivered by the Company in the Jesselton area, but elsewhere in the Colony by the Department's telegraph offices.

Cable and Wireless, Ltd., have inaugurated a radio-telephone service to Singapore, supplementing their Jesselton-Hong Kong circuit. The Company has also completed and opened their well-equipped station and staff quarters in permanent materials at Tanjong Aru near Jesselton.

The Department's external telegraph services to Brunei, Miri and Kuching were continued. The introduction of a further schedule from Labuan to Miri was made necessary by the increased demand.

Internal wireless telegraph circuits were maintained from Jesselton to Labuan, Ranau, Kudat and Sandakan, and from Sandakan to Lamag, Lahad Datu, Semporna and Tawau. Land line offices were maintained at Jesselton, Papar, Beaufort, Tenom and Keningau. The volume of telegraph traffic increased slightly during the year.

*Radio Telephones*

Radio telephone circuits operate between Jesselton and Sandakan and Jesselton and Labuan. The locally made terminal equipment continues to be used at Sandakan and Labuan but in Jesselton, terminal equipment of approved design has been brought into use. As in 1951 the daily hours of service were restricted on account of the transmitting equipment also being used for purposes of aeronautical navigation and ship to shore working. A new radio telephone service between Sandakan and the small isolated Government station of Beluran on the East Coast was installed.

*Experimental Work*

The experimental tests on VHF propagation throughout the Colony were continued.

### *Aeronautical Services*

New equipment for the main airfields at Labuan, Jesselton and Sandakan arrived during the year and is being installed. Equipment has been ordered for the five feeder airstrips at Tawau, Kudat, Keningau, Lahad Datu and Ranau and is expected to arrive at the end of January, 1953. Point to point W/T services both internal and external for the operation of aircraft continued to be provided.

### *Meteorological Services*

Three hourly synoptic observation stations were maintained at Labuan, Jesselton and Sandakan to supply data for the preparation of forecasts for the Air Services. Additional autographic meteorological equipment has been installed.

Rainfall observation stations in the Colony increased from 26 stations to 50, and a monthly abstract of meteorological observations is published in the *Government Gazette*.

### *Telephones*

The Colony's telephone services continue to expand and the arrival of much needed new equipment has resulted in a considerable improvement.

A new 400-line automatic exchange has been installed in Jesselton and replaces the combination of the old 100-line automatic and the 100-line manual exchanges. In Sandakan a 150-line automatic exchange supplemented by locally made extensions has replaced the 100-line manual board. A new 400-line automatic exchange has been ordered for Sandakan and is expected to arrive in the middle of 1953. Further cable is on order to enable more subscribers in the Jesselton area to be connected to the new exchange. There is a considerable waiting list for this service.

The total number of telephone subscribers in the Colony increased from 639 in 1951 to 743 in 1952.

There are, in addition, a number of land lines which provide communication with the smaller places in the hinterland. These lines pass over difficult, heavily wooded country and are difficult to maintain. Although they do not provide a very high standard of service, they are still, nevertheless, an important part of the Colony's net work of communications.

*Broadcasting*

During the year Radio Sabah continued to be operated by the Telecommunications branch of the Department of Posts and Telegraphs. A mid-day news programme arranged by the Information Office was broadcast regularly.

*Government Information Services,  
Broadcasting, Press and Films*

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INFORMATION SERVICES

The Information Office, set up at the end of 1950, is of increasing value both to the public and to Government alike; its Reading Room, enjoying a central position in Jesselton and catering for all tastes, is well patronised, whilst the Public Library has doubled the number of its readers in the last year. As a result of the success of these activities, plans are afoot for the establishment of a similar Information Centre in Sandakan early in 1953. Pamphlets and display posters showing the British way of life and particularly portraits of the Royal Family are distributed by the Information Office throughout the Colony to meet the ever growing demand, whilst another function of the Information Office is that of a bureau for the sale of Government publications.

In the absence of an English daily newspaper, News Summaries in English have continued to be published. Their scope has been extended to include more items of local news and they have become a valuable means of explaining Government activities to the public. They were produced three times a week on alternate days; and, on the remaining days issued in Malay and Chinese. These News Summaries circulate very widely throughout the Colony and reach all sections of the population.

*Broadcasting*

Broadcasting is still in the experimental stage, but mid-day news broadcasts in English, Malay, and Chinese (Kuo-yu and Hakka) have become a regular daily feature, and reports noting interest and favourable reception have been received both from inside and outside the Colony. Additional broadcasts are transmitted to cover events of special interest, such as the visit of Her Royal Highness the Duchess of Kent. It is intended to extend broadcasting services as far as possible in the coming year,

and the building of a new Transmitting Station has been approved under a Colonial Development and Welfare Scheme. The number of listeners' licences increased during the year from 1611 in 1951, to 2163.

### *Press*

Apart from the News Summaries of the Information Office the only News Services in the Colony were those provided by the *North Borneo News*, a weekly English paper published in Sandakan with a circulation of about 500, and the *Hua Chiau Jit Pao* (Overseas Chinese Daily News) a Chinese daily, with an approximate circulation of 700. A daily newspaper in English to be called the *Sabah Times* will begin publication early in 1953, and it is expected that a second Chinese daily newspaper but with a commercial bias will also begin publication in 1953.

### *Films*

Films reach the Colony from Singapore and are distributed through commercial cinemas in circuits which vary according to the picture being shown. The number of commercial cinemas in the Colony by towns is as follows:—

Places	Stationery Theatre Projectors	Travelling Projectors
Jesselton	4	3
Tuaran	1	
Papar	2	1
Beaufort	1	
Tenom	1	
Labuan	3	—
Sandakan	3	—
Tawau	3	2
Lahad Datu	4	2
Kudat	2	—
	24	8
	TOTAL	8

The travelling projectors serve a number of small townships and villages and also several of the larger estates where cinema shows are periodically provided by the management for the entertainment of their resident workers.

## GEOLOGY

THE Geological Survey office in Jesselton is part of the combined department for British Territories in Borneo. This department is financed from Colonial Development and Welfare funds; approximately \$56,500 have been spent in 1952 on the recurrent expenditure of the Jesselton office, \$405 on the printing of a report on the Geology of North Borneo, and a further \$47,857 on the construction of the new office building which was occupied in June, 1952. This is a spacious building of modern design and built in permanent materials. The main room is a museum for the display and storage of rock and mineral specimens, maps, and photographs; a relief model of North Borneo has been made for display and will be painted to show the geology of the Colony. This room also contains a library of reference books and a collection of records of past geological and mineral exploration which has proved an invaluable source of information for mining engineers and others on a wide variety of subjects. The office building also includes a workshop and a laboratory for the preparation and examination of rocks and minerals, and facilities for photographic work and draughting.

