



North Borneo

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PART I

General Review

HIS Excellency the Governor, Sir Roland Turnbull, K.C.M.G., was absent from the Colony on leave from the 14th February to the 5th June. During his absence the Chief Secretary, Mr. R. N. Turner, C.M.G., administered the Government.

In September, the Minister of State for Colonial Affairs (the Right Honourable the Earl of Perth), and the Countess of Perth, paid a six-day visit to the Colony. The visit was highly successful and the distinguished visitors left pleasant recollections with the large numbers of people they were able to meet in Jesselton, Sandakan, Tawau and Labuan. Wherever they went they were greeted with warm and spontaneous enthusiasm by the people of the Colony. The major function of the visit was the opening by the Countess of Perth of the new hospital at Jesselton, which Her Majesty the Queen had been graciously pleased to give her consent to be named "The Queen Elizabeth Hospital". For their drive from Government House to the hospital for the ceremony the visitors were provided with a colourful escort of seventy Bajau horsemen, in traditional dress, from Kota Belud and a similar escort accompanied them on the occasion of their departure to the airport. As their aircraft took off the escort broke into an impressive charge in line, in their honour, across one of the approaches to the runway.

During 1957 North Borneo again enjoyed that racial harmony and freedom from political strife which leave Government and the people free to concentrate on reconstruction, the development of economic resources and the improvement of social services. In all these fields considerable progress was achieved during the year and every endeavour was made to strengthen the internal framework of the Colony and prepare it for its inevitably increasing participation in the affairs of the world around it. His Excellency the Governor, in addressing the Native Chiefs' Conference in October, on the subject of the greater responsibility for local affairs and the assimilation of new immigrants, epitomised the tenor of the year when he said: "North Borneo remains a pleasant place but, just for that reason, it is attractive to many. If we are to keep it as we would have it we must make it strong. The Government is aware of that necessity, but the Government is only strong itself if it rests on the will of the people, of all the people, and you must therefore play your part, and take

your share of responsibility, in what Government is seeking to do. What is it that we are in fact seeking to do? We are trying to build a strong and happy country, one that can take its place with confidence in a rapidly changing and dangerous world. I do assure you that it will remain happy only in so far as it becomes strong, and it will be strong only in so far as it commands the loyalty and industry of all its peoples."

In stressing the need for the continuance of racial harmony and the strengthening of the country to meet external stresses, His Excellency's address prepared the way for deliberation on closer association between the three territories of North Borneo, Sarawak and Brunei, a subject which has been under consideration for many years, and which was thrown open to public discussion in North Borneo and Sarawak by the Governors of the two territories in simultaneous broadcasts early in February, 1958. Subsequent developments will fall to be included in the Annual Report for that year.

In pursuance of existing policy the Eighth Inter-territorial Conference was held in Jesselton in September under the chairmanship of the Commissioner General for the United Kingdom in South East Asia. Many items of common interest to the three territories were discussed.

A major policy decision announced during the year was a relaxation in the regulations affecting the entry of Chinese immigrants into the Colony from Hong Kong. Skilled artisans who, previously, were admitted on temporary entry permits, will, under the new arrangements, now be permitted to remain in the Colony if it is considered that they are likely to prove useful citizens, while a limited number of selected and sponsored relatives of families already settled in North Borneo will be permitted to enter as agricultural workers.

An earlier scheme whereby sponsored immigration from the Philippines was to be permitted has not met with the success originally hoped, largely owing to the reluctance of employers to take advantage of the agreement, but it is confidently expected that the new decision to permit the entry of limited numbers of selected Chinese immigrants will ease the labour problems of the Colony and do much to increase its productivity.

Native inhabitants of the Philippines, Timor and the Celebes arriving in small vessels engaged in the copra trade still continue to seek work, principally on the East Coast estates, and more than 3,000 entered the Colony during 1957. It is also to be noted that, for the first time, the estimated population of the Colony has exceeded 400,000.

Development

The improved conditions of service consequent on the Bain Commission have enabled Government to fill vacancies for professional and technical officers, some of which had been of such long standing as to be acutely detrimental to the development programme. The departments most affected have been the Public Works Department and the Education Department. As the staff position improved in the course of the year, so the country became poised for more rapid constructional and educational development in the future.

Steady progress was made towards an all round improvement in communications on which a country largely built up of isolated communities so much depends. Roads were improved in most districts of the Colony and at the end of the year a road construction team started work on a major all-weather development road in the Tawau area. The programme of jeep track construction undertaken by District Officers is providing a valuable net-work of feeder roads.

Considerable improvement in the standard of the railway track between Jesselton and Beaufort resulted in better time-keeping, while progress in relaying and regrading the Gorge section leading to the Interior was more rapid than previously. With the arrival of three ninety-ton locomotives at the end of 1956 motive power became adequate for most duties, and the new diesel train-set put into service in April, 1957, accounted largely for an increase of nearly five per cent in passenger traffic.

All telecommunication services continued to increase in popularity, but in spite of good progress made in the installation of automatic exchanges, and the provision of new V. H. F. radio telephone circuits linking Sandakan, Kudat and Labuan with Jesselton, it has not been possible to keep pace with demand.

Following the deterioration, through sustained rain, of the Jesselton grass landing strip towards the end of 1956 a temporary all-weather bitumen sealed runway 1,200 yards in length was constructed, as an emergency operation, during the first half of 1957, and plans are in hand for the building of a permanent sealed strip in 1958.

During the year the North Borneo Government, jointly with the Governments of Sarawak and Brunei, entered into two agreements for the development of civil aviation in the Malaya-Borneo region. In the first of these, the Borneo Governments participated in the reconstitution of Malayan Airways in association with the Governments of the Federation of Malaya and Singapore, the British Overseas Airways Corporation and Qantas Empire Airways; whilst in the second the Borneo Governments,

holding a majority interest, formed a new company in association with British Overseas Airways Corporation and Malayan Airways Limited to become Borneo Airways.

The new Central Government Offices in Jesselton were completed and occupied shortly after the opening of the Queen Elizabeth Hospital. These two projects were the major constructional works undertaken in Jesselton during 1956 and 1957. Good progress was made in sewerage schemes for the larger towns and in the new water supply scheme for Jesselton. A new hospital was opened in Keningau, a spacious modern market was completed for Jesselton and the foundation stone of a new Anglican Church was laid, whilst reconstruction of shophouses in Sandakan, in Tawau, where four-storey shops have been erected, in Jesselton and in other smaller townships proceeded steadily.

The new Jesselton wharf was completed during the year, and the bulk oil storage installation of The Standard Vacuum Oil Company adjacent to the port area was nearing completion at the end of the year. In Labuan a new bulk oil installation, including deep water wharfages, built by The Shell Oil Company was brought into operation in April. Transit godowns were constructed in Sandakan and Labuan while plans were drawn up for a new wharf at Tawau and investigations for improved wharf facilities were also undertaken at Kudat. A record in shipping using North Borneo ports was established during 1957, the total tonnage reaching nearly six million tons, which showed an increase of approximately one million tons over the 1956 figure.

Commerce

The total value of the Colony's visible external trade in 1957 amounted to \$242.5 million, the highest annual total ever recorded. Imports for the year totalled \$121.6 million, exceeding the 1956 total by \$4.2 million, and exports amounted to \$120.9 million as in the previous year. There was thus an unfavourable balance of visible trade of \$0.7 million.

Provisions (valued at \$15.3 million excluding rice) were, as previously, the most valuable item imported; followed by machinery (\$11.7 million), metals (\$8.9 million), rice (\$8.0 million) and textiles and apparel (\$6.1 million) in that order. There was a significant reduction in the value of provisions and textiles and apparel imported compared with the previous year.

Rubber continued to be the Colony's principal export, but the price fell during the year. Exports of rubber totalled 19,900 tons as in 1956, but the value fell from \$40.3 million in 1956 to \$37.0 million in 1957. Exports of logs and sawn timber increased by 6.2 million cubic feet over the 1956 figures to a total of 21.9 million cubic feet valued at \$31.5 million. Copra exports continued

to increase largely on account of the East Coast re-export trade. In 1957 63,700 tons of copra valued at \$24 million were exported compared with 59,200 tons valued at \$23.3 million in 1956. Exports of tobacco declined slightly both in quantity and value, and the export of cutch fell rather substantially. There was a rise in the quantity and value of hemp exported.

The United Kingdom continued to be the principal market for the Colony's imports and exports, although there was some fall in both compared with the 1956 figures of percentage of total imports and exports. Other important markets for Colony exports were Malaya, Japan, Hong Kong and the Philippine Islands.

Rubber continued to be exported principally to Singapore and the United Kingdom; timber went mainly to Japan, Hong Kong and Australia in that order; copra was sent chiefly to China and Macao, the United Kingdom, Singapore and other European countries; more than half the hemp exports were to the United Kingdom, with Japan taking the greater part of the balance; while estate tobacco went exclusively to the United Kingdom. The United States remained the principal importer of North Borneo cutch, with Japan second; while all firewood exports continued to go to Hong Kong.

Production

The importance of rubber as the main crop of the Colony was re-emphasised by a significant increase during 1957 in the acreage planted. By the end of the year the total area under rubber was 137,000 acres. In spite of considerable price fluctuations, yields were maintained, and applications to the Rubber Fund Board for stumps and budwood continued to exceed material available. The Board has recently increased the planted acreage of its isolation seed garden and when the new area reaches maturity should be in a position to supply some 2,300,000 clonal seeds per annum.

The padi crop harvested in early 1957 was again above average with an estimated yield of 55,437 tons of padi, (equivalent to 34,371 tons of milled rice), but indications for the 1957-1958 crop were far from promising.

Virus disease of Manila hemp continued to cause concern in the abaca industry of the East Coast, but efficient control measures kept it to manageable proportions and at no time during the year did it become epidemic. Exports of commercial fibre amounted to 2,794 tons in 1957 compared with 2,332 tons in the previous year.

The acreage under coconuts increased during the year, and the one large tobacco estate in the Colony recorded a successful

year. Messrs. Borneo Abaca Limited now have 313 acres under cocoa near Tawau and intend to expand this further; while experiments made by the Department of Agriculture in growing cocoa on the basaltic soils of the Quoin Hill area in the Tawau Residency have proved most encouraging. Cocoa is not at present exported from North Borneo, but first reports on commercial samples have been favourable. There has been an appreciable increase in the acreage planted to coffee by smallholders. Maize, groundnuts and soya beans continued to be important annual crops in all residencies.

Timber production increased by twenty-six per cent in 1957 over the total for the previous year. Exports of timber continued to increase but trade difficulties arose from the instability of freight rates and a timber slump in Hong Kong, the second largest market for Borneo timber. In addition to four important overseas holders of twenty-one-year concession licences, three large local timber firms accepted offers of concession agreements. The export of firewood rose during the year but of other forest products declined. Cutch, the most important minor forest product, met with poorer demand in both the American and Japanese markets.

An event which it is hoped will have major economic significance in the future was the launching of a marine drilling platform by The Shell Company of North Borneo at Hankin Shoal, thirty-one miles off the coast from Labuan, in May. Arrangements for the commencement of drilling operations early in 1958 were well in hand at the end of the year.

Besides the immigration measures already referred to, designed to improve the supply of labour, three other important measures were introduced during the year as part of the Government's efforts to encourage the establishment of further capital enterprises in the Colony. First, the Pioneer Industries (Relief from Income Tax Ordinance, which had been passed in 1956 and came into operation at the beginning of 1957, gives exemption from income tax for an initial period of two to four years to any industry which has been accepted as not having been carried on previously on a commercial scale suitable to the Colony's economic requirements or development and which it will be in the Colony's interest to encourage. Second, under the revised Income Tax Ordinance which came into force at the beginning of the year, capital expenditure incurred on plantations, which includes rubber, coconuts and forest stands, can be written off against assessable profits over a period of ten years. Third, in order to aid the establishment of cocoa as an economic crop, duty on the export of the produce was waived for a period of ten years with effect from the 1st January, 1957. A fifty per cent remission of export duty on hemp had already been granted towards the end of 1956 and is to remain in operation until 1962.

Public Finance

The approved Estimates for 1957 provided for an estimated general revenue surplus in the Ordinary Budget of \$7.804 million at the beginning of the year and \$7.815 million at the end of the year. When the accounts for the year 1956 were closed the actual general revenue surplus as at the 31st December, 1956, was \$8.769 million and the latest indications are that the general revenue surplus at the end of 1957 will be about \$9.169 million. During the year 1957 a contribution of \$6 million was transferred from the Ordinary Budget to the Development Budget.

The latest revised estimate of ordinary revenue for the year amounts to \$35.5 million, compared with \$33.7 million during 1956. Of this total \$18.8 million was estimated to accrue from Customs receipts and \$4.8 million from licences and internal revenue. There was a significant increase in forest revenue from \$2.2 million in 1956 to \$2.6 in 1957 which may be directly attributed to the expanding production of the timber trade. Revised estimates of development revenue totalled \$19 million, compared with \$14 million actual development revenue in 1956.

The latest revised estimate of ordinary expenditure amounts to \$29.1 million, compared with \$26 million in 1956. To this must be added a contribution of \$6 million to the development account. Revised estimates of development expenditure totalled \$16.2 million, compared with \$13.4 million actual expenditure in 1956. This expenditure included \$6 million on Colonial Development and Welfare schemes.

Social Services

Considerably increased expenditure was incurred by Government in respect of educational services during the year. The Board of Education advised the extension of eligibility for grant-in-aid to all schools and in 1957 the allocation in the Colony's budget for this purpose was almost doubled. The Board also drew up a code governing the ages of children admissible into school classes in order to limit the age range in classes and to solve the problem of over-age pupils, particularly in Mission primary schools. By the end of the year the number of schools of all types was 288 with a total enrolment of 34,251 pupils compared with the 1956 figures of 282 schools with 32,144 pupils.

The first Government Secondary (Technical) School, with a bias towards science, was opened in temporary premises, and plans were completed to extend Kent College in 1958 by providing one and two-year courses for teachers in English Primary schools in addition to the vernacular and Chinese courses already provided.

During 1957, ninety-one students from North Borneo were studying overseas, on scholarships awarded under the Colombo Plan, from the Colonial Development and Welfare Fund, or from other sources.

An Administrative Officer was appointed as Training Officer for the Colony and was charged with drawing up a comprehensive programme designed to make local candidates available for higher posts in Government, commerce and the professions, and also with preparing schemes of in-service training with a view to improving the efficiency of the Service at all levels.

Broadcasting and Information Services continued to expand as rapidly as staff, premises and finances permitted to keep pace with the ever-increasing public interest in the services offered. During 1957 the length of the daily radio transmission was extended from four to five and a half hours and the number of wireless licence holders increased from 7,456 in 1956 to 9,645 in 1957. A bi-monthly radio magazine published by the Department was started in January and proved popular.

Mobile cinema circuits in and around Sandakan and Tawau were inaugurated during the year and a start was made on the establishment of the Department's own film unit.

Except for an outbreak of "Asian Flu" which was widespread but not serious, the Colony was free from epidemics during the year. Malaria and tuberculosis continued to be the major health problems, but the Malaria Control Scheme, begun in 1955, progressed well, and a scheme for the control of tuberculosis was drawn up towards the end of the year.

The opening of the Queen Elizabeth Hospital in Jesselton and the new cottage hospital at Keningau, both of which were events of major importance, have already been referred to. Attendances at Maternity and Child Welfare Clinics continued to increase substantially, the 1957 figures of over 57,000 being more than double those of 1953. An experimental scheme was started in the middle of the year for bringing in for simple training practising native midwives or "bidans".

The Fifth Inter-territorial Anti-Malarial Conference was held in Labuan in November at which Progress Reports from the three British Borneo territories were discussed and plans for further co-operation and continued work on malarial control were laid. Representatives from the Indonesian Government attended for the first time and exchange of information between Kalimantan and the British Borneo territories is expected to continue.

The several missionary organisations established in the Colony continued to do important work in the medical field as well as in education. Also active were the voluntary social welfare organisations, which included the War Victims Fund Board, the Leper Fund Committee, the Boy Scouts and Girl Guides, the

Rotary Clubs of Jesselton and Sandakan, the British Red Cross Society, the St. John Ambulance Brigade and the North Borneo Anti-Tuberculosis Association.

Local Government

It is an important part of Government's policy to encourage Local Government, but the aim is to make haste slowly and always with due regard to the inclinations of those concerned.

Until a few years ago, the only instruments of Local Government were Sanitary Boards to control the principal towns and townships. The pattern now being followed is to integrate small market towns and townships with their surrounding country by establishing Local Authorities under the Rural Government Ordinance over suitably homogeneous areas, for example, a whole administrative district, including the townships and villages. Where, however, a town has grown to a fair size and has developed a distinct civic consciousness and urban problems of its own, it will remain apart and be established as a Town Board under the Municipal and Urban Authorities Ordinance. Eventually some of these urban bodies will, it is hoped, be raised to the status of municipalities.

In the year under review there were four such Town Boards under the Municipal and Urban Authorities Ordinance. Under the Rural Government Ordinance there were three Local Authorities, now called Rural District Councils, and all preparations were completed for the creation of three further Rural District Councils at the beginning of 1958.

In addition to the statutory authorities there are Residency and District Teams composed of representatives of Government Departments and prominent local unofficials under the Chairmanship of the Resident or District Officer. Since their inception in 1954 these teams have commanded wide support and contributed much to the smooth running of district administration.

Other Events of Interest

There were again several serious outbreaks of fire in urban areas during the year. The most disastrous occurred in Semporna on the 9th September. This completely destroyed all shops, and caused the death of five children of one family and also one adult Chinese. There were two fires in the shopping area of Sandakan: the first on the 1st February which destroyed eleven shops and godowns, and the second on the 31st October, when thirty-four buildings were destroyed and about 500 people rendered homeless. More than 1,000 tons of copra awaiting shipment to China were under immediate threat, but the flames were beaten back in the

nick of time. Fortunately, there were no casualties in either fire. In Jesselton fourteen shops and a godown were destroyed by fire on the 5th February. In most cases the buildings destroyed were temporary structures and therefore particularly susceptible to fire. Prompt relief work, greatly assisted by voluntary organisations, was carried out where necessary.

Several districts in the Interior Residency suffered from severe flooding. Most of the town area in Beaufort was under water for several days in January and railway services on the Beaufort-Weston line were suspended. There was considerable damage to rubber and food crops in the Limbawang Settlement area. In Tenom the most extensive flood since 1924 was experienced, whilst flooding caused anxiety on several occasions in Pensiangan.

The unexplained disappearance in February, in relatively calm seas, of the Shell Oil Company's coastal tanker "Landak", of 342 tons, on a voyage from Jesselton to Singapore was one of the major tragedies of the year. The "Landak" carried a crew of fourteen, with three European officers, and although she was lost in Sarawak waters, Jesselton had been her last port of call and Labuan the point at which she was last sighted. A subsequent Court of Enquiry in Singapore was unable to ascertain the cause of the loss.

There was a pirate raid in Tungku in the Lahad Datu district in March. The marauders were reported to have departed in the direction of the Philippines. Goods of considerable value were seized, but there were no casualties. Action was taken to strengthen marine patrols on the East Coast, and R. A. F. Sunderlands from Singapore participated in anti-piracy patrols at regular intervals.

Two companies of the 1st Battalion, South Wales Borderers, and ancillary forces, including units of the Royal Navy and Royal Air Force, arrived in Sandakan early in November to undertake a three-week training exercise (Exercise "Tiger Leg") and carried out extensive joint patrols by land and sea with the Mobile Force of the North Borneo Police. Outstandingly cordial relations existed from start to finish not only between civil and military authorities, but also between the troops and local people of the East Coast, and these were not marred by a single untoward incident. It was by no means unusual for villagers to come forward spontaneously to help the soldiers carry their packs and to put on parties of welcome in their honour, and the crush of local people who attended the farewell dance held in their honour in Sandakan was quite unprecedented.

Once more the people of North Borneo are deeply indebted for generous financial and material assistance, educational and training facilities and technical advice to Her Majesty's Government, the donor nations of the Colombo Plan, the United States of America, the World Health Organisation, the United States Children's Emergency Fund, the British Council and other organisations. Without this valuable assistance much that has been achieved and is planned would not be possible.

The days have gone for good when North Borneo was a tranquil backwater remote from the stresses and strains of the outside world. But while this young country faces the future with growing assurance and confidence, it remains mindful of its heritage from those earlier days, a heritage to which the Governor paid tribute in the following extract from his Christmas message to the people of North Borneo:

".....That North Borneo is growing, and growing quickly, is for all to see. Our country is beginning to feel its strength and to flex its muscles. But growth brings pains and where growth is swift — as in our case — pains are likely to be the greater. Let us not mistake their nature. Change is frequently desirable and some change is in any case inevitable. But change is not good for its own sake. Our future will be good and secure only if we respect our past and retain all that is best in it. And the best in the past of North Borneo is the friendliness, the goodwill, the peace, that have marked the relations of its many peoples. These things we must keep....."

The year ended on a happy note throughout the Colony.

PART II

Chapter 1: Population

General

THE last census of population was held on 4th June, 1951. This was the sixth census that had been held in North Borneo, the others being taken in 1891, 1901, 1911, 1921 and 1931 respectively. A census proposed for 1941 was abandoned owing to the advent of war. Apart from two changes—the incorporation of the island of Labuan in 1946 and the handing over to the Philippine Government in 1947 of seven small islands lying off Sandakan which had, by arrangement with the United States Government, been administered by British North Borneo since 1907—the territory of North Borneo in 1951 remained the same as it had been in 1931. Direct comparison of the results of the 1951 census with those of the 1931 census was therefore possible.

The report of the census of 1931 gave the total population as 277,476 persons. In 1951 the total population had increased by 20.4 per cent to 334,141 persons.

The population on the 31st December, 1957 was estimated to be 400,836, made up as follows:

Indigenous	...	...	...	268,498
Chinese	...	...	...	97,248
European (including Eurasian)	...	...	...	1,981
Others	...	...	...	33,109
TOTAL				<hr/> 400,836 <hr/>

1951 Census

The detailed report of the 1951 census was published in 1953. This shows that since 1931 the native population increased by 18.4 per cent from 205,218 to 243,009; the Chinese population by 48.6 per cent from 50,056 to 74,374; and the number of Europeans, including Eurasians, from 647 to 1,213.

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 was thirty-one persons per square mile. The low density of 5.6 persons per square mile on the East Coast 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.

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

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 analysis of places of birth is a matter of much interest in North Borneo with its peoples of varied races and creeds and with an immigrant population comprising more than one-quarter of the total. The census has revealed that only 36,369 persons, or slightly under eleven per cent of the population, were born outside the country—an encouraging indication of the permanence of settlement of the immigrant peoples.

Native Peoples

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 community of Bajaus in the Kota Belud district is settled on the land and has taken to cattle-farming and padi-planting on a considerable scale. Cattle-farming is probably the most important contribution of the Bajau people to the economy of the Colony.

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 sea-farers 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 showed 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.

Chinese

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 sixty-four males to thirty-six females in 1931 to fifty-six males to forty-four females in 1951.

The Chinese, while mainly engaged in agriculture and commerce, supply most of the artisans for local industries. Many are smallholders producing rubber, rice, coconuts, fruit 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.

Europeans

The European community, while numerically small, is economically very powerful. The majority of the Europeans 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.

Other Races

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 Police and have acquired land and settled down, some becoming dairy farmers in the vicinity of the principal towns.

Religion

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.

Population in 1957

A summary of registered births and deaths during the period 1st January to 31st December, 1957, shows:—

			<i>Births</i>	<i>Deaths</i>
Indigenous	...	...	9,111	2,981
Chinese	...	...	5,048	704
European (including Eurasian)	...	...	51	4
Others	...	...	606	236
TOTAL ...			<u>14,816</u>	<u>3,925</u>

The following is a summary of arrivals and departures through the ports of the Colony during the period 1st January to 31st December, 1957:—

			<i>Arrivals</i>	<i>Departures</i>
Indigenous	...	...	2,572	2,804
Chinese	...	...	7,312	7,264
European (including Eurasian)	...	...	2,355	2,215
Others	...	...	12,618	11,751
TOTAL ...			<u>24,857</u>	<u>24,034</u>



Mounted Escort en route to Opening Ceremony—Queen Elizabeth Hospital



Queen Elizabeth Hospital—General View

Chapter 2: Occupation, Wages and Labour Organisation

Industrial Structure

THE basis of the economy of most inhabitants in North Borneo is homestead farming, centred around the production of rice and mixed crops for subsistence and of export crops such as rubber, coconuts, etc., for the provision of money. Superimposed upon this basis are the plantations, (rubber, hemp, tobacco and coconut) ranging in size from a maximum of about 20,000 acres to a minimum of five or ten acre holdings operated by a family with occasional hired help, and the timber and firewood industries. There are in addition, small processing industries serving the limited needs of the estates and timber companies. Finally, there is a multiplicity of services demanded by a growing and prosperous community e.g., building, transport and commerce.

Employment

The most recent figures covering occupation of persons are provided by the 1951 census. This showed that 140,629 persons or 42.1 per cent of the total population was at that time gainfully employed. Of these persons, 119,639 were engaged as producers of raw materials and the remainder were employed in manufacturing, transport and communications, commerce, public services and professions, and in personal and paid domestic services.

The Chinese population is engaged mainly in commerce, rubber production, agriculture and industry. In commerce, crafts and artisan employment the Chinese community is predominant.

A large preponderance of both the Dusun and Murut communities is normally engaged in homestead agriculture with a minor proportion employed in the rubber industry with small numbers joining the Police Force. Less than half of the Bajau and other indigenous communities were engaged in agriculture; these races take an active part in the timber, rubber, coconut, boat building and fishing industries. The increased interest of the indigenous people in wage-earning employment has been a significant post-war trend and is continuing. At present, they constitute some 50.1 per cent of the labour force of the Colony.

The total labour force based upon statistics provided by employers of twenty or more workers on 31st December, 1957 stood at 27,217. Of these 12,408 are employed in plantations, 11,419 in industry and 3,390 by the Government. There was no significant change in these figures during the year.

Much of this labour is employed seasonally during the off seasons in homestead cultivation. There is no appreciable unemployment in the Colony nor is there a seasonal fluctuation in employment.

Immigrant Labour

The demand for artisans and semi-skilled workers for building construction has remained steady. The Government has continued to apply a policy of permitting the temporary entry of skilled and semi-skilled workers from Hongkong and Singapore for employment with established construction and engineering firms, especially with those which have taken up the larger Government and private contracts which have been offered in the course of reconstruction. Hongkong is the chief source of these workers and they are recruited with the agreement, and under the supervision of the Hongkong Government under conditions which fully comply with all relevant international obligations. There is a constant turnover of these workers, the numbers employed in the Colony at any one time being about 1,100. The workers include skilled technicians required to operate and maintain mechanical equipment both for Government and for commercial concerns where trained local personnel is not available.

The increase in the entry of Indonesian workers, mainly from Timor and the Celebes, is one of the most significant causes of the increase in the labour force during the last two years. These workers come of their own initiative to East Coast ports to look for work in North Borneo, but their employment has now spread to most districts including those on the West Coast and in the Interior.

Wages and Conditions of Employment

There is little variation in wages and earnings between different districts within the Colony. Such differences as remain are largely the result of varying local costs of living. Almost all agricultural work and much industrial work is performed on piece-rates. There were no general wage increases during 1957 and rises in costs of living were generally small. The earnings of workers in the rubber industry and to a lesser degree in other industries, have followed fluctuations in the world prices of the commodities produced. There have been no marked fluctuations in wages paid to skilled workers, which continue to be comparatively high. In the plantation industries where workers normally live at their place of employment housing is provided for workers as an addition to their wages in accordance with specified minimum standards.

All hours of employment are based upon an eight-hour day and six-day week laid down by the Labour Code. Work in excess

is paid for at overtime rates. Prescribed holidays with pay are also laid down under the Code. In practice, many workers are satisfied to work less than the maximum number of working hours permissible by law.

Cost of Living

The cost of living index which is drawn up on the cost of certain basic commodities consumed by all sections of the community remained comparatively steady throughout the year. Some disappointment has been felt that the cost of living has not fallen appreciably as a result of the reduction in shipping rates during the year. Figures for an average monthly budget for workers of various races in the Colony collected by the Department of Labour and Welfare are as follows:

WORKERS' MONTHLY BUDGET			
<i>Chinese</i>	1956	1957	% Increase + Decrease —
Foodstuffs	\$36.79	\$37.62	+ 2.2 %
Clothing and bedding ...	5.61	4.63	— 21.1 %
Miscellaneous	13.11	14.68	+ 11.9 %
	<hr/>	<hr/>	<hr/>
	\$55.51	\$56.93	+ 2.5 %
	<hr/>	<hr/>	<hr/>
<i>Natives</i>			
Foodstuffs	\$33.73	\$37.31	+ 10.6 %
Clothing and bedding ...	4.92	3.83	— 28.0 %
Miscellaneous	15.46	17.45	+ 12.8 %
	<hr/>	<hr/>	<hr/>
	\$54.11	\$58.59	+ 8.2 %
	<hr/>	<hr/>	<hr/>

A table showing the middle and end of the year prices of certain basic foodstuffs in Jesselton is given below:

		1956		1957	
		<i>June</i>	<i>December</i>	<i>June</i>	<i>December</i>
Rice (per gantang) ...		\$2.00	\$2.00	\$2.10	\$2.10
Flour (per kati) ...		0.30	0.30	0.30	0.30
White sugar (per kati) ...		0.30	0.35	0.45	0.35
Meat (per kati) ...		1.60	1.80	1.80	1.80
Fish (per kati) ...		1.60	1.60	1.60	1.50
Vegetables (per kati) ...		0.40	0.50	0.40	0.40
Milk (per 14-oz. tin) ...		0.70	0.70	0.75	0.70
Hen's eggs (each) ...		0.20	0.18	0.22	0.20
Tea (per lb.) ...		4.70	4.70	4.95	4.50
Coffee (per kati) ...		1.85	1.80	1.30	1.30

Labour and Welfare Department

The Department at present consists of the Commissioner, one Assistant Commissioner on the East Coast and an establishment of one Chinese Assistant Officer, one Labour Officer, three Labour Inspectors and ten other staff. Two offices are maintained: the headquarters office in Jesselton and an office serving the East Coast in Sandakan. Regular inspections at places of employment are carried out by officers of this Department. No employment exchanges at present exist.

Industrial Relations

There continues to be no marked change in the state of trade unionism which is still embryonic. The number of trade disputes reported during the year was eight, but these were all of minor importance. Details are shown in Appendix II. Because of illiteracy among the majority of workers, the comparatively small extent of wage-earning employment, and the absence of the economic conditions which have led to the organisation of labour in many countries, it appears likely that the growth of trade unionism will continue to be slow. Nevertheless the fostering of responsible trade unionism is the policy of the Government as being the best long-term means of ensuring industrial peace and of mitigating the effects of changes which are inseparable from increasing industrialisation. The Commissioner of Labour and Welfare is the Registrar of Trade Unions for the Colony. One new Trade Union was registered during the year. There are at present five Trade Unions registered with a total membership of about 700.

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

Labour Legislation

The Workmen's Compensation Ordinance passed in 1955 was amended during the year by the Workmen's Compensation (Amendment) Ordinance. The amendments were of minor importance except for the extension of the Ordinance to cover domestic service. A Labour (Amendment) Ordinance was also passed which introduced certain amendments of importance to the definitions of "employer" and "worker" used in the Ordinance, provided for employment of shift-workers, and also made lawful certain types of deduction from workers' wages.

International Labour Conventions

As a result of certain minor amendments in legislation, it has been possible to notify some extensions of the application of

Conventions to North Borneo and the position is at present as follows:

(a) Applied without modification	...	...	24 conventions.
(b) Applied with modification	...	...	5 conventions.
(c) Decision reserved pending the enactment of legislation	...	...	8 conventions.
(d) Inapplicable owing to local conditions	...	...	14 conventions.

Annual reports on the application of International Labour Conventions are submitted to the International Labour Office.

Safety, Health and Welfare

The provision of certain standards of housing, health and safety is required by the Labour Department under the Labour Ordinance (Cap. 67) and in addition there are provisions in the Machinery Ordinance (Cap. 75) governing the safety of workers. These standards are, where necessary, enforced by Labour Officers. At most large places of employment additional welfare activities are carried on by the management.

The Department of Labour and Welfare is responsible for the administration of the Workmen's Compensation Ordinance (No. 14 of 1955). 548 accidents were reported in 1957 as compared with 380 accidents reported in 1956. In 354 of these cases agreements covering compensation amounting to \$81,261.70 were registered.

The Commissioner of Labour and Welfare is Chief Inspector of Machinery.

Poor Law administration in the Colony is also the responsibility of the Department of Labour and Welfare. Details of the public assistance provided are given on page 95.

Industrial Training

Training and apprenticeship continue to engage attention as the best means of increasing the productivity of the Colony's limited manpower. Several employers and Government Departments follow a policy of training workers within their employment though there is little formal apprenticeship. Such training schemes are in some cases of considerable value. Vocational training was continued by the Government Trade School, which is mentioned on page 80.

Labour Advisory Board

The Labour Advisory Board, with equal representation by Government, employers and workers, met once during the year to consider proposed legislation and to advise Government generally on labour proposals and policy.

Chapter 3: Public Finance and Taxation

THE approved estimates for 1957 provided for a general revenue surplus in the Ordinary Budget of \$7.804 million at the beginning of the year and \$7.815 million at the end of the year. When the accounts for the year 1956 were closed the actual general revenue surplus as at 31st December, 1956 was \$8.769 million and the latest indications are that the general revenue surplus at the end of 1957 will be about \$9.169 million. During the year 1957 a contribution of six million dollars was transferred from the Ordinary Budget to the Development Budget.

As the result of the release of the Colony's finances from the control of the United Kingdom Treasury it was necessary to maintain a general revenue reserve of a sum equal to four months normal budgetary expenditure. The latest revised estimate of the normal budgetary expenditure during 1957, which excludes the contribution of six million dollars to the Development Budget, is \$29.123 million and the revised estimate of the general revenue reserve at 31st December, 1957 is \$9.169 million.

The approved estimates provided for an opening balance of \$2.237 million in the Development Budget with a balance at the end of the year of \$1.278 million. During the year 1956 there were under-issues totalling \$2.794 million from Colonial Development and Welfare sources in respect of local expenditure and this, after taking account of uncompleted works and services which had been included in the approved estimates for 1956, largely accounted for the reduction in the opening balance from the approved estimate of \$2.237 million to the actual balance of \$0.550 million. The under-issues from Colonial Development and Welfare sources were credited to the Development Account during 1957 and the latest revised estimate of the closing balance is \$3.413 million. This closing balance does not take into account the estimated under-issues from Colonial Development and Welfare sources during 1957 of about \$1.5 million.

ORDINARY REVENUE

		Actual		Estimated	
		1955	1956	1957	1957 (Revised)
		\$	\$	\$	\$
Customs	...	16,545,767	18,522,315	19,140,000	18,861,000
Forests	...	2,040,059	2,194,755	2,269,000	2,637,000
Lands	... ..	777,662	832,999	794,000	911,000
Licences and Internal Revenue	...	4,002,414	4,233,168	4,514,550	4,810,000
Fees of Court or Office, etc.	...	696,003	829,871	983,710	981,000
Township Authorities	...	323,128	277,338	214,031	220,000
Light, Water, Power etc.	...	682,913	860,809	350,000(a)	473,000(a)
Posts	... ..	580,300	698,102	582,200	897,000
Telegraphs	...	600,990	764,560	882,000	954,000
Interest	... ..	338,145	366,121	409,255	352,000
Rents	... ..	266,219	706,572(b)	777,000	801,000
Ports and Harbours	...	748,823	882,850	854,000	1,059,000
Miscellaneous	...	1,663,048	1,722,289	1,639,903	1,688,000
Land Sales	...	264,473	847,678	400,000	891,000
Total Ordinary Revenue	...	\$29,529,944	33,739,427	33,809,649	35,535,000

(a) Excludes revenue from electrical undertakings which were taken over by the North Borneo Electricity Board on 1st January, 1957.

(b) Due to increased rents paid by Government Officers following revision of salaries.

DEVELOPMENT REVENUE

	Actual		Estimated	
	1955	1956	1957	1957 (Revised)
	\$	\$	\$	\$
Contribution from proceeds of the realisation of former Japanese assets ...	1,851,943	2,636,620	1,002,285	645,000
Contribution from Foreign Operations Administration towards cost of reconstruction of wharves	912,576	801,282	—	—
Colonial Development and Welfare Grants ...	4,272,041	2,085,008	8,043,964	7,351,000
Appropriation from Ordinary Budget ...	—	6,500,000	6,000,000	6,000,000
Cash balance transferred from Supplies Account	—	1,531,677	—	—
Realisation of Straits Settlements Assets and State Band Deposits ...	—	401,576	—	—
Repayment to revenue from loan account of compensation paid in respect of relinquishment of timber rights to The British Borneo Timber Co., Ltd. ...	—	—	3,105,679	3,105,000
Repayment of loans ...	—	—	—	119,000
Sale of electricity undertakings ...	—	—	—	(a) 1,855,000
Total Development Revenue ...	\$7,036,560	13,956,163	18,151,928	19,075,000

(a) Matched by purchase of stock in North Borneo Electricity Board.

ORDINARY EXPENDITURE

	Actual		Estimated	
	1955	1956	1957	1957 (Revised)
	\$	\$	\$	\$
Charges on account of the Public Debt	326,627	326,627	477,990	683,500
Pensions, Retiring Allowances, Gratuities, etc.	1,051,366	1,126,922	1,119,273	1,391,600
Governor	140,333	143,680	141,698	198,000
Accountant-General	164,694	234,412	177,619	176,200
Administrator-General	35,778	38,464	36,400	32,700
Agriculture	373,453	639,013	778,631	750,100
Audit	81,792	105,973	110,806	113,600
Broadcasting and Information	83,944	143,430	246,389	260,400
Civil Aviation	173,927	563,294	759,707	600,500
Education	1,108,141	1,419,127	1,883,371	1,863,000
Forests	801,983	1,155,236	1,326,256	1,323,000
General Clerical Service	1,129,838	1,304,625	1,149,949	1,149,100
Geological Survey	—	—	142,168	200,000
Inland Revenue	—	—	110,203	106,300
Judicial	114,925	108,811	112,420	135,600
Labour and Welfare	92,819	109,216	109,546	100,000
Lands and Surveys	534,991	604,591	860,710	791,000
Legal	39,367	61,559	83,096	83,000
Marine	428,917	523,544	662,198	584,300
Medical	2,295,495	2,740,732	3,028,268	3,221,800
Miscellaneous Services	† 1,009,135	† 8,753,197	* 6,859,754	* 7,450,800
Police	1,973,125	2,496,803	2,996,640	2,711,600
Posts and Telegraphs	1,202,371	1,402,950	1,419,533	1,581,700
Printing	263,062	291,152	307,771	317,600
Prisons	126,085	164,673	173,080	189,700
Public Works Department	478,186	670,327	856,787	816,300
Public Works Recurrent	2,418,545	3,192,718	3,239,000	3,878,000
Public Works Non-Recurrent	1,039,836	1,382,568	1,265,010	989,700
Railways	‡ 86,203	‡ 63,303	‡ 151,123	‡ 208,900
Residencies and District Offices	1,547,598	1,862,691	2,183,687	2,167,600
Secretariat	234,413	284,782	315,510	341,100
Township Authorities	101,002	109,928	105,483	101,800
Trade and Customs	328,159	429,714	608,457	604,500
Commissioner-General's Establishment	48,900	44,917	—	—
Total Ordinary Expenditure ...	\$19,835,010	\$32,498,979	33,798,533	35,123,000

NOTES:

* Includes contribution of \$6,000,000 to Development account.

† Includes refund of \$1,000,000 grant-in-aid, and contribution of \$6,500,000 to Development Account.

‡ Railways—

Revenue ..	1,319,976	1,592,852	1,680,720	1,625,000
Expenditure ..	1,406,179	1,656,155	1,831,843	1,833,900
Deficit ..	\$ 86,203	63,303	151,123	208,900

§ Takes into account increases in personal emoluments following revision of salaries.

DEVELOPMENT EXPENDITURE

	Actual		Estimated	
	1955	1956	1957	1957 (Revised)
Borneo War Damage Claims Commission ...	* 864,673	* 778,769	—	—
Harbours ...	1,284,954	1,049,988	1,099,753	547,000
Lands and Surveys ...	44,733	87,927	50,000	112,000
Marine ...	15,761	6,598	300,000	138,000
Miscellaneous Services ...	† 2,828,035	142,361	§ 1,917,000	§ 2,109,000
Posts and Telegraphs ...	39,617	8,961	—	—
Public Works ...	5,888,971	4,824,652	6,697,987	4,759,000
Railways ...	1,447,618	39,064	—	—
Colonial Development and Welfare Schemes ...	4,102,973	4,609,944	8,043,964	6,047,000
Road Construction ...	—	* 14,661	—	—
Road Construction Teams	—	* 44,728	* 126,500	* 112,000
Interest-free loan to North Borneo Credit Corpn.	—	* 1,000,000	—	—
Interest-free loan to Rubber Fund Board ...	—	* 500,000	* 500,000	—
Plant for Road Construc- tion Teams ...	—	* 237,304	* 258,785	* 108,000
Playing Fields and Youth Centres, etc. ...	—	* 61,158	* 117,000	* 50,000
School Building Grants	—	—	—	* 375,000
Purchase of Stock in North Borneo Electri- city Board ...	—	—	—	‡ 1,855,000
Total Development Expenditure ...	\$16,517,335	13,406,115	19,110,989	16,212,000

* Schemes financed from proceeds of the realisation of the former Japanese Assets.

† Includes \$214,567 for provision of Playing Fields, Youth Centres etc. and \$772,703 for Jeep Tracks and Roads financed from the proceeds of the realisation of the former Japanese Assets.

§ Includes \$1,700,000 refund of grant-in-aid.

‡ Matched by revenue from sale of undertakings to North Borneo Electricity Board.

LOCAL AUTHORITIES

				1955	1956	Actual 1957
				\$	\$	\$
Jesselton Town Board:						
Revenue	...	...	...	355,238	453,388	606,874
Expenditure	...	...	...	*366,033	342,873	490,096
Sandakan Town Board:						
Revenue	...	...	...	227,654	294,617	573,194
Expenditure	...	...	...	191,574	246,263	516,952
Labuan Town Board:						
Revenue	...	...	...	116,223	132,242	150,388
Expenditure	...	...	...	113,202	121,636	138,637
Tawau Town Board:						
Revenue	...	...	...	62,057	122,052	158,550
Expenditure	...	...	...	52,777	112,408	‡ 181,145
Kota Belud Local Authority:						
Revenue—General	...	...	...	56,573	51,310	57,132
Subvention from Government	...	...	...	32,755	75,000	94,000
Transfer from Reserve Fund	...	...	...	—	—	3,000
Loan from Government	...	...	...	20,800	8,500	—
				110,128	134,810	154,132
Expenditure	...	...	...	69,974	* 153,478	151,076
Papar Local Authority †						
Revenue—General	...	...	...	—	21,106	48,962
Subvention from Government	...	...	...	—	39,900	92,000
				—	61,006	140,962
Expenditure	...	...	...	—	56,518	131,957
Sipitang Local Authority:						
Revenue—General	...	...	...	32,559	26,784	29,114
Subvention from Government	...	...	...	15,000	51,055	48,160
				47,559	77,839	77,274
Expenditure	...	...	...	44,402	62,492	75,625

* Deficit met from surplus balances.

† Papar Local Authority was constituted on 1st January, 1956.

‡ Deficit financed by a loan.

Public Debt

The Public Debt of the Colony at the close of 1957 was \$14,815,003. This represented the North Borneo four per cent Inter-Colonial Loan 1964-69, the North Borneo five and half per cent Inter-Colonial Loan 1966-71 and the North Borneo five and three-fourths per cent Inter-Colonial Loan 1967-72. The four per cent Loan was raised during 1954, the price of issue being £97.15.0. per £100 stock; the five and half per cent Loan was raised during 1956, the price of issue being £98 per £100 stock; and the five and three-fourths per cent Loan was raised during 1957, the price of issue being £98.10.0. per £100 stock. The total amount of the Sinking Funds covering these loans as at 31st December, 1957 was \$296,366.

The latest revised estimates of expenditure on loan account during the four years 1954-1957 (including expenditure charged to advance accounts pending the raising of loans) can be summarised as follows:

Water Supplies	...	...	...	\$2,927,000
Electricity Supplies	...	...	...	1,743,000
Drainage and Irrigation	...	...	...	41,000
Telecommunications	...	...	...	833,000
Sewage Disposal	...	...	...	580,000
Railway Development	...	...	...	3,947,000
Compensation for surrender of timber rights and loss of profits	...	...	...	8,194,000
Surveys for land reclamation	...	...	...	58,000
Internal Airways Development	...	...	...	308,000
Charges and Discount	...	...	...	315,000
				<hr/>
				\$18,946,000
				<hr/>

TAXATION

Customs Tariff

The principal Import Duties are those levied on cigarettes, cigars and tobacco; spirits, beer and wine; petroleum products; perfumery and cosmetics; confectionery, sugar, tea, condensed and powdered milk; machinery, metal manufactures and motor vehicles and accessories; bicycles; and textiles and apparel.

Certain types of goods produced or manufactured in Commonwealth countries are admitted at preferential rates of duty.

The Customs Duties (Exemption) Order, provides, subject to specified conditions, for the duty free importation of goods from Sarawak or Brunei on which duty has been paid in either of these territories; of building materials; medical preparations, drugs and

hospital requisites; educational materials; materials for the packing of local produce; fish, meat, fruit and vegetables; rice, flour and salt; plants and seeds; fertilizers and manures; disinfectants; fertilizers and fungicides.

Items not covered by The Customs Duties (Exemption) Order and not specifically mentioned in the Customs Duties Order attract duty at the rate of ten per cent *ad valorem*.

Export duties are charged on sea, forest and agricultural products, and on some livestock. Certain listed goods are exempted from export duties. Goods not specifically mentioned on the Export Schedule or exempted from export duty are charged with export duty at the rate of five per cent *ad valorem*.

A number of minor changes were made in the tariffs early in the year 1957, but during October, a new Customs Duties Order and Customs Duties (Exemption) Order were introduced. These orders superseded and consolidated all previous tariff orders. The opportunity was also taken to place many articles on specific rates of duty; to reintroduce import duties on watches and clocks, jewellery, cigarette lighters, saccharin and playing cards; to exempt from import duty rice and salt; and from export duty sago and products and charcoal; and to reduce the export duty on firewood and illipe nuts.

Stamp Duties

Stamp duties are imposed on all documents required to be stamped under the provisions of the Stamp Ordinance (Cap. 137). The documents which require stamping represent a wide range of commercial and legal documents and include affidavits, statutory declarations, appraisements, articles of association of a Company, bills of exchange, bonds, charges, mortgages, contract notes, debentures, leases, insurance policies, powers of attorney, receipts and bank cheques. In all cases ordinary postage stamps can be used.

Poll Tax

The Poll Tax Ordinance (Cap. 102) (as amended) provides for the annual payment of \$1.50 by each able-bodied adult male native. Generally, persons who pay a total annual sum of \$3.00 or more by way of land rent and boat registration fees are exempted from the payment of Poll Tax. The estimated revenue yield from this source during 1957 was \$66,500 to the Government and \$13,300 to Local Authorities.

Income Tax

Income Tax is levied on chargeable income accruing in, derived from or received in the Colony and the rates are as follows:

Companies and non-resident persons	... ..	40%
(Non-residents who are British subjects or British-protected persons or Government pensioners are eligible for proportionate personal reliefs at the rates applicable to residents).		

Individuals—

On the first \$12,000 of chargeable income	...	3½%
On the next \$12,000 of chargeable income	...	5%
On the next \$28,200 of chargeable income	...	10%
On all chargeable income in excess of \$52,200	...	20%

Personal allowances, per annum—

individual	... ..	\$2,400
additional for wife	... ..	3,000
additional for each child	... ..	600

subject to a maximum allowance of \$1,200 for two or more children. The allowance may be increased to actual cost of education (subject to a maximum of \$1,200 for one child and \$2,400 for two or more children) where children are being educated elsewhere than in British Borneo.

Deductions are also allowed, subject to certain limits, in respect of life assurance premiums and contributions to approved pension or provident funds.

The maximum allowances for a wife, children and life assurance cannot exceed one-third of assessable income. This maximum allowance is in addition to the personal allowance of \$2,400.

Double taxation arrangements are in force with the United Kingdom, Sweden, Denmark and Norway.

Trade Licence Fees

Apart from ordinary forms of direct taxation, traders are required to take out annual licences and to pay the prescribed fees. The fees payable vary according to the nature of the business, and range (in the principal towns) from an annual fee of \$1,000 for the business of a builder employing more than twenty-five persons at one time to \$50.00 for the business of a shipper engaged only in the carriage coastwise of passengers or cargo. Fees are levied on a lower scale in rural areas and small towns.

Estate Duty

The rates of Estate Duty now in force are quoted in Appendix III.

STATEMENT SHOWING THE ACTUAL ASSETS
AND THE PROVISIONAL ASSETS AND

LIABILITIES	Actual		Provisional	
	31st December, 1956		31st December, 1957	
	\$	\$	\$	\$
Drafts and Remittances		7,236		10,000
Deposits		1,685,599		2,481,000
SPECIAL FUNDS:—				
Custodian of Property	421,682		—	
Administrator of Japanese Property ..	1,018,212		923,000	
Rubber Fund Board	3,703		122,000	
North Borneo Widows' and Orphans' Pensions Fund	800,858		1,086,000	
Chee Swee Cheng Scholarship Fund ..	7,747		7,000	
North Borneo Central Library Bequest Fund	2,793		3,000	
Resident Scholarship Fund, Government English School, Labuan	3,210		3,000	
Wee Guan Toh Scholarship Fund ..	2,653		3,000	
Pauper Fund	43,363		58,000	
North Borneo Liberation Education Trust Fund	7,804		2,000	
Colonial Scholars (Colonial Development and Welfare Scheme D. 694)	2,030		2,000	
Colonial Development and Welfare Grants	243,762	2,557,817	249,000	2,458,000
Joint Consolidated Fund		651,428		1,988,000
North Borneo 4% Inter-Colonial Loan 1964/69	6,532,542		6,532,542	
Less Payments	5,944,070	588,472	6,532,542	—
North Borneo 5½% Inter-Colonial Loan 1966/71	2,191,097		—	
Less Payments	2,191,097	—	—	—
North Borneo 5¾% Inter-Colonial Loan 1967/72	—		6,090,000	
Less Payments	—	—	6,090,000	—
Other Governments and Administrations ..		—		180,000
Development Fund		550,047		3,413,000
GENERAL REVENUE BALANCE:—				
Balance as at 1st January, 1956/1957 ..	7,565,099		8,769,000	
Add: Surplus and Deficit Account ..	1,240,448		412,000	
	8,805,547		9,181,000	
Less: Depreciation of Investments ..	36,335	8,769,212	12,000	9,169,000
		\$14,809,811		\$19,699,000

* Excludes \$1,500,000 estimated under-issues from Colonial Development and Welfare Funds.

AND LIABILITIES ON THE 31ST DECEMBER, 1956
LIABILITIES ON THE 31ST DECEMBER, 1957

[illegible]

† Includes \$4,131,000 loan expenditure charged to Advances pending the raising of a loan.

Chapter 4: Currency and Banking

THE currency in circulation in North Borneo is Malayan currency consisting of

- (a) currency notes issued by the Board of Commissioners of Currency, Malaya and British Borneo, dated not earlier than 1st July, 1941, in denominations of 1, 5, 10, 20 and 50 cents; and \$1, \$5, \$10, \$50, \$100, \$1,000 and \$10,000. Of the above, the notes of denominations of from one to fifty cents are being withdrawn from circulation as and when handed into treasuries, but they are still legal tender;
- (b) cupro-nickle coins in denominations of 5, 10, 20 and 50 cents;
- (c) copper and bronze coins in denominations of one cent.

British Borneo (Chartered) Company currency ceased to be legal tender as from 1st September, 1953, but when handed into banks or treasuries it is still redeemable at its face value for Malayan currency.

The amount of currency estimated as being in circulation at the end of 1957 was \$63,582,489.

The buying and selling rates of the Malayan dollar fluctuate slightly in accordance with the Singapore market, but for the purpose of converting Malayan dollars into sterling the value of the dollar is taken as 2s. 4d. 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) pounds into dollars: multiply by 10 and subtract one-seventh;
- (d) \$9 = 1 guinea;
- (e) \$60 = £7.

Banking

There were two banks operating in North Borneo during the year, The Chartered Bank and The Hongkong and Shanghai Banking Corporation. Both have branches at Jesselton, Sandakan and Labuan. The Chartered Bank also has branches at Kudat, Lahad Datu and Tenom, and The Hongkong and Shanghai Bank at Tawau.

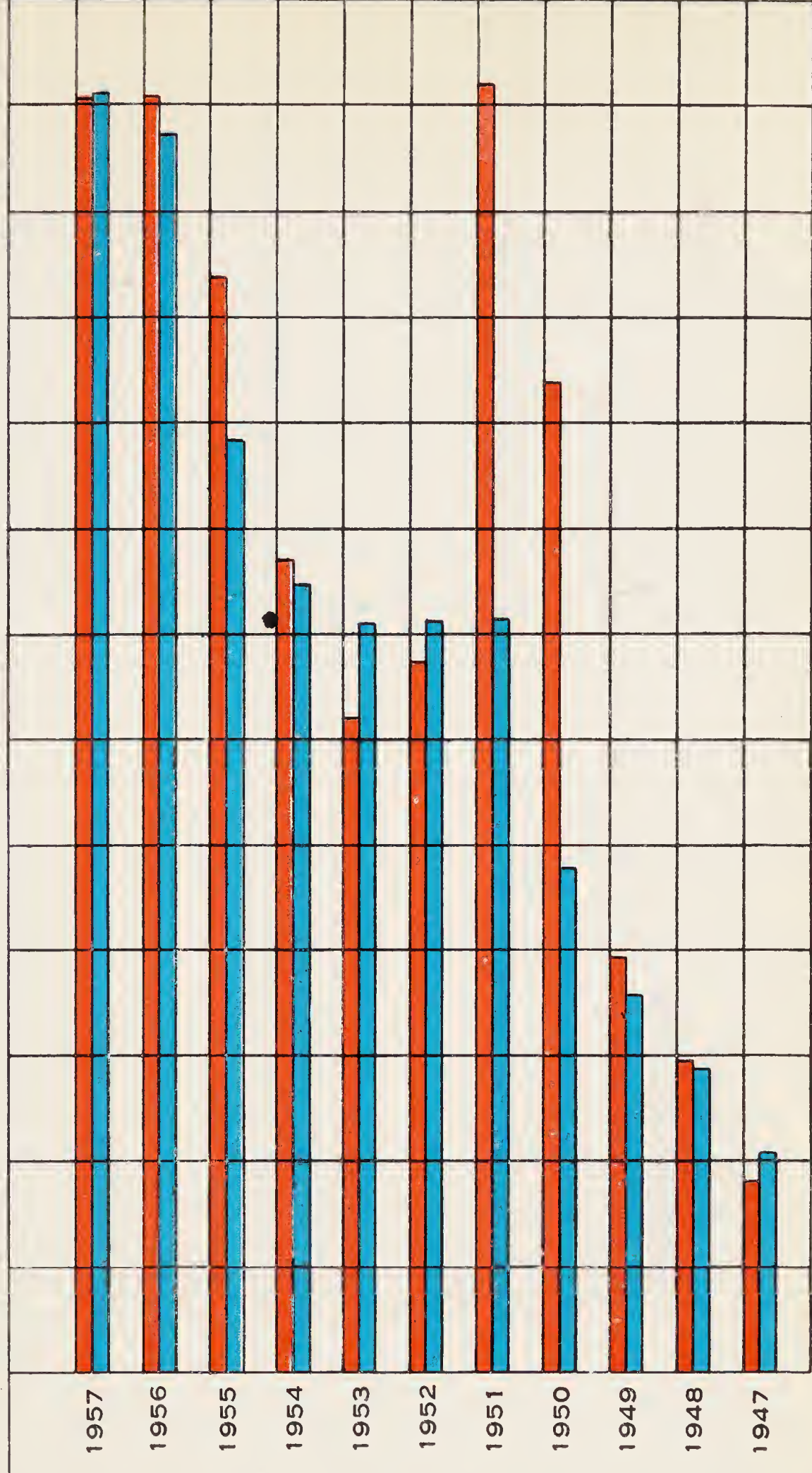
Both Banks provide Savings Bank facilities.

IMPORTS AND EXPORTS

(INCLUDING RE-EXPORTS)
EXPORTS

IMPORTS

1947 - 1957



MILLIONS OF DOLLARS

1957 IMPORTS—EXPORTS

VALUES BY COUNTRY OF ORIGIN AND DESTINATION

IMPORTS EXPORTS

MILLIONS OF DOLLARS

COMMONWEALTH COUNTRIES

HONGKONG

MALAYA

OTHER ASIA

AUSTRALIA & NEW ZEALAND

UNITED KINGDOM

SOUTH AFRICA

CANADA AND BR. WEST INDIES

OTHER COMMONWEALTH COUNTRIES

NON-COMMONWEALTH COUNTRIES

CHINA & FORMOSA

JAPAN

OTHER ASIA

EAST AFRICA

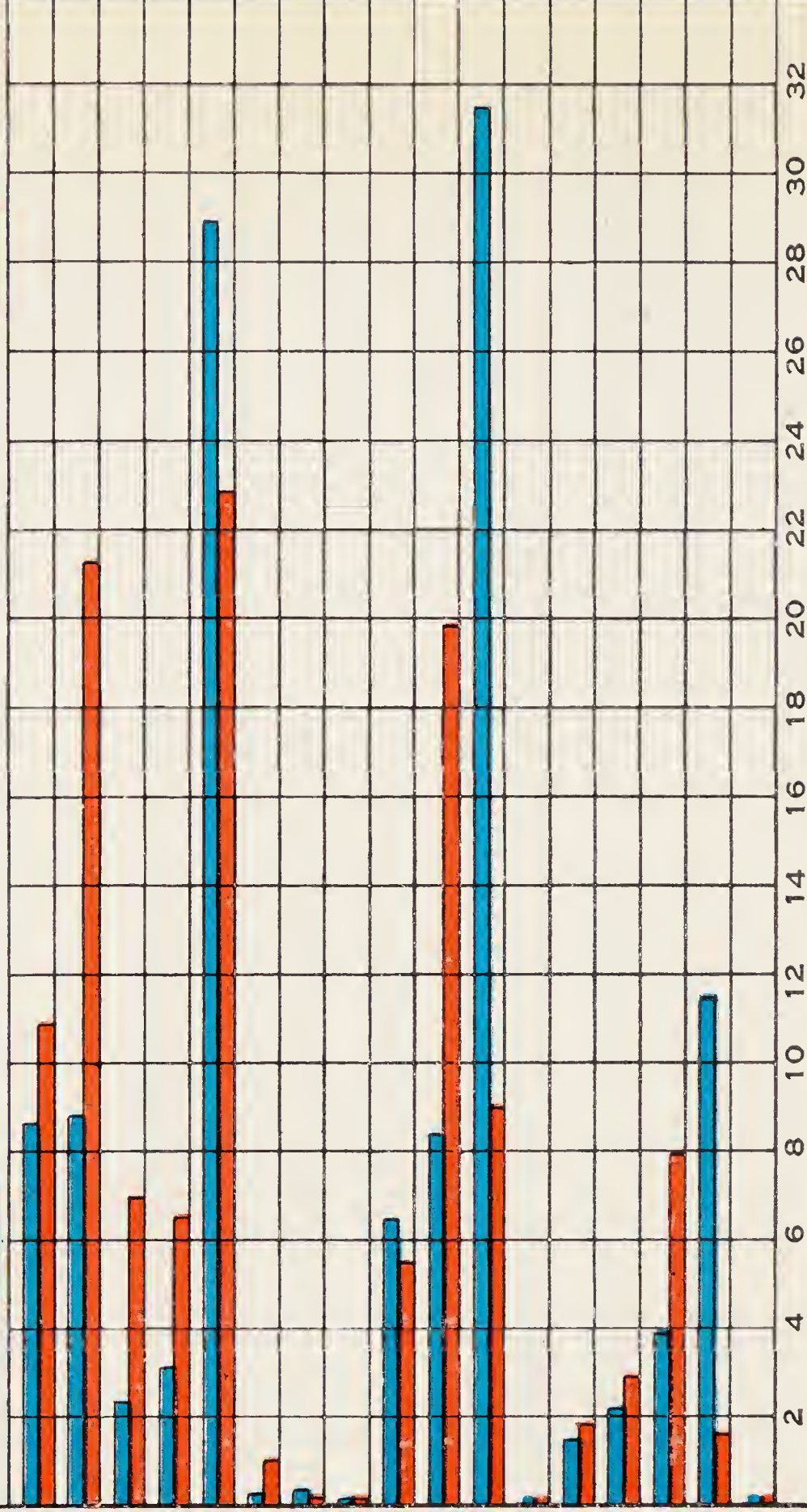
NETHERLANDS.

GERMANY

OTHER EUROPE

U.S.A.

OTHER AMERICA



Chapter 5: Commerce

General

EXTERNAL trade in 1957 was valued at \$242.5 million, the highest annual total ever recorded. The value of imports into the Colony, including goods delivered into bond, totalled \$121.6 million and exceeded the corresponding figure for the previous year by \$4.2 million. Exports, including exports from bond and re-exports, aggregated \$120.9 million and were the same as the total for 1956.

There was an unfavourable balance of visible trade amounting to \$0.7 million.

Trade figures since 1938 in millions of dollars are given in the following table:

Year	Imports \$ million	Exports (including re-exports) \$ million	Balance of Trade	
			(+) (-)	\$ million
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	29.7	+	4.3
1949	... 34.0	38.5	+	4.5
1950	... 46.0	93.0	+	47.0
1951	... 70.2	122.9	+	52.7
1952	... 70.3	66.9	-	3.4
1953	... 70.0	60.3	-	9.7
1954*	... 74.3	77.2	+	2.9
1955	... 87.6	104.8	+	17.2
1956	... 117.4	120.9	+	3.5
1957	... 121.6	120.9	-	.7

* In 1954 the compilation of trade statistics on the basis of the Standard International Trade Classification was commenced

Rubber, timber and copra, in that order, were, as in previous years, the Colony's principal exports. The production of rubber was the same as in 1956; however, exports of timber and copra continued the increase shown during recent years. Timber exports rose by 6.2 million cubic feet as compared with 1956, and exports of copra, including re-exports, increased by 4,500 tons during the same period. It is principally on account of the increases in exports

of timber and copra that the value of the Colony's export trade was maintained during a year of falling prices for primary commodities generally. Timber production has risen as a direct result of the termination in 1952, by agreement, of the former timber monopoly held by the British Borneo Timber Co. Ltd., while copra exports have increased on account of the thriving re-export trade which is centred on the East Coast.

The only other export commodities showing increases during 1957 were firewood and hemp. The Colony's economy is still based mainly upon rubber, with timber as an important second industry.

Encouragement is being given to the planting of cocoa and oil palms in the fertile volcanic soils of the Tawau Residency and of coffee in the Tenom area. Indications are that all these crops should do well in North Borneo and become important export commodities of the future. Considerable new areas of coconuts have been planted in the Kudat, Tawau and Kuala Penyu districts. The greatest agricultural expansion is in respect of rubber, undertaken under the auspices of the Rubber Fund Board. The production of Manila hemp increased during the year; indications are that "bunchy top" virus disease is now under practical control and that the future of the crop in North Borneo is bright.

The value of imports, on balance, was much the same as in the previous year. The increase in the value of total imports was due mainly to a change in statistical procedure affecting cigarettes imported into bond for subsequent re-export. The values of provisions and of textiles and apparel imported showed significant reductions in comparison with the previous year.

The following table shows percentage changes in respect of the quantity, value and average price of the principal exports during 1957 as compared with the figures for 1956:

				<i>Quantity per cent</i>	<i>Value per cent</i>	<i>Price per cent</i>
Rubber	...	...	...	+ .06	— 8.00	— 8.06
Timber	...	...	...	+ 39.24	+ 20.43	— 13.77
Copra	...	...	...	+ 7.70	+ 2.99	— 4.37
Hemp	...	...	...	+ 39.03	+ 62.04	+ 16.55
Tobacco	...	...	...	— 1.48	— 16.29	— 15.02
Cutch	...	...	...	— 23.22	— 32.43	— 11.99
Dried Fish	...	...	...	— 26.78	— 40.00	— .18
Firewood	...	...	...	+ 10.93	+ 6.75	— 3.78

Imports and Exports

The following is a statement of the imports and exports during the last five years:

MAIN IMPORTS

			1953	1954	1955	1956	1957
Provisions	...	(000 tons)	13.5	11.7	15.4	19.3	17.2
	...	(million \$)	10.0	9.3	13.0	19.3	15.3
Textiles and Apparel	...	—	—	—	—	—	—
	...	(million \$)	4.5	5.0	5.9	8.3	6.1
Rice	...	(000 tons)	10.4	7.9	15.0	19.2	17.9
	...	(million \$)	5.9	3.9	6.4	8.3	8.0
Tobacco, Cigars and Cigarettes	...	(000 lbs.)	650.7	770.4	733.6	730.4	1645.8
	...	(million \$)	4.0	4.6	4.2	4.3	8.9
Sugar	...	(000 tons)	5.0	6.3	7.2	7.1	7.4
	...	(million \$)	2.2	2.7	2.5	2.6	3.8
Vehicles	...	(Nos.)	2,820	2,674	3,580	5,327	4,072
	...	(million \$)	1.9	2.8	2.2	3.3	3.6
Metals	...	(000 tons)	5.2	5.9	10.9	10.1	8.4
	...	(million \$)	4.5	5.3	7.5	8.6	8.9
Building Materials	...	(000 tons)	14.0	13.4	23.5	29.2	29.0
	...	(million \$)	2.3	1.3	2.1	2.8	3.3
Machinery	...	—	—	—	—	—	—
	...	(million \$)	8.4	8.4	6.9	10.2	11.7
Oils	...	—	—	—	—	—	—
	...	(million \$)	5.7	5.8	5.0	5.6	5.0

MAIN EXPORTS

Rubber	...	(000 tons)	16.8	17.1	20.1	19.9	19.9
	...	(million \$)	23.4	24.0	45.9	40.3	37.0
Timber (Logs and Sawn)	...	(mil. cu. ft.)	5.2	10.5	13.2	15.7	21.9
	...	(million \$)	12.3	17.4	21.6	26.2	31.5
Copra*	...	(000 tons)	15.3	26.6	35.2	59.2	63.7
	...	(million \$)	8.7	13.8	14.2	23.3	24.0
Hemp	...	(000 tons)	1.2	1.9	2.8	2.1	2.9
	...	(million \$)	1.6	1.8	2.2	2.1	3.4
Tobacco	...	(000 lbs.)	142.9	311.3	342.5	302.9	298.4
	...	(million \$)	.6	3.5	3.2	3.4	2.9
Cutch	...	(000 tons)	4.9	5.6	4.1	4.4	3.4
	...	(million \$)	2.4	2.8	2.0	2.1	1.4
Dried and Salt Fish	...	(000 tons)	.7	.6	.6	.8	.6
	...	(million \$)	.5	.5	.4	.9	.5
Firewood	...	(000 tons)	53.8	24.5	25.2	13.7	15.2
	...	(million \$)	1.0	.5	.5	.3	.3

* Includes re-exports.

Source and Destination of Goods

The following tables show the value and percentage of total value of imports declared by countries of origin and of exports declared by countries of destination:

TOTAL IMPORTS BY COUNTRY OF ORIGIN

				1956		1957	
				<i>Value by Country of Origin</i>	<i>Percentage of Total</i>	<i>Value by Country of Origin</i>	<i>Percentage of Total</i>
United Kingdom	...	...	...	\$ 28,184,137	24.69	\$ 28,993,695	24.53
Malaya	...	...	...	7,923,013	6.94	8,782,214	7.43
Hong Kong	...	...	...	10,685,507	9.36	8,512,018	7.20
Japan	...	...	...	9,509,708	8.33	8,355,680	7.07
U. S. A.	...	...	...	6,104,855	5.35	11,418,941	9.66
Philippine Islands	...	...	...	10,557,770	9.25	12,145,449	10.28
Australia and New Zealand	...	...	...	3,358,673	2.94	3,221,041	2.73
Thailand	...	...	...	9,395,656	8.23	9,298,022	7.87
Indonesia	...	...	...	6,152,423	5.39	5,444,597	4.61
Netherlands	...	...	...	1,392,083	1.22	1,407,033	1.19
Other European non-Commonwealth Countries	...	...	...	3,324,872	2.91	3,904,469	3.30
Formosa	...	...	...	2,529,515	2.21	3,271,060	2.77
India and Pakistan	...	...	...	1,862,791	1.63	1,652,680	1.40
Germany	...	...	...	1,939,787	1.70	2,274,647	1.92
China and Macao	...	...	...	4,437,354	3.89	3,214,004	2.72
Other Asian non-Commonwealth Countries	...	...	...	4,960,193	4.34	4,583,800	3.88
Other Asian Commonwealth Countries	...	...	...	923,189	.81	754,621	.64
African Commonwealth Countries	...	...	...	285,852	.25	301,228	.25
Canada and British West Indies	...	...	...	357,131	.31	312,518	.27
African non-Commonwealth Countries	...	...	...	92,422	.08	81,042	.07
Indo-China	...	...	...	113,301	.10	148,356	.13
Other American non-Commonwealth Countries	...	...	...	56,664	.05	83,147	.07
Other European Commonwealth Countries	...	...	...	20,603	.02	16,346	.01
				\$114,167,499	100.00	\$118,176,608	100.00
Postal Articles	...	...	...	3,155,584		3,309,108	
Ship's Stores and Specie	...	...	...	125,831		132,995	
				<u>\$117,448,914</u>		<u>\$121,618,711</u>	

TOTAL EXPORTS BY COUNTRY OF DESTINATION

	1956		1957	
	<i>Value by Country of Destination</i>	<i>Percentage of Total</i>	<i>Value by Country of Destination</i>	<i>Percentage of Total</i>
United Kingdom	\$27,975,293	23.46	\$ 23,062,271	19.30
Other European non-Common- wealth Countries	14,804,914	12.42	7,945,347	6.65
Malaya	19,883,227	16.67	21,490,284	17.98
Hong Kong	10,775,703	9.04	10,844,468	9.08
Japan	12,256,454	10.28	19,976,835	16.72
Philippine Islands	11,959,090	10.03	8,568,558	7.17
Australia and New Zealand ...	4,352,181	3.65	6,611,892	5.53
Germany	5,592,776	4.69	2,842,454	2.38
U. S. A.	2,133,929	1.79	1,676,261	1.40
Other Asian Commonwealth Countries	2,792,477	2.34	4,363,016	3.65
Netherlands	3,691,959	3.10	1,795,914	1.50
African Commonwealth Coun- tries	1,335,023	1.12	1,239,057	1.04
Indonesia	349,772	.29	248,523	.21
Other Asian non-Common- wealth Countries	306,920	.26	321,631	.27
Other American non-Common- wealth Countries	—	—	31,028	.03
China and Macao	25,690	.02	5,574,380	4.67
Thailand	2,510	—	6,400	—
India and Pakistan	2,204	—	2,644,189	2.21
African non-Commonwealth Countries	569,554	.48	4,626	—
Canada and British West Indies	430,795	.36	242,958	.20
Other European Common- wealth Countries	—	—	10,800	.01
Indo-China	—	—	20	—
	\$119,240,471	100.00	\$119,500,912	100.00
Postal Articles	116,860		64,873	
Ship and Aircraft Bunkers and Stores	1,517,939		1,304,456	
	<u>\$120,875,270</u>		<u>\$120,870,241</u>	

The following table shows the percentage by value of each of the principal exports taken by the several countries of destination:

	1955 <i>per cent</i>	1956 <i>per cent</i>	1957 <i>per cent</i>
<i>Rubber</i>	35.5	36.2	35.6
Malaya ... ..	...	...	...
United Kingdom	32.9	36.6	31.4
Hong Kong	10.8	10.1	8.1
Germany	10.5	10.5	5.7
Other European non-Commonwealth Countries	9.3	5.6	6.8
Japan	—	—	10.5
U. S. A. ... ..	.4	.2	.8
Netherlands ... ..	.3	.3	.1
Canada and British West Indies ... ..	.1	.4	.6
Australia and New Zealand	—	—	.1
China and Macao	—	—	.3
Other Asian Commonwealth Countries ... ..	.1	—	—
Other American non-Commonwealth Countries ... ..	.1	—	—
Other Asian non-Commonwealth Countries	—	.1	—
	100.00	100.00	100.00
<i>Timber</i>			
Japan	36.2	43.7	45.3
Hong Kong	20.5	21.4	21.2
Australia	19.7	15.6	20.0
United Kingdom	11.5	11.5	7.5
African Commonwealth Countries	5.9	5.0	3.9
U. S. A.	2.5	2.2	.5
Germany	1.1	—	.1
Other Asian Commonwealth Countries ... ..	.8	—	—
Malaya ... ..	.6	.1	.1
Netherlands ... ..	.7	.2	—
Other European non-Commonwealth Countries ... ..	.3	.1	.1
African non-Commonwealth Countries ... ..	.1	—	—
Canada and British West Indies ... ..	.1	—	—
New Zealand	—	.2	.4
China and Macao	—	—	.9
	100.00	100.00	100.00
<i>Estate Tobacco</i>			
United Kingdom	98.5	100.00	100.00
Netherlands	1.5	—	—
	100.00	100.00	100.00
<i>Firewood</i>			
Hong Kong	100.00	100.00	100.00

	1955 per cent	1956 per cent	1957 per cent
<i>Copra</i>			
Netherlands	44.4	14.8	6.7
Other European non-Commonwealth Countries	37.9	52.5	21.5
Germany	13.0	4.8	2.2
United Kingdom	3.1	21.7	17.5
Malaya ... ..	.7	2.1	17.0
Other Asian non-Commonwealth Countries ... ..	.5	.5	.8
Other Asian Commonwealth Countries ...	.3	—	—
China and Macao ... ..	.1	—	21.2
British Countries in America	—	1.0	—
South Africa	—	.1	—
African non-Commonwealth Countries ...	—	2.5	—
India and Pakistan	—	—	10.9
Japan	—	—	1.9
U. S. A.	—	—	.2
Other American non-Commonwealth Countries	—	—	.1
	100.00	100.00	100.00

<i>Hemp</i>			
United Kingdom	73.7	64.7	53.7
Japan	13.5	14.7	30.3
Germany	5.9	6.1	1.0
Netherlands	2.4	2.0	3.3
Australia and New Zealand	2.3	8.9	1.3
Other European non-Commonwealth Countries	1.7	2.0	2.1
Malaya ... ..	.3	—	—
South Africa ... ..	.1	—	—
Canada and British West Indies ... ..	.1	—	—
U. S. A.	—	1.6	4.8
China and Macao	—	—	3.5
	100.00	100.00	100.00

<i>Cutch</i>			
U. S. A.	60.3	67.7	69.9
Japan	24.8	20.7	17.8
Other European non-Commonwealth Countries	7.5	8.4	8.7
Hong Kong	5.8	1.3	—
United Kingdom ... ..	.8	1.0	2.0
Netherlands ... ..	.8	.7	1.1
Canada	—	.1	—
African non-Commonwealth Countries ...	—	.1	—
Singapore	—	—	.4
British Countries in America	—	—	.1
	100.00	100.00	100.00

The principal changes of interest in the destinations of exports are the increase in rubber exported to Japan; the fall in exports of copra to Europe, compensated for by a considerable increase in exports to China, Malaya, India and Japan; and the fall in exports of hemp to the United Kingdom, as against increases to Japan and the United States of America.

Control of Imports and Exports

The direct importation of goods from United States dollar countries continues to be closely restricted, but during the year a degree of liberalisation was introduced by putting such imports on a quota basis, preference being given to plant and machinery essential for the development of the Colony and to articles the direct importation of which would reduce the local cost of living.

The direct importation of goods from Japan is also subject to quota. It was similarly possible to introduce a further degree of liberalisation in this trade during the year.

Goods of United States and Japanese origin may be imported freely from Singapore, and under licence from Hong Kong.

The importation of rice is subject to licence. Import licences are issued by the Commissioner of Trade and Customs under a quota scheme administered by the Food Controller. No other foodstuff is subject to quota.

The export of certain commodities, particularly strategic materials, is prohibited except under licence issued by the Commissioner of Trade and Customs.

Customs Administration

The Department of Trade and Customs is administered by the Commissioner of Trade and Customs and has its headquarters at Jesselton. Assistant Commissioners of Customs control the stations at Labuan, Jesselton, Sandakan and Tawau. At Lahad Datu the District Officer, assisted by Customs staff, acts as Officer in Charge of Customs; at Kudat a senior Customs Clerk is the Officer in Charge of Customs; and at Sindumin, Sipitang, Weston, Mempakul and Semporna the stations are run by Customs Examiners. The Customs station at Wallace Bay is staffed by a Customs Clerk and a Customs Examiner on temporary posting from Tawau.