The ability of this department to aid in the solution of problems relating to mineral resources, road metal, building materials, water supplies, soils, irrigation and like matters is being increasingly realised and has resulted in many and varied enquiries being received and answered during the year. There has also been an increase in the number of specimens sent in for identification, a service provided free of charge if the source of the specimen is revealed.

With the completion of the examination of the Silimponon Coalfield, attention is being turned to reconnaissance mapping of the less well known parts of North Borneo, with the dual purpose of searching for any undiscovered mineral occurrences and

of elucidating the geological history of the Colony. This latter is but imperfectly known, but marked progress has been made towards the fuller understanding which is necessary before complete answers can be given to many of the problems which arise in the day by day development of the Colony as well as in mineral exploration. The first areas to be examined were those drained by the Segama and Brantian Rivers, areas which have provided information regarding the older rock formations in which metallic mineral deposits are most likely to occur. The geology of a selected area near Kota Belud was also studied by the lecturer in geology at Hong Kong University when he visited the Colony as a member of a scientific research team; he has been able to make a significant contribution to the academic knowledge of some of the older rocks.

A report on the coal of the Silimponon area in Tawau District was completed and circulated during 1952. Coal was mined in the area for 27 years prior to 1932, but it is estimated that there remain proved reserves of  $4\frac{3}{4}$  million tons, and a possible further  $6\frac{3}{4}$  million, in the Queen Seam; some of this coal may not, however, be available for mining as barriers may have to be left to hold up water in the old workings. The report contains analyses of the coal and numerous details of the Queen Seam and other seams in the area. Recommendations are made for the siting of bores to test the unproven parts of the seams and for the transportation of the coal to a shipping depot on Sebatik Island should it be decided to restart mining. Coal seams on the nearby Serudong River were examined, but the prospects of obtaining any large tonnage were considered to be not sufficiently encouraging to justify more detailed mapping.

Coal is also known in small quantities in the Weston area. This coal is suitable for use in steam locomotives and might help to solve the railway's fuel problem if it could be cheaply excavated. After preliminary geological reports had been made, a mining engineer from Malaya was engaged to examine the area and to report on the possibility of obtaining the coal by inexpensive methods; his report was still awaited at the end of the year.

The 50-year old problem of the Jambongan Island "smokeless coal" was solved during the year. This coal is said to have been

discovered originally by some Bajaus towards the end of the nineteenth century and was identified in 1905 as anthracite. Between then and 1908, the British Borneo Exploration Company bored on the island but failed to locate any seam. It has now been shown that the coal does not form definite seams but occurs only as fragments enclosed in sandstone, probably the remains of individual pieces of wood, and that it is of no economic value; despite its jet-like anthracitic appearance, it is actually lignitic.

During 1952, the Shell Company of British North Borneo were prospecting for oil in the Klias Peninsula, and the British Aluminium Company for bauxite (ore of aluminium) in the Tawau and Lahad Datu Districts.

The nature of the earth eaten by some of the Dusuns and others in North Borneo was investigated during the year. It was found to be of the fuller's earth type and, although it may be eaten mainly for its calcium and iron content, it is interesting to note that in most cases its bleaching qualities towards cottonseed and mineral oils are better than those of the well known fuller's earth from Surrey in England.

#### ANTI-MALARIA RESEARCH

The research work which has been undertaken by Dr. J. McArthur with Central C.D. and W. Research funds was brought to a close at the end of June. The object of the work was to establish the identity of mosquitoes responsible for carrying and spreading malaria, and study their habits with a view to finding effective methods of destroying them and so breaking the life cycle of the disease parasite. The "Tambunan Experiment" which was started by Dr. McArthur before the war at Tambunan in the interior of the Colony, and which was resumed, has shown that the clearing of broad lanes of jungle and scrub around dwellings decreases the incidence of the mosquito *Anopheles balabacensis* and the malaria it carries, thus supporting the belief that localised clearing of shade is an effective means of malaria eradication.

#### FISHERIES

Details of research work undertaken by the Fisheries Department during the year are to be found on page 62 under Chapter 6 of Part II.

# 1

## *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 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 northernly 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.

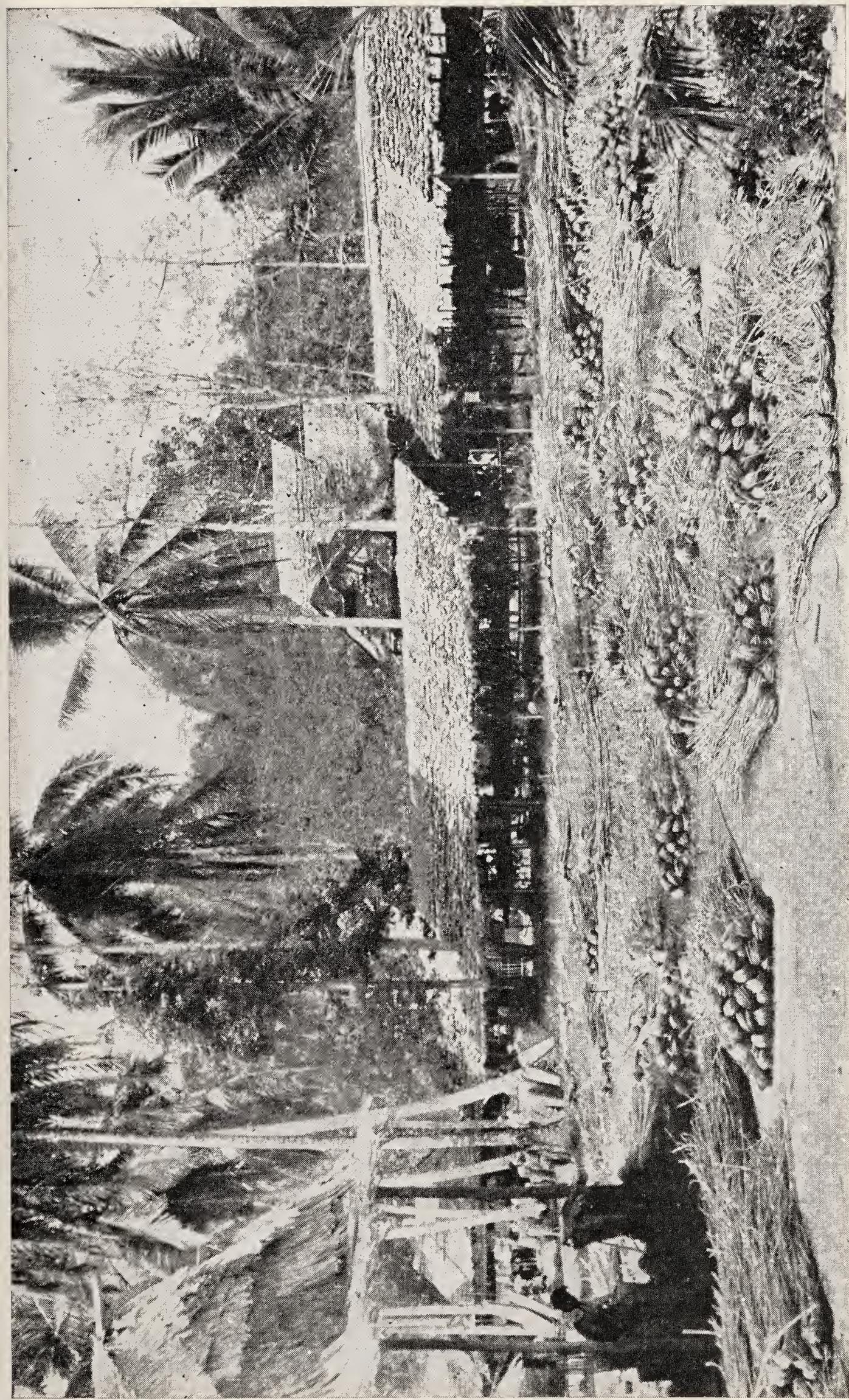
The population of the principal towns, is given on page 20 under Chapter 1 of Part II.

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, and is 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 drained by the Kinabatangan river 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-growing population.

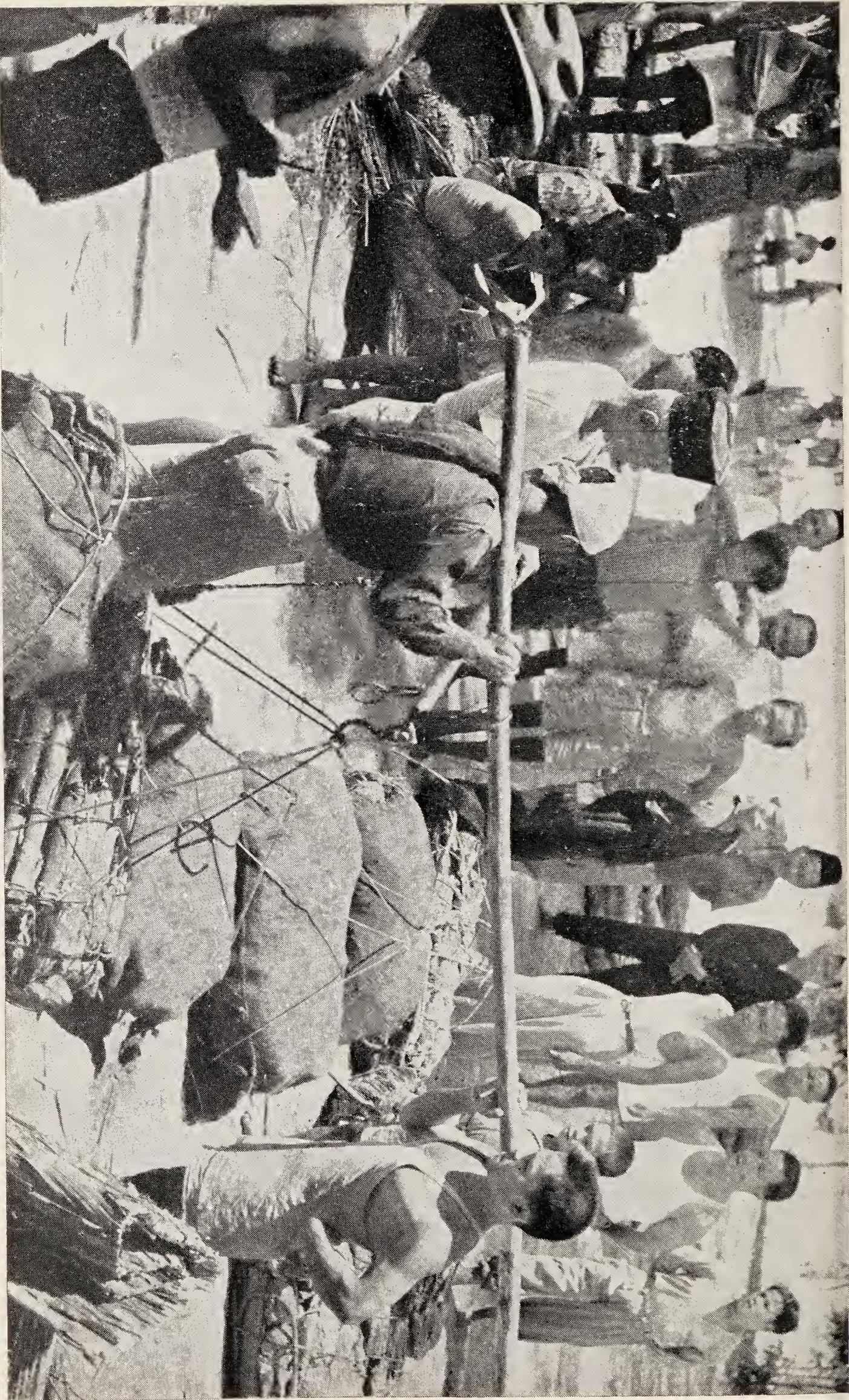
The rivers are numerous and of considerable importance constituting as they do the only highways in some parts of the country. The longest, the Kinabatangan, follows a course of some 350 miles, and is navigable by shallow-draught launches for considerable distances. The Segama River, in the south-east, 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.



**Rotan at Kuala Tongod Tamu, or Native Market**

This is largely sold to Timber Companies for the lashing of rafts. Good quality cane is exported for furniture making.



**Damar at Kuala Tongod Tamu, or Native Market**

This resin is the hardened exudation of various species of Dipterocarp trees. It is used in the manufacture of varnish and considerable quantities are exported.

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 mid-day, 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 occur. 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 marked contrast between the two seasons except the direction and character of the wind—the north-east monsoon blowing steadily from the fore-noon to sun-down, and the South-west being remarkable for its sudden strong squalls. The typhoon belt passes just north of the Colony so typhoons are unknown, although severe rain-storms accompanied by high winds sometimes occur and thunder-storms are frequent.

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 Islamic 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 Balagnini, 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 settlers 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.

## 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 names of the members of the Executive and Legislative Councils at the end of 1952 are given at Appendix XIV. During the year there were five meetings of the Executive Council and the Legislative Council met twice. 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 President 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 certain proclamations issued after the liberation by the British Military Administration 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. A considerable number of additional Ordinances have recently been introduced including some to replace the more obsolete legislation. A Commissioner for Law Revision, appointed in 1951, is undertaking the work of revising the laws which, with one or two special exceptions, will then be applicable to the whole Colony, including Labuan. The new revised edition of the laws is expected to be ready for the press in August, 1953, and it is hoped that publication will be possible in the early Summer of 1954.