At the beginning of the year a new Customs Station was opened at Bakapit in Darvel Bay. Ships calling at Bohayan Island are supervised by Customs Examiners from Lahad Datu.

Legislation

During the year the administration of the Opium and Chandu Ordinance, (Cap. 91) and the Rules and Orders thereunder was transferred to the Police as that Department is more generally

represented throughout the Colony and are thus better placed to impose a more widespread and effective control.

The Department of Trade and Customs continued to be responsible for the administration of the Customs Ordinance (Cap. 33), and the Liquors Revenue Ordinance (Cap. 73), and the Rules and Orders thereunder. Provision for the imposition of excise duty on samsu was made under the latter Ordinance in anticipation of the opening of a distillery in the Colony.

Labuan

The island of Labuan has enjoyed the privileges of Free Port status, under which no export duty and no import duty is paid, except on intoxicating liquors, tobacco, cigars, cigarettes and petroleum products since September, 1956. Merchants on the island, headed by the Free Port Guild of Labuan, continue their endeavours to increase the importance and usefulness of the island as an entrepot port, and to assist further in this object a fourteen-day period of free storage for goods in transshipment through Labuan on a through bill of lading was introduced late in the year.

Barter Trade

There is a considerable barter trade at the ports of Tawau, Sandakan and Kudat. During the year Lahad Datu also re-entered the barter trade, and a small amount was handled as far west as Jesselton. Copra, seashells, scrap metal, sugar, coffee, rubber, jelutong, pepper and other items of native produce are imported in small native craft which export in exchange cigarettes, textiles, wearing apparel, machinery, mangrove bark and various other goods. In order to provide better facilities for the barter trade a temporary extension to the port area has been made at Sandakan, where the building of a large umbrella shed to accommodate copra has commenced.

Transit Trade

The transit trade along the whole coast of the Colony during the year totalled approximately 76,650 tons compared with approximately 72,846 tons during 1956.

Chapter 6: Production

LAND UTILISATION AND OWNERSHIP

Land Utilisation

The area of the Colony is 29,388 square miles, of which the greater part is covered with jungle, unpopulated and without communications other than jungle tracks and rivers negotiated with difficulty. The greater part of the population is settled in the West Coast and Interior Residencies. 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 rivers, is largely uninhabited.

All unalienated land is the property of the Crown. Forest reserves at present constitute 2,079 square miles, but will in due course be increased to approximately 4,769 square miles when the present programme of reservation is completed. Native reserves amount 50,000 acres and reserves for other purposes to 12,000 acres. Concessions for oil and certain mineral rights cover the island of Labuan and 1,000 square miles of the mainland. Negotiations were in hand at the end of 1957 for the grant of oil exploration rights over territorial waters and the continental shelf off the West Coast.

A table at Appendix IV gives details of the planted acreages 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. Extensive pasture areas exist in the Kota Belud district and in the Keningau plain. Large areas of undeveloped land, which were alienated under the British North Borneo (Chartered) Company's early policy of encouraging the entry of capital by granting large concessions (but without the safeguard of cultivation clauses) are a matter of concern to the Government.

Shifting cultivation remains a difficult problem. Aerial photographs and ground inspections have indicated that during recent years appreciable areas of potentially valuable commercial timber have been destroyed. In the long run the solution is clearly to induce those hill Natives who still practise shifting cultivation to adopt a more settled form of agriculture in the lowlands; but the process must necessarily be gradual and until alternative methods of cultivation can be demonstrated the system should not be penalised too severely.

Settlement Schemes

A number of schemes have been planned with the object of resettling hill natives in areas where they can lead a more secure existence with readier access to medical, educational and other social services, and from where they can, in addition, offer an accretion to the Colony's labour force, or for the purpose of opening up and developing new land.

A Colombo Plan surveyor, who arrived in the Colony in 1956 on secondment from the New Zealand Government, has been instrumental in planning and surveying settlement schemes in the Interior. His work, which has been of very considerable value to the Government, has included the survey of undeveloped areas of Sapong Estate for settlement by Chinese smallholders and preliminary planning for the development of the Keningau plain.

The principal areas where planned settlement is taking place are at Keningau, Tenom and the Ulu Kimanis area of Papar district. A scheme at Binaong, near Keningau, to settle native families who had previously practised shifting cultivation in the hills has proved successful. At Ansip, also in the Keningau district, there is a thriving Chinese settlement. During 1958 approximately 110 lots will be surveyed for a settlement scheme at Masak. In the Tenom district, forty-five lots totalling 500 acres were laid out for Chinese applicants at Mandalum during the year; seventy-five lots totalling 490 acres for both Chinese and natives at Angin Angin; and 108 lots covering 380 acres for natives at Tomani. In the Ulu Kimanis, Papar District, a periphery survey of 600 acres has been completed for settlement by Chinese agriculturalists. Other schemes are in progress in the Sipitang and Kudat districts.

In all districts land settlement and development have been greatly aided by the extension of jeep tracks, the express purpose of which is to open up land for agricultural development. It is now the policy not to accept applications for land in areas where new earth roads are being planned until the land has been demarcated to ensure its optimum use.

Land Development

There is no land utilisation policy that is applicable to the whole Colony; it has hitherto been considered that it is at the district level that it is most necessary to plan alienation and settlement of land. Proposals for settlement and for the development of new agricultural areas are examined initially by District Teams which, if they consider there are grounds for proceeding, request the Agricultural Department to carry out soil reconnaissances or surveys, if these have not already been carried out in the course of the Department's investigations of the soils of the Colony as a whole.

Soil surveys of the Tambunan plain and the Semporna Peninsula, both important agricultural areas, were carried out during 1957 by the two soil scientists attached to the Agricultural Department.

Lands and Survey Department

The Lands and Survey Department is under the direction of a Director, assisted by a Deputy, with Headquarters in Jesselton. District Survey Offices under the control of District Surveyors were maintained during the year at Labuan, Sandakan and Tawau. The surveyor seconded to the Colony under the Colombo Plan was stationed in the Interior Residency.

At the end of 1957, the staff of the Department, in addition to the Director and Deputy Director, consisted of the following:

Field Staff: five District Surveyors, two Assistant District Surveyors, two Senior Survey Assistants (Grade B) and forty-four Survey Assistants; in addition twenty-two Mandors, fifty Chainmen and one hundred and eighteen Survey Labourers were employed.

Office Staff: one Survey Superintendent, one Chief Draughtsman and one Chief Computer, five Senior Draughtsmen, forty Draughtsmen/Computers, ten Tracers, one Land Registry Clerk, ten General Service Clerical Clerks, a Store-keeper and four Messengers.

The Field staff of the Survey Assistant grade are mostly prismatic compass surveyors and probationers under departmental training prior to being sent out to the field. Four Survey Assistants were in Australia during the year (where they had been sent in 1955 under the Colombo Plan), continuing their training to qualify as surveyors.

The Colony's land system is, broadly speaking, based on the principles of the Torrens System of registration of title to and dealings in land. The main activity of the Survey Section is the execution of cadastral surveys to guarantee indefeasible titles to Crown land alienated to lessees. Other activities include the preparation of Town and Village Plans, the planning of land development schemes and surveys connected with projected road building programmes approved by Government. The Land Section supervises the administration of the Land Ordinance and the collection of land revenue.

The total land revenue collected by the Department during the year was \$1,652,850 compared with \$1,889,510 in 1956. This revenue was derived principally from land rents (\$774,238) and premia on leases (\$543,315). The total expenditure of the Department, including special expenditure, was \$915,025 as compared with \$697,199 in 1956.

Survey Party from the Directorate of Overseas Surveys

Only one surveyor from the Directorate of Overseas Surveys remained in the Colony to continue the triangulation work commenced in 1956.

Legislation

The present land laws of the Colony are contained in the Land Ordinance (Cap. 68), which since February, 1953 has also been applied to the island of Labuan. There are two forms of tenure in the Colony: ordinary lease-hold available to anybody and title by entry in the Register of Native Titles confined to natives. Under the provisions of the Land Ordinance the Residents are Collectors of Land Revenue within their Residencies and District Officers and Assistant District Officers are Assistant Collectors of Land Revenue and Deputy Registrars of Titles in their Districts.

All dealings in land are required to be registered under the provisions of the Land Ordinance. Registration of dealings in land, held by entry in the District Registers of Native Titles and Field Registers is done locally by the Assistant Collectors of Land Revenue, but dealings in all other forms of title must be registered by the Registrar of Titles at Jesselton.

Natives are normally granted title to their lands by entry in the District Register of Native Titles. Title by entry in the Register of Native Titles confers upon the registered owner a permanent, heritable and transferable right of use and occupancy in his land, subject only to the general provisions of the Land Ordinance and to the duty of preparing his padi fields and of participating in the performance of works of common benefit. Dealings in land held by entry in the Register of Native Titles between Natives and non-Natives are prohibited. Land held by entry in the Register of Native Titles may, however, be sold to a non-Native with the prior consent of the Resident.

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.

No leases for Town or Country lands are now granted for more than ninety-nine years.

Rent on land held under Native Title is fifty 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 land expressly alienated for wet rice cultivation, rebates are so arranged that, provided the land is planted with rice during the year, the rent per acre payable by the owner of the land is only fifty cents.

Dealings in Land

The number of dealings in land registered in the office of the Director of Lands and Surveys during 1957 was 5,887 as compared with 2,204 dealings registered in 1956. Details of the dealings registered are as follows:

<i>Nature of Dealing</i>	1957	1956
Charges	964	409
Satisfactions of Charges ...	452	264
Surrenders of Titles	512	204
Transfers	2,716	1,066
Orders in respect of estates of deceased registered proprietors of land	1,080	204
Various, not otherwise classified	163	57
TOTAL ...	5,887	2,204

Applications for Crown land reported to have been filed in District Land Offices in 1957 totalled 4,316 and involved approximately 48,136 acres. 3,381 applications in respect of 21,156 acres were for land to be held under Native Title.

Land Ownership

The area held under Native Title, excluding native reserves is approximately 150,000 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.

Natives living in the hills and practising shifting cultivation do not hold titles to the land they occupy and cultivate. The Land



Ranau Airstrip with Rapide and Auster

(P. Collenette).



Suspension Bridge, Tambunan

(Information Department).

Ordinance has provision for the settlement of Native customary rights to land, but, in fact, all littoral districts in the Colony have long been settled.

Excluding town areas, non-indigenous inhabitants hold leases for approximately 570,000 acres. Of this area 281,700 acres are European owned, and the balance being occupied by Asians, the majority of whom are 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 substantial proportion of the total area remains unplanted. The land occupied by Asians is generally used for rubber, coconuts, rice and vegetable gardens.

AGRICULTURE

The position of rubber as the most important crop of the Colony has been emphasised again by a significant increase in the acreage planted during the year.

Very dry conditions towards the end of the year seriously affected the yields of annual crops, particularly padi in the northern districts of the West Coast, and also favoured the development and multiplication of locust swarms in the grasslands of the Kudat district.

By November, the presence of scattered swarms over a wide area of difficult, sparsely inhabited country gave cause for concern and required concerted and continuous control measures by permanent teams in the field.

Rice

The 1956-1957 padi crop, harvested in the early months of 1957, was again above average with an estimated yield of 55,437 tons of padi equivalent to 34,371 tons of rice.

The yield of wet padi was estimated at 41,528 tons from 45,350 acres, while the yield of dry padi amounted to 13,909 tons from 29,298 acres.

Indications for the 1957-1958 crop due to be harvested in early 1958 are not promising. Unfavourable weather at planting time and a general shortage of water thereafter, owing to the failure of the North East monsoon in the principal padi growing areas, have seriously affected growth and yield. This applies particularly to the Kota Belud, Kudat and Tuaran districts which together produce more than half of all the padi grown in the country.

Final yields cannot be estimated with any accuracy until February or March, but preliminary estimates based on crop cutting tests, suggest that the overall crop will be from twenty per cent to twenty-five per cent below normal.

Rubber

In January 1957, the price of rubber was £280 a ton. Thereafter it fluctuated violently, being £214 per ton in March, around £229 from May until August and then falling to £188 per ton.

The average price for the year was £219 compared with £237 in 1956 and £268 in 1955.

In spite of price fluctuation yields were maintained and 19,834 tons were exported as against 19,859 tons in the previous year.

The total area under rubber at the end of 1957 was 137,000 acres, showing an increase of 8,523 acres over the previous year. This increase represented 7,145 acres newly planted by smallholders, 832 acres newly planted by estates, 335 acres replanted by smallholders and 1,166 acres replanted by estates. 15,000 yards of clonal budwood, sufficient to bud 750 acres, were sold to smallholders. In addition, applications were received to plant 2,500 acres with ordinary seedling rubber for eventual budding.

The Rubber Fund Board ordered 5,500,000 seeds in 1956 for issue as stumps to approved applicants in 1957. Owing to the ban on the export of Tjir selfed seed from Malaya, only 2,500,000 seeds were received. These were distributed between the eighteen contract nurseries maintained by the Board and furnished 1,500,000 stumps for distribution.

No new applications for planting in 1958 were accepted for the remainder of 1957, and after completing the year's programme, 18,500 acres remained unplanted. In order to satisfy this backlog caused by the official ban on Tjir selfed seed, special steps were taken to obtain 10,000,000 Tjir illegitimate seed from various estates in Malaya. Unfortunately, in October when less than half of this order had been received, the Government of Malaya imposed a total ban on all seed exports. To meet the gap thus created contractors were encouraged to plant ordinary seedlings for budding in 1958 and issue as stumps in 1959.

The Rubber Fund Board's isolation seed garden at Sungei Damit now covers 230 acres of which 124 acres has only recently been planted. When this area reaches maturity it should furnish some 2,300,000 clonal seeds per annum. In addition, clonal seeds are available from a number of privately owned approved plantations.

Coconuts and Copra.

Recent surveys indicate that the total acreage under coconuts now amounts to 47,860 representing an increase of 2,490 acres over the total for 1956. This increase has been shared almost equally between the West Coast, Tawau and Interior Residencies.

The prices for copra and coconut oil remained steady throughout the year at an average of sixteen dollars and thirty-two dollars per pikul respectively.

Exports (including re-exports) for the year were as follows:

Copra ...	63,720 tons	\$24,008,852
Coconut oils ...	34 tons	\$24,793
Fresh coconuts	1,394,666 nos.	\$139,647

Outbreaks of coconut pests occurred during the year and damage was recorded in the Kudat and Tawau districts. Pest control measures organised on a voluntary basis under the supervision of the Department of Agriculture proved efficient and adequate.

Tobacco

Darvel Tobacco Plantations Ltd., the sole tobacco producing estate in the Colony, recorded a successful year with the export of approximately 300,000 lbs. of high grade wrapper leaf valued at \$2.9 million.

Local production by smallholders remained substantially the same as in the preceding year and was estimated at 850,000 lbs. with an average value of \$430 per pikul.

Abaca Hemp

Borneo Abaca Ltd., operating three hemp estates in the Semporna peninsula have now a total of 3,695 acres under hemp of which 2,486 are mature.

2.9 thousand tons (approx.) of commercial fibre were exported during the year as compared with 2.1 thousand tons (approx.) in the previous year.

Virus disease continues to be a problem but efficient control measures applied to both hemp and cultivated and wild bananas throughout the area, have reduced the disease to manageable proportions and at no time during the year did it assume an epidemic form.

A full time Plant Pathologist of the Department of Agriculture has been engaged in a study of "Bunchy Top" disease in the district and towards the end of the year an Entomologist on loan from the Long Ashton Research Station arrived to conduct a study of the Pest Control problems involved.

Cocoa

Borneo Abaca Ltd., now have 313 acres under cocoa at Table Estate, near Tawau, and it is intended that this acreage should be increased to 600 acres in 1958. In addition, the Department of Agriculture has opened a cocoa investigation station at Quoin Hill on an area of recently discovered basaltic soil. At the end of 1957, thirty acres had been planted with selected "Amelanado" cocoa and results have been most encouraging. On the basaltic soils of the Semporna peninsular and under the very favourable climatic conditions of the area cocoa appears to thrive, growth is rapid and healthy, and plants mature far more rapidly than elsewhere.

First reports on commercial samples of prepared beans submitted by Borneo Abaca Ltd., for evaluation by United Kingdom manufacturers have been favourable.

Results from the two small cocoa stations established by the Department of Agriculture on igneous soils at Ranau have been disappointing. Growth has been slow and symptoms of nutrient deficiency have occurred.

Very dry conditions have been responsible in part for these results and it remains to be seen whether the limiting factor is climate or nutrition.

Oil Palms

Some interest in oil palm cultivation has been shown by commercial concerns and towards the end of 1957 some 30,000 selected seeds were imported from Malaya for planting in the basaltic soils of the Semporna peninsula. Climatic and soil conditions would appear to be most suitable for this crop and prospects for palm oil production in this area are most promising.

Sago

The production of sago, which before the war was of some importance, has virtually ceased and is now reduced to the level of household production.

A local enterprise operating on a very small scale has recently prepared high quality samples of refined sago flour which have been favourably reported on by overseas buyers and it is possible that the local manufacture of this refined product will encourage some resuscitation of the industry, the raw materials for which exist in quantity.

Coffee

There has been an appreciable increase in the acreage planted to coffee during the year by smallholders in both the Interior and Tawau Residencies.

Present acreage is estimated at 2,650, most of which is under *Robusta*. In the Ranau district, however, there is an increasing interest in the planting of *Arabica* at higher altitudes and this has been encouraged by a brisk local demand and by favourable reports on small trial shipments overseas.

Coffee Berry Borer has continued to prove troublesome. Where possible control has been achieved by insecticides but in remote areas where holdings are small and widely scattered farmers have had to depend for control upon regular picking and the burning of diseased fruit.

Other Crops

Maize, groundnuts and soya beans continue to be important annual crops in all Residencies. Very dry conditions, however, have reduced yields appreciably and total production has been well below the previous year's figures.

Fruit

The Central Agricultural Station at Tuaran distributed 2,010 budded or selected clonal fruit trees during the year.

The demand for improved varieties greatly exceeded supplies which have been limited by draught conditions.

Selections of citrus varieties and other sub-tropical fruits such as Chinese apricots and lichees were obtained from the Department of Agriculture, Hong Kong for establishment at the Ranau and Kundasang high altitude Agricultural station.

Strawberries have been grown and fruited well at the Kundasang high altitude station and at the Catholic Mission farm at Bundu Tuhan, and sufficient runners were produced to increase the small acreage already established.

Passion fruit (*P. edulis*) has been found to thrive and fruit well at altitudes between 1,500 feet and 4,000 feet. There has been a brisk demand for this fruit among Europeans but the more conservative local population have been slow to appreciate it. Recently, however, small quantities have appeared on local markets and have found a ready sale.

Staff and Policy

The establishment of the Department of Agriculture consists of a Director, an Assistant Director, five Agricultural Officers, two Soil Scientists, one Stock Development Officer, two Assistant Agricultural Officers, one Assistant Entomologist, seven Senior Agricultural Assistants, one Agricultural Assistant, one Learner Manager for Sorob Cattle farm, eighteen Junior Agricultural Assistants, one Assistant Fisheries Officer, one Junior Fisheries Assistant, one Veterinary Officer, one Assistant Veterinary Officer, three Senior Veterinary Assistants and eleven Junior Veterinary Assistants. A newly-appointed Co-operative Officer was attached to the Department towards the end of the year.

Departmental policy is aimed at a balanced increase of livestock, foodstuffs and all economic crops; the introduction and establishment, where suitable, of new and improved types of livestock and economic plants; the improvement of methods of cultivation and husbandry; the survey and development of new areas suitable for agriculture; the effective control of pests and disease; the investigation on experimental stations and in the field of all problems relating to livestock and crops so as to obtain accurate information on which to base plans for future development.

Agricultural Experiment Stations

Fourteen agricultural stations and experimental plots were in operation during 1957. These include the Central Agricultural Station at Tuaran, two cocoa stations at Apas and Ranau, one padi station at Inanam, two padi experimental plots at Tenom and Papar, five general purpose stations at Bingkor, Limbawang, Tawau, Ranau and Kota Belud, one high altitude station at Kundasang and two cattle stations at Keningau and Sorob. A central fry breeding station for freshwater fish comprises part of the Central Agricultural Station.

Current investigations include work on cattle, buffaloes, pigs, poultry and fish, on economic crops including rubber, cocoa, coconuts, padi, oil palms, coffee and on fruit, vegetables, grass and other crops of importance.

Agricultural Education

In the absence of a Farm School, agricultural education has been limited to a series of short courses at agricultural stations involving lectures, demonstrations and practical work on plant propagation, including the budding of rubber and fruit trees, rubber planting, tapping, terracing, vegetable growing, poultry keeping and pest control.

In addition farm visits and conducted tours over agricultural stations were organised for farmers, students and public bodies.

Pests and Disease

A serious outbreak of locusts in the Kudat district caused concern towards the end of the year. Very dry conditions in the grassland areas of the Bengkoka peninsula favoured the development and spread of numerous small bands of hoppers.

In the normal way an efficient system of inspection and prompt report by farmers and native Chiefs has ensured early control; but this year the failure by one kampong to report the presence of hoppers for over six weeks allowed the pest to reach the swarming stage and disperse over a wide area of sparsely inhabited country, thus creating a difficult problem of control. A vigorous campaign conducted by specially equipped teams eventually achieved an effective measure of control but the fear exists that some swarms have been missed and there is danger of a further outbreak early in the new year. Steps are being taken to meet this problem should it occur.

Setora nitens and *Artona catoxantha* both caused significant damage to coconuts in the Kudat and Tawau districts but prompt measures by organised voluntary teams in conjunction with the Department of Agriculture brought these pests under control.

The *Coffee Berry Borer* continued to give trouble in the principal coffee growing areas but early picking and routine spraying with insecticides reduced damage to manageable proportions.

The well organised system of inspection and eradication of diseased hemp and bananas operated by both estate and Government teams has now brought the "Bunchy Top" virus disease of hemp under effective control in the Semporna peninsula.

Soil Surveys

The soils laboratory at Sandakan started work at the end of August and a series of analyses of soil samples from Kundasang, Sandakan, Ranau and Keningau was completed.

On the West Coast, a soil survey of the Tambunan plain was completed early in the year and surveys of the Ulu Labuk and the Upper Sook area of the Interior were partly completed. On the East Coast, the soil survey of the whole of the Semporna peninsula had been completed by the end of the year, with the exception of the Mount Wullersdorf area. The geology of the Semporna peninsula has been worked out, the soils mapped and their inter-relationships recorded. Maps on a scale of 1/25,000 have also been prepared for over half the Semporna peninsula.

In addition to these surveys two reconnaissance traverses were made of the Crocker range from Sensuron to Jesselton and from Keningau to Kimanis. A reconnaissance was also made along the Labuk river from Beluran to Telupid.

Co-operatives

A Co-operative Officer was appointed during September and attached to the Department of Agriculture. Pending the recruitment of assistant staff, he has been engaged in drafting legislation, carrying out surveys and acquiring information.

Mechanisation

A considerable number of medium powered tractors are now operating in many parts of the Colony on a variety of projects ranging from road making to contract ploughing.

The successful use of these tractors has created a growing interest among farmers and smallholders, and it seems likely that, where the land is suitable, mechanisation of farming will increase rapidly.

A local enterprise employing two tractors operated a contract cultivation service for farmers in the Penampang and Telepok areas over the past year with signal success. Ploughing was carried out at the rate of twenty-five dollars per acre and this figure appeared to furnish an economic return. The same tractors

were also used for haulage purposes and as far as could be ascertained were fully occupied throughout the year. Tractors operated by the Department have been fully engaged on official work and were not available for hire or demonstration.

ANIMAL HUSBANDRY

Livestock

The present domestic livestock population is estimated as follows:

Ponies	...	...	3,900
Cattle	...	...	26,000
Buffaloes	...	...	100,000
Pigs ...	...	...	150,000
Goats	...	...	30,000
Poultry	...	...	4,500,000

The principal increases have been among cattle, pigs and poultry.

The number of animals slaughtered for local consumption were as follows:

Cattle	...	...	826
Buffaloes	...	...	4,113
Pigs ...	...	...	20,323

The following numbers of livestock were exported:

Ponies	...	...	4
Cattle	...	...	94
Buffaloes	...	...	1,274
Pigs ...	...	...	2,474
Goats	...	...	284

Considerable interest has been shown in the production of high quality poultry and poultry products and some 5,000 pedigree poultry were imported during the year. These birds have done well and losses have been comparatively few. Good poultry mashes at economic prices have become available from Singapore and at least one firm in Jesselton is now importing stocks from Australia.

There has also been a quickening of interest in the importation of pure bred pigs. The crossbred progeny of the pigs imported in 1956 have also been in keen demand. The limiting factor in the successful and profitable raising of pure and half bred pigs has been the availability of suitable feeding stuffs. It has been possible during the last year to obtain adequate supplies of a good protein supplement for addition to locally obtainable feeding stuffs so as to provide a well balanced diet.

Trials with such rations have given conversion rates as low as 1:3 in young fattening stock. With such rations, and with good management and supplementary feeding with antibiotics, there are excellent prospects of a pig breeding industry which is likely to assume considerable importance in future years.

Work on pasture and stock improvement has continued on the Sorob and Keningau Cattle Stations and much valuable information has been obtained on which to base future techniques of stock management under local conditions.

An interesting experiment in the management of cattle under coconuts has been started on an estate at Tawau. Here crushes have been built and systems of regular prophylactic treatment investigated. The grazing on the fertile Tawau soils is rich and under the established shade provided by the coconuts very heavy stocking rates can be maintained to the advantage of the cattle, the pasture and the coconuts. Intensive grazing controls the growth of weeds and consequently of insect pests which normally breed under trash and weed cover; the cost of hand weeding, an otherwise expensive item, is obviated; the harvesting of fallen nuts is facilitated and the trees benefit from the heavy manuring.

The importance of controlled grazing in the establishment of good pastures has been amply demonstrated. Much has yet to be learned, however, concerning the ecology and feeding value of local grasses and legumes, the effects of shade and climate, and the optimum stocking rates under the varying conditions throughout the country.

Diseases

North Borneo remains free from all major diseases of live-stock and the insignificant losses of adult stock that have occurred were as much due to accident as to disease. In the case of young stock, particularly buffalo calves, worm infestation has been the cause of serious losses. Buffaloes are concentrated in padi areas and create and share innumerable wallows which become heavily infected with helminths. The udders of females are always coated with wallow filth and suckling calves are in consequence directly infected.

Surra of ponies has been under control since 1953, but there have been two minor outbreaks, one in 1954 and the other in 1957: both were promptly dealt with as they occurred.

Ranikhet disease of poultry remains a serious problem but the free immunisation service, which is now eagerly accepted by all poultry raisers, has greatly reduced losses and brought about a significant increase in numbers. Fowl pox and Coccidiosis are major diseases of poultry but are being controlled by vaccination and medication with Sulphamethazine respectively.

During 1957, 567,335 birds were vaccinated for Ranikhet disease and 41,811 were vaccinated against fowl pox. A wider appreciation of the importance of good husbandry is now evident everywhere.

Livestock owners are paying increasing attention to improved housing and better feeding. Many also maintain small quantities of approved drugs for simple treatment.

Veterinary stations have now been established in the principal centres of the Colony and the advice and attention of veterinary staff is readily available in all but the most remote kampongs.

The veterinary laboratory at Kepayan has been fully occupied with investigational work including the examination of specimens, post mortems, diagnosis, the confirmation of diagnosis in the field, the collection of information on the incidence of specific parasites, the testing for efficiency of control measures applied in the field and the training of field staff in the collection and preparation of specimens for laboratory examination.

The greatest problem encountered in the laboratory was in connection with the diagnosis of virus diseases in poultry. While material of all doubtful cases was submitted for identification to specialist workers elsewhere, much useful work was done in culturing viruses on chick embryos and in applying haemagglutination tests for diagnosis.

The Department owes a debt of gratitude to the Australian Government for the apparatus and equipment for the laboratory provided under the Colombo Plan aid programme and for the services of a laboratory technician who was responsible for the working and supervision of the laboratory until the completion of his secondment in November.

Quarantine regulations were rigidly maintained.

DRAINAGE AND IRRIGATION

The establishment in this branch of the Public Works Department is virtually unchanged, with vacancies for three Technical Assistants still not filled. This year has been mainly spent in consolidating and ensuring that works completed operate as efficiently as possible and remedying deficiencies.

In Papar the irrigation scheme has been in full operation this year and over 1,700 hours total pumping from the three stations has put some 520 million gallons of water on the fields. Rainfall this year has been below average and without irrigation poor crops would have been expected. The safety of one of the pumping stations was again endangered when severe flooding in the Papar river caused considerable erosion of the river bank. The danger was averted by piling and stone fill at the toe of the bank which has since been re-built and stabilised. Progress on the drainage works continued to be slow but improvement towards the end of the year gave hope that the problem of the Benoni basin was now nearing solution. The six and a half mile Benoni diversion has been deepened for over half its length and is now

operating more efficiently. The work of deepening will continue next year.

In Tuaran the irrigation scheme continued to function well although the season started badly with a number of annoying breakdowns in the pumping equipment. Despite this, approximately 300 million gallons of water were supplied on demand. Reclamation works in connection with the drainage scheme are not yet completed owing to machinery breakdowns and difficulty in obtaining spare parts. However, only six months further work by one dragline excavator is necessary before 2,500 acres of mangrove swamp will have been reclaimed from the sea and made available for food production.

Although the main capital works on the first stage of the Klias Peninsula drainage have been completed, problems arising from excessive silting of channels and difficulties of maintenance have caused operational troubles. No further expansion beyond this pilot scheme is envisaged in the immediate future as the land demand is not high in the area. During the year it was found necessary to double the main outlet drain for the last half mile of its length and a mile and a half of new road formation has been provided to improve access to the new settlement.

The minor schemes in the Interior at Tulid, Lanas, Mansiat and Tomani continued to function well but the available land is hardly sufficient for present settlers. There is urgent need to investigate further areas in the Murut territories but shortage of staff has made this impossible to date. The Binaong settlement near Keningau continued to function well, producing outstanding crops each year. Further investigations to increase the area irrigated from the Bunsid Barrage are in hand.

FORESTS

The Forest Estate

Over 23,000 square miles, amounting to approximately eighty per cent of the total area of the Colony, are under forest. The forest estate may be classified as follows:

Class of Forest	Ownership (areas in square miles)			Total area in square miles
	Crown	Com- munal	Alie- nated	
1. Productive or potentially productive Dipterocarp	9,761	—	239	10,000
2. Productive Fresh-water swamp ..	250	—	—	250
3. Mangrove	1,100	—	—	1,100
4. Inaccessible Dipterocarp (Mostly mountainous)	8,000	—	—	8,000
5. Montane	1,500	—	—	1,500
6. Secondary, not under current shifting cultivation	2,500	—	—	2,500
TOTAL ..	23,111	—	239	23,350

During the year new forest reserves totalling 560 square miles were constituted. These brought the total area of reserved forest, at the close of the year up to 2,079 square miles, or seven per cent of the whole area of the Colony. In addition preliminary steps were taken for the reservation of a further 2,400 square miles of forest under the provisions of the Forests Ordinance and proposals were in hand for the reservation of an additional 290 square miles. When this programme has been completed 16.2 per cent of the total land area of the Colony will have been constituted reserved forest. Plans for further reservation are under consideration.

Forest Policy and Legislation

The forest policy of the Colony is as follows:

- (a) to reserve permanently for the benefit of the present and future inhabitants of the Colony, forest land sufficient—
 - (i) For the maintenance of the climatic and physical condition of the country, the safeguarding of water supplies and soil fertility and the prevention of damage to rivers and agricultural land by flooding and erosion;
 - (ii) For the supply in perpetuity at reasonable rates of all forms of forest produce required by the people for agricultural, domestic and industrial purposes;
- (b) to manage the Forest Estate with the object of obtaining the highest revenue compatible with sustained yield, in so far as this is consistent with the two primary objects set out above;
- (c) to provide the technically trained staff necessary for forest management and revenue collection, and for the research into such problems as can be investigated locally;
- (d) to support and co-operate with all appropriate schemes of regional forest research;
- (e) to accept the principle that security of tenure and long-term planning are essential for the successful management of the Forest Estate;
- (f) to foster, by education and propaganda, a real understanding among the people of North Borneo of the value of forest to them and their descendants.

The Forests Ordinance (Cap. 169) and Forests Rules, 1954 made under the Ordinance were in force throughout the year. No new legislation was introduced.

Forest Management

The inland forest reserves are managed under the Uniform System on a rotation of eighty years with natural regeneration from advance growth. Yield control is by area and each timber concession area constitutes a separate felling series. Felling is carried out to an eight feet obligatory girth limit, though the lessee is permitted to fell down to six feet in girth should he desire to do so. It is hoped that by the end of 1958 all areas worked under long-term (21-year) concession agreements will have been constituted reserved forest. Almost all of the mangrove forest in the Colony is included within a monopoly concession agreement (which ends next year), under which felling is controlled by a simple minimum girth system. Considerable progress was made during the year in the establishment of approved compartment systems and in the compilation of reserve records. Demarcation of new forest reserve boundaries was almost entirely confined to the West Coast Division, where shifting cultivation makes complete demarcation an essential preliminary to reservation. From the air-photographs a further 1,000 square miles of the forest of the Colony were mapped by the Forest Department Cartographer, and, using existing map data, a 1:50,000 scale Management Map series covering most of the Colony was compiled.

Protection

The total number of forest offences was 131 as compared with 106 in 1956. Fines and compensation totalled \$8,798 as compared with \$13,038. The incidence of theft of *Tengar* bark by Filipinos has been considerably cut down by vigorous patrolling by the Police, who seized and dealt with seven such cases involving twenty-three craft and 108 persons during the year. On the West Coast two cases of felling primary forest for shifting cultivation were taken to Court; in both of these the magistrate sentenced the offenders to imprisonment without the option of a fine. Convictions were obtained in all cases taken to court.

The experiment, started last year, to investigate possible control methods against attack by borers in newly-felled logs gave encouraging results, and the same method is now being tried out on a practical scale to determine the cost. Borer damage to living trees is still causing concern and is under investigation. It has been found to be widespread in the Kalabakan Forest Reserve as well as in the Ulu Kalumpang Reserve.

Silviculture

There were only sporadic flowering and fruiting of some of the Dipterocarps, especially in the latter part of the year. However, most of the areas were still heavily stocked with seedlings resulting from the 1955 seed fall. Poison girdling of all unwanted trees

in exploited forest was continued. Most of the work was carried out in the three East Coast Divisions where a total of 6,564 acres was treated at a cost, including poison, of \$59,165. Sodium arsenite at two lbs. per gallon was used as the poison. On the West Coast, where sodium arsenite cannot be used because of its toxicity to humans and domestic animals, a field trial of the hormone type poisons was commenced in October in the Kimanis Forest Reserve. A total of 111 acres was treated at a cost, including poison, of \$1,608. These had given promise in small scale tests made in 1956. Considerable areas of the West Coast forests will be able to be vastly improved if this new silviculture tool is successful.

The trials on lalang eradication in the Sibuga Forest Reserve, which were mentioned in last year's report, have shown that spraying with sodium arsenite is effective but in young Dipterocarp plantations it is thought to be too dangerous for general use. "Dowpon" is very effective against lalang but for forestry purposes is prohibitively expensive. Emphasis is accordingly being placed on control by natural means, i.e. by promoting cover crops. New planting was confined to small plots of three promising Eucalyptus species. Seedlings of *Maesopsis eminii*, *Pinus caribaea* and *Eucalyptus deglupta* were raised for planting out in 1958.

Exploitation

The production of timber during the year rose by approximately twenty-six per cent on the total for 1956, to 26,645,995 cubic feet (Hoppus $\frac{1}{4}$ G).

Nearly all the important commercial timbers of the Colony are members of the family Dipterocarpaceae. They include the red and yellow serayas (*Shorea* spp.), white seraya (*Parashorea malaanonan*), kapur (*Dryobalanops* spp.), and selangan batu (*Shorea* and *Hopea* spp.). There are three important non-Dipterocarp timbers, belian (*Eusideroxylon zwageri*), merbau (*Intsia* spp.) and ramin (*Gonystylus* spp.). The total volume of these non-Dipterocarp timbers produced was, however, very small.

The timber industry consists of four large overseas 21-year concession holders (The British Borneo Timber Co., Ltd., The North Borneo Timbers Ltd., The Bombay Burmah Trading Corporation Ltd., and Kennedy Bay Timber Co. Ltd.), three large local firms who have accepted offers of concession agreements which are not yet finalised, and some seventy-two local firms who are working under short term (annual) licence. Approximately sixty-five per cent of the total timber production during the year was produced by the existing and prospective concession holders.

Hand logging (kuda-kuda) methods continue to give way steadily to mechanical extraction. Logging by tractor is now the main method of production not only for the concession holders

but also for the annual licensees. The Kennedy Bay Timber Company, however, operating in hilly country, continue to use high lead yarding methods, combined with tractor logging.

The sawmill industry expanded slightly during the year, the number of mills rising by 2 to 54. The total input increased by some 358,585 cubic feet compared with 1956. Details of the sawmills in operation at the end of the year are as follows:

<i>District</i>	<i>No. of Mills</i>	<i>Input (cu. ft. Hoppus)</i>	<i>Output (cu. ft. as measured)</i>	<i>Recovery (per cent)</i>
Tawau	... 8	972,306	452,784	47
Sandakan	... 16	2,503,392	1,206,302	48
Lahad Datu	... 7	169,946	90,504	53
West Coast	... 23	978,419	581,126	59
TOTAL ...	54	4,624,063	2,330,716	50

A large American-type bandmill installed by the Bombay Burmah Trading Corporation, Ltd., at Wallace Bay, Tawau, which was completed in 1956, came into full production during the year.

The production of forest products other than timber was as follows:

<i>Class of Produce</i>	1956	1957
Firewood	... 1,033,435 pikuls	1,090,140 pikuls
Charcoal	... 24,107 pikuls	20,654 pikuls
Cutch	... 4,090 tons	3,399 tons
Birds' Nests	... 297 pikuls	306 pikuls

The following exports of these products were made:

<i>Class of Produce</i>	1956		1957	
	<i>Quantity</i>	<i>Value \$</i>	<i>Quantity</i>	<i>Value \$</i>
Firewood (pikuls)	... 229,952	318,753	255,087	840,255
Charcoal (pikuls)	... 2,796	7,684	18	139
Cutch (tons)	... 4,435	2,100,331	3,405	1,419,168
Damar (tons)	... 1,914	492,343	1,760	404,934
Birds' Nests (pikuls)	... 279	150,447	268	169,704
Other minor forest produce (tons)	... 3,755	896,782	3,014	674,975

Firewood and charcoal production was entirely from mangrove forests, where the main species are bakau and bangkita (*Rhizophora* spp.) and tengar (*Ceripos* sp.). The production of cutch, the most important minor forest product, was on a reduced scale owing to poor demand in the American market and also because of the introduction of nylon fishing nets in Japan.