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, is responsible for the public accounts.

During the year an Inland Revenue Officer was appointed to correlate the collection of Residents Tax, Company Income Tax, Trades Licence fees and other items of internal revenue. This officer is at present responsible to the Accountant-General, but his appointment may well mark the beginning of what will eventually become a separate Inland Revenue Department.

The Commissioner of Trade and Customs, whose designation was changed from that of Commissioner of Customs and Excise on 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 in 1951 to perform the duties of Registrar of the High Court, Registrar of Companies and Registrar of Patents and of Trade Marks. Early in 1952 he was made Commissioner of Estate Duties under a new Estate Duty Ordinance. In addition, he has been carrying out the duties of Custodian of Enemy Property, and this work is now almost completed.

Other permanent departments are the Agricultural, Audit, Education, Forests, Geological Survey, Inland Revenue, Judicial, Lands, Marine, Medical, Police, Printing, Prisons, Public Works, Railway, and Survey. It has been decided that a separate Fisheries Department is not justified and this Department is to be closed early in 1953 when its activities will be taken over as far as is possible by the Agricultural Department. Temporary departments include those of the Commissioner for Law Revision, and the Controller of Supplies, (including Food Control and Price Control).

For local administration the Colony is divided into three Residencies, that of the East Coast, the West Coast, and of Labuan and the 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; five in the West Coast Residency, at Jesselton, Tuaran, 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 Islamic 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 Commissioners 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.

The record of its first year of existence has been one of considerable achievement. Five full meetings of the Local Authority were held during the year, all of which were well attended. In addition much useful work was done by the several committees and notably by the Finance, the Tamu, the Education, the Agriculture and Irrigation, and the Livestock Committees.

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 North Borneo Sanitary Boards Ordinance, 1931, whose members are nominated by the Governor and who function under the Chairmanship of the District Officers except at Sandakan where there is an especially appointed full-time Chairman. 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 five 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 under the Chairmanship of the Development Secretary. The functions of this Committee 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 during the year consisted of the Director of Fisheries as Chairman and five other members nominated by the Governor. The terms of reference of the Board were 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, with the Director of Medical Services and the Director of Agriculture as *ex-officio* members and 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.

An Indian Immigration Advisory Committee was set up during the year to advise Government on questions relating to the settlement of Indians in the Colony under a scheme which was at the end of the year the subject of discussion with the Government of India. The Committee consists of the Commissioner of Immigration and Labour as Chairman, two officials and three unofficial members.

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

## *Weights and Measures*

IMPERIAL weights and measures and the following local weights and measures are in general use:—

*Measures of Weight and Avoirdupois equivalents*

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

*Measures of Capacity*

2 gills	=	1 pau
2 paus	=	1 pint
2 pints	=	1 quart or chupak
4 quarts	=	1 gallon or gantang

## Reading List

### IMPERIAL GOVERNMENT PUBLICATIONS

(Obtainable from H.M. Stationery Office)

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

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

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

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

### NORTH BORNEO GOVERNMENT PUBLICATIONS

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

\* *Annual Reports, 1948, 1949, 1950, 1951.* Price \$1, \$1, \$2 and \$2 respectively.

*Departmental Annual Reports.*

*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.

*Customs Tariffs*, 1953. Price \$1.50.

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

*North Bornēo Rubber Commission Report*, 1949. 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*, 1952.  
Price \$5.00.

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

Native Affairs Bulletins, by G. C. Woolley:

No. 2. *Tuaran Adat—some customs of the Dusuns of Tuaran.  
West Coast Residency, North Borneo*.

No. 3. *Murut Adat; customs regulating inheritance amongst  
the Nabai Tribe of Keningau and the Timogun Tribe of  
Tenom*.

No. 4. *Dusun Adat; customs regulating inheritance amongst  
the Dusun Tribes in the coastal plains of Putatan and Papar*.

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## TABLE OF APPENDICES

		<i>Page</i>
APPENDIX	I — List of Statutory Boards and Advisory Committees ...	146
„	II — Colonial Development and Wel- fare Grants and Expenditure ...	147
„	III — 1951 Census Returns ...	149
„	IV — Labour Statistics ...	153
„	V — Statement of Assets and Liabilities as at 30th June, 1952 ...	155
„	VI — Rates of Estate Duty ...	156
„	VII — Estimated Acreage of the Colony's Main Crops ...	157
„	VIII — Education Statistics ...	158
„	IX — Record of Work of the Courts of the Colony ...	161
„	X — Police Statistics ...	164
„	XI — Prison Statistics ...	165
„	XII — Shipping Statistics ...	166
„	XIII — Aircraft Movement and Passenger Statistics ...	167
„	XIV — List of Executive and Legislative Council Members ...	168
„	XV — General Return of Revenue, Ex- penditure, Trade and Population	170

## APPENDIX I

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	Papar
Jesselton	Sandakan
Kota Belud	Semporna
Kudat	Tenom
Keningau	Tawau
Lahad Datu	Tuaran
Membakut	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.  
Indian Immigration Advisory Committee.

APPENDIX II  
COLONIAL DEVELOPMENT AND WELFARE GRANTS  
AND EXPENDITURE

Details of Expenditure	Amount in Scheme	Actual Expenditure up to 1951	Revised Estimates 1952
	\$	\$	\$
CENTRAL ALLOCATIONS—			
R. 158, R. 158A to C. Malaria Research ...	380,191	221,700	46,738
R. 321, R. 321A and R. 321B Sociological Research ...	27,890	20,911	6,979
R. 475, R. 475A Herbarium Sandakan ...	189,285	—	51,000
D.1501—Aeronautical Telecoms	638,479	42,921	271,988
D.1532—Meteorological Services	234,000	29,519	128,883
D.1835—Broadcasting ...	214,287	—	33,000
BORNEO TERRITORIES JOINT ALLOCATIONS—			
D.915, D.915A to C. Labuan Airfield ...	317,857	221,443	96,414
D.1496—North Borneo Census D.823 and D.823A and B—Coal Investigation ...	165,976	107,487	24,006
	193,326	192,906	420
NORTH BORNEO ALLOCATION—			
R.86 —Fisheries ...	34,286	26,707	—
D.721 —Town Planner ...	47,336	46,990	—
D.774 —Visit of Geologist ...	9,857	3,101	—
D.797, D.797A and B—Drainage and Irrigation ...	893,689	319,933	102,177
D.798 —Veterinary Officer ...	38,571	30,472	—
D.857 and D.857A—Trade School	199,554	124,756	35,290
D.906 —Fisheries Department	222,857	135,145	—
D.914 —Jesselton and Sandakan Airfields ...	608,571	563,548	45,023
D.955 —Rubber Clonal Seed Nursery ...	17,143	13,856	—
D.979 and D.979A—Forest Surveys and Silviculture ...	488,113	222,232	168,617
D.1043—Tambunan Malarial Experiments ...	15,000	10,596	—
D.1068—Rubber Commission ...	20,571	20,481	—
D.1077—Hemp Disease Control	114,000	86,034	—
D.1109C—Geological Surveys	120,000	—	45,000
D.1158 and D.1158A—Road Construction ...	3,657,000	751,415	30,000
D.1177—Geology Report ...	9,857	1,295	8,562
D.1195—Forestry Training ...	53,720	21,270	5,635
D.1254—Town Planning ...	105,060	81,676	—
D.1271 and D.1271A—Expansion of Veterinary Department ...	266,458	69,693	114,178

## APPENDIX II—(cont.)

Details of Expenditure	Amount in Scheme	Actual Expenditure up to 1951	Revised Estimates 1952
	\$	\$	\$
D.1315—Mechanised Rice Cultivation ... ..	62,366	13,071	10,177
D.1384 and D.1384A—Teachers Training College ... ..	1,483,500	43,901	972,938
D.1406—Maternity and Child Welfare ... ..	310,200	48,723	164,810
D.1425 and D.1425A—Agricultural Expansion and Development	337,456	100,121	72,889
D.1522—Maintenance of Aerodromes ... ..	111,857	86,992	2,993
D.1529—Hill Crop Agricultural Station ... ..	48,257	—	—
D.1531—Medical Dispensary and Launch Service ... ..	43,885	—	20,530
D.1538—Fisheries Department	482,880	177,351	175,458
D.1571—Farm School, Tuaran ...	106,757	—	250
D.1578—Papar-Benoni Irrigation ... ..	88,000	12,364	30,000
D.1646 and D.1646A—New Hospital, Sandakan ...	1,247,143	59,800	990,200
D.1722—Kudat Hospital ...	409,715	—	120,000
D.1722—Feeder Air Services ...	336,857	—	336,857
D.1777—Papar-Benoni North and South Banks ... ..	777,000	—	321,428
D.1793—Marudu Bay Rice ...	83,230	—	83,230
D.1800—Stock Development Officer ... ..	120,185	—	12,381
D.1828—Central Mental Hospital	285,000	—	285,000
D.1829—Water Supply Tuaran- Tamparuli ... ..	316,000*	—	157,500
D.1835—Broadcasting ...	36,430	—	—
D.1878—Keningau Hospital ...	392,000	—	—
D.1885—Training of Agricultural Subordinates ... ..	12,955	—	—
D.1952—Hospital Equipment ...	144,070	—	108,050
TOTAL	\$16,518,677	\$3,908,410	\$5,078,601

\* One-half of total grant to be financed by loan.

## APPENDIX III

## 1951 CENSUS RETURNS

## A—CENSUS DISTRICTS COMPARED WITH 1931

CENSUS DISTRICT	Persons	1931		POPULATION		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	
<b>NORTH BORNEO ...</b>	<b>277,476</b>	<b>147,099</b>	<b>130,377</b>	<b>334,141</b>	<b>172,353</b>	<b>161,788</b>	

## 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
<b>TOTAL ...</b>	<b>277,476</b>	<b>147,099</b>	<b>130,377</b>	<b>334,141</b>	<b>172,353</b>	<b>161,788</b>

\* \* \*

## D—MAIN COMMUNITIES COMPARED WITH 1931

COMMUNITY	INCREASE OR DECREASE NUMBERS		1931—1951 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
<b>TOTAL ...</b>	<b>56,665</b>		<b>20.4</b>	

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	Indonesians	Natives	Others	Total
At 1st Jan., 1941 ...	7,717*	2,333*	9,524*	929*	20,503*
At 31st Mar., 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
At 31st Dec., 1952 ...	6,054	2,806	13,647	1,805	24,312
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	12.0	59.1	1.8	100
31.12.50 ...	26.0	10.0	60.6	3.4	100
31.12.51 ...	25.4	9.2	61.5	3.9	100
31.12.52 ...	24.9	11.6	56.1	7.4	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 31-12-52				
Type of Employment	Places of Employment	Chinese	Indo-nesians	Natives	Others	Total
Estates ...	69	1,911	2,294	6,406	1,219	11,830
Industry and Commerce ...	106	3,501	446	4,406	516	8,869
Government Depts.	66	642	66	2,835	70	3,613
TOTAL ...	241	6,054	2,806	13,647	1,805	24,312

## APPENDIX IV—(cont.)

## C—ESTATE WORK

Type of Estate	Places of Employment	NUMBER OF WORKERS AT 31-12-52					Total
		Chinese	Indo-nesians	Natives	Others		
Rubber ...	59	1,167	1,360	6,011	130	8,668	
Hemp ...	4	497	755	85	635	1,972	
Tobacco ...	1	224	131	250	454	1,059	
Copra ...	5	23	48	60	—	131	
<b>TOTAL ...</b>	<b>69</b>	<b>1,911</b>	<b>2,294</b>	<b>6,406</b>	<b>1,219</b>	<b>11,830</b>	

\* \* \*

## D—INDUSTRIAL AND COMMERCIAL ENTERPRISES

Type of Undertaking	No. Regtd. employers at 31.12.52	NUMBER OF WORKERS AT 31-12-52					Total
		Chinese	Indo-nesians	Natives	Others		
Timber-logging, saw-milling, fire-wood-cutting, etc ...	49	1,441	315	3,496	320	5,572	
Wholesale trading, grading, packing, warehousing, stevedoring, transportation, etc.	20	398	71	391	64	924	
Building and other construction ...	23	1,190	26	236	8	1,460	
Fishing ...	4	107	17	75	84	283	
Miscellaneous ...	10	365	17	208	40	630	
<b>TOTAL ...</b>	<b>106</b>	<b>3,501</b>	<b>446</b>	<b>4,406</b>	<b>516</b>	<b>8,869</b>	

APPENDIX V  
STATEMENT OF ASSETS AND LIABILITIES AS AT 30TH JUNE, 1952.