Trade

Timber exports continued to rise in 1957 as the following figures show:

EXPORTS OF LOGS AND BAULKS FROM NORTH BORNEO
COMPARATIVE QUANTITIES AND VALUES BY DESTINATION

<i>Destination</i>	1956		1957	
	<i>Quantity</i>	<i>Value</i>	<i>Quantity</i>	<i>Value</i>
	(<i>cu. ft.</i> <i>Hoppus</i>)	\$	(<i>cu. ft.</i> <i>Hoppus</i>)	\$
Australia	1,856,719	3,614,070	2,492,889	4,717,644
Holland	11,799	30,164	4,059	5,370
Hong Kong	4,575,719	5,179,427	6,939,240	6,260,459
Japan	7,348,311	11,447,491	10,355,176	14,288,416
South Africa	443,876	844,367	302,820	567,989
United Kingdom	544,587	1,553,619	417,476	1,135,503
U. S. A.	219,975	569,188	58,974	160,374
Others*	43,802	91,241	216,951	348,327
TOTAL ...	15,044,788	23,329,567	20,787,585	27,484,082

Average price

per cubic foot ... \$1.55

\$1.32

* Includes China, Germany, Italy, New Zealand, Ship use, and Singapore.

EXPORTS OF SAWN TIMBER FROM NORTH BORNEO
COMPARATIVE QUANTITIES AND VALUES BY DESTINATION

<i>Destination</i>	1956		1957	
	<i>Quantity</i>	<i>Value</i>	<i>Quantity</i>	<i>Value</i>
	(<i>cu. ft.</i> <i>as measured</i>)	\$	(<i>cu. ft.</i> <i>as measured</i>)	\$
Australia	104,906	436,152	406,829	1,632,006
Holland	3,769	23,586	2	36
Hong Kong	218,012	426,669	300,855	429,541
Japan	289	884	1	N.C.V.
South Africa	114,806	483,550	172,122	691,899
United Kingdom	199,602	1,445,876	192,236	1,205,318
U. S. A.	1,326	6,303	3	82
Others *	28,013	24,403	22,672	82,248
TOTAL ...	670,723	2,847,423	1,094,720	4,041,130

Average price

per cubic foot ... \$4.25

\$3.69

* Includes Brueni, Denmark, Indonesia, Iraq, Malaya, New Zealand, Philippine Islands, Ship use, Singapore and South Arabia.



The "Flying Dusun"

(Information Department).



Murut Blowpipe Competition

(J. E. Longfield).

EXPORTS OF TIMBER—LOGS AND SAWN—IN TERMS OF
SAWN TIMBER, THOUSANDS OF CUBIC FEET

1947	...	...	...	1,567
1948	...	...	...	2,860
1949	...	...	...	3,064
1950	...	...	...	3,265
1951	...	...	...	2,535
1952	...	...	...	2,741
1953	...	...	...	4,512
1954	...	...	...	9,202
1955	...	...	...	11,403
1956	...	...	...	13,566
1957	...	...	...	18,913

[Based on the formula $\frac{6}{7}$ Vol. (Logs) + actual Vol. (Sawn)]

Japan and Hong Kong remained the largest consumers of North Borneo timber and exports to both these countries during 1957 showed a considerable increase.

The three main timber export markets are Japan, Hong Kong and Australia; they are largely independent of one another and should be considered separately.

Japan. The requirements of this, the largest, market are confined to logs; Japan started off the year with heavy stocks and supplies received earlier in the year, more particularly from the Philippines, were in excess of demand with the result that prices reacted in sympathy. The sudden drop in freight rates in May/June had a chaotic effect on the market, but by August/September both the log market and freight rates had settled down.

Hong Kong. Good weather during the earlier part of the year resulted in high production which, coupled with the worldwide break in freight rates, caused this, the second largest, export market to collapse through physical glut. There was a recovery during the last quarter of the year but the situation again became confused by large shipments from Sarawak and China in December.

Australia. Demand remained good throughout the year for logs both peeling and sawing; it is likely to continue in 1958 unless there is an adverse outcome of the Tariff Board Enquiry held at the request of local Australian interests, and more especially Tasmanian producers, who are anxious to obtain an increased measure of protection.

Other Markets

The freight rate increases and Suez surcharges virtually priced Borneo timber, particularly logs, out of the United Kingdom and European markets.

Shipments to South Africa were on a reduced scale; buyers blamed "tighter" money as a contributory cause and also competition in sawn timber from Malaya and Hong Kong.

Small quantities were sold to New Zealand; this is a market with good possibilities once the problem of shipping has been solved.

Efforts to market in U.S.A. were almost completely nullified by lack of shipping space.

One large shipment was made to China (Shanghai); there were no further sales to this unpredictable market.

Small exports were made to Singapore; there is a large potential market which could develop when freight space becomes available at reasonable rates.

Summary

1957 has been a rather difficult year owing mainly to the Hong Kong timber slump. Despite the larger volume shipped, the comparative F.O.B. returns have decreased. The main factors governing sales were freight rates and space availability.

The timber grading and inspection branch of the Forest Department measured, graded or inspected more than twenty million cubic feet of timber during the year, an increase of some two million cubic feet over the figure for the previous year. Total fees collected for these services amount to \$182,426, compared with \$143,851 in 1956. In addition, about two million cubic feet were scaled for Customs export duty assessment; \$352,742 was collected and credited to Customs revenue compared with \$248,611 in 1956.

Research

The Research Branch suffered a severe set-back with the death of the Forest Botanist, Mr. G. H. S. Wood, as a result of an accident in Brunei on 6th May, 1957.

The Ecologist's research was directed towards regeneration techniques, but owing to lack of suitable virgin areas near Sandakan only part of the work was completed.

All sample plots were measured early in the year, and data from all long-established plots were summarised, giving growth rate figures for fifteen species. Several "graveyard" tests laid down in 1956 were assessed; the two proprietary preservatives used gave satisfactory control. Further test logs were sent to the United Kingdom for full scale testing; others selected were awaiting shipment at the end of the year.

Education

It was possible to conduct only one short refresher course for Forest Guards at Sandakan Forest School owing to the illness and subsequent retirement of the Instructor for whom a replacement could not be found during the year.

The Department again took advantage of the training course conducted annually at the Forest Research Institute at Kepong in Malaya, and nominated the maximum of four Forest Guards for the 1957 Course. All four nominees were successful in the final examination, one passing with credit.

During the year, two Assistant Forest Officers, who had been awarded Colombo Plan Scholarships, were undergoing courses in Forestry in Australia.

One Assistant Conservator was nominated and accepted for the 1957/1958 Forestry Course at Oxford University, which commenced in October.

Administration and Staff

Partly as a measure of economy and partly with a view to making available an additional Assistant Conservator to cope with an increase of work (necessitated by an expansion of operations by the long-term concessionaires), it was decided to close down the Working Plans Branch. That Branch, formerly under the control of an Assistant Conservator, was, among other things, responsible for field surveys and, in collaboration with the Draughtsman (Cartographer), for the preparation of maps and plans based on data from ground surveys and aerial photographs. Mapping work is now the responsibility of the Cartographer; this reorganisation has made for efficiency and the speedy disposal of work.

As an experimental measure, the headquarters of the Divisional Forest Officer, West Coast, were moved to Sandakan in August and he was made responsible for the East Coast Division also; a Junior Assistant Forest Officer was placed in charge of the Divisional Forest Office, Jesselton, to deal with routine matters. By this arrangement, which has worked satisfactorily and without detriment to West Coast Forest administration, the Conservator has at his disposal one more senior technical officer at headquarters, to cope with the continued increase of work in forest management and administration.

But for these two changes in the administrative set-up, working arrangements were as in 1956, viz., a Headquarters Establishment comprised of the Conservator, Senior Assistant Conservator and a Principal Officer with complementary sections manned by the Ecologist and the Timber Officer respectively; and one Division for the East Coast with three Forest Districts (Sandakan, Lahad Datu and Tawau), and another Division for the West Coast with three Forest Districts (Jesselton, Beaufort and Kudat).

Miscellaneous

Among visitors to the Department was Dr. J. L. Gressitt, Entomologist, from the Bernice P. Bishop Museum, Honolulu.

The Timber Officer, (Mr. M. A. Munoz) represented the Colony at the Fourth Session of the Asia Pacific Forestry Commission held at Bandoeng in Indonesia from the 8th to the 15th June.

The Ecologist, (Mr. D. L. Nicholson) attended the 9th Pacific Science Congress held at Bangkok from 18th November to 9th December as the Colony's representative.

Game

The Conservator continued to control the issue of licences to capture and keep *orang hutan* and gibbons, and to shoot and take protected birds. One person was prosecuted and convicted for keeping an *orang hutan* without licence. The issue of licences to shoot deer and *tembadau* (banteng or wild cattle) remained outside the jurisdiction of the Department. A crop-raiding bull elephant was shot by villagers near Sandakan.

FISHERIES

Marine fishing in North Borneo is confined to inshore waters and estuaries. The industry, though not well organised, is important and serves both to meet local requirements and to provide a surplus for export to neighbouring countries.

The industry is operated almost entirely by native fishermen using locally constructed, shallow draft, sail carrying vessels, an increasing proportion of which are now equipped with both in-board and outboard engines. In many cases individuals and small groups are financed and equipped by middlemen who are generally fishmongers.

A wide variety of excellent fish is available in the Colony's coastal waters. Snapper and grouper are taken from coral reefs by hand lines. Threadfin, horse mackerel, grey mullet, perch, cat fish and the smaller sharks and rays abound in estuaries and are taken by "keelong" traps, haul nets, gill nets and long lines.

Cowie harbour and Labuk Bay are noted for their prawn fisheries. The gear employed is the tidal prawn net and a considerable number of these are in use. Prawns, both fresh and dried, are in considerable demand in the main centres of population and there is also a small but increasing export of frozen prawns to Singapore.

The export of all marine products in 1957 amounted to 600 tons (approx.) valued at \$500,000 (approx.)

Pond Culture

The culture of fresh water fish in ponds is becoming increasingly popular particularly in inland districts where fish is otherwise scarce. During the year twenty-eight new ponds were constructed covering 5.7 acres. These bring the total number of fish ponds established to 617 with an aggregate area of 34.9 acres.

The technique of monosex culture of Tilapia introduced in 1954 is now being adopted in nearly every case when new ponds are stocked. The central fry breeding station at Tuaran is raising special stocks of male Tilapia for the purpose, and during 1957 1,656 male fingerlings were distributed to applicants. In addition the station distributed 3,045 mixed fry and 4,621 Chinese carp imported from Singapore.

The keeping of Chinese carp is becoming increasingly popular and some six acres of fish ponds are devoted to this species which, this year, accounted for twenty-five per cent of the total yield of twelve tons from all ponds.

Retail prices for good sized pond cultured fish were generally high and varied between \$1.20 and \$2.00 per kati according to the species. These prices together with a steady demand have done much to encourage the industry.

Chapter 7: Social Services

EDUCATION

General Review

PREVIOUS reports have referred to the efforts being made to bring into closer relationship the three facets of education in North Borneo. Briefly these facets are:

- (1) Government schools in which, with few exceptions, the language of instruction is Malay.
- (2) Mission Schools, in which the language of instruction is usually English, although there are many exceptions.
- (3) Chinese schools run independently by Chinese communities to preserve and foster their traditional culture.

In addition there are native Voluntary schools which are sponsored by Government and which use the Malay language, and Estate schools in which either Malay or Chinese is used. Fuller information can be found in the appropriate paragraphs of this Section.

In 1956, a Board of Education was set up as a co-ordinating factor in all educational activities, expansion and planning. The members of the Board represent all interests, creeds and races, and the great majority of them are not Government officials. Since its establishment, the fundamental unity of education has been increasingly recognised and the old divisions have already become less rigid. This welcome development has been encouraged further by the work of Local Education Committees: the Colony has been divided into fourteen School Areas each of which has its own Local Education Committee. These are composed of persons able and willing to work to overcome the educational problems of their locality. They represent the various educational interests of each school area.

His Excellency the Governor referred in the Legislative Council to the formation of the Board in these terms:

“In the sphere of education the year has been outstanding for the passage of the new law, commanding as it did such general public support, for the establishment of a Board of Education. The departure is a bold one, made possible only by the care and patience given to the consideration of these matters by many people over nearly two years. No educational body of importance will be unable to have its voice heard in the debates of the new Board which should be admirably equipped to discover, to define and to fulfil, the real educational needs of this country. How necessary such a body is has been shown all too clearly and too sadly by

recent events in Singapore. There it would seem that a veritable chasm of misunderstanding had developed between the generations. That so many young people, in circumstances not so widely dissimilar from our own, could be so gravely misled into vain and bitter strife, is a phenomenon that must give us all most anxiously to pause. It should also reinforce our determination that nothing similar should happen here. I know of no better insurance against such a menace than the broadly based Board of Education which we have now established. But consideration of the policy has taken a long time and meanwhile the development of our educational institutions has inevitably faltered. I am sure that the Board will address itself to its immense task with a sense of urgency, and that the public will give it such support as will ensure that its energies are not dissipated in sectional argument."

Details of the activities of the Board of Education will be found in the paragraphs of this section devoted to Primary and Secondary education and to Legislation.

The educational system of the Colony provides for six years Primary education in any of the three languages followed by up to six years of Secondary education in English or Chinese. There has been a planned expansion of Primary education as a prelude to a similar expansion of Secondary education. This is beginning to take place now that a reasonable basis of Primary education has been achieved in many areas.

Thus it can be seen that a steady advance is being made. Too many pupils still leave school before completing their course, although there are signs that in Government Primary schools the wastage is being arrested. When comparing the numbers of pupils in Primary V and VI, it must be remembered that there is a Government school leaving examination at the end of Primary V.

The number of schools of all types in 1957 was 288, with a total enrolment of 34,251.

Enrolment by races was as follows:

			<i>Boys</i>	<i>Girls</i>	<i>Total</i>
Indigenous	...	...	8,935	2,391	11,326
Chinese	...	...	13,233	8,527	21,760
European and Eurasian	...	...	138	108	246
Others	...	...	649	270	916
TOTAL			22,955	11,296	34,251

More detailed information about these and other statistics can be found in Tables A — G in Appendix VI. It should be borne in mind that at present for every two children in school there are five children of school age who are not at school. This is an improvement compared with six years ago, when only one child

in four of school age attended school. At this stage the introduction of compulsory education is not possible; its introduction in selected areas will be considered as soon as suitable conditions exist.

Literacy

A detailed Colony census was made in 1951 which showed that 11.7 per cent of the population and seventeen per cent of the population of fifteen years of age and over were able to read and write a simple letter. Tables showing the literacy rates of the total population and of the indigenous and Chinese communities are at Appendix V.

The literacy figure for the Chinese community was, in comparison with that in respect of the indigenous population, quite high: thirty per cent of the whole Chinese population, and 45.6 per cent of Chinese of the age of fifteen and over were returned as literate. The corresponding figures for the indigenous races were 5.5 per cent and 8.1 per cent respectively. The census also showed clearly the very high degree of illiteracy amongst native women: only 0.9 per cent were found to be literate.

An improvement has taken place since 1951 because of the spread of Primary education, but it is not possible to revise these figures accurately.

PRIMARY EDUCATION

Vernacular (Malay)

The demand for education amongst the native people has continued to increase. Year by year more Government Primary schools have been provided to meet the demand: whereas in 1939 there were twenty-one such schools, in 1957 the figure stood at eighty-four with an enrolment of 7,771. Moreover there has arisen an increasing interest in the English language and most natives today want their children to learn it. In this connection His Excellency the Governor has said: "At some time I have no doubt that I shall press for the more general use of English in all our schools". Until more teachers in the Malay and Chinese schools are fluent English speakers it will be difficult to meet this demand. The ideal being sought is that no child shall complete a Primary course without becoming proficient in English. The standard is already rising slowly. Transition classes between non-English schools and English schools also have a part to play. They are discussed more fully in the paragraph on English Schools.

Even in remote areas requests for increased educational facilities for native children have been growing in volume so that the present number of schools is by no means great enough to satisfy requirements. One of the major problems in providing sufficiently widespread facilities is that there are large areas devoid of major centres of population. It is not possible to build schools

wherever a tiny population group needs them. One of the solutions which showed signs of success in 1957 was that of increasing the facilities of existing schools so that they can educate a larger number of children. The provision of simple boarding facilities can partially cope with the requirements of children whose homes are in sparsely populated areas. Another remedy lies in the Native Voluntary Schools which are often situated in areas not yet served by Government schools. At the end of 1954 there were twelve of these schools in existence, whereas at the end of 1957, the figure had risen to thirty-four. Native Voluntary Schools try to meet the educational needs of communities without other educational facilities. They are Government aided and equipped, but the villagers themselves erect the school buildings and perhaps teachers' quarters besides meeting half of the teachers' salaries. They are not schools of a high standard, but they represent the determination of backward people to improve their own position. Native Voluntary schools often become full Government Primary schools, if, during their voluntary stage, they amply justify their existence.

The full course at all Primary schools lasts six years, but not all schools make complete provision for this. The Education Department has set examinations each year for the fifth and sixth forms of Government Primary Schools as well as for the Sixth form of Chinese and English schools. There will be no examination at Primary V level in 1958 and future years. The full six-year course will have to be completed before a pupil becomes eligible to enter for a school leaving examination.

In the Government Primary schools the results during the past two years illustrate two important facts:

- (a) that the number of pupils completing the six years course is increasing;
- (b) that the standards of the large number of pupils now reaching the top classes must be carefully safeguarded.

These are the figures:

PRIMARY V EXAMINATION					
		<i>Entries</i>	<i>Credits</i>	<i>Passes</i>	<i>Failures</i>
1956	...	527	38	358	131
1957	...	672	13	271	288

PRIMARY VI EXAMINATION					
		<i>Entries</i>	<i>Credits</i>	<i>Passes</i>	<i>Failures</i>
1956	...	216	37	148	31
1957	...	340	7	220	113

Non-Government Schools—General

Since the end of the war, Government aid to non-Government Schools has steadily increased. By 1956 only twenty per cent of

the school population was being educated without Government bearing a part or all the cost. In 1957 the sum of money allocated in the Colony's Ordinary Budget to recurrent grants-in-aid for non-Government schools increased from \$278,000 to \$500,000. The Board of Education advised Government that all schools should as a result become eligible for grant-in-aid; as a beginning the Board decided that the increased needs of schools which were already in receipt of aid should be recognised by larger grants. It allocated the residue (\$82,000) to schools which had not previously received grant-in-aid with special emphasis on the needs of Native Voluntary Schools. This marks the final breaking down of the once common misapprehension that acceptance of aid would deprive non-Government schools of their legitimate freedoms. During 1957 a total of \$1,141,500 was set aside for grants of all kinds; not all of that money was spent in 1957, as a large proportion of it was for building programmes which could only be started in 1957.

Mission Schools

As has been stated in the General Review at the beginning of this section, most Mission schools are conducted in English. The demand for English teaching has also been mentioned. As a result many children wish to enter English schools. A complicating factor is that a great number also wish to be educated in their home tongue as well as in English. This is particularly true of the Chinese. Mission Primary schools receive a constant flow of pupils who have already completed their primary education in Malay or Chinese. They then enter junior forms of the Mission (English language) schools to improve their standard in English in order to be admitted into English Secondary schools. (Knowledge of English is of course a great advantage when entering upon a career). As a result the age range in many Mission Primary classes has been great although the Missions have tried hard to reduce it, without wishing to appear insensible to the wishes of parents. The Board of Education has now drawn up a code governing ages of children admissible into school classes between the present day and in 1962. Apart from exceptional cases including those in new areas, in 1962 no child over eight years of age will be admitted into a Primary I class and fourteen will be the maximum age for admittance into a Primary V class, with one year steps between these two figures.

Although these age-limits will apply to all schools, their implementation should only pose difficulty in the case of pupils commencing their education in a vernacular school and wishing to repeat a large part of the primary schools course in English.

In the meantime the Education Department is trying in two ways to help children to pass from Malay or Chinese primary schools into English Secondary schools without adding difficulties to the situation prevailing in English Primary schools:

- (a) by helping Chinese and Malay schools to achieve a higher standard of English teaching; and
- (b) by instituting Preparatory classes of one or two years' duration as a prelude to English Post-Primary education. In these classes children whose English is not up to the standard required for entry into English Post-Primary schools receive intensive tuition in English. At the same time they maintain or improve their standards in other subjects. This is in accordance with the advice contained in the Woodhead Report of 1955. Such a class was incorporated in the new Government Secondary School, Jesselton, in 1957; after nine months fifteen out of thirty-two pupils in the class passed the annual Government examination for the sixth class of English Primary schools. Most of the other pupils will continue to study English under the same conditions for another year and then take the Primary VI examination again. The plan has the great merit of concentrating special attention on English when as now, there is a great shortage of English teachers in the schools. Other schools are also experimenting with the same type of preparatory class.

There are thus grounds for hoping that the problem of the over-aged pupil in Mission Primary schools has an acceptable solution.

Compared with 1956, the 1957 results of the Government examination for the sixth form of English Primary schools show an encouraging rise in standards. This was owing partly to an improvement in teaching in some of the larger Mission Schools.

The figures were:

		<i>Entries</i>	<i>Distinction</i>	<i>Credit</i>	<i>Pass</i>	<i>Failure</i>
1956	...	795	Not awarded	107	282	406
1957	...	856	15	301	222	318

Another event of importance in this field was the decision by the Roman Catholic Mission to entrust the staffing of their Principal Jesselton Primary school and Secondary school to the La Salle Christian Brothers. The change in organisation took place at the end of 1957 and permitted the Mill Hill Fathers to concentrate their educational work in other areas in North Borneo.

The Church of England Mission, (The Society for the Propagation of the Gospel), effected further recruitment of trained expatriate teachers in 1957.

The Borneo-Basel Church and the Seventh Day Adventist Mission kept up the level of their educational activities.

The Missions maintain the following number of Primary schools, with a total enrolment of 10,598 pupils, (6,697 boys and 3,901 girls):

R. C. Mission	...	...	40 schools
S.P.G. Mission	...	...	10 schools
S.D.A. Mission	...	...	4 schools
Borneo-Basel Church	...	...	15 schools
TOTAL			69 schools

This compares with eighty-four Government Primary schools and eighty Chinese Primary schools as well as forty-nine Native Voluntary and other schools.

Chinese Primary Schools

Enrolment in these schools was 11,355 (6,715 boys and 4,640 girls).

The Chinese schools, although still beset with many difficulties, continued to advance towards a more uniform standard. Staffing is still a problem, but by this time the Chinese teachers being trained at Kent College are making a contribution towards the solution of the problem. It is still not easy to attract into the Colony specialist teachers to replace those who leave the teaching service. The contracts offered by School Committees are short-term ones, and staffing policy is likely to change whenever a new school Committee is elected. Teachers are thus offered little security. In spite of some improvement which the work of Education Department officers has helped to bring about in Chinese Primary schools, there is still cause for concern. However, a rise in standards was reflected in the figures for the 1957 examination for Chinese Primary schools set by the Education Department. The 1956 and 1957 results were:

		<i>Entries</i>	<i>Distinction</i>	<i>Credit</i>	<i>Pass</i>	<i>Fail</i>
1956	...	733	23	77	318	315
1957	...	767	40	94	370	263

While it is not suggested that examination results are a complete guide to attainment, they are at least some indication. The Primary schools' examination results mentioned above, confirm most strikingly in almost all cases, opinions passed by Inspectors of Schools during the course of the year.

Native Voluntary Schools

The role played by Native Voluntary Schools has been referred to in a previous paragraph. During 1957 they had an enrolment of 1,188 boys and 214 girls mainly at Primary I and II level.

Estate Schools and Other Schools

Several large estates provide schools for the children of their employees, but they have difficulty in finding teachers. The Education Department has been able in some cases to help them to overcome this difficulty. There were 421 boys and 177 girls at these estate schools and a few night schools in 1957.

The Local Authorities at Kota Belud, Papar and Sipitang continued to be responsible for the control of the Government Primary schools in their areas. The total number of children in such schools rose to 1,348 boys and 356 girls. These figures have been included in the statistics relating to Government Primary schools.

Average age of entry

The following table shows at what ages children first entered school in 1957:

Age		Under 6	6-7	7-8	8-9	9-10	10-11	11-12	12-13	Over 13
Government schools	...	60	553	699	397	323	217	137	99	30
Mission	...	349	651	530	486	395	285	211	167	144
Chinese	...	457	901	1,003	741	387	207	95	39	16
TOTAL	...	866	2,111	2,332	1,624	1,105	709	443	305	210

The following conclusions may be drawn:

- (1) Few children now enter school at above normal school-leaving age;
- (2) In all schools entry figures are past their peak by eight years of age;
- (3) Notwithstanding this, 4,276 children entered school at over eight years of age, compared with 5,909 who entered at less than eight years of age, which is the upper age limit for entry to Primary I, fixed by the Board of Education as the target for 1962.

It may be claimed that great progress has been made towards over-coming the problem of "over-age entry", but much work remains to be done. Reference has already been made to the problem of over-age children in the lower forms of Mission schools. This is a different matter from that of over-age entry to school and, as has been stated, a start has already been made on providing a solution.

A most satisfactory feature which should be mentioned in conclusion is the perceptible change of attitude on the part of the native peoples towards the education of girls as revealed in statistics for Government Primary Schools. Only two of the eighty-four Government Primary schools have no girls in attendance.

The number of girls in such schools has risen to 1,617 out of a total enrolment of about 7,767. There is, however, still too high a rate of wastage once girls have completed the Primary I year.

Secondary Education

For several years the number of children receiving Secondary education tended to increase so rapidly that the already low standards in Primary schools were seriously jeopardised. Often the best teachers were drawn from Primary to Secondary schools or sections without proper provision for replacement. Suitable new teachers were not being recruited. There has now been an improvement in the situation, and controlled expansion will be possible in 1958, under the following provisions recommended by the Board of Education:

- (1) All post-primary education should be conducted in secondary schools;
- (2) Two different courses should be provided in secondary schools—short courses and long courses. Long courses should be of five years duration leading to Cambridge Overseas School Certificate or of six years leading to Chinese Senior Middle School Certificate. Short courses should be of three years duration leading to North Borneo School Leaving Certificate in, at present, either English or Chinese;
- (3) Provision should be made in a few selected centres for agricultural, technical or professional courses especially for pupils who have completed the secondary short courses;
- (4) Subject to certain conditions being met, school managements may open long or short courses at their discretion;
- (5) The conditions for opening short courses should be:
 - (a) there must be at least fifteen pupils who have passed the North Borneo Primary VI examination to enter the first year of the course;
 - (b) minimum staffing requirements enunciated by the Director of Education must be met;
 - (c) suitable accommodation must be available;
 - (d) opening of the course must not be detrimental in any way to the quality of work in the primary school.

Similar requirements must be met before a long secondary course may be initiated except that the minimum number of children entering Secondary I must be eighteen.

The figures of attendance at the various types of Secondary schools in 1957 were:

		<i>Boys</i>	<i>Girls</i>	<i>Total</i>
Government	...	111	27	138
Mission	...	1,113	455	1,568
Chinese	...	435	218	653
		<hr/>	<hr/>	<hr/>
		1,659	700	2,359
		<hr/>	<hr/>	<hr/>

The Cambridge Overseas School Certificate is taken at the end of a five-year course at those English Secondary schools which provide a full course. There were no sixth forms in any secondary schools in 1957, but thirty-seven ex-pupils took the General Certificate of Education examination of the University of London as private candidates. In 1958 the Government Secondary School will provide a Sixth Form course. The 1957 results of the examinations mentioned above showed that out of 101 who entered forty-six pupils passed the School Certificate examination; nine of those who passed were girls. Twenty-two others passed in one or more subjects of the General Certificate of Education. At the end of 1957, a total of 104 boys and twenty girls entered for the School Certificate examination; in addition forty-seven boys entered for the General Certificate of Education examination.

The first Government Secondary (Technical) school was opened in 1957. Its bias is towards Science and its pupils will have facilities at the nearby Government Trade School to practise carpentry and metalwork. It will also have adequate facilities for Domestic Science when the buildings are completed.

Few children complete the full Senior Middle (Secondary) course in Chinese schools. In 1957 the first examination for children completing Junior Middle school was conducted by the Education Department. Previously there was no recognised examination for which such pupils could enter. There were 191 entrants of whom only 113 passed, although the pass mark was lowered from fifty per cent to forty per cent when the general standard of the candidates was considered. No doubt this examination will prove a spur to work of a better quality as its counterparts have done in other schools in the Colony.

Technical Education

The Government Trade School at Batu Tiga, Jesselton, trains boys to be carpenters or general mechanics. In 1957 there were seventeen boys on the carpenters' course and twenty on the course for mechanics, which was first introduced in 1955. The school has received further generous gifts of workshop equipment from the



Orchid

(R. Rodway).

Government of Australia, which had already provided lathes, sets of mechanics' tools and a great variety of other equipment. The youths trained at the Trade School have no difficulty in finding suitable employment or entry to advanced apprenticeship and represent a valuable asset to the Colony in its aims of raising the standard of workmanship and improving communications.

During 1957 the staff was augmented by the arrival of two instructors in mechanics. The staff now comprises a Chief Instructor, two Mechanic Instructors and two Carpentry Instructors.

Teacher Training

The severe shortage of trained teachers after the war made it imperative for a full scale scheme to be started as soon as funds were available for training teachers within the Colony for its primary schools. A Government Teachers' Training College was built with Colonial Development and Welfare funds at Tuaran, twenty-two miles from Jesselton, and was formally opened in October, 1952, by H.R.H. the Duchess of Kent, who named it Kent College.

The College, which had begun its work in temporary buildings in April, 1952, before its new buildings were ready, was designed initially to provide accommodation for seventy-two men and twenty-four women students, who would undertake a two years' training course and finally graduate as teachers for the Government Malay primary schools. In the middle of 1953 provision was made, as an experiment, for a small number of Chinese students, in addition to Natives. Results proved that the experiment was worthwhile and further Chinese students have since been admitted each year. Chinese and Native students sit together on Committees and councils and share all College activities.

The first students were head teachers and teachers with more than five years' experience, who entered to take a one-year course. At the same time Native students without teaching experience were selected for a two-year course, although preference was given to applicants with one year teaching experience. In 1957, only applicants with one year's teaching experience were considered for the two-year course. The one-year course for Natives was discontinued.

The College had 135 students in 1957, of whom eighty-eight were men and forty-seven were women. During 1957 two courses were provided: a two-year course for Native students; and a two-year course for Chinese students. The students are selected from all over North Borneo and include six women students each year from Brunei.

The staff of the College consisted in 1957 of three Europeans, one Eurasian, four Natives and three Chinese, with a part-time

teacher who is an Indian. In addition a homecraft teacher has been seconded from New Zealand under the auspices of the Colombo Plan.

Very generous material aid in the form of books, projectors, radio sets and gramophones has been provided under the Colombo Plan by Australia and New Zealand.

Plans have been completed to extend training facilities at Kent College in 1958 by providing one and two-year courses for teachers for English Primary schools. These courses are beginning on much the same basis as the Native courses mentioned above, except that academic qualifications are higher. Practising teachers with over five years' experience were invited to apply for entry to a special one-year course, provided that they had completed three years post-primary education. The normal course, however, will be a two-year one. One year's teaching experience and an academic level of completion of a long or a short secondary course constitute the main entrance qualifications.

Higher and Adult Education

No institutions for higher education yet exist in North Borneo. Scholarships to study overseas are awarded from various sources. In 1957 ninety-one students were pursuing their studies overseas on scholarships. Most of the scholarships were awarded under the Colombo Plan, but others were granted by the British Council, the Colonial Development and Welfare Fund, International Education Exchange Programme, the Asia Foundation and the Rockefeller Foundation, besides the Colony's own funds. Details of the courses being followed by scholarship holders, together with their place of studies, are as shown in Appendix VI, Table G.

Facilities are provided by the Education Department for students to take examinations set by external bodies in North Borneo. During 1957 examinations were conducted on behalf of the Royal Society of Arts, the City and Guilds Institute, the London Chamber of Commerce, the Chartered Institute of Accountants, the Institute of Transport, the Chartered Institute of Secretaries, the Australian Society of Accountants, the Agricultural Association, the Chartered Insurance Institute, the Royal Institution of Chartered Surveyors and various Australian Institutions and Colleges which wished to test applicants for Colombo Plan scholarships.

North Borneo was represented jointly with Sarawak on the Council of the University of Malaya up to October, 1957, by the Director of Education, Sarawak, and thereafter by the Director of Education, North Borneo, who attended meetings of the Council.

Various classes for adults are conducted in Jesselton and Sandakan. They include: English, Malay, shorthand and typing and general science. Many Government Departments run their own training schemes, about which information will be found

in other parts of this Report. It is encouraging that there are often requests for literacy and English classes even from remote villages. Wherever suitable staff can be found every effort is made to meet the demand. Regular courses of instruction in English have been given by a member of the Education Department at the Police Headquarters and at the Prison in Jesselton. They have been very popular and have also served as an opportunity to adapt to the needs of North Borneo some of the methods used in Australia to teach English to New Australians.

Staff

The administrative and supervisory staff of the Education Department consists of:

- The Director of Education,
- The Deputy Director of Education,
- Five Education Officers, (one woman; two Chinese),
- One Senior Supervisor of Schools,
- Two Supervisors of Chinese Schools,
- Three Supervisors of Malay Vernacular Schools.

Nearly all the schools in the Colony were visited by Education Officers or Supervisors during 1957. By advice, demonstration, lessons and courses, it was possible to give much assistance to both Government and non-Government schools.

The Department has issued syllabuses for use in all schools, besides disseminating teaching notes.

As there are few text books suitable for social studies in Borneo, officers of the Department wrote for publication text-books covering the history and geography of the Colony.

Mention has already been made of the quick growth of schools examinations in North Borneo; their conduct and standard are regulated by the North Borneo Examinations Board. The Board is composed of the Deputy Director of Education, three other officers of the Education Department, the Principal of Kent College and head teachers of all types of Primary and Post-Primary schools. Another Board, the Government Examinations Board, controls all Government examinations.

Government teachers' salaries were revised in 1956 and equal pay for women was introduced. The salary scale for trained teachers who have completed a Primary school education begins at \$150 per month and normally rises to \$330. Trained teachers with Cambridge Overseas School Certificate enter the scale at \$260 per month and may rise to \$620. There are several efficiency bars in the scale; in addition a teacher with marked ability can advance to a higher scale. Government teachers' posts are pensionable, but those of non-Government teachers are not. Such teachers usually have a slightly higher starting salary than their counterparts in Government Service, but the maximum salaries paid are generally appreciably lower.

Legislation

As already mentioned, a change of considerable importance was introduced by the Education (Amendment) Ordinance (No. 16 of 1956), which amended the Education Ordinance to provide for the Constitution of a Board of Education with an unofficial majority, and the setting up of Local Education Committees in "School Areas" throughout the Colony. This was the principal recommendation of a special Committee appointed by the Governor to devise an educational system suited to the needs of the people of the Colony. The legislation enacted in 1956 took full effect in 1957 and was heralded by a new era of development of the educational system. The Board of Education appointed two Standing Committees: a General Purpose Committee and a Financial Matters Committee. There is provision for co-opting members, official or non-official, to the Standing Committees when matters are discussed upon which their advice is likely to be of value to the Board.

The everyday conduct of matters relating to education is still governed by the original Educational Ordinance, (Cap. 164) which requires the registration of schools, school managers and teachers and provides *inter alia* for the employment of unregistered teachers where in the opinion of the Director of Education no suitable registered teacher is available.

Education Regulations made under the Ordinance cover health, safety, building standards, grant-aid and conduct in schools.

Expenditure

Expenditure on education from the Colony's Ordinary Budget in 1957 was \$1,857,298.

It was made up as follows:

Personal emoluments	...	...	...	\$1,027,375
Recurrent expenditure (other charges)	...		...	300,628
Grants-in-aid to non-Government schools	...		...	500,578
Equipment grants to non-Government schools	...	...	...	10,005
Other special expenditure	...	...	...	18,712
				<hr/>
				\$1,857,298
				<hr/>

In addition the sum of \$1,195,982 was provided from the Development Budget; this was used mainly for constructing new schools or to provide grants for the voluntary agencies to do so; the greater part of it came from Colonial Development and Welfare Funds. Expenditure under the Liberation Educational Trust was \$75,000. This Trust was established in 1953 with a capital of \$2,000,000 from reparations derived from former Japanese assets

in the Colony. The interest on this capital is used to provide scholarships within and outside the Colony and to make a few eleemosynary grants to needy pupils.

Generous assistance was received, as in previous years, from donor nations participating in the Colombo Plan, particularly Australia and New Zealand.

Advisory Committees

The Education Department was assisted throughout the year by the Kent College Advisory Committee, the Trade School Advisory Committee and the Internal and External Scholarships Advisory Committee of the Liberation Educational Trust.

Social Welfare

A scheme of milk distribution to school children continued to be organised by the Education Department. The milk (in powdered form) was provided by the United Nations Children's Fund, and an increasing number of selected Interior and East Coast schools received the milk. The powder is converted into milk under supervision by the pupils in the schools; besides having a nutritive value it serves a useful purpose in teaching practical hygiene. The scheme is popular in most schools once the pupils have got used to drinking skimmed milk.

PUBLIC HEALTH

General Health

Apart from an outbreak of "Asian Influenza" beginning in May, the Colony remained free of epidemic disease. For many years now there has been no reported case of smallpox, cholera, plague or typhus. 25,000 cases of influenza were reported, but the disease was not serious and no deaths were directly attributed to it. Diseases which are widespread throughout the Colony are malaria, tuberculosis and intestinal infestations. The Malaria Control Scheme, which is intended to achieve eventual eradication of the disease, has progressed well throughout the year, although substantial difficulties have been encountered. A scheme for the control of tuberculosis was drawn up towards the end of 1957 and it is hoped that the implementation of this scheme will be begun in 1958. It is possible that assistance may be obtained from the Colombo Plan.

During the year 45,333 cases of malaria and 2,411 cases of tuberculosis were reported, and in addition 18,348 cases of intestinal infections. On the whole the health of the Colony can be considered to be good. There are still serious problems to be solved but many of them are susceptible to prevention where it is possible to apply the appropriate methods.