LIABILITIES	\$	\$	\$	\$	\$
Drafts and Remittances .. .. .					
Deposits .. .. .		9,063.61			
SPECIAL FUNDS:—		1,068,310.86			
Custodian of Property .. .. .					2,802,371.52
Custodian of Property No. 2 Account .. .. .					7,712.50
Rubber Fund Board .. .. .		5,449,898.27			209,783.32
Sundry Deposits Received from the State .. .. .		6,760,130.04			59,135.56
Bank of North Borneo .. .. .		213,697.84			437,142.86
		252,461.63			325.11
					219,843.95
					3,736,314.82
N. B. Widows' & Orphans' Pension Fund .. .. .		159,985.98			
Chee Swee Cheng Scholarship Fund .. .. .		5,308.45			150,353.56
North Borneo Central Library Bequest Fund .. .. .		3,299.02			5,247.75
Resident Scholarship Fund, Government .. .. .					3,299.02
English School, Labuan .. .. .		3,737.00			3,730.00
Wee Guan Toh Scholarship Fund .. .. .		2,968.18			2,735.00
Pauper Fund .. .. .		8,108.64			100,000.00
Colonial Development & Welfare Grants .. .. .		551,557.00	13,411,145.05		14,000,000.00
Other Governments and Administrations .. .. .			757,742.37		
GENERAL REVENUE BALANCE:—					
Surplus 1st January, 1952 .. .. .		9,835,938.61			
Less Surplus and Deficit Account (1952) .. .. .		3,672,206.51			
Balance as at 30th June, 1952 .. .. .			6,163,732.10		1,492,110.29
					1,916,203.55
					3,408,313.84
					\$21,409,993.99

NOTE:—The above statement does not include the liability of \$1,397,211.42 in respect of a portion of a loan-in-aid utilized in payment of War Damage Compensation.

APPENDIX VI  
RATES OF ESTATE DUTY

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 VII  
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	1,200 acres	4,000 acres	— acres
Kota Belud (including Ranau)	369	191	8,180	7,300	—
Tuaran—Tenghilan	6,096	387	4,950	2,100	—
Jesselton—Inanam	12,050	80	1,800	420	6
Penampang—Putatan	4,315	241	5,850	400	—
Papar	19,780	132	7,060	400	—
<b>TOTAL</b>	<b>48,716</b>	<b>20,201</b>	<b>29,040</b>	<b>14,620</b>	<b>6</b>
<b>EAST COAST—</b>					
Labuk and Sugut	156	300	1,199	1,950	—
Sandakan	11,580	5,019	3	—	—
Kinabatangan	583	407	20	1,150	25
Lahad Datu (including Tungku)	2,820	6,136	—	600	600*
Semporna	—	634	—	450	—
Tawau	13,372	8,000	25	50	2,523*
<b>TOTAL</b>	<b>28,511</b>	<b>20,496</b>	<b>1,247</b>	<b>4,200</b>	<b>3,148</b>
<b>LABUAN AND INTERIOR—</b>					
Keningau	500	10	2,940	1,650	—
Tambunan	40	—	3,950	2,502	—
Tenom	8,500	—	955	1,000	—
Beaufort	23,000	460	2,420	1,294	—
Kuala Penyu	2,840	2,500	—	—	—
Sipitang	5,500	460	410	1,162	—
Labuan	1,170	1,500	970	—	—
Pensiangan	80	—	—	4,480	—
Mempakul	—	—	1,466	616	—
<b>TOTAL</b>	<b>41,630</b>	<b>4,930</b>	<b>13,111</b>	<b>12,704</b>	<b>—</b>
<b>GRAND TOTAL</b>	<b>118,857</b>	<b>45,627</b>	<b>43,398</b>	<b>31,524†</b>	<b>3,154</b>

\* These figures compared with those of 1951 show the results of eradication of diseased areas and of rehabilitation.

† 1951 total: The 1952 acreage is estimated to be 27,948 acres but details by districts are not yet available.

APPENDIX VIII  
EDUCATION STATISTICS

*A*—ANALYSIS OF PUPILS BY RACE AND NATIONALITY  
AS AT 30TH SEPTEMBER, 1952

S.N.	Race and Nationality	NUMBER OF PUPILS				Total
		Govt. Schools	Mission Schools	Chinese Schools	Other Schools	
1.	Chinese	186	5,895	9,209	236	15,526
2.	Bajau	530	71	7	—	608
3.	Bisaya	232	6	1	—	239
4.	Brunei and Kedayan	1,262	117	5	—	1,384
5.	Dusun	1,164	1,953	47	4	3,168
6.	Eurasian	9	99	3	—	111
7.	European	18	33	—	—	51
8.	Philipino	—	77	—	—	77
9.	Illanun	32	—	—	—	32
10.	Indian	44	130	2	2	178
11.	Malay	84	—	—	—	84
12.	Murut	321	30	5	35	391
13.	Orang Sungei	69	29	—	2	100
14.	Sino-Native	—	191	197	—	388
15.	Sulu	164	13	—	3	180
16.	Tidong	9	—	—	—	9
17.	Others	186	146	3	130	465
TOTAL		4,310	8,790	9,479	412	22,991

## APPENDIX VIII—(cont.)

## B—ENROLMENT BY STAGES—1946—1952

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
September, 1952	21,953	1,038	22,991

\* \* \*

## C—PROPORTION OF BOYS TO GIRLS 1947—1952

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
September, 1952	15,942	7,049	22,991

\* \* \*

## D—NUMBER OF REGISTERED TEACHERS 1948—1952

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
September, 1952	858	445	1,303

## APPENDIX VIII—(cont.)

## E—NUMBER OF SCHOOLS OPEN 1946—1952

Year		Govern- ment	Mission	Chinese	Others	Total
September, 1946	...	48	43	51	2	144
June, 1947	...	60	45	52	8	165
June, 1948	...	66	56	63	8	193
September, 1949	...	65	58	73	8	204
September, 1950	...	70	59	77	12	218
September, 1951	...	71	58	*82	8	219
September, 1952	...	73	62	†86	7	228

\*includes 5 night schools.

†includes 6 night schools.

\* \* \*

## F—ENROLMENT ALL SCHOOLS 1946—1952

Year		Govern- ment	Mission	Chinese	Others	Total
September, 1946	...	2,706	3,160	4,402	—	10,268
June, 1947	...	3,304	4,661	5,868	219	14,052
June, 1948	...	3,920	5,767	5,955	210	15,852
September, 1949	...	3,811	6,601	7,406	202	18,020
September, 1950	...	3,904	7,019	8,489	212	19,624
September, 1951	...	4,044	8,016	9,028	300	21,388
September, 1952	...	4,310	8,790	9,479	412	22,991

## APPENDIX IX

## RECORD OF WORK OF COURTS OF THE COLONY

A—COMPARATIVE STATEMENT OF CASES DEALT WITH  
DURING 1951 AND 1952 BY THE HIGH COURT

HIGH COURT	Criminal		Civil	
	1951	1952	1951	1952
1. Original Jurisdiction ...	—	55	21	61
2. Revisional ...	43	65	4	11
3. Appeals from Magistrate's Courts ...	46	78	5	14
4. *Appeals from Sessions Court ...	—	—	1	—
5. Appeals to Full Bench ...	1	—	3	—
6. Appeals to the Court of Appeal ...	—	20	—	4
7. Appeals from Commissioner of Lands and Asst. Collectors of Land Revenue ...	—	—	12	2
8. Appeals from the Sanitary Board ...	—	—	—	3
9. Miscellaneous Suits ...	—	—	—	12
	90	218	46	107

\* The Sessions Courts ceased to exist with effect from 1st December, 1951.

\* \* \*

B—STATEMENT OF ORIGINAL JURISDICTION CRIMINAL CASES  
DEALT WITH DURING 1952 BY THE HIGH COURT

No. of cases tried	NO. OF PERSONS		NO. OF PERSONS ON WHOM SENTENCES WERE PASSED	
	Convicted	Acquitted or discharged	12 months or over	6 months or over
55	... 47	19	27	6

\* \* \*

C—STATEMENT OF CIVIL SUITS DEALT WITH  
DURING 1952 BY HIGH COURT

	No. of suits dealt with	Value of Suits	Fees collected
High Court	... 61	\$317,776.00	\$3,157.00

## APPENDIX IX—(cont.)

## D—PROBATE AND ADMINISTRATION

	No. of Suits dealt with		Value of Suits		State Duty Collected		Fees Collected	
	1951	1952	1951	1952	1951	1952	1951	1952
High Court	8	45	\$ 84,298.00	\$ 583,245.00	\$ 40.00	\$ 19,992.00	\$ —	\$ 225.00
*Sessions Court West Coast	30	—	605,260.00	—	12,063.00	—	69.00	—
East Coast	13	—	178,961.00	—	10,679.00	—	27.00	—
Labuan and Interior	14	—	132,798.00	—	15,624.00	—	95.00	—
TOTAL ...	65	45	1,001,317.00	583,245.00	38,406.00	19,992.00	191.00	225.00

\* The Sessions Courts ceased to exist with effect from 1st December, 1951.

\* \* \* \* \*

## E—COMPARATIVE STATEMENT OF CRIMINAL CASES DEALT WITH DURING 1951 AND 1952 BY MAGISTRATES' COURTS

MAGISTRATES' COURTS	No. of cases tried		No. of PERSONS		No. OF CASES IN WHICH SENTENCES WERE PASSED					
	1951	1952	Convicted	Acquitted or discharged	Over 12 months		Over 6 months			
					1951	1952	1951	1952		
West Coast Residency	1,917	2,011	1,772	2,184	389	275	8	5	23	31
East Coast Residency	1,218	1,228	1,205	1,399	297	237	9	17	13	16
Labuan and Interior Residency	568	356	445	317	95	61	2	3	12	6
GRAND TOTAL ...	3,703	3,595*	3,422	3,900	781	573	19	25	48	53

\* Warrant cases 574 \* Summons cases 3,021

## APPENDIX IX—(cont.)

F—COMPARATIVE STATEMENT OF CIVIL SUITS DEALT WITH  
DURING 1951 AND 1952 BY MAGISTRATES' COURTS

MAGISTRATES' COURTS	No. of Suits dealt with		Value of Suits		Fees Collected	
	1951	1952	1951	1952	1951	1952
			\$	\$	\$	\$
West Coast Residency ...	253	346	27,687	41,342	2,360	3,894
East Coast Residency ...	352	265	30,265	53,393	2,174	3,179
Labuan and Interior Residency	111	116	11,964	16,940	1,374	1,845
GRAND TOTAL	716	727	69,916	93,675	5,908	8,918

\* \* \*

G—COMPARATIVE STATEMENT OF COMPANIES REGISTERED  
DURING 1951 AND 1952

	1951	1952
Companies Incorporated outside the Colony during the year	15	21
Companies Incorporated in the Colony        "   "   "	2	9
Companies dissolved                               "   "   "	—	—

APPENDIX X  
POLICE STATISTICS

*A*—OFFENCES AGAINST THE PERSON

Year	Murder	Attempted Murder	Culpable Homicide	Greivous Hurt	Rape	Other Offences	Total	
1948	...	6	—	2	22	—	198	228
1949	...	11	4	1	37	6	166	225
1950	...	4	—	4	28	2	50	88
1951	...	10	4	1	53	2	119	189
1952	...	7	3	—	19	5	70	104

\*            \*            \*

*B*—OFFENCES AGAINST PROPERTY

Year	Robbery	House Breaking	Major Theft	Minor Theft	Other Offences	Total	
1948	...	8	6	89	483	137	723
1949	...	34	2	156	334	123	649
1950	...	14	9	20	501	83	627
1951	...	76	10	59	540	109	796
1952	...	10	16	29	478	141	674

\*            \*            \*

*C*—NUMBER OF POLICE CASES REQUIRING ACTION

Year	Reported	Brought to Court	Resulting in Conviction	Number of Persons Convicted	
1948	...	2171	1751	—	1450
1949	...	2988	2639	2081	2463
1950	...	3353	2720	2100	2367
1951	...	4332	3119	2666	3224
1952	...	4048	3006	2710	3315

APPENDIX XI  
PRISON STATISTICS

	No. Committed for Debts, on Remand and for Imprisonment.		Length of Sentence of those sentenced to Imprisonment.						MISCELLANEOUS							
	For Debts.	For safe custody subsequently discharged including lunatics.	For imprisonment.	18 months and over.	12 months and less than 18 months.	6 months and less than 12 months.	3 months and less than 6 months.	1 month and less than 3 months.	Under 1 month.	Daily average in Prison.	Daily average (on sick list).	Admission to Hospital.	Deaths (excluding execution).	Executions.	Escape.	Recapture.
CENTRAL PRISONS :—																
Jesselton	117	45	72	13	4	19	17	13	6	133.84	7.97	39	1	1	8	8
Sandakan	139	63	76	9	22	34	5	5	1	62.34	1.83	2	—	—	—	—
LOCAL LOCK-UPS :—																
Sipitang	8	2	6	—	—	—	1	4	1	2.42	.04	—	—	—	—	—
Tuaran	42	22	20	1	4	6	3	2	4	3.57	—	—	—	—	—	—
Beaufort	49	27	20	—	—	2	12	5	1	6.11	.31	2	—	—	—	—
Keningau	33	17	16	3	—	4	1	5	3	3.84	.32	1	—	—	—	—
Kota Belud	88	37	50	—	2	13	9	13	13	9.84	1.11	11	—	—	1	1
Ranau	24	6	18	—	2	3	3	8	2	2.70	.04	1	—	—	—	—
Tenom	41	22	18	—	1	5	4	2	6	2.86	.17	—	—	—	—	—
Kudat	139	68	71	2	6	9	33	10	11	12.89	.37	13	—	—	—	—
Beluran	20	10	10	—	—	3	5	2	—	3.31	—	—	—	—	—	—
Tawau	142	70	72	10	2	12	23	16	9	19.34	.59	8	—	—	—	—
Tambunan	15	9	6	—	2	2	1	1	—	2.23	—	—	—	—	—	—
Labuan	31	21	10	—	—	4	2	2	2	1.61	.12	1	—	—	—	—
Papar	40	11	29	—	—	2	5	8	14	4.99	.69	—	—	—	—	—
Lahad Datu	199	23	175	4	2	6	37	111	15	21.46	.88	1	—	—	3	—
Pensiangan	5	—	5	—	—	—	—	2	3	.57	.06	—	—	—	—	—
TOTAL	1132	453	674	42	47	124	161	209	91	293.92	14.50	79	1	1	12	9
Men	1068	419	644	40	43	121	157	198	85	286.73	14.45	77	1	1	12	9
Women	50	25	25	—	4	3	4	10	4	5.81	.05	2	—	—	—	—
Juvenile—Boys	13	8	5	2	—	—	—	1	2	1.37	—	—	—	—	—	—
Girls	1	1	—	—	—	—	—	—	—	.01	—	—	—	—	—	—