Vital Statistics

The total number of births and deaths registered in 1956 and 1957 were:

	1956	1957
Births registered	12,455	14,816
Deaths registered	3,910	3,925
Excess of births over deaths ...	8,545	10,891

Accurate figures of maternal and infant mortality are not available, but attendances at Maternity and Child Welfare Clinics have substantially increased. Attendances for 1957 were over 57,000, a figure more than double that of 1953.

Malaria Control

A project for the control of malaria began in mid-1955 sponsored jointly by the Government, W.H.O. and UNICEF. A malaria map of the Colony has now been produced and this shows that in most rural areas malaria is hyper-endemic: indeed, in some places enlarged spleens can be found in all the population. It is probable that one anopheline mosquito only is responsible for the transmission of malaria throughout most of the territory, but in isolated small pockets other mosquitos are proved carriers. Up to date the whole of the Interior Residency including the island of Labuan has been sprayed with insecticide on at least one occasion. The neighbourhood of Keningau has been reserved as a control area. The results have been very encouraging, particularly in those places where the disease has been lighter. It is intended to extend the project during 1958 to cover as much as possible those areas where the infection rate is above twenty per cent. In the areas so far sprayed, malaria has been substantially reduced and so far as the island of Labuan is concerned, eradication is in sight.

The control team have encountered numerous formidable difficulties: not only those of geography, distance and difficulty in travel, but also difficulties with regard to the habits of the mosquito carrier of the disease and to disappointing lack of persistence of the insecticides when applied.

Tuberculosis

Tuberculosis is undoubtedly widespread throughout the community, but up-to-date no accurate figures are available such as are available for malaria. The Government is planning a comprehensive scheme for the control of tuberculosis based on endeavours to isolate infectious patients; to treat sufferers from the disease and to introduce such preventive measures as may seem most appropriate in the circumstances, foremost among these being B.C.G. vaccination. The total number of new tuberculosis patients reported during 1957 was 2,411.

Special wards for the treatment of tuberculosis patients and for their isolation have now been built in association with most of the major hospitals in the Colony. A tuberculosis hospital in Jesselton was nearing completion at the end of 1957 and plans for a similar hospital in Sandakan were well advanced. The new Cottage Hospital at Keningau, including tuberculosis wards was completed and officially opened during the year.

The North Borneo Anti-Tuberculosis Association (NOBATA) continued to assist the Medical Department in its work against tuberculosis. This Association has been very active in propaganda designed to prevent tuberculosis and to encourage sufferers to report early for treatment; it also carried out active relief and welfare measures among sufferers from the disease and their dependants. The funds of the Association are limited, but with such funds as are available excellent work is being done.

Intestinal Disorders

Bowel infections continue to form a high proportion of diseases reported, the inevitable result of low standards of hygiene and sanitation, particularly in rural areas. Fortunately typhoid fever is uncommon although worm infestations and dysenteries are frequent. In urban areas considerable progress has been made in the installation of pure piped water supplies and the sanitary disposal of excreta and refuse. It is confidently to be expected that these diseases will become much less common in the major towns. Unfortunately many members of the rural community still are forced to rely on unprotected wells, polluted rivers and streams as sources of water, and disposal of excreta leaves much to be desired.

General Sanitation and Preventive Measures

The health inspectorate for the Colony numbers twelve. During the year four inspectors undertook a course of training in Singapore with a view to sitting for the examination of the Royal Society of Health. They were absent from the Colony from February to November 1957. The health inspectors have been of considerable value to local authorities and Town Boards in the work of general sanitation and preventive measures and in environmental hygiene.

Nutrition

Cases of malnutrition continue to come to notice, usually for the following reasons. An unexpected failure of crops results in many persons being compelled to eat poor carbohydrate foods insufficiently supported by protein and vegetable foodstuffs, or occasionally, the introduction of rice milling results in an isolated outbreak of beri-beri because of the overmilling of rice; and

again immigrant labourers travelling long distances by sea are frequently found on arrival to be in a gross state of malnutrition. Ignorance unfortunately contributes also to malnutrition as many of the population do not take advantage of the vegetables and fruit comparatively readily available to them. Generous assistance from UNICEF enabled additional supplies of drugs and diet supplement to be provided at Maternal and Child Welfare Clinics and Health Centres throughout the Colony.

Government Hospitals and Dispensaries

Details of Government hospitals, dispensaries and specialised units are given in Part A of Appendix VII. During the year 14,702 inpatients were treated as compared with 14,452 in 1956. Outpatients numbered 244,542 as compared with 342,134. It will be noticed from these figures that during the course of the year the number of hospital attendances or treatments given is not far below the entire population of the Colony.

A further major step in post-war rehabilitation and rebuilding took place in September 1957, when the Queen Elizabeth Hospital in Jesselton was opened by the Countess of Perth accompanied by the Minister of State. This fine hospital comprises 140 beds; there are facilities for the treatment of all medical and surgical patients; for midwifery, special wards for children and a private patients' wing. The new Cottage Hospital at Keningau which consists of eighty-four beds was opened in June. This hospital is of simple construction and comparatively cheap and serves the purpose for which it was designed extremely well. Additional staff quarters were completed in association with the hospitals in Jesselton and Keningau and further staff quarters in association with expanded hospitals are planned for the future.

There are two major Health Centres situated in Jesselton and Sandakan; these concentrate on ante-natal and post-natal clinics and infant welfare work combined with health education. A full time Health Visitor is available at each centre and, in addition, the services of a New Zealand School Dental Nurse have been available at each centre throughout the year. Considerable assistance continues to be received from the local branches of the British Red Cross Society and the St. John Ambulance Brigade.

Leper Settlement

The Leper Settlement which is situated on Berhala Island at the entrance to Sandakan Harbour has held an average of forty-five patients during the year. Consideration is now being given to the introduction of alternative methods of segregation and treatment for these patients on lines more in accord with modern practice. It is likely that a number of patients who have

prospects of cure may be temporarily transferred to another treatment centre, whilst better arrangements are being made for the accommodation of the elderly, crippled and otherwise infirm patients. Leprosy does not present a serious health problem in North Borneo.

Mental Hospital

Active treatment has continued at the old Mental Hospital in Sandakan, since for various reasons the rebuilding of a new Mental Hospital on a site near Jesselton has been so far delayed. Modern methods of treatment are resulting in comparatively more patients being discharged although the numbers needing admission still continue to increase. There were 146 patients under treatment at the end of 1957 as compared with 144 at the same time in 1956.

Travelling Dispensaries

Motor ambulance dispensaries especially designed for the purpose, have continued to serve a number of small towns and villages for distances of up to twenty miles and more from Jesselton, Kota Belud and Keningau. On the East Coast regular visits are made to the more remote stations by launch. A railway travelling dispensary operates between Jesselton and Beaufort on a weekly schedule with night stops at Kinarut, Papar, Membakut and Bongawan. It is in the charge of a Senior Hospital Assistant, who is assisted by one attendant. The dispensary is attached to a train and is shunted to the siding at its stopping point where attention is given to those in need until the next train takes the dispensary to the next succeeding station. It has proved to be a great success and in 1957 treated 13,066 patients.

Estate Hospitals and Dispensaries

The Labour Ordinance requires employers of labour to furnish hospitals and medical supervision, care and treatment for their workers. The larger estates and industrial concerns have dispensaries or small hospitals, and during the year there were forty-nine places of employment at which such medical facilities were provided.

Staff

The Department is administered by a Director assisted by a Deputy Director of Medical Services (who is also Medical Officer of Health), with a Colony Matron, Sister Tutor and Medical Accountant-Storekeeper at Headquarters in Jesselton.

It did not prove possible to fill the establishment of thirteen Medical Officers during 1957. There was still one post vacant at the end of the year. The teaching of nursing, under the care

of the Sister Tutor, continued during 1957 during which year eleven finalists completed their course of training. At the end of the year fifty-four probationers, both male and female, were still in training. The experiment, commenced in the middle of 1957, of bringing in practising native mid-wives or *bidans* for a brief period of simple training was successful, and in addition to the fifty *bidans* trained in 1956, a further seven *bidans* were given a brief period of simple training and provided with midwifery bags containing simple equipment supplied by UNICEF. Many existing *bidans* returned for a "refresher" course.

The total medical and health staff in the Colony is shown in Part B of Appendix VII.

Visitors from Overseas

Visits during the year were received from officials of the World Health Organisation whose Regional Office for the Western Pacific is situated in Manila and from the Resident Representative of the United Nations Children's Fund, whose headquarters are in Bangkok. Sir Alexander MacFarquhar, Regional Representative of the United Nations Technical Assistants Board for the Far East, visited in May, and two visits were paid by the Malaria Adviser of W.H.O.. Dr. Bibby of the Department of Dental Hygiene of the Government of New Zealand visited the Colony in July in connection with the scheme for training School Dental Nurses. Also in July there was a visit from Sir Harry Wunderly, sponsored by the Government of Australia under the Colombo Plan, to investigate the problems of tuberculosis in the Colony with a view to advising on what methods should be introduced for its control. Professor Baird of the University of Aberdeen, paid a visit in October under the scheme whereby distinguished medical visitors are enabled to travel to Colonial territories. This visit was arranged by the Secretary of State for the Colonies.

Expenditure

The provision for expenditure on medical services from Colony funds in 1957 Estimates, including personal emoluments, amounted to \$3,028,268. This figure refers to Medical Department expenditure only, and does not include expenditure in the towns on such municipal conservancy measures as scavenging, removal of night-soil and inspection by local authority officials within urban areas. Neither does it include capital expenditure on new buildings nor the generous aid which the Colony has continued to receive from Colonial Development and Welfare Funds, and from the United Nations Children's Fund, the World Health Organisation and the Colombo Plan.

Assistance from Voluntary Organisations

During the year valuable practical assistance was again given by the North Borneo branches of the British Red Cross Society and the St. John Ambulance Association. In its campaign against tuberculosis, the Medical Department received splendid support from the North Borneo Anti-Tuberculosis Association.

HOUSING AND TOWN PLANNING

Town Planning

The Central Town and Country Planning Board, which is constituted under the Town and Country Planning Ordinance (Cap. 141) enacted in 1950, consists of five *ex-officio* members and five other persons to be nominated by the Governor. The Secretary for Local Government is the Chairman of the Board and the Deputy Director of Lands and Surveys in his capacity as Town Planner is Technical Adviser and Chief Executive Officer.

The Board held three meetings during the year to consider amendments to the town plans of Jesselton, Labuan, Sandakan, Beaufort and Papar and the administrative plans covering the non-scheduled towns of Keningau, Lahad Datu and Kota Belud which are not subject to the provisions of the Ordinance. Details of the various amendments are as follows:

Jesselton: Revision of the layouts of the bulk oil storage area to the north of the wharf, the port area and the second class commercial areas at Kampong Ayer; and the resiting of the railway passenger station.

Labuan: Modification of the town plan to make provision for future developments in the port area, additional first class and second class commercial lots and two industrial areas.

Sandakan: Extension of the town plan to cover development along the Leila Road including Cecily Estate.

Beaufort: Provision of additional residential lots and the resiting of the market.

Papar: Provision of four additional blocks for shophouses and a cinema.

Non-scheduled towns: Chiefly the extension of shophouse sites.

Government Building Programme

In Jesselton both the hospital and the Central Government Offices mentioned in the 1956 report have been completed and occupied. The hospital was graciously opened and named "The Queen Elizabeth Hospital" by The Countess of Perth on the occasion of the visit of the Minister of State for Colonial Affairs.

Keningau hospital was also completed and occupied and the tuberculosis hospital in Jesselton substantially completed. Quarters for hospital staff of all grades have been constructed adjacent to the hospitals. Minor improvements and extensions to other medical department buildings were the air conditioning of the operating theatre at Labuan and the construction of a new kitchen for electric cooking. Beaufort hospital was enlarged and a contract placed for enlarging the small hospital at Papar. Plans were under preparation for tuberculosis wards at Sandakan, Labuan, Kudat and Beaufort.

In the educational field, a contract for considerable extensions to Kent College including staff quarters and dormitories was placed and work commenced. Site works necessary for the new Secondary school in Jesselton were undertaken and work commenced on the dormitories and staff quarters. In Sandakan and Semporna and many villages small timber framed schools, often with quarters for a teacher, have been constructed.

A new High Court in Sandakan was opened by His Excellency the Governor in December and the market in Jesselton was completed at the same time.

The need for improved communications in the country was reflected by the construction of a Transport Depot near Jesselton and new workshops in Sandakan for the P.W.D. The Post Offices in Tuaran and Kudat were completed and work started on a similar office in Beaufort. A store for the Posts and Telegraphs Department was also completed in Sandakan.

In the field of housing, some quarters were built in almost all towns. In Sandakan the Residency was completely reconstructed and a small lodge built for the use of His Excellency the Governor. In Jesselton, although eight new senior officers' quarters were built, the first class ward of the old hospital converted into eight flats and six other quarters were under construction, it became necessary to purchase and rent a number of privately owned houses. A large programme of improvements to various quarters was also completed.

Besides the many small but necessary works not mentioned, a new wharf transit shed was nearing completion in Labuan, barracks and a police fort completed in Semporna, new head-quarter offices for the Forest Department in Sandakan under construction, and alterations and improvements to the studios and offices of the Broadcasting and Information Department were in hand at the end of the year. Works undertaken for the North Borneo Electricity Board consisted of extensions to the main Power House and offices in Jesselton and minor power houses and quarters, etc. in other towns.

Private and Commercial Buildings

A considerable number of private buildings were under construction in the town areas at all times during the year. These consisted mainly of Chinese shophouses, the traditional pattern of two storey buildings often being replaced by blocks of three and sometimes four storeys of good design.

A number of disastrous fires underlined the advantages of permanent building materials and even where timber buildings are permissible under the town planning legislation, concrete and brick construction is coming into wider use.

Several good cinemas were completed and the Banks and many of the major commercial houses now have offices, godowns and staff quarters built in permanent materials. The Malaya-Borneo Building Society showed an interest in small low cost housing schemes but have not, as yet, started building. They have, however, made a number of loans which has resulted in the construction of private houses.

The Government sponsored Credit Corporation has also been responsible for loans resulting in minor commercial and individual buildings.

The Shell and Standard Vacuum Oil Companies continued to improve their services and to construct bulk oil storage depots and a large number of service stations.

Building Materials

As previously stated, concrete and brick buildings are becoming more common but timber remains the principal building material in the Colony. This is natural in a timber producing country with poor communications since transport costs prevent economic sale prices of bulk materials, such as bricks or tiles, throughout the Colony from a central producing plant. Nevertheless small brickworks exist near Jesselton and at Tawau and low quality soil pipes are produced at Papar.

Efficient and economical shipping rates on the lines operating between North Borneo, Hong Kong and Japan have made the latter countries the main suppliers of cement, steel, asbestos cement, tiles and oven bricks. Plywood is imported both from Singapore and Taiwan, softboard and hardboard, hardware, paint, steel windows, etc. mainly from Europe, although paint from Hong Kong and louver windows from Australia are becoming increasingly popular.

There were no radical changes in the types of building material used during the year. In the larger towns, the areas in the centre of the towns are generally designed as "brick areas" under the town plans in which only permanent materials (i.e. bricks, cement, concrete blocks, reinforced concrete, fireproof sheeting or tiles)

may be used. In all towns the types of materials which may be employed are governed by town plans and the building by-laws administered by the Local Authorities.

In the smaller centres buildings are generally of semi-permanent construction and timber is the most commonly used building material, though *belian* (or "Borneo Iron Wood") shingle roofing formerly employed is being supplanted by asbestos or corrugated iron sheeting. The majority of Government quarters are built in semi-permanent materials, but a number of new quarters built during 1956 and 1957 were of permanent construction.

Dwellings in suburban areas of the larger towns are generally solidly constructed in semi-permanent materials (timber is the principal material used) often on concrete pillars with roofing of *belian* shingles, asbestos sheeting, or corrugated iron. In rural areas houses, especially those of farmers, are often of much more flimsy construction many having attap (palm leaf thatch) roofing and beaten earth floors.

In Native Villages houses are usually raised above the ground on piles and entered by steps or a notched tree trunk. In some parts of the country (noticeably in the more heavily populated and accessible areas on the West Coast) attractive timber buildings with corrugated iron or aluminium roofs are increasing, but in general the construction of native houses is more primitive. Houses are generally built of bamboo or nipah-palm stems, thatching made of nipah or sago palm leaves, or bark on round jungle pole frames. Such materials are easily obtained from the forest and but for their relatively short life can be considered quite adequate. Among Murut and Dusun tribes living in less accessible areas long-houses are still to be found. These are never as long as those commonly found in other parts of Borneo and seldom exceed 200 feet in length. In the Tambunan plain in the Interior the Dusuns build their houses entirely of bamboo.

Hotels and Rest Houses

Furnished Government Rest Houses are maintained at Keningau, Tenom, Beaufort, Sipitang, Papar, Kota Belud, Ranau, Kudat, Lahad Datu and Tawau. Accommodation and meals may be obtained at fixed charges. The rest houses are the only places in the towns in which they are situated which offer hotel facilities. Those at Ranau, Keningau, Kota Belud and Beaufort are particularly well patronised by visitors. There are hotels at Jesselton, Labuan and Sandakan.

SOCIAL WELFARE

Social Welfare Council

The Social Welfare Council, which was first appointed in 1954, met twice during the year. The terms of reference of the Council, which consists of nine persons prominent in the fields of Social Welfare with the Commissioner of Labour and Welfare as Chairman, are as follows:

- (i) To co-ordinate the social welfare work of the voluntary organisations *inter se* and of such organisations with that of Government;
- (ii) To review the social welfare work being done in the Colony from time to time and to bring to the notice of Government any particular matters which it considers require attention, including the necessity for the development of social welfare work in any given direction;
- (iii) To advise Government on particular issues connected with social welfare which may be referred to it by Government;
- (iv) To advise on the appropriate distribution among the various social welfare organisations in the Colony of any funds which may become available for welfare purposes from Government revenue, social welfare lotteries or any other source.

Funds available to assist welfare organisations now come from two sources, firstly, from direct votes from Government, and, secondly, from the proceeds of social welfare lotteries organised by the North Borneo Turf Club, which is licensed to carry out six such lotteries annually. The Council does much useful work in advising the Commissioner of Labour on distribution of these funds, and in advising Government generally on matters of policy and administration in all fields of social welfare.

Welfare of Children and Young Persons

The Commissioner of Labour and Welfare is the Protector under the Women and Girls Protection Ordinance (Cap. 159) but cases of children and young persons in moral danger or requiring protection are rare in this country. Destitution of children is also almost unknown.

Relief of the Destitute and Disabled

Public assistance for the care of the aged is the responsibility of the Department of Labour and Welfare operating through the Paupers Ordinance (Cap. 93). Institutes are maintained in Jesselton and Sandakan from the poor rate paid by employers and property-owners. Outdoor assistance is also provided. The Commissioner of Labour and Welfare has the assistance and advice of two voluntary boards in the administration of the funds of the institutes.

Charitable assistance is also received from the public in the way of amenities as gifts to inmates of the institutes. During the year the average number of inmates was 196.

The new institute built during 1956 in Sandakan to accommodate 100 old persons has proved to be very successful, and the building of a second new institute in Jesselton to replace the present obsolete and over-crowded buildings was begun during December of the year. The Jesselton Home is designed to accommodate 120 inmates.

War Victims Fund

The North Borneo War Victims Fund Ordinance (Cap. 88) authorised the establishment of a fund to be known as the North Borneo War Victims Fund and to be financed from voluntary contributions and such appropriations as may be made available from time to time by Government. The object of the fund is to give assistance towards the maintenance, education, benefit or advancement of any inhabitants of the former State of North Borneo who were incapacitated as a direct result of the war, and of their dependants. The fund is administered by a Board of Trustees, the Chairman of which is the Commissioner of Labour and Welfare.

Support from all sections of the community has been most generous since the fund was inaugurated in 1949. On Liberation Day (9th September) a special annual appeal is made. The following figures show the extent of the support which the public has given in response to the appeals:

1951	...	...	...	\$37,000
1952	...	...	...	30,000
1953	...	...	...	20,000
1954	...	...	...	25,000
1955	...	...	...	27,000
1956	...	...	...	23,000
1957	...	...	...	15,000

During the year the Board approved subsistence relief totalling \$21,376, which sum included both monthly allowances and food. At the end of the year some 208 persons were receiving such assistance. The Fund contributed also towards the cost of educating the children of war victims who could not afford to pay their school fees in full; in special cases the entire maintenance of children in boarding schools was paid. In 1957, \$19,221 was spent in assisting 205 children. Rehabilitation grants amounted to \$533.

Juvenile Delinquency

Under the Prisons Ordinance (Cap. 108) the Governor is empowered to transfer any juvenile delinquent or young offender to an approved school or to a place of detention in Sarawak or



Sailing Craft from the Celebes

(J. E. Longfield).



The Boat Builder

(J. E. Longfield).

Singapore subject to the approval of the Government of the receiving Colony. Cases of juvenile delinquency coming before the Courts are now, whenever communications and other conditions permit, investigated by the Department of Labour and Welfare with the co-operation of the Police and appropriate recommendations are made to the Courts. During the year six young offenders were sent to the Boys' Home in Kuching. Four boys were returned to North Borneo from the Home during the year, and assistance and advice in settling down was given to them by the Department of Labour and Welfare.

Prison Welfare

All prisons and lock-ups are visited regularly by Prison Justices and Prison Visiting Committees. For further details see page 113.

Red Cross Society

The North Borneo Branch of the British Red Cross Society is organized on the basis of two Divisions, based on Jesselton and Sandakan respectively and of five Centres, Kudat, Kota Belud, Beaufort, Labuan and Ranau. The Headquarters of the Branch are at Jesselton.

The Field Officer, whose services are made available through the generosity of London Headquarters, but whose local travelling and transport expenses are met by the North Borneo Branch, left the Colony in February, 1957 for a short tour of duty in Brunei and Sarawak prior to going on leave; the Field Officer returned in July. On her return she was stationed in Sandakan guiding and extending Red Cross work on the East Coast. The Field Officer returned to Jesselton at the end of the year.

The work of the Field Officer and, indeed, of the Branch, has been facilitated and recognized by the willingness of the Government to make a flat available for the Field Officer in Jesselton.

The West Coast Division has expanded its training work by dealing with twenty-six boys from the Government Trade School. Welfare work was maintained, and assistance was given by the Division in the move of patients from the old temporary hospital to the new imposing building.

The East Coast Division continued to be most active in all aspects of Red Cross work. There are one Detachment (eighty-four members) and two cadet units (forty-one members) and 174 link members. Over 1,100 nursing mothers and children have been provided with milk powder in the course of the year. The Divisional Director and the Field Officer went to Semporna after the disastrous fire in September and issued relief supplies.

Both the East Coast and West Coast Divisions were inspected by the Countess of Perth during her visit in September.

The Kota Belud Welfare Clinic has been extremely active and has dealt with a very large number of cases during the course of the year. The isolated Centre at Ranau under a North Bornean Centre Leader has carried on dealing with welfare cases; it is hoped to construct a hut at Ranau in conjunction with the NOBATA in 1958.

Labuan Centre continued training and welfare work, and was particularly busy at one stage when Hungarian refugees passed through on the way to Australia, and on another occasion when a Japanese ship was wrecked and assistance had to be given to the seamen.

The expansion of the work of the North Borneo Branch of the British Red Cross Society has been made possible by the generous support of the public both by the voluntary services of individuals and by subscriptions and donations. The North Borneo Branch is also greatly dependent on the grants made by the Social Welfare Council, the extent of which reflect the support given to Red Cross by the public.

At the end of 1957 the membership of the Branch was as follows:

Number of Branch Officers and Members ...	...	113
Number of Detachment Officers and Members	...	128
Number of Detachments ...	...	3
Number of Junior Members, Cadets and Link Members		328
Number of Subscribing Associates ...	...	300

St. John Ambulance Association and Brigade

The St. John Ambulance Association and Brigade pursued its usual activities throughout the year, attending all important sporting fixtures, race meetings and the larger public functions.

The Brigade has maintained two ambulances in public service, one at Jesselton and one at Tawau. These vehicles have been on call to the hospitals as required and they have attended the scenes of accidents. Regular first aid classes were held in all divisions.

After a quiet period caused by the lack of senior officers, a new Commissioner was appointed in October and new members of the Committee were nominated as a result of which, considerable expansion began to take place. By the end of the year, Jesselton and Penampang had increased to five divisions of the Brigade and recruiting activity had resumed at Sandakan and Tawau. New stores and equipment to meet the expansion are on order from London.

Boy Scouts

Scouting continues to flourish in the Colony with approximately 1,000 uniformed members, forty-six Scout Troops, eight

Senior Troops, five Sea Scout Troops and five Wolf Cub Packs. There is no problem of racial distinction, and Dusuns, Chinese Europeans, Indians, Malays and Eurasians all mix happily together.

The highlight of the year was the representation of North Borneo at the Jubilee Jamboree held at Sutton Coldfield in England. The small contingent worthily represented the Colony and received high commendation from authorities and visitors alike. Her Majesty the Queen and His Royal Highness the Duke of Gloucester both visited the Borneo camp. The Jamboree was attended by eighty-seven different nationalities. Following the Jamboree the contingent were well entertained by various organisations in England and also underwent a course of training at Gilwell Park. On their return to North Borneo two members of the party toured the Colony giving an exhibition of photos and a lecture on their visit to Great Britain.

During this year we welcomed Mr. Stephens who has been appointed as Travelling Commissioner for the Borneo Territories. His experience and full-time efforts will be of tremendous assistance to the Movement. He is starting his tour by a period of residence in Sarawak and will follow this by a year in North Borneo.

A notable visitor during the year was Lady Perth who met scouts and scouters when she accompanied her husband on his tour of the Far East.

A site has now been acquired for a permanent training camp at Kuala Petagas.

Among the St. George's Day awards was that of the Silver Acorn to the Colony Commissioner.

Girl Guides

For the second year in succession the North Borneo Girl Guides Association printed its own annual report which offered a complete record of Guiding in North Borneo during the previous year. The Colony is divided for Guiding purposes, into four Districts, in which are ten Companies and five Brownie Packs. The total enrolment in the Colony at the end of the year was 250. There is still a shortage of Guiders for Companies and Packs, but this should gradually be overcome as more Borneo girls are awarded warrants after they have qualified. At the end of the year there were thirty-one Guiders, (fifteen of whom are warranted), one Colony Training Adviser, one Colony Camp Adviser and one District Commissioner. During the year three local Borneo girls were promoted to District Captains. Very satisfactory progress has been made by the Colony Training Adviser, particularly in the training of young Guiders who are permanent residents of North Borneo. Out of the total of fifteen warranted Guiders in the Colony, ten have qualified for warrants during the past twelve months.

In January, four Guides attended the Regional Centenary World Camp at Manila. There was one Guide from each of the four Districts and their experiences while in Manila have been of great value to them and to their Districts.

Local Associations continued to give valuable help and support in all Districts.

North Borneo Anti-Tuberculosis Association (NOBATA)

The Association was registered in 1953 as a local voluntary social welfare organisation with the principal object of combating tuberculosis in the Jesselton area. The main activities now are firstly the provision of relief and welfare to patients and their families and secondly preventive measures to decrease the incidence of tuberculosis in the Colony. During the past four years the Association has grown and spread throughout the Colony and there are now nineteen autonomous branches. The parent branch is in Jesselton.

The Association depends on voluntary contributions from the general public. During 1957 these have increased and consequently the Social Welfare Council grant has also risen with the result that the Association was able to spend \$51,000 on welfare and relief measures in addition to providing anti-tuberculosis propaganda material, the construction of NOBATA huts in some centres where out-patients can attend for treatment, the maintenance of the Jesselton Rest Home, which has been in constant use by out-patients from such places as Ranau who come for X-rays and then wish to find employment for a few months before returning to their kampongs, the employment of a qualified dresser who has continued to visit villages round Jesselton to give advice and regular treatment to out-patients, the payment of part of the school fees of some patients' children, and at Christmas, parties have been arranged in the T.B. wards throughout the Colony and gift parcels distributed to all the patients. The public and commercial firms have been most generous in their support of the Association both financially and in gifts of foods and materials. The Social Welfare Council in addition to the substantial grants for general welfare work has also given special grants towards particular projects such as the building of huts and rest homes.

The welfare and relief work of the Association is carried out by voluntary workers who visit patients both in hospitals and in their homes. Much assistance is given by members of the medical profession, by the Government Medical Department, by other Government Departments and by other organisations, in particular in assisting with the dissemination of anti-tuberculosis propaganda.

The Association has been able to secure light employment for a number of ex-patients. Occupational therapy has been encouraged wherever possible and among other activities patients are making

fishing nets, growing vegetables, and making articles for sale on the sewing machines provided by the World Health Organisation. In Jesselton many thousands of tin spouts for collecting latex have been made and are now being bought by most of the Colony's rubber estates.

Close liaison is maintained with the Medical Department and with the local branches of the British Red Cross Society, and useful contacts are kept with the National Association for the Prevention of Tuberculosis in the United Kingdom, and Commonwealth anti-tuberculosis associations among others those in Singapore and Sarawak. One Medical Department employee, a member of NOBATA, was sent to the United Kingdom on a six-month N.A.P.T. scholarship to study tuberculosis work there. A drug resistant infectious patient was sent to Singapore for an operation which has resulted in him being able to return to his work as a dresser in the Medical Department.

During the visit of Sir Harry Wunderley, the Tuberculosis Adviser to the Commonwealth of Australia Department of Health, NOBATA was able to show him the typical living conditions of many patients and ex-patients. In discussions with him the Association received numerous ideas as to how it could most effectively help in any Medical Department scheme to eradicate tuberculosis in the Colony.

Rotary International

Rotary Clubs flourish at Jesselton and Sandakan, with a Rotary Inner Wheel Club, which meets in Jesselton, composed of wives of Rotarians.

The Rotary Club at Jesselton has gone from strength to strength during the past year with an increased membership particularly of new businessmen arriving in the District. The target for 1957/1958 is that of building a Maternity Home at Penampang for the use of the Catholic Sisters in coping with maternity cases in the more inaccessible areas of Penampang. It will be simply equipped but will give modern facilities in a well constructed building providing some six to eight beds with the possibility of extension should the need arise in the years to come. Great interest and help has been received from various public bodies in assisting towards the achievement of the project within a period of scarcely nine months.

Chapter 8: Legislation

Laws applicable in the Colony

THE Colony of North Borneo comprises the former State of North Borneo and the Settlement of Labuan, which were governed respectively by the Laws of the former State and the Laws of the Straits Settlements. The work of unifying and revising the Laws was completed during 1955, when the Revised Edition (1953) of the Laws of the Colony and a supplementary volume in respect of the last six months of 1953 and the whole of 1954 were published. Annual volumes are now issued each year.

Legislation

During the year under review twenty Ordinances were enacted, the most comprehensive of which were those dealing with debtors, fire prevention (town areas) and nursing and maternity homes.

The objects of the Debtors Ordinance (No. 12) is to make more modern provision for the enforcement of judgments of the Courts in civil proceedings. The Fire Prevention (Town Areas) Ordinance (No. 8) is to make provision for the public protection to create firebreaks in urban areas in certain circumstances where the inability to rebuild following war devastation and for other reasons has created an unusual fire risk in areas of crowded houses built of temporary combustible materials. The Nursing and Maternity Homes Ordinance (No. 10) is to provide for the control and inspection of nursing and maternity homes in connection with which there is at present no legislation in the Colony.

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

Electricity (Amendment) Ordinance (No. 11), Interpretation (Amendment) Ordinance (No. 5), Labour (Amendment) Ordinance (No. 15), Municipal and Urban Authorities (Amendment) Ordinance (No. 18), Opium and Chandu (Amendment) Ordinance (No. 3), Pensions (Amendment) Ordinance (No. 1), Registration of Births and Deaths (Amendment) Ordinance (No. 7), Registration of Births and Deaths (Amendment) (No. 2) Ordinance (No. 14), Road Traffic (Amendment) Ordinance (No. 6), Rubber Industry Replanting Fund (Amendment) Ordinance (No. 9), Rural Government (Amendment) Ordinance (No. 17), Weights and Measures (Amendment) Ordinance (No. 4), Widows' and Orphans' Pensions (Amendment) Ordinance (No. 2), Workmen's Compensation (Amendment) Ordinance (No. 20), and the usual Appropriation Ordinances.

Chapter 9: Justice, Police and Prisons

JUSTICE

THE main structure of the North Borneo system of law consists, apart from Orders of the Queen in Council, of Ordinances 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. The law in Labuan, which for historical reasons formerly differed in many respects from that of the mainland, has now been brought into line either by applying Ordinances of the former State to Labuan or, occasionally, by applying Straits Settlements legislation to the mainland. A large number of Straits Settlements Ordinances which applied to Labuan have also been repealed. The basis of the criminal law is the Indian Penal Code with certain modifications. By the Application of Laws Ordinance (Cap. 6) it is provided that, save in so far as other provision is made by the written law in force in the Colony, the common law of England and the doctrines of equity, together with statutes of general application as administered or in force in England at the commencement of the Ordinance, shall be in force in the Colony.

The Courts functioning throughout the Colony for the administration of civil and criminal law are as follows:

- (1) The Supreme Court of Sarawak, North Borneo and Brunei, comprising—
 - (a) The Court of Appeal;
 - (b) The High Court; and
- (2) The Magistrates' Courts comprising Courts of—
 - (a) Magistrates of the First Class;
 - (b) Magistrates of the Second Class; and
 - (c) Magistrates of the Third Class.

Four sessions of the Court of Appeal were held at Jesselton during the year. Judges came from Sarawak in order to constitute the Court. The Judge in North Borneo has also visited Kuching, Sarawak, as a member of the Court of Appeal there. The High Court sits chiefly in Jesselton but has also visited other districts on circuit. There is only one Judge resident in the Colony.

There is one full-time professional Magistrate. He has been stationed in Jesselton, but has visited Sandakan and other districts to hear cases.

The other Magistrates are drawn from the Administration. Of these there are gazetted twenty-seven Magistrates of the First Class, thirteen Magistrates of the Second Class and fourteen Magistrates of the Third Class. Several Magistrates, however, are seldom called upon to exercise magisterial functions.

In the High Court civil litigation has followed very much the pattern of that of previous years, the chief class of action being that for the recovery of money lent, or money for goods received. The professional magistrate's jurisdiction extends to \$1,000, and claims for over that sum are triable in the High Court.

A record of the work of the Courts of the Colony during 1957 will be found in Appendix VIII.

Native Courts

Quite distinct from the Magisterial Courts are the Native Courts, of which there were thirty-two in the Colony at the end of the year. The Courts are established under the provisions of the Native Courts Ordinance (Cap. 86) and have jurisdiction in the following matters:

- (a) in cases arising from breach of native law or custom in which all the parties are natives;
- (b) in cases arising from breach of native law or custom, religious, matrimonial or sexual, if the sanction of the District Officer has been obtained to the institution of proceedings where one party is a native;
- (c) in cases arising from breach of Muslim law and custom in which all the parties are Muslims; and
- (d) in other cases where jurisdiction is expressly conferred by other legislation.

For offences against native law or custom a Native Court may impose a fine or may order imprisonment, or may inflict any punishment authorised by native law or custom that is not repugnant to natural justice and humanity.

Appeals from the Courts lie to the District Officer, who also has the power of revision, and from the District Officer to the Resident. A final appeal lies to the Governor.

During 1957 a total of 1,968 cases were heard by the Native Courts. There were fifty-seven appeals to District Officers, twelve to Residents and three to the Governor.

POLICE

Organisation

The Headquarters of the North Borneo Police Force are at Marina Barracks, some five miles south of Jesselton. Immediately adjoining are the Police Depot and Training School.

The Colony is divided into three Police Divisions. The East Coast Division containing the Sandakan and Tawau Residencies, the West Coast Division containing the West Coast Residency and Labuan, and the Interior Division.

The East Coast Division is commanded by a Senior Superintendent of Police, who has his Headquarters at Sandakan and comprises three Police Districts having a total of eight Police Stations. Each Police District is commanded by a Gazetted Police Officer. In addition the Marine Branch of the Force is based on Sandakan for patrolling the East Coast and also mans two outposts located on strategic islands.

The West Coast Division is commanded directly from Police Headquarters and comprises five Police Districts having a total of eleven Police Stations. Three of the Police Districts are commanded by Gazetted Police Officers and two by Inspectors.

The Interior Division is also commanded directly from Police Headquarters and comprises two Police Districts with a total of eight Police Stations. One of the Police Districts is in the charge of a Gazetted Police Officer and in one the Senior Administrative Officer performs the duties of the Police Officer.

Establishment and Strength

In 1957, the Establishment was increased by two Gazetted Officers and six Inspectors.

The Establishment and strength for 1957 were as follows:

				<i>Establishment</i>	<i>Strength</i>	
				1957	1.1.57	31.12.57
Gazetted Officers	...			24	22	20
Inspectors	...			27	21	23
Sergeant Majors	...			20	14	14
Sergeants	...			68	44	59
Corporals	...			111	84	95
Constables	...			749	749	735
Rural Constables	...			30	30	30
P.I.Es	...	...		13	13	13
Teacher	...	...		1	1	1
TOTAL ...				1,043	978	990

The ranks of Lance-Sergeant, Lance-Corporal, Detective, Serang and Engineer were abolished and the Establishments for these ranks were absorbed into the Establishments for Sergeant Major, Sergeant, Corporal and Constable.

The racial composition of the Force on 31st December was nineteen Europeans, 566 Dusuns, 155 Muruts, four Malays, thirty-one Chinese, eleven Indians, nine Pakistani, seventeen Sikhs, seventy-four Bruneis and 104 Others.

Police Reserve and Special Constabulary

The numbers of police reservists rose by eighteen during the year and stood at 222 on 31st December. The police reserve consists of personnel who have had at least three years' service and who on leaving the Force volunteer to go on the reserve. Members of the reserve are called up for training from time to time.

The Special Constabulary continued to be active in some places, particularly in Semporna, but in other places results have been disappointing.

Recruits and Training

The improvement in the educational standard of applicants for enlistment was maintained. Of 136 prospective recruits interviewed, 102 were accepted for training.

English classes at Primary II, III and IV standards form part of the normal recruits' course and one teacher was engaged on a part time basis to conduct the classes. Funds have been increased to permit the employment of four part time teachers in 1958.

Recruiting statistics for the year were as follows:

<i>In Training</i>			<i>Completed Training</i>		
On 1.1.57	...	35	In 1957	...	47
Recruited during			Discharged as un-		
1957	...	102	suitable	...	21
			In training on		
			31.12.57	...	69
		<hr/> 137			<hr/> 137

A promotion course of three months duration was attended by thirty-six selected constables of whom twenty-four were successful. Of these eight were promoted to Corporal and the remainder will receive consideration as and when vacancies occur.

Three Probationary Inspectors satisfactorily completed a special course in which the emphasis was on riot control and procedure, foot and arms drill, weapon training, fire fighting and first aid.

Training in First Aid is included in the syllabus of all courses and thirty-two men passed the St. John Ambulance Association Lay Instructors Examination. Twenty-seven men were awarded First Aid Certificates.

Three Platoons of the Mobile Force joined the 1st Battalion South Wales Borderers from Singapore in an amphibious training operation which, based on Sandakan, was staged along the East Coast during November. Jungle survival methods practised by the Borneo natives were demonstrated by the Force who were also able to see the latest Army jungle warfare techniques.

This was the first occasion since the war that any Army unit had visited North Borneo. The Exercise provided valuable training experience, both for the North Borneo Police and for the troops taking part, and excellent relations with all sections of the community were quickly established and were maintained throughout the visit.

Discipline, Health and Welfare

Discipline was well maintained throughout the Force during the year. Morale remained excellent but the shortage of married quarters which has been slightly eased still cause some distress.

A Central Canteen Fund is maintained at Police Headquarters with contributions received from the Depot Canteen and the canteens run in Police Districts. The Central Canteen Fund is used to promote police welfare and recreation in all stations through the provision of indoor and outdoor recreational and sporting equipment. This is the only fund to which personnel contribute. These contributions are made in the form of small profits on commodities, the prices of which are determined by committees composed of all ranks.

Police Teams and individuals continue to do well in all forms of sport.

There were no epidemics among personnel in any area during the year and the health of the Force as a whole was good. Few new cases of tuberculosis were reported and there were no deaths from disease.

Average attendances at the Depot Clinic continued to increase although the total was slightly lower than in 1956 owing to the coincidence of public holidays with "clinic days"; it is not possible to make alternative arrangements when this occurs because the Health Visitors and Midwives are fully occupied with engagements at other clinics. Comparative figures are as follows:

	1954	1955	1956	1957
Number of clinics held ...	48	51	52	47
Attendance ...	2,797	3,540	4,336	4,168

In the Depot and in other stations every effort is made, particularly by the wives of officers, to ensure that the families of personnel attend clinics and that they learn to appreciate the value of the facilities offered.

Band

The band has continued to prove popular on its public appearances. These included ten Guards of Honour and three special parades in Jesselton and nine visits to places outside Jesselton.

The number of visits to outstations is limited by the expense involved. In addition, the band played at Government House on the evening of the Queen's Birthday and on the Jesselton town padang for a programme of Carols by Candlelight, which was broadcast by Radio Sabah. The personnel of the band are incorporated in a platoon of the Mobile Force.

Transport

Four new personnel-carrying vans were purchased during the year as replacements and two Land Rovers were taken off the road. Four new motor cycles were taken into use and three old motor cycles were taken off the road. Fifteen Police bicycles were issued to Stations.

Marine Branch

During the year another 37-foot *kumpit* was laid down and completed and two old *kumpits* were withdrawn. The 75-foot Sabahan was re-engined in Singapore while the 75-foot Segama underwent a major overhaul.

At the end of the year the craft in operation consisted of three 70/75-foot launches, five 37-foot *kumpits*, one 26-foot *kumpit* and two 16-foot harbour launches.

The 37-foot *kumpits* continued to have engine trouble and have spent far too much of their time in dock. Some progress has been made locally in curing the various faults but since these are due principally to faulty parts the process is necessarily slow.

All launches and *kumpits* are fitted with radio and maintain contact with each other whilst on patrol and with police radio stations ashore.

The Police Marine Branch was responsible for the detention of twenty-four foreign craft and the arrests of 124 persons for infringements of the law in territorial waters. The majority of the craft seized were confiscated and sold by order of the Courts. The Branch also assisted in the investigation of offences reported along the coastline.

Marine patrols were again supplemented by occasional visits and patrols by R.A.F. aircraft and by units of the Royal Navy, Royal Australian Navy and Royal New Zealand Navy which have had a very valuable effect on morale along the East Coast and which undoubtedly serve to some extent as a deterrent to would-be marauders who operate from outside territorial waters.

Police Marine Branch personnel and craft took part in the amphibious training exercise held in conjunction with the South Wales Borderers during November on the East Coast.

Serangs and Engineers were reclassified, those holding Special Grade Certificates became Sergeant Majors and those holding Grade I Certificates became Sergeants.

Training of serangs progressed slowly but it is hoped that several men will pass the necessary examinations for the next higher Grade when they have put in the qualifying sea time.

Radio Communications

There are HF radio sets at Police Headquarters and at a number of police stations. All the sea-going launches and *kumpits* are fitted with radio. In addition, there is a VHF network covering the Jesselton area. All radio sets are installed and maintained by the Posts and Telegraphs Department, which also trains the operators.

Watches throughout the twenty-four hours are maintained at Police Headquarters and at Divisional Headquarters, Sandakan. Daily schedules are maintained from Police Headquarters with the Sarawak Constabulary and the Brunei Police.

Buildings

A new Police Station and quarters were occupied during the year at Semporna and a new fortified watchtower also at Semporna was brought into use. New Marine Branch quarters were occupied at Sandakan.

Two outposts located on strategic islands were occupied and equipped with radio sets. Buildings are rather primitive but satisfactory for the time being.

Crime

Serious crime is fortunately rare. 2,883 crimes of all categories were reported in 1957, a decrease of 807 over the previous year's figures. 1,688 convictions were obtained in 1,824 cases taken to Court, the number of persons convicted being 1,920.

There was an increase of thirty in the number of offences against the person and an increase of one in the number of offences against property.

Comparative figures for Penal Code offences against the person and against property are as follows:

	1953	1954	1955	1956	1957
Offences against the person	62	63	116	94	124
Offences against property ...	553	618	617	553	554

Detailed crime statistics will be found at Appendix X.

113 juveniles and young offenders aged between seven and twenty-one years were convicted of offences against the Penal Code. Sixty-eight of these were convicted of theft and fourteen were imprisoned. Of 139 juveniles and young offenders convicted of offences under the Laws of the Colony other than the Penal

Code, fifty-nine were concerned with traffic offences and thirty-three with the Immigration Ordinance. Of the latter fourteen were imprisoned.

946 fingerprint enquiries passed through the Finger Print Bureau representing a decrease of ninety-four compared with 1956. Of this total 160 (or 16.9 per cent) were traced. 651 new sets of fingerprints were added to the Bureau records bringing the total registered to 7,181.

Immigration

Police have performed this duty since 1955. A full time Staff Officer (Immigration) is employed at Police Headquarters, all officers-in-charge of Police Districts are Assistant Commissioners of Immigration and officers in charge Police Stations are Immigration Officers in addition to their other duties. Thirteen Police Immigration Examiners and thirteen Clerks are also employed full time; other Police and clerical personnel assist.

Comparative figures of international travel documents, visas and entry permits issued are as follows:

		1956	1957
Passports, New	...	355	761
Passports, Renewals	...	244	248
Certificates of Identity	...	3,996	2,175
Visas	...	856	608
Entry Permits	...	259	104
Labourers Permits	...	6,856	3,630
	...	<u>12,566</u>	<u>7,526</u>

Shipping, aircraft and passenger statistics are as follows:

LABUAN		1956	1957	
Ships	...	1,308	1,737	
Aircraft	...	2,794	2,867	
Passengers—In	...	12,557	12,979	
„ —Out	...	13,334	13,676	
„ —Transit	...	21,429	10,269	(Apparent decrease only. In 1956 transit passengers were counted twice, once on entering the Colony, and again on leaving).
SANDAKAN				
Ships	...	1,397	1,421	
Aircraft	...	—	6	
Passengers—In	...	12,350	12,219	
„ —Out	...	11,985	12,339	
„ —Transit	..	—	—	

TAWAU			1956	1957
Ships	...	...	4,179	3,766
Aircraft	...	...	—	—
Passengers—In	...	...	27,772	21,082
„ —Out	...	...	26,496	21,063
„ —Transit	...	...	—	—
OTHER PORTS				
Ships	...	...	276	326
Aircraft	...	...	—	—
Passengers—In	...	...	2,644	4,821
„ —Out	...	...	2,639	3,839
„ —Transit	...	...	—	—

PRISONS

Organisation

The Prisons Department is administered by the Commissioner of Police as Inspector of Prisons.

There is a central prison at Jesselton which can accommodate 188 men and ten women prisoners and which is under the charge of a Superintendent of Prisons. There is a smaller prison at Sandakan. In addition there are sixteen lock-ups in other stations in charge of Police or Administrative Officers. Persons sentenced to six months imprisonment or more are transferred to the Central Prison at Jesselton or to the prison at Sandakan. All persons who have received sentences of twelve months or more are transferred to the Central Prison at Jesselton.

Staff

The establishment and strength of the Prisons Department at the beginning and end of the year were as follows:

		Establishment		Strength	
		31-12-56	1-1-57	31-12-57	
Gazetted Officers	...	1	1	1	
Gaolers	...	2	1	1	
Senior Warders	...	3	2	3	
Warders	...	57	49	52	
Wardresses	...	3	1	2	
Clerks	...	2	2	2	
		<hr/>	<hr/>	<hr/>	
		68	56	61	
		<hr/>	<hr/>	<hr/>	

The improvements in the rates of pay reported last year brought an improvement in the standard of local candidates recruited into the service during the year.

Discipline and Health

Prison offences again showed an increase during the year. Forty-six disciplinary offences were committed by prison staff as compared with thirty-six in 1956, whilst there were seventy-three offences committed by prisoners against regulations as compared with fifty-two in 1956. Despite these increases the discipline of prisoners and staff can be considered to have been satisfactory.

There were eight escapes during the year and seven of the prisoners concerned were recaptured.

Health was satisfactorily maintained. In common with the rest of the Colony there was an epidemic of "Asian flu". One death from cerebral haemorrhage occurred during the year at Jesselton General Hospital.

Trained hospital dressers are stationed at Jesselton and Sandakan prisons and Medical Officers visit the prisons and lock-ups regularly.

Classification of Prisoners

Prisoners are classified as follows:

- (a) first offenders.
- (b) recidivists.
- (c) young prisoners (sixteen to twenty-one years of age).
- (d) juvenile male prisoners (below sixteen years of age).
- (e) juvenile female prisoners (below sixteen years of age).
- (f) remand prisoners.
- (g) female prisoners.

A scheme is in operation whereby prisoners receive promotion by progressive stages for diligence, good work and good behaviour and thus become entitled to various privileges.

Long sentence prisoners are taught trades in the Central Prison. There are workshops for tinsmiths, carpenters, cobblers, blacksmiths and tailors. Prisoners with an agricultural background are given the opportunity of working on the prison farm.

Welfare, Education and Sports

Books and magazines are available to prisoners at the prisons and lock-ups.

Films are shown once a month at the Central Prison, and the prisoners produced three concerts devised by themselves during the year.

Volley ball, table tennis, football and badminton are played in the evenings. During the year several local teams were played at volley ball and football.



Hankin Shoal

(Information Department).

Summit of Kinabalu from the Air

(J. E. Longfield.)



Two English classes, a literacy class and a simple mathematics class were started at the Central Prison. The literacy class is compulsory for all illiterate prisoners while the others are voluntary.

Visiting Justices and Visiting Committees

The Visiting Committees visited all prisons and lock-ups monthly. Lady members of these Committees regularly visit women prisoners at Jesselton and Sandakan. Their reports during the course of the year have been most satisfactory and complaints by prisoners very few.

Admissions

756 male and twenty-three female adult prisoners were committed during the year and of these 484 males and nineteen females sentenced to imprisonment.

Juvenile Delinquents

The increase in the numbers of juveniles admitted on remand (twenty-three males during the year as compared with eight in 1956) is causing some concern. Nineteen male juveniles were convicted; six were sentenced to detention to be served at the Boys' Home, Kuching, and two were sentenced to less than one month. The remainder were discharged on the signing of a bond

Chapter 10: Public Works and Public Utilities

PUBLIC WORKS DEPARTMENT

THE Public Works Department is responsible for all engineering and building works of a public nature. The Department is under the direction of the Director of Public Works, who is assisted by a Deputy Director. Departmental headquarters are at Jesselton. Senior Executive Engineers stationed at Jesselton and Sandakan are responsible, under the Director, for public works in the West Coast and Sandakan district respectively, and Executive Engineers are now established at Tenom, Tawau and Labuan, while other Senior Executive Engineers are in charge of the Drainage and Irrigation, Design and Road Construction branches.

As a result of the revision of salaries, following the Bain Report, the recruitment of professional staff improved greatly and by the end of the year the Public Works Department was in sight of full establishment. This made possible the posting of engineers to more outstations, as well as greater progress in works undertaken. However, there was still a staff shortage in the junior technical posts and this continued to present a serious problem. A total of eighteen technical posts on the Departmental establishment remained unfilled and every effort is being made to recruit additional staff.

Expenditure

Total expenditure during the year amounted to approximately \$17.7 million, of which \$5.0 million was met from Colonial Development and Welfare sources, \$2.2 million from Loan funds and \$330,000 from former Japanese Assets. Personal emoluments amounted to \$1.0 million or 5.6 per cent of the Department's total expenditure during the year.

Wharf Reconstruction

The programme of reconstruction of the wharves at the principal ports has proceeded satisfactorily. Work on the new wharf at Jesselton was completed. This wharf was finally constructed to a length of 650 feet and has already been used by ocean carriers, one notable load being the new Diesel train for the Railway. Proposals for the construction of new wharves at Tawau and Kudat were submitted by Consulting Engineers.

New godown facilities at Labuan and Sandakan are nearing completion.

Sewerage

The team of two engineers made available in 1954 under the World Health Organisation Environmental Sanitation Scheme completed the preparation of detailed plans and specifications for sewage disposal in the principal centres of population. The towns covered by the scheme are Jesselton, Sandakan, Tawau, Kudat, Labuan, Papar, Beaufort and Tenom. Construction work commenced on all these schemes except Kudat and Papar.

Reclamation

Reclamation work at Jesselton has continued. The reclamation of a triangular section of approximately seven acres adjacent to the wharf to provide a site for bulk oil storage and godowns was completed. Building commenced on an area of six acres extending from Fraser Street to Dent Street, the reclamation of which had been largely completed in 1955. Each of these works has been undertaken on contract. The reclamation of an extensive area of seabed lying between the Chartered Bank's premises, the Treasury and the main commercial area of the town, which had been carried out by a local construction company under agreement, has been finished and building has commenced. A large compact area of valuable reclaimed land has thus been made available for building in Jesselton, where, because of topographical features, there is little flat land suitable for building in the immediate vicinity of the town.

No reclamation work was undertaken at other towns in the Colony.

Airfields

The work of widening the Labuan airfield, clearing and levelling the side margins, enlarging the parking area and constructing a new taxiway was completed. Further bearing tests have been carried out by the Royal Air Force but a rolling test is awaited before a decision can be taken on the surfacing of the runway. The runway is 6,400 feet in length (including over-runs) and 150 feet in width, with cleared and levelled margins for a total width of 500 feet.

Continuous wet weather during the last three months of 1956 resulted in serious and permanent deterioration of the surface of the low-lying grass airfield at Jesselton, which was closed to main-line (Dakota) aircraft for a total of thirty-two days and to all aircraft for fourteen days. This was in spite of work that had been carried out to improve the drainage.

Early in the year, following upon some experimentation, the construction of a temporary strip was commenced, designed to carry Dakota traffic until more permanent arrangements could be

made. This work, consisting of a 1,200 yard runway with 200 feet over-runs, constructed in stabilised earth with a bituminised coral surface was completed in four and a half months and has been available for use since early July. At the end of 1957, survey and setting out work were started for a permanent strip to carry Dakota traffic.

The internal feeder service strip at Lahad Datu, which had been closed to traffic from February, 1955, while the runway surface was improved and the side margins were widened, was reopened to traffic in January. This airfield and those at Sandakan, Keningau, Kudat, Ranau and Tawau operated satisfactorily throughout the year.

No new airfields were constructed.

General

The work of equipping the new workshop at Jesselton and converting the old workshop into a machine-shop has been finished. A new transport workshop is also nearing completion in Jesselton and a general workshop in the Sandakan depot. Smaller workshops for first line repairs are being established at Tawau, Tenom and Labuan.

ELECTRICITY

The North Borneo Electricity Board came into being on 1st January, 1957 and took over all Government electricity undertakings from that date, at an agreed valuation of \$1,854,587. Considerable amounts of stores, which had been ordered by the Public Works Department, were also taken over during the year, the cost to be largely met by the issue of further stock. The Board, a majority of whose members had previously served on the Electricity Advisory Board, proceeded to implement the recommendations of that Board as regards the development of existing stations and the construction of new stations.

The Board's Stations

In Jesselton a new generating set of 750 kw. arrived towards the end of the year, to be installed in 1958. It will raise the capacity of the station from 1,485 kw. to 2,235 kw. During the year the number of consumers rose from 1,466 to 1,681 and consumption from 2,048,140 units in 1956 to 2,787,441, an increase of thirty-six per cent. It was decided not to proceed at the present stage with the order for a second 750 kw. set.

An H.T. distribution at 11,000 volts was constructed to Penampang and was in a position to supply power both for water pumping and domestic use by the beginning of 1958. The replacement of timber by steel poles for overhead transmission lines

continued during the year and should be completed in 1958. Until this is done, regular and vexatious interruptions of supply are inevitable.

The Labuan station was completed and the capacity raised to 605 kw. Consumers increased from 390 to 440, while consumption was almost doubled, the figures being 452,392 units for 1956, compared with 896,782 for 1957, a ninety-eight per cent increase. Here again repoling in steel continued throughout the year and should be completed in 1958.

In Tuaran the installed capacity of seventy-seven kw. proved adequate for demand, but towards the end of the year a twenty-four hour service was introduced with the installation of a semi-automatic set for the night load. The number of consumers rose from 120 to 138. The number of units sold rose by sixty-five per cent from 58,276 in 1956 to 96,652 in 1957.

At Kudat an entirely new station of 150 kw. was built, but it was still necessary to retain in use a further twenty-five kw. set to supply the hospital or until power lines could be erected from the new station. Hours of supply were increased from six to sixteen.

A new station of an installed capacity of 355 kw., with all ancillary buildings, was under construction at Tawau during the year, to be opened in 1958. The construction of a station at Keningau, which was originally planned for 1957, was deferred until 1958.

In all the Board's stations a similar tariff operates: details of the Jesselton tariffs, which are the lowest, are given in Appendix XIV. Unfortunately, owing to increased costs, the Board found it necessary to impose a fifteen per cent temporary surcharge on all bills with effect from September.

The Board's distribution is by alternating current at 11,000 volts, 6,600 volts and three phase 400/230 volts at fifty cycles per second.

Commercial Power Stations

The Sandakan Light and Power Company (1922) Limited continued to supply electricity in Sandakan. The Company's power station has an installed capacity of 2,250 kw. of which 1,500 kw. is by steam generation and 750 kw. by diesel power.

Small private undertakings operated under short term licences in Papar, Tawau, Beaufort and Tenom during the year. These small stations have installed capacities of under 100 kw. and operate on a single shift basis between the hours of 6 p.m. and 11 p.m.

Work proceeded on the installation in Kota Belud by a private licensee of small automatic generators, with a limited low tension distribution, built to operate with the minimum of supervision

and serviced from a central depot in Jesselton. This is the first of a number of such installations to be made in small towns where electrical development had not previously been contemplated. The first station will open in 1958.

W A T E R

The supply of water in urban areas in the Colony is nowhere wholly satisfactory but considerable improvements to supply systems have been effected. Urban expansion and reconstruction (which have increased in tempo during recent years) continue to tax water supplies severely. The Public Works Department is responsible for the water distribution systems in all the larger towns in which there are water supplies.

The water supply at Jesselton is drawn from the Bukit Padang reservoir about three miles from the centre of the town, which is supplemented by water pumped from a nearby stream. The supply is purified before being distributed to consumers. The demand has continued to increase and consumption during the year amounted to 141 million gallons (an average of 390,000 gallons per day) as compared with 135 million gallons in 1956 and 126 million gallons in 1955. This increased consumption has placed a very heavy strain on the supply and distribution systems with the consequence that the supply of water at the ends of the main, and particularly at Tanjong Aru and Kepayan, where there has been rapid development during the last few years, was inadequate.

A new scheme designed by Sir Bruce White, of Wolfe Barry and Partners of London, which provides in the first instance for a pumped supply of one million gallons of fully treated water per day from the Moyog river at Penampang, has been adopted by Government and work was nearing completion by the end of the year.

The Tuaran supply scheme, which was brought into operation early in 1956, provides for a supply of 100,000 gallons of filtered water per day can, if required, be increased to 200,000 gallons per day. The average daily consumption during 1957 was 72,000 gallons.

The water supply at Tawau has a capacity of 250,000 gallons of fully treated water per day and there is already a demand for the extension of the reticulation system. Some initial troubles have been experienced, but these are being overcome.

Chapter 11: Communications

HARBOURS AND SHIPPING

IN THE fourteen ports and timber loading points in the Colony some 5,918,374 gross tons of shipping entered and cleared during the year 1957, with a total of 13,913 vessels of which 2,143 were ocean-going. Cargo handled totalled 1,147,244 tons and 100,476 passengers embarked and disembarked at the ports of the Colony during 1957. These figures show a general increase of 919,258 gross tons of shipping over the year 1956. This is an increase of 400 per cent over the year 1948 and 800 per cent over the pre-war year of 1936. Cargo tonnage handled increased by 210,851 tons as compared with 1956 and passenger traffic showed an increase of 7,613 for the corresponding period. Detailed figures for individual ports are shown under Appendix XII.

Ports and Harbour Facilities

The principal ports in order of tonnage handled during 1957 are (figures in parenthesis show gross tons of shipping 1957):

Sandakan (1,610,143) on the East Coast is the centre of the timber industry (exported 12,862,331 cubic feet 1957), and also exports copra, and rubber. It has a large natural protected harbour with good anchorage but depth on the bar at the entrance is twenty-three feet low water at spring tides. The 740-foot wharf which was completed in 1956 with a least depth of twenty-three feet at low water spring tides, has a total berthing frontage of 1,260 feet with a capacity for one ocean vessel (least depth twenty-three feet), one 3,000-ton (least depth twenty-two feet) and two coastal vessels (least depth eight feet). A new transit godown of 8,000 square feet and the installation of wharf lights were completed during the year.

Labuan (1,305,994) on the West Coast is the principal transhipment port for the Brunei Bay area and for the import cargo destined for the Brunei oilfields. Although it has had Free Port status for some fifteen months, by the end of 1957 no appreciable change was noted in maritime trade. There is a new 400-foot wharf (completed in 1955) which, together with Victoria Wharf (1946), gives a frontage of 1,025 feet for general cargo handling and can accommodate one ocean-going vessel with a least depth of twenty-six feet, one 2,000-ton vessel (least depth eighteen feet) and two coastal vessels. A new transit godown of 10,000 square feet was under construction during the year and is expected to be completed early in 1958 and this

will bring the port's godown capacity to 20,800 square feet. A new bulk oil marine installation which has been under construction for the last two years for the Shell Oil Company Limited of Singapore was completed in the early part of 1957. The installation has bulk storage for 9,000 tons of general petroleum products, including limited stocks for ships' bunkers (furnace oil), which are imported by ocean tanker and re-exported in drums by coastal vessels for Colony distribution. The installation includes a jetty with a frontage of 170 feet and two mooring dolphins at each end giving a total berthing frontage of 700 feet with a least depth of thirty-one feet. The oil tanker vessel "Christianborg" (16,150 tons deadweight) was the largest vessel to berth on this jetty during 1957. The largest and deepest draft vessel to use the port of Labuan during 1957 was the Dutch cargo vessel "Karimata" (gross tonnage 10,783) with a draft of thirty feet.

Tawau (826,531) on the South East Coast near the Indonesian border, exports principally timber, copra, rubber and hemp. It has a 235-foot timber wharf and can accommodate a 3,000-ton vessel with a least depth of fifteen feet. There is a timber loading point some fifteen miles up Cowie harbour from Tawau which handled fifty per cent of Tawau's total cargo tonnage for 1957. A new wharf is planned and it is expected that construction will commence in 1958.

Lahad Datu (635,109), at the head of Darvel Bay on the East Coast, has, until recently, been a very minor port with a small 80-foot wharf for coastal vessels, but increasing trade in copra with the adjacent Suluk group of islands, its direct shipment facilities with Singapore recently instituted by the main line vessels of the Straits Steamship calling outward and inward every week, and the adjacent timber loading point at Bohian Island some seventeen miles to the south where seventy per cent of the port's total cargo is handled mainly on ocean vessels, have all served to raise the traffic figures to that of a larger port.

Jesselton (555,059), the capital and seat of Government, is situated on the West Coast, and mainly exports rubber. Most of the rubber estates are served by a 116-mile railway which has a terminal at the wharf. A new 650-foot wharf was completed during the year which can accommodate one ocean vessel with a least depth of twenty-five and a half feet, one 3,000-ton vessel with a least depth of twenty-one feet and two coastal vessels. The largest vessel to use the wharf during the year was the s.s. "Benarty", gross tonnage 7,877. Port area layout plans have been made and it is hoped

that construction of new godowns and ancillary offices will commence in 1958. A bulk oil storage installation built by Messrs. Standard Vacuum Oil Company adjacent to the port area was nearly completed at the end of the year. At present it is intended to use the public wharf for oil tank vessels discharging to this installation.

Bakapit (368,302), is a timber loading port in Darvel Bay on the East Coast and was declared a port as from the beginning of 1957, and is used solely for the export of timber logs which vessels load at an anchorage.

Kudat (313,838), on the North Coast, exports copra and rubber. The wharf is 150 feet long with dolphins, and vessels 315 feet long with a draft of seventeen feet berth regularly on this wharf. A new wharf and port area are being planned.

Shipping Services

The main shipping lines operating in Colony ports during the year were as follows:

The Straits Steamship Co.	—	A regular weekly cargo, passenger and mail service from Singapore calling at Labuan, Jesselton, Kudat, Sandakan, Bakapit, Lahad Datu, Semporna and Tawau.
do.	—	A regular weekly cargo, passenger and mail service from Singapore to Labuan, Brunei and Jesselton.
The Indo-China Steam Navigation Co.	—	Frequent sailings from Colony ports to Japan and Hong Kong.
The China Siam Line	—	A fortnightly service to Labuan, Jesselton, Sandakan and Tawau from Hong Kong and Bangkok.
The Eastern and Australian Steamship Co.	}	Japanese and Australian ports.
The Australian West Pacific Line		
The Glen Line	}	United Kingdom and European ports.
The Blue Funnel Line		
The Ben Line		
The Bank Line	—	South African ports.
The Royal Inter-ocean Line	—	Australian, Indonesian and Thailand ports.
The Netherland Royal Dutch Mail	}	United Kingdom and European ports.
The Royal Rotterdam Lloyd		
The Anglo-Saxon Petroleum Co., Ltd.		
The N.B.T. Shipping Co., Ltd.	—	Bulk petroleum to Labuan.
	—	A single service from Singapore or Kuching to North Borneo ports. (ceased July, 1957).
The Hong Kong Transportation Co., Ltd.	—	Ocean tugs and lighter service between Labuan and Brunei Bay ports.
Towa Kisen Co.	—	Japanese ports.
Mersk Line	—	Japanese and Indonesian ports.

In addition to the above, numerous miscellaneous chartered vessels loaded timber at East Coast ports.

Details by national registry of shipping using the Colony ports during the year in order of tonnage and as compared with 1956 are as follows:

<i>Nationality</i>	<i>Number of Vessels</i>		<i>Total Gross Tonnage</i>	
	1956	1957	1956	1957
British ...	2,751	2,813	3,634,732	4,151,175
Japanese ...	57	103	239,410	489,977
Norwegian ...	145	156	341,902	352,132
Dutch ...	78	80	235,123	301,789
Danish ...	3	20	13,152	97,173
Panamanian ...	16	52	36,978	79,740
Swedish ...	13	14	52,888	58,063
Philippine ...	—	39	—	12,407
Italian ...	—	3	—	8,583
American ...	13	6	97,043	8,385
Costa Rican ...	—	2	—	7,977
Liberian ...	—	1	—	7,245
Russian ..	—	1	—	7,176
French ...	22	3	18,059	6,782
Chinese ...	5	3	7,760	4,055
Indonesian ...	—	1	—	2,584
Korean ...	—	2	—	2,098
Cambodian ...	—	2	—	1,996
German ...	4	—	4,424	—
Miscellaneous : (Including vessels of North Borneo registry and small Philip- pine craft etc.) ...	9,972	10,612	317,645	319,037
TOTAL ...	13,079	13,913	4,999,116	5,918,374

Thirty-nine visits to Colony ports were made by ships of the Royal Navy and foreign men-of-war, as follows:

	<i>H.M.S.</i>	<i>H.M.A.S.</i>	<i>U.S.A.</i>	<i>P.I.</i>	<i>Total</i>
Labuan ...	3	—	5	—	8
Jesselton ...	6	—	1	—	7
Sandakan ...	8	—	3	5	16
Tawau ...	1	2	—	2	5
Kudat ...	1	—	—	—	1
Lahad Datu ...	—	2	—	—	2
TOTAL ...	19	4	9	7	39

Coastal Shipping and Lighterage

The Straits Steamship Company maintained two 200/300-ton coastal vessels, two 100-ton powered lighters and three dumb lighters with one tug as a feeder service for their main line vessels calling at Labuan. The Company also maintained one 300-ton cargo vessel running between Sandakan and other East Coast ports, and one 500-ton vessel operating from Labuan to the East Coast with packed petroleum.

The Brunei Shell Petroleum Company operated their own LCT. type coasting vessels between Labuan, Brunei and Sarawak on oilfield general cargo.

The Hong Kong Transportation Company have a total of twenty-one lighters and nine towing units with a gross tonnage of 6,602 operating as stone-carriers in the Brunei Bay area and carrying general oilfield cargo between Labuan and Kuala Belait in Brunei.

Messrs. Reynell Transportation Company operated one 300-ton coasting vessel on oilfield general cargo from Labuan to Kuala Belait and one 300-ton cargo vessel service between Kuching and East Coast ports with packed petroleum.

Timber companies in Sandakan and the East Coast altogether operated some 130 lighters, barges, launches and towing craft totalling 9,200 gross tons. Of these, twenty-one vessels are owned and operated by the British Borneo Timber Company, fifteen by Bombay Burmah Trading Corporation, fourteen by North Borneo Timbers, nine by Shing Kee, eight by Kwong Borneo Development, six by Borneo Abaca Company, five by Bakau Company and four vessels by River Estates.

Navigational Aids

The following new lights, aids and mark beacons were established during the year:

Victoria Harbour, Labuan

Harbour Shoal light beacon.

Outer Shoal light beacon.

Outer Shoal single pile beacon (2).

Jesselton

Wharf light.

Gueritz Shoal light beacon.

Harris Reef single pile beacon.

Hewlett Reef single pile beacon.

Kudat

Wharf light.

Sipindung Rock single pile beacon (Malawali Channel).

Sandakan

Wharf light.

Pegasus Reef light buoy.

Tawau

Wharf light.

Adolphy Point range lights.

Coal mine reach range lights.

Heel Reef light beacon.

Lehnert Reef single pile beacon.

Lahad Datu

Bakapit Range lights.

In addition, general maintenance and servicing of all light-houses, buoys and beacons was carried out during the year and the lighthouse buoy and maintenance vessel steamed 15,747 miles with a total period of absence at sea of ninety-eight days in the execution of this work during the year.

Government Vessels, Launches and Riverine Craft

Government operated sixty-five craft of which forty-seven were small riverine launches, five harbour and thirteen sea-going units for use of the Administration, Forestry, Marine, Police and Public Works Departments. The six launches allocated to the Administration steamed 46,164 miles during the year. The construction of a new heavy equipment carrying vessel for the Public Works Department was completed and it commenced operation in September.

Registration of Ships, Boats and Fisheries

Comparative figures showing the number of ships registered at the end of 1956 and 1957 are as follows:

	Vessels	1956 Gross Tonnage	Vessels	1957 Gross Tonnage
Registry of British Ships under Merchant Shipping Act, 1894 ...	32	10,216	32	10,216
North Borneo Local Colony Registry (vessels over ten tons)	165	10,474	169	10,725

Under the Boats and Fisheries Ordinance (Cap. 16), a total of 10,434 small craft (under ten tons) were registered and licensed during the year. Of these, 6,185 were fishing boats, and 2,460 were cargo boats most of which are used for short coastal trading between Colony districts and in confined areas. A total of 2,166 fishery licences were issued during the year under the same Ordinance.

Merchant Shipping—Engagement of Crews and Certificates of Competency

A total of 1,693 ships' officers and men were engaged or discharged under articles of agreement before the Superintendents of Shipping at Labuan and Sandakan, i.e. 1,330 at Labuan and 363 at Sandakan.

Fifty-two certificates of competency for Local Trade Masters, Mates and Helmsmen, and thirty-six certificates of competency for engine-drivers (all grades) were issued.

Survey of Ships and Passenger Licences (The Shipping Ordinance, Cap. 135).

One hundred and eighty-one survey certificates for Marine Service and registration, and one hundred and fifteen passenger licences were issued during the year.

Ship Repair Facilities

The Government Slipway and Marine Workshops at Labuan, whose operation is concentrated mainly on the general maintenance and repairs to North Borneo Government launches, slipped and repaired eighty-six vessels totalling 3,025 gross tons. These included vessels belonging to commercial shipping concerns in the Brunei Bay and West Coast districts. In addition, some 464 miscellaneous repair jobs were carried out on commercial vessels and equipment afloat at the Workshops repair jetty. The 500-ton slipway owned by the British Borneo Timber Company at Sandakan was mainly operated for the servicing of the Company's own vessels.

RAILWAYS

The Government-owned and operated metre-gauge railway, which has its headquarters at Jesselton, has a route mileage of 116 miles and serves much of the West Coast and part of the Interior. Commencing at Jesselton, the railway traverses a stretch of comparatively flat country through the districts of Putatan, Kinarut, Papar, Kimanis and Membakut before reaching Beaufort, fifty-six miles away. This part of the country is well populated with Natives and Chinese and contains most of the rubber estates in the Colony. Papar, which lies a distance of twenty-four miles from Jesselton, is rapidly developing into a major agricultural centre and assuming a suburban role to Jesselton. Many of the capital's workers reside in Papar and a daily commuter train service is run to convey the Papar residents to and from their places of employment. From Beaufort the railway runs through hilly country and climbs approximately 700 feet through the picturesque Padas River gorge to Tenom, which is thirty miles from Beaufort and is the centre of an important agricultural district containing some of the finest agricultural land in the Colony. From Tenom to the terminus of the railway at Melalap is a distance of ten miles. From Tenom and Melalap a partly metalled road connects with Keningau from which there is an earth road to Tambunan.

A Branch line of twenty miles runs from Beaufort down to the coast at Weston, a small port on Brunei Bay, which is connected by launch with Labuan. A number of rubber estates, small holdings, logging camps and sawmills are served by this Branch.

Construction of the railway was commenced at Bukau some eight miles from Weston in 1896, work proceeding simultaneously to Beaufort and Weston. This section was completed and opened to traffic four years later. The line was then extended from Beaufort to Jesselton and Tenom, the whole being finished in 1905. The railway was very badly damaged by Allied bombing in 1944 and 1945 and also suffered severely from lack of maintenance and renewal during the whole period of the Japanese occupation. Consequently a major programme of reconstruction, necessitating very considerable expenditure, was required before the railway could be rehabilitated. The benefits of this reconstruction are now becoming apparent.

During 1957 further progress was made with the programme of reconstruction and development drawn up in 1953 in spite of the need to carry out the work whilst handling an ever increasing volume of goods and passenger traffic. In general, labour was in short supply and motive power and rolling stock was stretched to the limit to meet the needs of public traffic and construction requirements.

Expenditure

Total revenue during 1957 was the highest ever recorded at \$1,625,428 as compared with the previous highest in 1956 at \$1,592,853. Receipts from the carriage of goods were lower than in 1956, but this was offset by a fairly substantial increase in passenger earnings. The annual upward trend in Recurrent Expenditure continued during 1957 however, and the operating ratio deteriorated from 103.97 to 112.89, the relevant figures being:

<i>Year</i>		<i>Revenue</i>	<i>Recurrent Expenditure</i>	<i>Operating Ratio</i>
		\$	\$	
1956	...	1,592,853	1,656,156	103.97
1957	...	1,625,428	1,835,019	112.89

It is noted when comparing 1957 with the previous year that the increase in Recurrent Expenditure is nearly six times the increase in Revenue. This is owing mainly to a rise in wage rates and the necessity to improve the standard of maintenance of track and structures, which should suffice for a considerable increase in traffic density, thus enabling earnings to be increased without any significant further upward trend in Recurrent Expenditure. It is observed that the 1957 expenditure figure includes \$151,552 devoted to renewals.

Revenue for 1957 compared with 1956 was as follows:

		1956	1957
		\$	\$
Passengers	... ..	651,070	694,254
Goods	... ..	774,723	750,286
Parcels	... ..	34,172	34,924
Mail	... ..	3,720	3,720
Livestock	... ..	11,809	13,539
Miscellaneous	... ..	117,359	128,705
		<hr/>	<hr/>
		\$1,592,853	\$1,625,428
		<hr/>	<hr/>

Recurrent Expenditure for 1957 compared with 1956 was as follows:

		1956	1957
		\$	\$
General Management and			
Accounts	... ..	127,600	125,834
Civil Engineering	... ..	435,650	518,837
Mechanical Engineering	... ..	552,506	653,846
Traffic	... ..	273,389	280,928
Storekeeping	... ..	29,094	28,791
Miscellaneous	... ..	85,691	75,231
Renewals	... ..	152,226	151,552
		<hr/>	<hr/>
		\$1,656,156	\$1,835,019
		<hr/>	<hr/>

Civil Engineering

Considerable improvement has been effected in the standard of the track between Jesselton and Beaufort resulting in an increase in line capacity and better time-keeping. Work carried out in the year under review has included a higher standard of drainage, a measure of stone ballasting and renewal of defective sleepers. Relaying and regrading of the Beaufort-Tenom Section which was commenced under contract in 1955 continued during the year, better progress being obtained than previously. By the end of 1957 fifteen of the thirty miles to be reconstructed had been completed but in terms of quantity of work to be done the distance achieved represents some seventy-five per cent of the total. The work was subjected to considerable interruptions at the beginning of the year by abnormal weather conditions, heavy rains making earthwork difficult and causing a number of slips and washouts in the relaying areas.

No major bridge work was done except in the Beaufort-Tenom Section. A number of new culverts were constructed between Jesselton and Beaufort and a few others were renewed.