APPENDIX XII  
SHIPPING STATISTICS

PORT	SHIPPING		CARGO HANDLED OVER WHARF		TOTAL CARGO			
	Gross tons 1951	Gross tons 1952	Tons 1951	Tons 1952	Tons 1951	Tons 1952		
Sandakan	...	...	834,781	992,652	86,876	75,196	294,956	209,191
Labuan	...	...	646,050	813,886	61,722	72,537	134,444	179,440
Jesselton	...	...	407,387	445,501	61,904	61,708	67,924	69,706
Tawau	...	...	263,603	355,730	32,122	24,000	42,842	59,121
Kudat	...	...	194,888	275,153	14,419	12,478	16,666	17,030
Semporna	...	...	68,972	69,614	4,874	4,049	9,897	14,650
Lahad Datu	...	...	57,129	72,288	6,499	9,709	6,499	17,171
Miscellaneous	...	...	15,606	16,303	2,941	3,472	7,525	5,334
<b>TOTAL</b>	...	...	2,488,416	3,041,127	271,357	263,149	580,753	571,643
<b>INCREASE</b>	...	...	—	552,711	—	—	—	—
<b>DECREASE</b>	...	...	—	—	—	8,208	—	9,110

APPENDIX XIII  
AIRCRAFT MOVEMENT AND PASSENGER STATISTICS

	AIRCRAFT		PASSENGERS			FREIGHT (lbs.)			MAIL (lbs.)		
	In	Out	In	Out	Transit	In	Out	Transit	In	Out	Transit
LABUAN	1,799	1,799	6,043	5,299	6,263	116,093	74,208	148,504	20,902	18,667	87,196
JESSELTON	626	626	5,326	5,199	1,615	117,601	67,999	94,717	19,182	16,421	15,897
SANDAKAN	304	304	3,275	2,891	1,033	89,325	55,347	18,193	14,844	12,517	1,513
TOTAL	2,729	2,729	14,644	13,389	8,911	323,019	197,554	261,414	54,928	47,605	104,606

## APPENDIX XIV

## A— EXECUTIVE COUNCIL

*Ex-Officio Members.*

The Governor (Chairman)

The Chief Secretary

The Attorney-General

The Financial Secretary

*Official Members.*

G. L. Gray (Deputy Chief Secretary, acting as Chief Secretary)

G. Robertson, O. B. E. (Resident, East Coast)

H. O. E. Sykes, (Acting Deputy Chief Secretary)

*Nominated Members.*

Philip Lee Tau Sang, O. B. E.

O. K. K. Awang Besar bin Ong Kiat, M. B. E.

J. Mitchell, C. B. E.

J. C. Bryant, O. B. E.

The Governor (President)

*Ex-Officio Members.*

The Chief Secretary

The Attorney-General

The Financial Secretary

*Official Members.*

G. L. Gray (Deputy Chief Secretary, acting as Chief Secretary)

G. Robertson, O. B. E. (Resident, East Coast)

R. G. P. N. Combe, M. C. (Resident, West Coast)

O. K. K. Tambakau, M.B.E., (Deputy Assistant District Officer,  
Ranau)

R. M. Wood (Director of Public Works)

J. L. Greig (Director of Agriculture)

J. E. Longfield, O.B.E. (Acting Resident, Labuan & Interior)

L. R. Barnett-Smith (Commissioner of Trade & Customs)

T. K. Abbott (Acting Director of Medical Services)

*Nominated Members.*

J. C. Bryant, O. B. E.

Philip Lee Tau Sang, O. B. E.

O. K. K. Awang Besar bin Ong Kiat, M. B. E.

J. Mitchell, C. B. E.

Chan Tian Joo, O. B. E.

B. S. Willie, M. B. E.

Chung Chao Lung

G. S. Sundang, M. B. E.

J. C. Macpherson

O. K. K. Mohamed Ugi bin Ali

APPENDIX XV  
GENERAL RETURN OF REVENUE, EXPENDITURE, TRADE AND POPULATION

YEAR	REVENUE		EXPENDITURE		TRADE		Exports of Rubber Tons	Exports of Hemp Tons	Land Revenue and Land Sales		Railway Receipts Millions of dollars	Estimated Population
	Millions of dollars	Millions of dollars	Annually Recurrent	Special & Extraordinary (Capital)	Imports	Exports			Millions of dollars	Millions of dollars		
1890 ...	.4		.3	.2	2.0	.9	—	—	.2	—	—	67,062
1900 ...	.6		.4	1.1	3.2	3.3	—	—	.02	—	—	104,527
1910 ...	1.8		.8	.3	3.8	4.6	24	—	.2	.1		208,183
1921 ...	3.2		2.0	1.6	7.7	7.9	3,121	—	.2	.3		257,804
1931 ...	2.5		2.0	.3	3.8	7.0	6,247	—	.2	.2		270,223
1935 ...	2.7		1.8	.3	4.8	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	.6	1.0		351,000
1951 ...	25.0		11.6	12.6	70.2	113.7	21,698	150	1.0	1.2		334,141*
1952 ...	22.9		13.2	17.3	70.3	64.7	19,094	365	1.3	1.1		348,404†

\* 1951 Census. † Estimated population on 30-9-52.

# 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



BOUNDARY BETWEEN THE PHILIPPINE ARCHIPELAGO AND THE COLONY OF NORTH BORNEO

115° Longitude East of Greenwich 116° 117° 118° 119°