The construction of a new modern type passenger station in Jesselton was started towards the end of the year and plans were completed for a new Goods Yard and Depot in close proximity to the Jesselton Wharf and Bulk Oil Storage Area. A combined Station-Goods Shed-Staff Quarter was completed at Kimanis and three houses for members of the staff were constructed at Weston.

Mechanical Engineering

Three 90-ton locomotives which were put in service in late 1956 wrought a complete change in the motive power situation in 1957 and with the exception of a shortage of small type engines for use on the Beaufort-Tenom line, motive power was adequate for the duties to be performed.

A three unit diesel train set with accommodation for nearly 200 passengers arrived from the United Kingdom and was put into service in April 1957. It has been in continuous operation since that date.

Goods rolling stock was increased by the arrival of ten 16-ton capacity covered wagons and by the local erection of underframes and bogies purchased from the Malayan Railways. Generally, rolling stock available was sufficient to meet the public demand, although some difficulty was experienced on occasions in meeting peak passenger needs owing to coaches being in workshops for deferred maintenance.

Power and Rolling Stock

		<i>In service</i>	<i>Under repair</i>	<i>Re- building</i>	<i>Awaiting building</i>	<i>Total</i>
Steam Locomotives	...	8	2	—	—	10
Diesel Locomotives	...	2	1	—	—	3
Petrol Locomotives	...	4	—	—	—	4
Diesel Train Set (174 seats)	...	1	—	—	—	1
Railmotor sets (52 seats)	...	2	—	—	—	2
Railcars (6 seats)	...	4	—	—	—	4
Rail jeeps	...	6	3	—	—	9
Coaching stock	...	23	1	—	2	26
Wagon stock	...	160	14	2	20	196



Exercise Tiger Leg Patrol

(Army Public Relations).



Timber Logging

(Low Kwok Chuan).

Traffic

The following table shows the traffic carried in 1957 compared with the two previous years:

		<i>Passenger journeys</i>	<i>Passenger miles</i>	<i>Goods tons</i>	<i>Goods tons miles</i>
1957	...	621,518	9,648,316	46,747	2,150,362
1956	...	593,593	9,081,973	48,955	2,276,407
1955	...	494,333	6,920,662	45,105	2,074,830

The arrival and placing in service of the 174 seater diesel train set during 1957 enabled an improvement to be effected in the services on offer to the travelling public and it is significant that despite a fall off in the goods traffic carried in 1957, compared with 1956, the number of passengers increased by almost five per cent. Over half of the tonnage of goods carried consisted of local produce such as timber, rubber and agricultural commodities.

Staff

With the retirement of the expatriate Operating Superintendent and Accountant in mid 1957 the department was re-organised to provide for the establishment of the Traffic and Accounts Sub-Departments as separate entities each under the control and direction of a local officer. Plans were also drawn up to provide a comprehensive training scheme to introduce local candidates into other senior positions in the Department. At the end of 1957 the total number of employees was 698 of which five were overseas officers, twenty-two senior executive and supervisory staff, eighty-four clerks and operating staff and 587 other grades, twenty-four of the latter being employed on contract from outside the Colony.

ROADS

The small mileage of roads in the Colony continues, notwithstanding the very great advances made since the war in air communications, to impede the progress of development. A very large area of the Colony remains under forest and is inaccessible except by jungle paths and rivers. On the West Coast and in the Interior there is a well developed and extensive system of bridle-paths and most of the larger towns possess small networks of feeder roads; but on the East Coast there are few bridle-paths, communications being largely by sea, river and air. The Colony's economy is primarily agricultural and future economic progress must depend to a large extent on the optimum development of the land, which is the Colony's principal asset. This is recognised by Government and substantial funds have been made available for the construction and extension of main roads with

bituminous surfaces and the construction of earth feeder roads for use by jeep and land rover traffic. In 1957 comparatively little progress was made in the construction of all-weather communications and development roads, because of the diversion of plant and staff to other works. However, the position was eased towards the close of the year and plant and personnel were moved into the Tawau area with a view to the construction of an all-weather road towards the Apas area.

The total mileage of roads in the Colony at the end of 1957 was as follows:

Metalled roads with bituminised surfaces	...	217
Other metalled roads	... ..	148
Earth roads	... ..	345
	...	<hr/> 710 <hr/>

Main Roads

Apart from the setting up of a road team in the Tawau area, a good deal of work had been carried out in the Jesselton area. The reconstruction of the Jesselton/Tuaran road was largely completed and work was commenced on the reconstruction of bridges on the Tamparuli-Kota Belud road. A new ninety-foot long concrete bridge was built on the Inanam-Kiangsam road. Considerable amounts of earthwork were carried out along the Jesselton-Penampang road, including two major diversions across swamps, in order

- (a) to facilitate the laying of the new water-pumping main for the Jesselton water supply,
- (b) to facilitate the provision of a new 11 K. V. electric line, and
- (c) to straighten out to a considerable extent the existing very meandering road formation.

In Papar a further three miles of the Limbahau road and a further half mile of the Bukit Manggis road were metalled, thus bringing this work near to completion. Work on the construction of the 160 feet long Kimanis bridge was suspended at mid-year owing to atrociously bad weather, but it is hoped to resume operations here in early 1958. At Kudat further progress has been made with the metalling of the Loro and Sekuati roads and at the end of the year a bulldozer was put into the Tambuluran jeep track, producing extremely good results until the onset of the wet season.

In Sandakan, earthworks for the widening of the Leila road were virtually completed at the end of the year, whilst work on the Sungei Manila road was confined to the provision of culverts.

At Tawau the ninety feet long Kuhara bridge was completed and another ninety feet bridge was in hand on the Tawau-Asas road at the end of the year. In Labuan 1.8 miles of the McArthur road were metalled whilst major earthworks were carried out along a further four and a half miles of the same road, in addition to other minor works. At Sipitang a new 167 feet long concrete and timber bridge was completed at the end of the year. In the Interior construction of the sixty-six feet Melalap and sixty-four feet Liawan bridges were in hand at the end of the year and the fabrication of the components of a steel pontoon ferry for Tenom Lama was out to tender.

Town Roads

A large proportion of the road-making potential continues to be used in the construction of urban roads in Jesselton, Sandakan, Tawau, Kudat, Beaufort, Kota Belud and Keningau, the work generally following either closely behind or, in some cases, ahead of the rebuilding of the towns. The provision of roads and drains for the new township of Tamparuli was also completed during the year.

Jeep Tracks

Consistently satisfactory progress has been made with a programme commenced during 1954 under which existing bridle-paths are being widened and new earth tracks constructed to a standard which will enable them to be used by four wheel drive vehicles. The purpose of this programme is to open up new land for agricultural development and to provide access to places which have in the past been accessible only by foot or boat. A number of tracks in several districts have been opened to regular transport services. These tracks are not metalled and cannot therefore be considered to be "all weather" roads; it is necessary in most cases to close them during wet weather but generally they dry out fairly rapidly and most tracks are passable to vehicles for the greater part of the year. There are several short tracks of five to ten miles in length in the Jesselton and Kota Belud districts and in the Tuaran district a road (jocularly known as the "Wall of Death" on account of its precipitous nature) winds up the foothills of the Crocker Range from Tamparuli for a distance of twenty-four miles in the direction of Mount Kinabalu. This track is being extended and will connect with Ranau in 1958. An earth road now connects Tenom with Melalap, Keningau and Tambunan. A large number of "Land Rovers" operate for hire along this route. The tracks are mainly constructed under the supervision of District Officers and are being paid for from Colonial Development and Welfare as well as from Colony's funds.

ROAD TRANSPORT

The control and direction of public transport in the Colony is vested in the Commissioner of Police, who is also Commissioner of Road Transport. In 1953, a new Road Traffic Ordinance (Cap. 128) was enacted to replace the 1926 legislation, which was no longer considered adequate. One of the main purposes of the Ordinance was to make possible a reorganisation of the public transport services. The Commissioner of Road Transport is empowered to regulate and control the use of public service and goods service vehicles in any area declared by the Governor in Council to be a Regulated Area. The Administrative Districts of Jesselton, Tuaran, Kota Belud and Penampang were declared to be the Jesselton Regulated Area, and the Administrative District of Sandakan the Sandakan Regulated Area immediately the Ordinance came into force in 1953 and a declaration has been made in respect of Labuan District which became a Regulated Area on 1st January, 1957. In these three areas transport companies have been formed and each has been granted a monopoly licence in respect of its routes. These companies are progressively being established on a sounder footing both financially and in respect of the service offered to the public. In the non-regulated areas bus services are still largely provided by the owner/driver and there are no monopoly licences.

The standard vehicle in use as 'bus, taxi or hired lorry has shown further improvement as the old vehicles are replaced.

The re-making and construction of roads in urban areas which continued throughout 1957 and in some places the laying of sewage and water pipes, caused traffic dislocation and some inconvenience to road users.

Construction of earth roads to open up the country progressed steadily and traffic along them is increasing and will increase as newly cultivated land comes into production. Vehicles of the "Land Rover" type towing trailers are in general use on all earth roads for the carriage of passengers and goods as larger vehicles have difficulty in negotiating many of the gradients and sharp corners.

From 1st April, 1957, bicycles were exempted from licensing, although owners are still required to register them. The figures for bicycles given in the comparative table below relate therefore to bicycles registered.

Comparative figures of the numbers of motor vehicles and drivers licensed, and bicycles, are as follows:

	1954	1955	1956	1957
Motor Vehicles ...	3,134	3,532	4,380	5,019
Bicycles ...	22,476	22,763	28,140	28,898
Drivers ...	5,255	5,330	7,126	7,444

AIR COMMUNICATIONS

Air Services

Because of its geographical situation, the Colony is heavily dependent on air services for contact and communication with its neighbours, Brunei and Sarawak, and with Singapore, Hong Kong and Manila. Of equal importance are the internal air services which serve to link up centres in the Colony and without which communications would be slow or non-existent.

The scheduled air services in operation at the end of the year are described in Appendix XIII.

During the year the North Borneo Government, jointly with the Governments of Sarawak and Brunei, entered into two agreements for the development of civil aviation in the Malaya-Borneo region. In the first of these, the Borneo Government participated in the reconstruction of Malayan Airways in association with the Governments of the Federation of Malaya and Singapore, British Overseas Airways Corporation and Qantas Empire Airways; whilst in the second the Borneo Governments, holding a majority interest, formed a new company in association with British Overseas Airways Corporation and Malayan Airways Limited, to become Borneo Airways, which has subsequently replaced Sabah Airways.

The services connecting Sandakan, Jesselton and Labuan with Singapore are operated by Dakota (DC 3) aircraft of Malayan Airways Ltd., Singapore, under the terms of a ten-year Agreement with the Governments of Brunei, Sarawak and North Borneo.

The internal air services of the British Borneo Territories are maintained by Borneo Airways Ltd., a Private Company in which fifty-one per cent of the shareholding is held by the Governments of North Borneo, Brunei and Sarawak combined, and forty-nine per cent by the British Overseas Airways Corporation.

Borneo Airways Ltd. is registered in Kuching but maintains its operational base at Labuan Airport, North Borneo.

The Company operates De Havilland Rapide aircraft, and is awaiting delivery of two Scottish Aviation Twin Pioneer aircraft in early 1958.

Aviation Administration

The Department of Civil Aviation and Meteorological Services is responsible for the control and management of all airfields and meteorological stations in the Colony and for the regulation of flying. The Department, which is a unit of the Joint Civil Aviation Department for the three British Borneo Territories, is under the control of a Director of Civil Aviation British Borneo Territories and has its headquarters at Jesselton.

Meteorological Services

Meteorological observation stations are situated at the Labuan, Jesselton and Sandakan airfields. Each station provides regular observations in accordance with World Meteorological Organisation specifications from 0500 hours to 2000 hours local time daily. Pilot balloon observations for upper air wind calculations are at present undertaken at Labuan and Sandakan only.

All observations taken by the three stations are transmitted to Singapore for use in the Singapore Forecast Office. Full meteorological statistics from these stations and sixty rainfall recording stations scattered throughout the Colony are held in the office of the Department of Civil Aviation in Jesselton. Regular monthly climatological extracts are published in the *Government Gazette*.

It has not yet proved possible to implement a Forecast Office in the British Borneo Territories, but the proposal for the creation of such a unit at the Labuan Airport is still being considered, and it is hoped that a limited service will be made available before the end of 1958.

Airports and Aerodromes

Labuan: International Airport at present under reconstruction to ICAO Class C 4 standards. The Airport has a coral runway now capable of accepting aircraft of the Douglas DC 6 and Lockheed L 1049 H (Super Constellation) class. It is at present being strength tested in order to ascertain what additional work will be required to ensure its suitability for the operation of heavier aircraft such as the Bristol Britannia and the de Havilland Comet.

It is from Labuan that the Colony gains access by air to Hong Kong and Manila by Cathay Pacific Airways, to Australia by Qantas Empire Airways, and to Djakarta and Manila by Garuda Indonesian Airways. The development of Labuan airport assumes a high place in the Colony's development plans for civil aviation.

Jesselton and Sandakan: Secondary aerodromes. Grass runways capable of accommodating aircraft up to Douglas DC 3 (Dakota) standard. In order to prevent a recurrence of the 1956 situation when the Jesselton aerodrome was rendered unserviceable for lengthy periods after heavy rain, a temporary 1,200 yards by thirty yards all weather bitumen sealed runway was constructed during 1957. A permanent sealed all weather runway of 1,500 yards length will be constructed there during 1958 together with a new Terminal Building.

Ranau, Keningau, Kudat, Lahad Datu and Tawau: Minor aerodromes. Grass runways capable of accommodating aircraft up to de Havilland DH. 89 (Rapide) and Percival Prince standards.

Aeradio Communications

All aerodromes are provided with VHF/RT ground-to-air communications equipment, and those at Labuan, Jesselton and Sandakan have one or more HF/RT ground-to-air units.

In order to handle the very heavy point-to-point aeronautical message traffic a WT/HF system is operated between Sandakan, Jesselton and Labuan. In addition all airfields other than those at Kudat and Lahad Datu are connected by an HF/RT system. The airfields at Kudat and Lahad Datu will receive their equipment shortly and will then join the network. The aerodromes at Labuan, Jesselton and Sandakan are provided with MF beacons for navigational purposes and Labuan has in addition VHF direction finding equipment.

External communications are generally channelled through Labuan airport, which has WT/HF connections with Kuching and Singapore. It is intended shortly to replace the circuit to Singapore with radio teletype equipment.

Air Traffic Statistics

A table will be found at Appendix XIII giving details of movements of traffic at the Colony aerodromes.

POSTS AND TELEGRAPHS DEPARTMENT

During 1957, there was a marked increase in sales of stamps and revenue from this source increased by \$187,097 over the total for 1956, to \$814,910.

Stamps of the 3-cent, 5-dollar and 10-dollar denomination, carrying the portrait of Queen Elizabeth were released for sale on 1st February, 1957. The issue in commemoration of the 75th anniversary of the granting of the Royal Charter to British North Borneo (Chartered) Company was withdrawn from sale at the end of April.

Regular air mail services were maintained throughout the year. The frequency of direct air mail dispatches Labuan/Hong Kong dropped from once weekly to once fortnightly. Direct dispatches of parcel mails between Singapore and Tawau were introduced, thus eliminating delay and congestion at Sandakan Post Office. Limited postal facilities were extended to Tamparuli where a thrice weekly mail service was introduced.

Extensive alterations to the Jesselton Post Office building, to provide increased space necessitated by expansion of business were begun. New Post Offices were completed at Tawau and Kudat, and in most towns long posting boxes replaced wooden boxes. Four hundred additional private boxes were installed in various Post Offices throughout the Colony.

Business continued to increase throughout the year as the following statistics illustrate:

	1956	1957
Postal articles (nos.) ...	2,455,180	2,482,948
Delivered articles (nos.) ...	1,711,120	1,844,882
Transit articles (nos.) ...	164,749	213,330
Cash on delivery parcels ...	\$749,988	\$668,012
Money orders issued ...	581,594	505,882
Money orders paid ...	175,408	227,574
British Postal Orders, issued ...	47,980	57,424
Sale of postage stamps ...	627,813	814,910
Customs duties on parcels ...	252,566	270,850

Telecommunications

All telecommunications services have continued to be in great demand which has increased at a greater rate than was anticipated. Although seriously delayed by late deliveries of equipment, extensive development work has been proceeding both in the main towns and in several of the smaller communities. An increase (of 30%) in the number of automatic telephones installed was achieved during the year. A skeleton network of V.H.F. radio telephone links has been set up and has proved so satisfactory that equipment has been ordered to increase the number of these links.

Owing to the large amount of work involved and its great expense, it was not possible during this year to provide improved service to the scattered residents away from centres of population but plans have been discussed and improvements in some districts will be carried out in the forthcoming year.

The rapid deterioration of the wooden poles on the routes along the railway lines necessitated their early replacement to prevent a complete dislocation of telephone service. The whole route between Jesselton and Beaufort was rebuilt using recovered rails made available by the reconstruction carried out on the North Borneo Railways. On the Beaufort-Tenom section the work has proceeded more slowly, and has necessarily had to be co-ordinated with the programme of railway reconstruction.

Telegraphs

The Posts and Telegraphs Department operates all telegraph circuits inside North Borneo and circuits connecting North Borneo with Brunei and Sarawak. During 1957 wireless telegraph circuits were maintained between the main offices at Jesselton, Sandakan and Labuan to connect with Kudat, Keningau, Ranau, Beaufort, Tenom, Semporna, Lahad Datu, Lamag and Tawau: with Kuching, Miri and Limbang in Sarawak, and with Seria and Brunei Town in Brunei. With the exception of air service and meteorological

traffic, which was passed over the Department's circuits, overseas traffic was handled by Messrs. Cable and Wireless, Ltd., from their Jesselton station. A ship-to-shore wireless service from Labuan, Jesselton and Sandakan was provided at scheduled times.

Telephones and Exchanges

The number of working automatic telephones was increased during the year from a total of 1,314 to 1,709. Owing partly to delays in delivery of new equipment early in the year, there were long waiting lists for telephone service, but by the end of the year most outstanding applications had been cleared. Works were completed to increase the capacity of Jesselton from 600 to 1,000 lines, of Sandakan from 400 to 500 and of Tawau from 150 to 300 lines.

On the 20th December, Kudat became the first of the smaller townships to be given automatic telephone service. Although only twenty telephones were used on the old magneto exchange, the new exchange aroused such local interest that more than the full complement of fifty automatic lines could easily have been rented at the opening of the exchange (forty-six were in use at the end of the year). This suggests that the programme of development will have to be increased much more than was anticipated.

A number of rural automatic exchanges were delivered together from the manufacturer at the end of the year and their installation has thus been delayed until the new year. Exchanges expected to be transferred to automatic working early in the new year are:

Tuaran, Papar, Keningau, Kota Belud,
Lahad Datu and Tenom.

In addition Likas will be changed from an ancient twenty-five line to a modern type 100-line Exchange having full inter-dialling facilities with Jesselton.

The use of multi-pair polythene insulated, P.V.C. covered telephone cables has been standardised in this territory for all purposes. Large lengths of this form of cable have been used in buildings, suspended along pole routes or buried, without protection and without ill effect.

Radio Telephones

Progress has been made during the year in the provision of new V.H.F. radio telephone circuits connecting places having previously no means of telephone inter-communication. A circuit was set up between Jesselton and Sandakan in June and has proved very popular; equipment has been ordered to provide five extra circuits between these towns. Similarly the Jesselton-Labuan service will be increased by five extra circuits. Other new radio telephone circuits are working between Jesselton and Tuaran,

Kota Belud, Kudat and Papar. An experimental circuit between Labuan and Miri was opened in December but owing to its length is less reliable, and its use is restricted to subscribers in Labuan and Miri only.

An important centre to the cross-country radio connections is the radio-repeater station situated at Kambarangan, 7,040 feet high on the slopes of Mount Kinabalu. At this station are now two 135-foot lattice masts, an aluminium building twenty feet by forty feet with tiled floor, three 10-foot by 10-foot engine and fuel huts and simple living quarters for the staff. This station is now ready to receive the large increase in equipment which is soon due to arrive.

Development of radio telephone service around the east coast areas has been delayed by difficulties in provision of the buildings and tower on the 900-foot high Bukit Mekarrah at Sandakan. A new road was constructed to facilitate the carriage of materials to the site but large cavities and underground passages were discovered on the hill top, which had to be filled and consolidated before building could proceed.

New radio circuits will be provided from Sandakan to Lamag, Beluran and Lahad Datu, also from Lahad Datu to estates around Darvel Bay.

Tawau, now an important trading centre, has as yet no telephone communication with the rest to the Colony. However, tests are being made and equipment is expected to be delivered soon to provide several circuits from Tawau to Kambarangan for connection through to Sandakan and Jesselton and Labuan. Connections are also planned to estates around Tawau and to Sebatik Island.

Broadcasting

The Department of Posts and Telegraphs continued for this year, to be responsible for transmitters of Radio Sabah.

An additional medium frequency transmitter of the same rating as the existing unit has been installed and is at present being used as a "Standby" on this frequency. Both the main and emergency high frequency transmitters gave good service throughout the year. Further difficulty was experienced with interference to the high frequency service from a station in an adjacent country, but this problem has been overcome and the quality of reception throughout the Colony is now satisfactory.

Programme time was extended in the evenings until 9 p.m.

A staff training programme has been in operation and it is hoped that, together with other communications services, broadcasting facilities may be extended in the future to a degree not possible with the existing limited number of skilled personnel.

Chapter 12: Broadcasting and Information

THE work of the Department falls administratively into four closely integrated sections:

- The Broadcasting Service;
- The Press Section;
- The Public Libraries and Reading Rooms; and
- The Film and Photographic Section.

The programme staff of the Broadcasting Service consisted, during the year, of six Programme Assistants, covering four languages, supplemented by non-established personnel, and a Studio Manager seconded temporarily from the New Zealand Broadcasting Service under the Colombo Plan for the training of local staff.

At the beginning of the year the studio technicians formerly belonging to the staff of the Department of Posts and Telegraphs were transferred or seconded to the staff of the programme authority. Arrangements were also completed for a Programme Assistant to undertake an instructional course at the B.B.C. in London during 1958 followed by a course of speech training.

In the expanding Press Section, a Press Officer with journalistic experience arrived early in 1957, and there were two translators, one in Chinese and one in Malay. Part-time library assistants have been in charge of libraries in Jesselton, Sandakan, Tawau, Labuan and Papar, with a Central Librarian in Jesselton co-ordinating activities throughout the Colony and organising library services to the smaller outstations. A Film Librarian who is also a trained photographer was appointed at the close of the year, and also a Field Officer. One full-time projectionist, assisted by part-time operators, maintained the mobile cinema units serving the Jesselton District and the East Coast. The administration of these services has been assisted by two General Clerical Service Clerks and one Publications Clerk. The title of Information Officer was changed to Director of Broadcasting and Information at the beginning of 1957.

The expanding activities of the Department of Broadcasting and Information in all its various branches resulted in a state of overcrowding which seriously hampered work and necessitated the partial reconstruction of the Department's building during the later months of the year. This, although not extensive, has afforded new facilities which are important factors in the increase of output. New and more adequate offices now house the Press Section and the Administration; an air-conditioned film library provides for greater safety in storage and longer life of films, whilst the

provision of a dark room is a fundamental step towards establishing a photographic unit. In Radio Sabah the converting and equipping of a second studio at the end of the year is of major importance, since it permits recording and transmitting to be carried on simultaneously and greatly enhances the potentialities of the station.

Throughout the year close liaison was maintained with Radio Sarawak and the Information Office of that territory. An arrangement was made whereby the greater technical resources of Radio Sarawak were made available to Radio Sabah in advising on design and installation of new studio equipment. The assistance of Radio Sarawak in preparing a report and preliminary designs for new studios at present under consideration as a further Colonial Development and Welfare Scheme is very gratefully acknowledged. There was also close co-operation between the Information Officer and the British Council Representative in Sarawak, the State Information Officer, Brunei, and the Public Relations Officer of the Shell Oil Company. Several meetings between them took place.

Broadcasting

Colony-wide interest in broadcasting continued to increase. Reports showed that Radio Sabah was the station most generally listened to in all towns and most villages throughout the Colony, which emphasised its value as a means of welding closer together a territory of scattered communities.

Radio Sabah continued to operate on a 5-Kw. short-wave transmitter which provided Colony-wide coverage. In addition the area within a ten-mile radius of Jesselton was served by a medium-wave transmitter. During the early and middle part of the year reception was marred for short-wave listeners by interference from adjacent stations, particularly late in the evening, but this was lessened towards the end of the year.

The total daily transmission of four hours was increased to five hours on Colony Day (July 15th) and further extended to five and a half in November on the second anniversary of the inauguration of the evening service. These hours provide a regular daily lunch time programme, an evening transmission in English, Malay and Chinese and a programme in Dusun on six days of the week.

The response of the Kadazan people to broadcasting has been of outstanding interest and even remote villages now possess one or two radio sets. It was recognised early that the people of this

largest racial group in the Colony were certain to desire their own programme, and the task of building up a library of recorded music (since no commercial discs are made in this language) was put in hand. The initial short daily transmission of fifteen minutes evoked great enthusiasm and it has been difficult to keep pace with the demand for increasing length and variety of programmes. Village musical groups have been eager to come forward to broadcast and record. One group of nine people walked some sixty miles from Ranau to Radio Sabah and back rather than wait a few months for a recording unit to be taken up to them. As a result there are now some 300-400 recordings of separate items of Dusun folk music in the library and these are constantly being added to. When these became sufficient to sustain a daily programme of longer duration, the transmission in Dusun was increased to half an hour early in 1957 and to three-quarters of an hour in November. There is a strong demand also for educational programmes in Dusun and the section is being strengthened to meet this.

The extended educational programmes in English, Kuo-yu and Malay have met with an encouraging response particularly from schools and requests have been received for the repetition of some items. In July a weekly series of civics talks extending over a six-month period was started, dealing with citizenship in North Borneo and designed for adults and senior students. All departments of Government co-operated in providing material for this programme.

In the English programme the B.B.C. news was relayed daily and considerable use was made of B.B.C. transcriptions, of which Radio Sabah, with assistance from Colonial Development and Welfare sources, has now built up a valuable library.

Transcriptions from Radio Canada, Radio Nederland and recordings from Radio Belge, Radio Australia and Radio Malaya were also included in the output.

In the Chinese programme recordings from Radio Malaya were included, and arrangements were completed for considerable use to be made in future of material originated by Radio Hong Kong.

In spite of the substantial assistance derived from transcriptions, emphasis has continued to be on the production of live material. There was a weekly documentary programme, several feature productions and a considerable number of live musical items during the year. The vernacular programmes inevitably rely on a high proportion of live material, the extreme example being the Dusun programme which consisted exclusively of material

produced in the studios of Radio Sabah. The character of programmes may be judged from the following tables:

	<i>Chinese</i>	<i>Malay</i>	<i>Dusun</i>	<i>English</i>
News	15.8	13.3	18.5	10.5
Talks	4.5	7.0	9.2	1.6
Features (including plays) ...	9.5	5.2	9.2	6.6
Music (Local artists) ...	4.7	2.6	59.4	2.2
Music (Transcriptions and commercial discs) ...	61.0	68.4	—	72.5
Educational Broadcasts ...	4.5	3.5	3.7	6.6
	<hr/> 100% <hr/>	<hr/> 100% <hr/>	<hr/> 100% <hr/>	<hr/> 100% <hr/>

An analysis of the programme sources is as follows:

	<i>Chinese</i>	<i>Malay</i>	<i>Dusun</i>	<i>English</i>
B.B.C. Transcription Service				
Programmes	4.5	—	—	18.3
Canadian Broadcasting Corporation Transcriptions ...	—	—	—	1.6
Radio Netherlands Transcriptions ...	—	—	—	1.6
Radio Australia Transcriptions ...	—	—	—	1.1
Commercial Gramophone Records	61.0	68.4	—	58.1
Live Broadcasts	18.7	18.4	81.5	8.8
Local News	15.8	13.2	18.5	2.7
B.B.C. News	—	—	—	7.8
	<hr/> 100% <hr/>	<hr/> 100% <hr/>	<hr/> 100% <hr/>	<hr/> 100% <hr/>

Weekly average broadcasting hours of each language in December, 1957, on which the above figures are based

... .. 10½ hrs., 9½ hrs., 4½ hrs., 15 hrs.

No audience research was undertaken during the year, but Radio Sabah was left in no doubt as to the public reaction to programmes by the considerable volume of correspondence received, a selection of which was published in its fortnightly radio magazine. During the year more than 72,500 letters were received, the majority asking for records to be played in request programmes.

The number of licence holders increased from 7,456 at the end of 1956 to 9,645 at the end of December, 1957, while battery sets continued to gain popularity in the more remote villages.

From 1st January, 1957, the operation and maintenance of studio equipment became the responsibility of technicians of the Department of Broadcasting and Information, as the programme authority. The second studio, made available by a modification of the existing building, was equipped and wired entirely by studio technicians. The operation of the transmitter remained under the control of the Director of Posts and Telegraphs.

His Excellency the Governor broadcast to the Colony from Radio Sabah on two occasions. Distinguished visitors who gave broadcast talks during the year included the Rt. Hon. the Earl of Perth, Minister of State for Colonial Affairs; Sir Robert Scott, the Commissioner-General for the United Kingdom in South East Asia; General Sir Francis Festing, Commander-in-Chief, Far East Land Forces, and Professor Graham of London University.

In February, Radio Sabah sponsored the visit of Maurice Clare, the famous violinist who, in addition to giving a well attended recital, also made recordings in the studios.

Towards the close of the year a Radio Sabah Music Society was formed in Jesselton with the object of bringing together those interested in classical music, with Radio Sabah providing stimulus and continuity.

Press

Greatly increased output from the Press Section became possible on the arrival in February of an experienced journalist appointed as Press Officer. As a result, the important service provided by the Department in supplying official news and background information to the local press was extended to cover the distribution of information about North Borneo to the press overseas, and to include the writing of feature articles for publication in North Borneo and outside the territory.

A total of 1,589 press releases, publicising Government activities and policies, apart from those received from the London Press Service dealing with United Kingdom and Commonwealth affairs, were issued by the section during the year.

The Press Section also acted as newsroom for Radio Sabah, and in order to establish an up-to-date local news service full use was made of outstation correspondents who reported local items. News bulletins were broadcast five days a week in English, Chinese, Dusun and Malay, and copies of news bulletins were passed to the local press.

The publications section of the Department has been further developed. This was initiated in May, 1956, with the publication of "Anak Sabah", a monthly newspaper in English designed to cater for the specialised needs of adolescents, particularly school-children. This paper aimed at helping young people to improve

their English, to take an interest in the country and in other people around them and to express themselves in writing. An expansion in size of the paper in 1957 necessitated a slight price increase, to offset the higher production costs, and sales dropped slightly as a result. However, audited circulation figures for the first eight months of 1957 showed that an average of over 2,000 copies an issue were sold, compared with a maximum of 2,500 copies in 1956.

“Radio Sabah Calling”, a magazine including programme details in English, Chinese, Malay and Dusun as well as notes, feature articles, illustrations and correspondence, commenced publication twice monthly on 1st January, 1957, and has an audited sales circulation of over 2,800 copies.

There have been no new developments in the Colony's local press. “The North Borneo News and Sabah Times” continued to be the only English daily newspaper and included news and correspondence in Romanised Malay and Dusun.

The “Borneo Bulletin”, a weekly newspaper in English published in Brunei, also circulated in the Colony.

The Chinese newspapers, “Api Siang Pau” (Jesselton Commercial Press) and “Hua Chiau Jit Pau” (Overseas Chinese Daily News) maintained their standards and circulation. “The Borneo Times”, a Chinese daily paper published in Sandakan, catered particularly for the East Coast.

Libraries and Reading Rooms

Steadily increasing use was made of Public Libraries and Reading Rooms during the year by all English speaking sections of the community. The increase was particularly noticeable in outstations where the teaching of English in schools has developed and has produced a considerable number of young people eager to read and study.

At the end of the year plans were being prepared for the enlarging and reconditioning of the Jesselton Library in order to provide more adequate space for an increasing number of books, and in particular for the collections presented by the British Council, as well as improved facilities for studying, for which there is now a definite demand.

The Labuan Library, the youngest of the outstation libraries, was rehoused and re-furnished during the year. Good library facilities outside Jesselton are now provided in Tawau, Papar and Labuan, with smaller libraries serving Kudat and Beaufort and a book box service to two other outstations. The Central Librarian in Jesselton continued to be responsible for the forwarding and exchanging of books for all libraries.

The British Council awarded a studentship to a locally recruited candidate to study librarianship over a period of two and a half years commencing July, 1957, in the United Kingdom. It is hoped that when this course has been successfully completed the student will return to take up an appointment as Central Librarian in Jesselton.

The generous assistance afforded to the North Borneo library service by the British Council, both in making available this studentship and in presenting a further collection of books, is gratefully acknowledged.

Films

Cinemas built in permanent material and with modern equipment were opened in Tanjong Aru, Sandakan and Labuan during the early part of the year and a modern luxury cinema was completed and opened in Jesselton towards the end of the year. There were seventeen cinemas in operation in North Borneo and five travelling projectors serving the smaller towns and rubber estates.

Copies of British newsreels continued to be received weekly by air from the Central Office of Information in London and were circulated to all cinemas throughout the Colony.

The Department, through the assistance of the District Administration in Sandakan and Tawau, inaugurated mobile cinema circuits in and around the two towns during the year. The Tawau circuit appeared to be particularly successful and it was estimated that 5,000 people saw the films which were screened in the first circuit.

The Mobile Cinema Unit in and around Jesselton maintained its regular circuit which is now well established and showed films on 248 occasions to an estimated total of 72,124 people. Shows were screened in the open air whenever possible, but schools and Missions were particularly co-operative in permitting the use of their halls for the showing of films and in welcoming any member of the public to such performances.

The film "Under the Shadow of Kinabalu", produced by an Australian commercial unit, which visited the Colony in 1956, in close co-operation with the Information Office, was screened in most towns in North Borneo during the year and was well received.

A copy of the film of the Cambridge University Expedition to the Trus Madi area in the Interior is being prepared for local screening.

A start was made on the establishment of the department's own film unit and two magazine film news reels were in the course of production during the year. These are planned to be striped for magnetic sound recording of locally produced sound tracks. The appointment of a Film Librarian to do part time

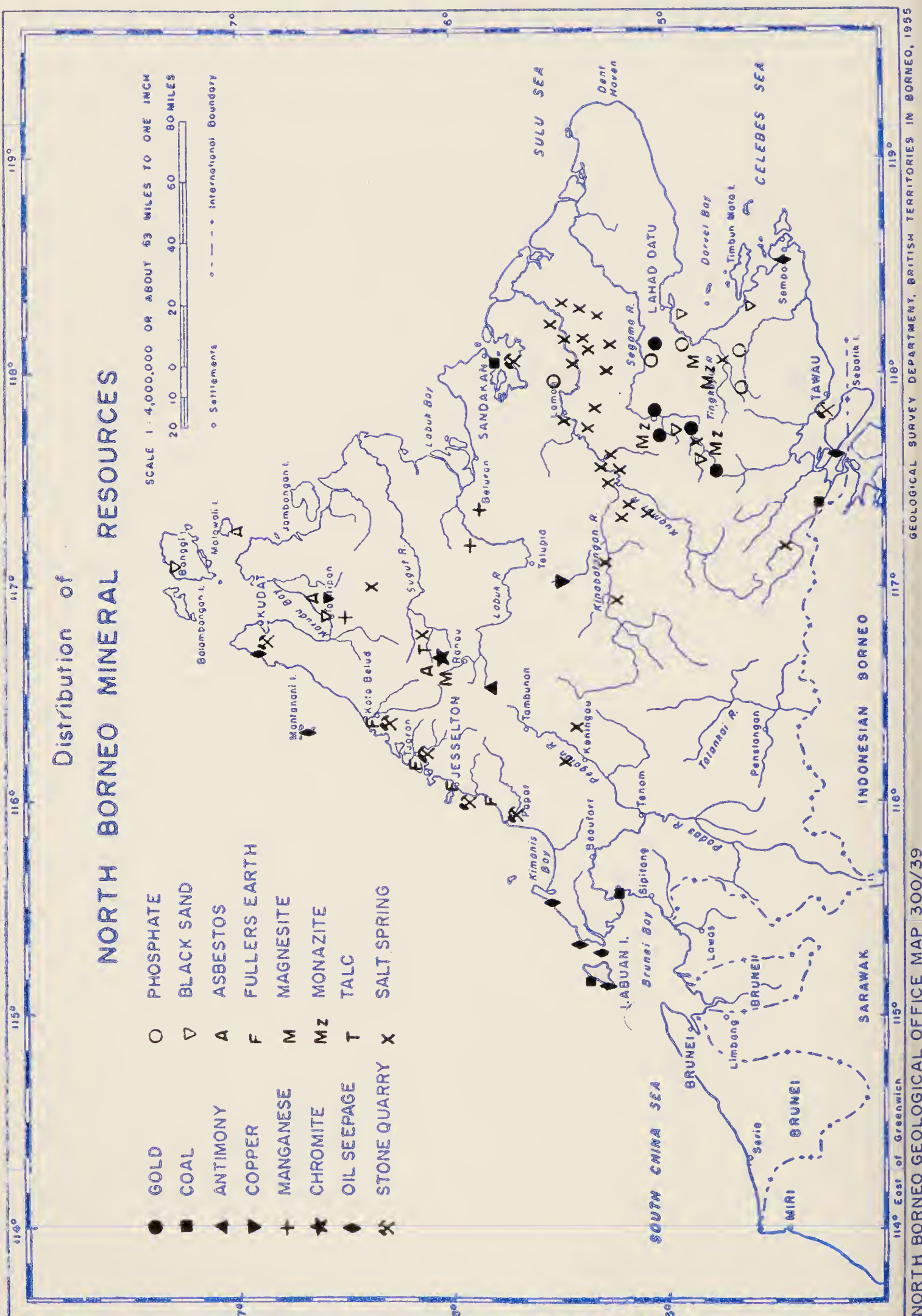
photography, the provision of a dark room and the acquisition of a still camera at the end of the year now provide the basis of a photographic section.

Visits

In addition to the distinguished persons who broadcast from Radio Sabah, there were a number of visitors to the Information Office, including journalists representing well-known British and American papers, the Regional Information Officer from the Commissioner-General's Office in Singapore, and the Information Officer of the Colombo Plan.

In December, a lecture tour was arranged for Professor Graham of London University, covering the main towns of the Colony.

A tour was also organised for Mr. K. G. Tregonning, Lecturer in History in the University of Malaya, who had been commissioned to write a book on North Borneo in the Corona Library Series.



Distribution of
NORTH BORNEO MINERAL RESOURCES

SCALE 1 : 4,000,000 OR ABOUT 63 MILES TO ONE INCH
20 10 0 20 40 60 80 MILES
o Settlements
- - - International Boundary

- | | | | |
|---|--------------|----|---------------|
| ● | GOLD | ○ | PHOSPHATE |
| ■ | COAL | ▽ | BLACK SAND |
| ▲ | ANTIMONY | A | ASBESTOS |
| ▼ | COPPER | F | FULLERS EARTH |
| + | MANGANESE | M | MAGNESITE |
| ★ | CHROMITE | Mz | MONAZITE |
| ◆ | OIL SEEPAGE | T | TALC |
| X | STONE QUARRY | X | SALT SPRING |

Chapter 13: Geology

THE west coast ranges of North Borneo, collectively known as the 'Crocker Range', culminate in the 13,455-foot peak of Mount Kinabalu. Coastal flats between this range and the sea are narrow north of Kimanis, where the coast is straight and parallel with the Crocker Range, but south of Kimanis a wide alluvial plain extends from the Crocker Range foothills to the hills between Mempakul and Tanjong Nosong. This plain is at the mouth of the Padas River, which flows through the Crocker Range after being joined at Tenom by the Pegalan, the river that drains the Interior plains of Keningau and Tambunan, with the rounded mass of Mount Trusmadi on their east. The Sugut, Labuk, and Kinabatangan Rivers rise on the eastern sides of Kinabalu and Trusmadi and flow generally east to the Sulu Sea. The Segama, the only other large river in the Colony, rises in mountains in the hinterland of Darvel Bay and crosses Dent Peninsula to the Sulu Sea. Smaller rivers in the south-eastern part of the Colony flow into the Celebes Sea. Wide alluvial flats occur along much of the east coast, particularly that part which borders the Sulu Sea.

Every major type of rock is present in North Borneo, but the sedimentary and volcanic rocks can be grouped according to age, and the instrusive rocks according to composition. These groups of rocks occupy the following areas in the 29,400 square miles of land in the Colony:

Sedimentary Formations (including interbedded volcanic rocks)					Approximate area (square mile)	
QUATERNARY	...	...	...	...	3,870
TERTIARY	{	Neogene	...	...	7,730
		Palaeogene	...	...	12,170
		Trusmadi Formation	...	...	1,080
		(Palaeogene?)				
UPPER CRETACEOUS TO LOWER PALAEOGENE (Chert-Spilite Formation)					...	1,850
Volcanic Rocks (other than those interbedded with sedimentary formations)						
QUATERNARY	...	...	...	...	700
TERTIARY	...	...	...	...	340
INTRUSIVE ROCKS ACID	...	...	...	...	70
INTERMEDIATE AND BASIC	...	...	...	...	890
ULTRABASIC	...	...	...	...	700

The sedimentary formations of North Borneo range in age from Upper Cretaceous to Recent, the youngest rocks being in general the least consolidated and containing the most fossil vegetable matter. The oldest rocks are the Chert-Spilite Formation, some fifty to sixty million years old, and comprising grey and red sandstone, calcareous sandstone, siltstone, grey and red shale, limestone, marl, chert, spilite, spilitic conglomerate, basalt, and green tuff and agglomerate. These rocks were formed in the sea, apparently far from land, and the bed of this sea appears to have been raised in eastern North Borneo in early Palaeogene times to form desert land with isolated sea basins in which characteristically red sandstone, shale, and chert, with some greywacke and conglomerate and probably some limestone were deposited. Probably at about the same time, the shale and subordinate sandstone of the Trusmadi Formation were being deposited in western North Borneo. The remaining Palaeogene rocks comprise thick beds of hard grey sandstone and beds of grey and less commonly purple shale.

The Neogene formations of North Borneo fall into three broad groups, of which the oldest is of Aquitanian age and includes massive sandstone, reef limestone, conglomerate, marl, feldspathic and coaly sandstone, and shale with fossil plant remains, deposited in shallow seas near land on which vegetation had become established. The next younger group is of Upper Miocene age and comprises shale, soft sandstone with fossil plant remains and coal seams, conglomerate, and coral limestone; oil indications are associated with this formation, which was deposited in conditions similar to those of the Aquitanian but in more restricted areas and only after the Aquitanian beds had been folded by earth movements. The youngest Neogene rocks are much less common than the Aquitanian and Upper Miocene beds and consist mainly of reef limestone and loosely cemented sandstone and sand, with layers of clay; lignite seams and fossil resin are common in these rocks. The youngest sediments in the Colony are the Quaternary mud, sand, gravel, and peat of coastal areas, river valleys, and a number of plains in the Interior.

The volcanic rocks of North Borneo include, in addition to the basaltic and spilitic lava and tuff interbedded with the Chert-Spilite Formation, andesitic products of explosive volcanic activity interbedded with Miocene sediments and volcanic rocks without associated sediment in the central and southeastern parts of the Colony. Those of the Tingka-Meliau chain of mountains in central North Borneo are basaltic lavas and subordinate tuffs that are younger than the thick beds of hard grey sandstone deposited in the Palaeogene. The volcanic rocks of Semporna Peninsula and its surroundings range from basic to acid in composition and are probably of Quaternary age.

The intrusive igneous rocks of the Colony range from ultrabasic to acid. The ultrabasic rocks include serpentinite, peridotite, pyroxenite, and dunite, with which are associated minor amounts of the basic rock gabbro, and may be the products of two distinct periods of intrusion. The intermediate rocks are the dioritic composition and mainly associated with the first of the two postulated periods of ultrabasic intrusion. The acid rocks are principally granodioritic, with minor amounts of associated granite.

The sedimentary rocks of the mainland north of the Kinabatangan River and west of the Lagungan-Talangai are mostly of Palaeogene age. Kinabalu is built of granodiorite and is surrounded by a broken ring of ultrabasic intrusions, outside which are a number of small bodies of igneous rock similar in composition to the granodiorite of the mountain itself. The Tingka-Meliau mountain chain is composed of ultrabasic rocks and extends from the Kinabatangan to the Labuk Valley; basalt builds a large area west of this chain. The Trusmadi Formation builds the mountainous area after which it is named, east of the Pegalan Valley, and similar rocks occur around Pensiangan. The geology of an area extending west from Darvel Bay as far as the Kuamut River is highly complex, though most of the rugged country in that area is built of dioritic and ultrabasic intrusive rocks; young volcanic rocks, similar to those around Tawau, occur in the south of the area. The strongest development of Neogene beds is between Pensiangan and Kuamut, though small areas of these rocks occur in other parts of the Colony, particularly in the Kinabatangan Valley. The tip of Dent Peninsula is one of the few places where younger Neogene rocks occur, the other main areas being on Balembangan Island and in the neighbourhood of Sebatik Island.

Mineral Resources

During 1957 manganese ore was discovered in the lower Labuk area, and massive chromium ore relocated in the headwaters of the Sugut. These occurrences were still under investigation at the end of the year, but preliminary work suggests the amount of ore to be limited; none-the-less, discovery of these apparently small occurrences indicates that the chances are good that any larger deposits will be found by the reconnaissance geological mapping in progress. Also during the year, further reconnaissance sampling for geochemical prospecting for copper was done, and analyses show that the limonitic iron ore overlying ultrabasic rocks in North Borneo contains some nickel. An outstanding feature of the year was the erection of an artificial steel island at the Hankin Shoals, north of Labuan, where His Excellency the Governor will officiate at the spudding-in of the first marine bore for oil off the North Borneo coast early in 1958; this is part of the ambitious

North Borneo Production of Stone and Building Materials

<i>Material</i>	<i>Unit</i>	<i>1955</i>		<i>1956</i>		<i>1957</i>	
		<i>Production</i>	<i>Estimated Value (Malayan dollars)</i>	<i>Production</i>	<i>Estimated Value (Malayan dollars)</i>	<i>Production</i>	<i>Estimated Value (Malayan dollars)</i>
Stone	cubic yards	220,280	1,801,656	149,249	1,365,812	147,376	1,160,857
Coral	"	14,227	44,465	22,104	60,473	36,141	130,233
Bricks, clay	pieces	2,261,000	215,870	1,862,201	182,992	2,409,000	250,780
Bricks, concrete	"	300,000	24,000	504,000	26,600	113,708	11,581
Hollow concrete blocks	"	67,000	54,740	20,800	27,040	20,502	18,802
Miscellaneous (tiles etc.)	"	—	—	—	—	—	11,875
Total		—	2,140,731	—	1,662,917	—	1,584,128

programme of exploration of the continental shelf by the Shell Group of oil companies that has already involved two similar ventures in the neighbouring off-shore areas of Brunei and Sarawak, the first such exploration to be undertaken anywhere in the Far East. The Shell Company of North Borneo were also nearing completion of a geological survey of the west coast area of the Colony from the headwaters of the Padas River to the Kudat Peninsula, with the principal object of obtaining information to assist in interpretation of results on the continental shelf, and commenced a geological and geophysical survey of part of Dent Peninsula.

Stone, coral, sand, clay, and salt are the only mineral materials being actively won in North Borneo at present; production figures for stone and building materials are given in the table on page 150. Satisfactory quarries exist at Papar, Jesselton, on the Jesselton to Kota Belud road, and at Sandakan and Tawau; considerable amounts of stone are also being quarried on the east coast for use in roads for timber extraction. Most of the sand used in concrete and in sand-cement bricks is the so-called 'coral sand' mainly from the islands off the coast, and consists of silt and comminuted shells and coral; most of the other river and beach sands are too fine to be of much value for this purpose. Chert gravel from streams near Kudat is used for surfacing sealed roads, and the coarse quartz-pebble gravel from near the airfield at Sandakan is used for mass concrete and in surfacing minor roads. All cement used in the Colony is imported, though materials for its manufacture are available. Kiln bricks of moderate quality are made at a number of places, including two brickfields in the vicinity of Jesselton.

Oil and gas seepages have been reliably reported from Labuan, Klias Peninsula, Kudat Peninsula, the Kinabatangan River, Dent Peninsula, and Cowie Harbour, but no commercial deposits of oil have yet been found in the Colony, despite prospecting by several companies during the last half-century. After marine seismic and gravity surveys and sea-bed sampling to determine the geology of the continental shelf off the west coast of the Colony, the possibility of finding commercial accumulations of oil is now to be tested there by deep boring at Hankin Shoal, north of Labuan.

Coal has been mined on Labuan Island and at Silimpoan, near Tawau. Nearly two million tons were produced, and it is certain that more than this remains unmined, but there is no immediate prospect of mining being resumed. Salt is produced in small quantities from salt springs in some of the less accessible parts of the Colony for local use, but the requirements of the towns are imported. Phosphate, consisting of accumulations of bird and bat excrement with insect remains, underlain in places by rock phosphate, occurs in some North Borneo caves; it is estimated

that nearly 12,000 tons could be extracted from the Gomantong and Madai caves, the largest known deposits. Fullers' earth appears to have been formed by the weathering of shale in many parts of the country. Peat deposits in the Benoni area, near Papar, cover some 2,000 acres to a depth of five or six feet, and other deposits are known to occur elsewhere. Asbestos is found in serpentinized peridotite in the Colony, but no veins of commercial thickness have yet been observed. Lateritic iron ore has been formed by weathering of underlying rocks in a number of places, and some of this has now been shown to contain a small percentage of nickel. Other minerals known to occur, but at present thought to have no economic importance, are gold, antimony ore, black sand containing chromite, magnesite, monazite, and talc. The distribution of mineral occurrences in North Borneo is shown in the map facing page 147.

The best hopes for future mining appear to lie in copper and chromium ores, both of which are being actively sought by the Department; it is unlikely that economic deposits of manganese ore occur, despite recent discoveries, but the investigation of one newly-found deposit continues. Copper ore is known at Karang and elsewhere in the neighbourhood of ultrabasic intrusions. It has been shown that geochemical prospecting, involving the testing of soils and stream sediments for minute amounts of copper, would have revealed the Karang deposit, and the method is now being more extensively applied on a reconnaissance basis to see whether commercial deposits of copper ore can be found in more accessible areas. Some fundamental problems in the application of this method have yet to be solved, but it is the only means by which discoveries of copper ore are likely to be made in an area of the wet tropics where outcrops of the ore are certain to be scarce and, in view of the sparsity of population, are unlikely to be discovered. A deposit of massive chromium ore was relocated during the year and has been opened up by trenching. This type of ore is thought to be uncommon, but examination of concentrates from stream-bed and beach sands partly derived from the ultrabasic rocks has shown that the latter contain dissemination of chromite; it is possible that commercial concentrations occur, but they would be difficult to locate because they do not give rise to 'float', and a start has therefore been made on an investigation into the possibility of using geochemical prospecting methods for this purpose, as well as for the copper. The area in which manganese ore was discovered in 1957 in the lower Labuk Valley has been searched for further deposits, and a number of pits have been sunk to determine the nature of the occurrence; the results to date appear to indicate that the best ore is at the surface, and samples of this have already been shown to be below commercial

grade, but further assays and field work are required before the prospects of the find can be fully determined, and this work is in hand.

Water supplies and engineering problems continue to occupy the attention of the Department. Successful bores for water have already been sunk at Labuan and Sandakan on sites selected by the Geological Survey, and a more detailed examination of the Sandakan area was made in 1957 with the object of siting further bores there; advice was also given on the sinking of shallow wells at Kudat. Engineering problems with which the Department was able to help with geological information included a proposal for a dam at the mile five waterworks at Sandakan, stabilisation of fill at the Sandakan Roman Catholic Mission reclamation in the harbour area at Sandakan, ballasting for the timber extraction railway south of the Segaliud River, beach erosion at Jesselton, and the testing of foundations for buildings to be erected on the hills behind Jesselton town.

Geological Survey Office

The Geological Survey Office in Jesselton is part of the combined department for The British Territories in Borneo, the establishment of which includes eight geologists; of these the Director is stationed in Kuching, Sarawak, and the Deputy Director, and two geologists, in Jesselton; one post of geologist was vacant for most of 1957. The remainder of the staff in Jesselton consists of an office assistant, one clerk, eight technical assistants and an office messenger.

The office is a spacious building of modern design built in permanent materials in 1952. The main room is a museum for the display and storage of rock and mineral specimens, maps, and photographs; displays include a relief model of the Colony showing the distribution of the various rock formations and a collection of North Borneo rocks illustrating the broad classification of rock types normally used by geologists; these displays and the headquarters activities of the department, such as the use of the stereoscope in interpreting airphotographs and of the microscope in identifying rock types, are demonstrated to visiting groups of senior school children and teacher trainees. The museum also contains a library of reference books and a collection of records of past geological and mineral exploration. The office building includes a workshop and a laboratory for the preparation and examination of rocks and minerals, and facilities for photographic work and draughting.

Finance

The expenses of the department in North Borneo before 1956 were met from the Central and Colony allocations from Colonial

Development and Welfare funds. Since 1956, Colony revenues have begun to take over a share of the recurrent expenditure of the department, contributing an estimated amount of \$142,168 in 1957; capital expenditure is still met from Colonial Development and Welfare funds.

Departmental Activities

The department continues to make progress with its fundamental task of regional geological surveying. The Deputy Director completed most of the field work required for a reconnaissance survey of the Sandakan area and parts of the Kinabatangan and Labuk Valleys, and started compilation of a geological map and memoir for publication in 1958. P. Collenette, geologist, is nearing completion of field work for a survey of the Jesselton-Kinabalu area and is also expected to publish his results in 1958. Advisory work for Government and the public continued to take up a considerable amount of time, and there was an increase in requests for information from abroad. Reports were prepared by the Deputy Director on the groundwater potential of the Sandakan area as a preliminary to the siting of further bores for water.

Future Plans

After publication of the maps and reports on the Sandakan and Jesselton-Kinabalu area, it is proposed to begin a reconnaissance survey of a remote area between the headwaters of the Kinabatangan and the Kalimantan border; photogeological work in connection with this survey is already in hand at the Directorate of Overseas Geological Surveys, London. It is hoped to arrange for outside help with geochemical prospecting for copper in 1958. Investigation of the manganese ore finds in the lower Labuk area, and of the chromite in the Sugut headwaters, will continue.

Acknowledgments

Apart from the help given to the department by Government officers and members of the public in North Borneo, the following have given considerable assistance.

The Shell Company of North Borneo Limited. The Mineral Resources Division and Photogeological Section of the Directorate of Overseas Geological Surveys, London. The Geochemical Prospecting Research Centre, Royal School of Mines, London.

PART III

Chapter 1: Geography and Climate

THE Colony of North Borneo occupies the whole of the northern portion of the island of Borneo. Its immediate neighbours are Brunei, a native state under British protection, Sarawak, a Crown Colony, and Kalimantan, or Indonesian Borneo.

The total area of the Colony is 29,388 square miles: North Borneo is thus roughly the size of Ireland. The South China Sea washes its western and the Sulu and Celebes Seas its eastern coasts. The coastline measures altogether 800 to 900 miles.

The distances from Jesselton 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 six 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 coast-line is formed mainly of alluvial flats with many creeks and swamps. Hills and valleys in most cases are covered with dense forest, and there are many rivers.

One of the chief geographical features of the country is the Crocker Range, a range of mountains stretching parallel with the coast from the Sarawak border in the south-western corner of the Colony to the Kinabalu massif. The average height of the range is between 2,500 and 3,000 feet and the mountains rise to over 4,000 feet along a central spine. The range culminates at its northern end in Mount Kinabalu (13,455 feet), the highest mountain in the Malay Archipelago and one of the finest mountains in South-East Asia. This lovely mountain, which is venerated by the natives as the resting place of the dead, may be seen from many parts of the Colony. Known on old charts as St. Peter's Mount, it was first climbed by a European in 1857 when Mr. (afterwards Sir Hugh) Low made the ascent from Tuaran.

Mount Trus Madi (8,500 feet), on the border of the Keningau and Tambunan districts, lies to the east of the Crocker Range and is the highest mountain in the country after Mount Kinabalu. The whole of the Interior between the Crocker Range and the Kalimantan border, with the exception of the Keningau and Tambunan plains, is mountainous and difficult of access.

On the East Coast, much of the terrain inland from Tawau and Lahad Datu is mountainous and almost entirely undeveloped. The valleys of the Segama and Kinabatangan rivers traverse, by contrast, for much of their length, a broad, heavily forested

plain, interspersed with hills and crossed by numbers of rivers. There are extensive areas of fertile volcanic soil in the Semporna peninsula and the alluvial soil in the Segama valley is suitable for the cultivation of high grade cigar wrapper leaf tobacco.

Between the Crocker Range and the sea on the west coast is an extensive and relatively heavily populated coastal plain, in which is cultivated the major part of the rubber and rice produced in the Colony. Inland from the coastal plain is the Tenom valley, which contains some of the best agricultural land on the West Coast. In the Interior are the Keningau and Tambunan plains, through which runs the Pegalan river. The Keningau plain consists of wide stretches of scrub and grassland; the Tambunan plain, on the other hand, is intensely cultivated and contains at least 4,000 acres of irrigated padi land.

Rivers are numerous throughout the country and are of considerable importance, constituting as they do the only means of communication in some districts. The longest river is the Kinabatangan, which, rising in the Witt Range in the Interior, follows a course of 350 miles before reaching the sea between Sandakan and Tambisan. The river is navigable by large launches as far as Lamag and well beyond that point by smaller launches and shallow-draught craft powered by outboard engines. The Segama river is navigable for about sixty miles. The other main rivers flowing out to the East Coast are the Sugut and the Labuk. The rivers on the West Coast are shorter and swifter flowing. The longest of them is the Padas, which is navigable by small launches as far as Beaufort. The Padas has cut a deep and scenic gorge through the hills of the Crocker Range, and it is through this that the railways passes to connect Beaufort and Tenom. The Tagul river, which has its headwaters near the Indonesian border, flows through Pensiangan district into Kalimantan, where it is known as the Sembakong. Much of the merchandise handled in the shops at Pensiangan is transported along this river through Indonesian territory to and from Tawau.

The main harbour on the West Coast is at 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 northerly point of the Colony is Marudu Bay, a former strong-hold of Illanun pirates. On its western shore, eleven miles from the entrance, is Kudat harbour. About midway down the East Coast is the magnificent harbour of Sandakan, the approach to which is 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, a former capital of the old State of British North Borneo and the largest town in the Colony, is built on the northern shore about a mile from the entrance. Other 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 13 under Chapter I of Part II.

The climate of North Borneo is tropical, but on the whole equable. On the coast, day temperatures vary from 74°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 72° and in most places comparatively cool nights occur.

Annual rainfall varies from sixty inches to 160 inches, depending on the locality. The difference in regional rainfall characteristics and its seasonal variations are caused by the prevailing winds. The north-east monsoon begins in October or early November and lasts until March or April and the south-west monsoon prevails from the beginning of May until August. Between the monsoons there are periods of indeterminate winds lasting about six weeks. The highest rainfall is the south-west (Beaufort and Labuan) and the lowest and most evenly distributed rainfall is in the Interior (Tenom, Keningau and Tambunan) and at Tawau in the south-east corner of the Colony. On the West Coast the wetter season occurs during the south-west monsoon and during the interim periods, while on the East Coast the heaviest rainfall is during the north-east monsoon. The typhoon belt passes just north of the Colony, so typhoons are unknown, although severe rainstorms accompanied by high winds are not infrequent.

CLIMATOLOGICAL SUMMARY YEAR, 1957

JESSELTON (AIRPORT)

LATITUDE 5° 57'N LONG. 116° 03'E.

HEIGHT OF STATION 7 FEET AMSL.

		AIR TEMPERATURE IN DEGREES FAHRENHEIT										RAINFALL			NUMBER OF DAYS					BRIGHT SUNSHINE		EARTH TEMP.		
		ABSOLUTE EXTREMES										Total Inches		MOST IN A DAY		Precipitation	Thunderstorm	Thunder heard	Fog	Gale	Total Hours			Daily Mean (hour)
Mean 0800 hrs.	air pressure at MSL.	A Maximum	B Minimum	Mean of A & B		Highest Max.	Date	Lowest Min.	Date	Lowest Max.	Date	Highest Min.	Date											
Jan.	1010.1	85.1	72.5	78.8	87.2	15	68.9	3	83.0	1.25	74.6	28	5.85	1.96	6	17	3	10	—	219.20	7.07	83.0	83.9	
Feb.	1011.4	85.0	72.0	78.5	87.0	20	68.0	12	83.3	26	74.7	17	2.39	0.83	3	11	1	5	—	210.40	7.51	83.5	84.8	
Mar.	1011.1	86.3	73.4	79.9	89.2	28	71.4	21	82.5	8	75.2	11,22	2.66	0.80	9	11	3	9	—	233.25	7.52	86.4	86.3	
Apr.	1010.8	88.0	73.8	80.9	90.2	12,22	71.0	7	86.3	4	77.0	23	4.70	2.55	24	5	—	13	—	275.15	9.17	88.7	88.4	
May	1010.0	89.5	75.8	82.7	92.0	21	73.0	1	86.7	28	78.0	15	4.87	2.71	27	14	10	27	—	260.15	8.39	88.9	89.0	
June	1009.7	88.6	74.7	81.7	91.2	18	72.8	30	84.4	22	77.3	1	15.03	4.49	22	16	4	10	—	214.75	7.16	85.2	87.5	
July	1009.5	88.0	73.7	80.9	91.4	4	71.7	25	84.0	8,30	76.6	18	17.59	3.83	30	20	4	8	—	216.85	6.99	84.0	86.3	
Aug.	1009.5	88.1	74.2	81.1	91.6	20	72.4	11,23	83.1	2	77.0	18	7.74	1.96	11	13	3	4	—	230.15	7.42	83.2	85.3	
Sept.	1010.5	87.4	74.0	80.7	90.4	1	71.8	29	79.0	13	77.5	3	14.73	4.46	12	18	2	4	—	183.95	6.13	83.3	85.6	
Oct.	1011.4	87.0	73.9	80.5	89.0	13	71.8	29	81.9	3	76.4	14	8.86	2.87	4	19	6	18	—	202.10	6.52	82.8	85.2	
Nov.	1012.1	86.8	73.8	80.3	89.0	25	72.1	17	83.0	16	75.2	9,12	6.91	1.90	17	13	4	5	—	253.15	8.44	83.2	85.4	
Dec.	1010.3	87.5	73.7	80.6	88.8	2	72.4	26	85.9	19	75.0	12	3.66	1.81	8	11	5	9	—	240.80	7.77	83.8	85.7	
Total	—	—	—	—	—	—	—	—	—	—	—	—	94.99	—	—	168	45	122	—	—	—	—	—	
Means or Extremes	1010.5	87.3	73.8	80.5	92.0	—	68.0	—	79.0	—	78.0	—	—	4.49	—	—	—	—	—	228.33	7.51	84.7	86.1	

CLIMATOLOGICAL SUMMARY YEAR, 1957
SANDAKAN (AIRPORT)

HEIGHT OF STATION 38 FEET AMSL. LATITUDE 5° 54'N LONG. 118° 04'E.

Mean 0800 hrs. air pressure at MSL.		AIR TEMPERATURE IN DEGREES FAHRENHEIT										RAINFALL			NUMBER OF DAYS					BRIGHT SUNSHINE		EARTH TEMP.															
		ABSOLUTE EXTREMES					MEANS OF		Mean of A & B			Total Inches			MOST IN A DAY		Precipitation					Thunderstorm		Thunder heard		Fog		Gale		Total Hours		Daily Mean (hour)		1 foot		4 feet	
		A	B	Maximum	Minimum	Date					Highest Max.	Date	Lowest Min.	Date	Lowest Max.	Date	Highest Min.	Date																			
Jan.	1010.5	85.7	71.9	78.8	87.3	Sev.	3	65.1	82.5	18	77.0	17	12.77	3.77	20	22	2	7	3	—	172.70	5.57	81.9	83.3													
Feb.	1011.9	85.3	72.2	78.7	86.6	24	22	69.3	80.6	3	75.5	16	4.82	1.37	13	14	1	2	4	—	204.95	7.32	83.0	84.2													
Mar.	1011.6	87.0	73.0	80.0	88.6	31	22	70.8	82.6	15	74.7	13	3.30	1.74	14	11	2	5	3	—	201.05	6.49	84.9	86.0													
Apr.	1011.1	88.2	72.4	80.3	92.3	19	15	69.5	76.7	30	74.1	20	1.78	0.80	4	8	—	6	7	—	232.20	7.74	86.3	87.5													
May	1010.7	90.7	72.0	81.3	93.3	13	1,9	70.3	87.6	1	73.8	25	0.58	0.27	24	6	—	14	9	—	288.55	9.31	87.9	88.9													
June	1010.1	90.7	72.4	81.5	94.0	14	16	70.0	87.9	25	74.1	3	11.20	2.80	4	13	3	11	2	—	228.05	7.60	85.2	87.1													
July	1009.6	88.5	72.4	80.5	93.0	4	17	70.2	81.6	10	74.8	4	13.65	3.46	8	18	6	13	2	1	182.60	5.89	83.7	85.5													
Aug.	1009.4	89.8	73.1	81.5	92.4	19	27	70.3	84.9	6	76.2	20	8.84	1.86	3	14	4	16	1	—	226.45	7.30	84.6	86.0													
Sept.	1010.7	89.3	72.9	81.1	92.6	1	8	70.0	84.0	23	74.5	1	17.58	2.84	16	24	12	21	1	—	196.70	6.56	83.7	85.4													
Oct.	1011.6	88.6	73.5	81.1	91.8	7,13	8	70.9	83.5	6	75.6	24	10.94	3.27	7	19	2	15	4	—	218.70	7.05	83.1	84.5													
Nov.	1012.1	87.2	73.3	80.3	90.3	12	18	71.8	80.4	9	75.4	19	13.58	3.44	6	23	1	8	3	—	193.90	6.46	82.6	84.0													
Dec.	1011.0	86.2	74.3	80.3	88.0	1	28	70.6	80.7	4	78.0	22	17.43	4.95	16	24	2	8	2	—	186.50	6.02	82.4	83.9													
Total	—	—	—	—	—	—	—	—	—	—	—	—	116.47	—	—	196	35	126	41	1	—	—	—	—	—												
Means or Extremes	1010.9	88.1	72.8	80.5	94.0	—	—	65.1	—	—	78.0	—	—	—	4.95	—	—	—	—	—	211.03	6.94	84.1	85.5													

CLIMATOLOGICAL SUMMARY YEAR, 1957

LABUAN (AIRPORT)

HEIGHT OF STATION 98 FEET AMSL.

LATITUDE 5° 18'N LONG. 115° 15'E.

		AIR TEMPERATURE IN DEGREES FAHRENHEIT										RAINFALL			NUMBER OF DAYS					BRIGHT SUNSHINE		EARTH TEMP.		
		ABSOLUTE EXTREMES										Total Inches	MOST IN A DAY	Precipitation	Thunderstorm	Thunder heard	Fog	Gale	Total Hours	Daily Mean (hour)	1 foot	4 feet		
		MEANS OF		Highest Max.	Lowest Min.	Date	Lowest Max.	Date	Highest Min.	Date	Mean of A & B													
A Maximum	B Minimum																							
Mean 0800 hrs. air pressure at MSL.																								
Jan.	1011.0	84.3	75.7	80.0	88.2	10	71.4	3	79.4	25	79.0	20	9.65	2.82	7	18	1	5	—	—	81.2	82.6		
Feb.	1012.2	84.5	75.5	80.0	87.6	25	71.6	13	82.8	13,17	78.6	10	3.94	2.23	12	10	—	1	—	—	82.0	83.3		
Mar.	1011.8	86.5	76.7	81.6	90.1	24	72.2	21	81.3	8	79.5	26	6.78	1.75	31	11	3	14	—	—	83.5	84.2		
Apr.	1011.6	87.8	77.1	82.5	90.1	18,22	73.7	16	84.4	3	79.6	13	7.92	2.16	18	13	3	11	—	—	84.8	85.4		
May	1011.0	88.6	77.7	83.1	92.4	24	73.8	28	83.6	11	80.0	5	11.63	4.88	27	22	11	25	—	—	85.1	85.9		
June	1010.7	88.0	77.3	82.7	91.2	18	73.9	17	80.6	22	80.5	14	13.41	4.25	21	17	4	11	—	—	84.4	85.6		
July	1010.4	87.5	76.5	82.0	90.9	18	71.8	10	83.0	30	79.8	1	19.14	3.75	24	17	1	7	1	3	83.4	85.0		
Aug.	1010.5	88.1	77.9	83.0	92.1	20	72.5	1	82.6	2	81.0	20,22	4.79	1.54	12	9	1	7	—	1	83.4	84.5		
Sept.	1011.7	87.3	75.8	81.5	89.7	1	71.5	2	79.0	13	78.8	1	14.59	3.73	12	19	1	8	—	—	83.5	84.9		
Oct.	1012.3	87.1	76.3	81.7	89.2	12	73.1	17	81.1	2	79.6	12,13	10.23	2.24	19	23	5	17	—	1	83.5	84.5		
Nov.	1012.8	86.9	76.5	81.7	90.3	3	72.4	16	80.6	16	79.8	27	9.50	3.82	15	19	1	6	—	—	83.8	84.8		
Dec.	1011.1	87.7	78.5	83.1	90.1	1	76.2	8,14	86.2	16	80.8	11	1.55	0.55	13	11	1	12	—	—	84.5	85.2		
Total	—	—	—	—	—	—	—	—	—	—	—	—	113.13	—	—	189	32	124	1	7	—	—		
Means or Extremes	1011.4	87.0	76.8	81.9	92.4	—	71.4	—	79.0	—	81.0	—	—	4.88	—	—	—	—	—	—	231.35	7.61	83.6	84.7

Chapter 2: History

THE name Borneo, which is now applied to the whole island, was probably derived from the name of North Borneo's immediate neighbour—Brunei. North Borneo itself was formerly known as Sabah, the title still used in the vernacular.

Very little is known of the history of North Borneo before the advent of the first Europeans. There has been much speculation about Chinese settlement in North Borneo, but so far no evidence has been found to enable any positive conclusion to be drawn. It has been suggested that the Dusuns, the largest native tribe, are descendants of Chinese ancestry, but again there is no reliable evidence of any kind to support such a theory. Magellan's fleet calling at Brunei in 1521 after the death of Magellan in the Philippines may, for historical purposes, be said to have "discovered" Borneo. It is certain, however, that there had been contacts with China before that date. It is possible that Chinese had visited Borneo as early as the Sung dynasty (A.D. 960-1279), and that expeditions despatched by the Mongol conquerors to Java and elsewhere in the East Indian archipelago in the following century touched at the island. (The north coast of Borneo is only some 1,200 miles from the mainland of China). The Chinese commander Cheng-Ho evidently led expeditions that called at the island during the reign of the Ming ruler Yung Lo (A.D. 1403-1424). A writer in the *North Borneo Herald* of 1st May, 1895, discussing early Chinese contact with Borneo, concludes that it was likely that a Chinese had held high office in North Borneo within the three preceding centuries. He goes on to suggest that the truculence of the North Borneo pirates during the 18th and 19th centuries was traceable to a liberal infusion of Hokkien blood! Whatever the nature of early Chinese contacts with Borneo, they were considerably affected by the arrival in the East Indian archipelago of the Europeans in the 16th century. Portuguese, Spanish, Dutch and English successively were active from this time. Portuguese and Dutch trading policy, by which all produce connected with the China trade was directed through their own depots at Malacca and Batavia, put an end to the junk traffic between China and Borneo that is known to have flourished for a long period, and, indeed, to direct contact with China. This interruption in legitimate trade probably stimulated the rise of the pirates who were to terrorise the northern coasts of the island until nearly the end of the 19th century.

After Magellan's fleet had called at Brunei the Portuguese under Jorge de Menezes paid a visit to Brunei in 1526. The influence of the Portuguese, however, never reached any substantial degree; and in due course they were driven out of the archipelago and conducted their trading from Macao. According to *Hunt, the Portuguese established stone forts at Brunei and Labuan, though at the time that he wrote (1812) they had already become ruins. In the 17th century what is now the territory of the Colony of North Borneo fell largely within the kingdom of Brunei. Civil disturbances later compelled the Sultan to seek the aid of the ruler of Sulu and it is believed that ultimately he ceded to the latter all the territory from the Kimanis river on the north-west coast to the Straits of Macassar on the east of the island. When Sir William Draper captured Manila in 1763 he was able to release the reigning Sultan of Sulu, then a prisoner of the Spanish. As a *quid pro quo* the Sultan ceded to the East India Company all of the territory obtained from the Sultan of Brunei. Shortly afterwards (in 1773) the Company opened a station at Balembangan, an island to the north of Marudu Bay. The Company was badly in need of a base for its trade with China, but the choice of Balembangan proved unfortunate, the island being both unhealthy and menaced by pirates. The settlement was attacked and pillaged by Sulus and Illanuns in 1775 and the garrison forced to flee to Brunei. In 1803 the Company again attempted to establish a base at Balembangan, but the station was closed finally in the following year together with another factory at Brunei.

Until James Brooke visited Borneo some fifty years later no further attempts were made at colonisation by Europeans. The East India Company having withdrawn its interest the Sultans of Brunei and Sulu once again exercised control over the northern part of the island—a control which was, however, largely nominal. The collection of revenue was farmed out to natives of rank: this, as might be expected, resulted merely in the appointed farmers plundering the inhabitants to their own advantage. Amongst the tribes settled along the coast there was a loose system of Islamic law: in the interior primitive native peoples practised head-hunting and had little contact with any form of civilization.

The most notorious of the pirates to infest the waters of North Borneo were the Illanuns, the Balagnini and the Bajaus, who came principally from the Sulu Islands in the southern Philippines. The vessels in which they undertook their expeditions were large and heavily armed, sometimes cruising in fleets of as many as 200 sail. Their operational area was extensive, covering the coasts of the Philippine Islands, Borneo, the Celebes, Sumatra, Java and

* Sketch of Borneo by J. Hunt: Appendix V in Expedition to Borneo of H.M.S. "Dido", London, -1847.

the Malay Peninsula and even reaching the Bay of Bengal. The pirates had settlements of considerable size at various points along the coastline of North Borneo, particularly in Marudu Bay and later at Tungku. The main object of the piratical raids was the capture of slaves, who could be seized in one country and sold in another. Brunei was at one time the chief slave market. In the Dusun villages of the west coast of North Borneo the pirates found a liberal supply of slaves, cattle and agricultural produce. Numbers of European vessels were attacked and sometimes they were seized and their crews carried off into slavery.

James Brooke reached Borneo (Sarawak) in August, 1839. Going to the assistance of Rajah Muda Hashim, the uncle of the reigning Sultan of Brunei, in the suppression of a rebellion of Land Dayaks and Malays, he received the cession of an area of land in the vicinity of Kuching. In September, 1841 he was installed as Rajah of this territory, which later was to be considerably augmented to become the State (and in due course the Crown Colony) of Sarawak. It is not generally realised that it was James Brooke who secured the suppression of piracy in North Borneo. He recognised from the beginning that the first step to be taken before settled Government could be introduced was to put an end to the activities of the pirates. Having obtained the services of the Royal Navy for the purposes of restoring order in Sarawak he secured its intervention in the suppression of piracy in North Borneo. In 1845 a successful action was carried out against pirates at Langkon in Marudu Bay and in 1846 there was a further naval action in the Membakut river. These steps, and the occupation of Labuan in 1847, initially had a salutary effect, but after some years the position again deteriorated, the Illanuns and Balagnini brazenly renewing their activity and establishing a major pirate base at Tungku on the east coast. By 1879 the pirates were again so active that H.M.S. *Kestrel* was despatched to destroy Tungku. Only then was the pirate menace which had plagued the Borneo coasts for so many years finally ended. Small scale piracy may not, however, be considered to have been totally eradicated: the township of Semporna on the east coast was attacked and looted by raiders from the Philippines as late as March, 1954 and there have been a number of smaller incidents.

In 1846 the British flag was hoisted in Labuan by Captain Mundy commanding H.M.S. *Iris* and in 1847 a Treaty of Friendship and Commerce was concluded between the British Government and the Sultan of Brunei, who ceded the island of Labuan in perpetuity to the British Crown. The island became a Crown Colony under the Straits Settlements Government, but from 1890 until 1st January, 1906 was administered by the Government of North Borneo. James Brooke was appointed the first Governor of

Labuan as well as Commissioner and Consul-General to the Sultan of Brunei. The modern history of North Borneo may be considered to date from this time.

It was not many years before outside interest in the country was once again evidenced. In 1865 a company was formed in Hong Kong of American and Chinese interests known as the American Trading Company of Borneo, which later acquired concessions from the Sultan of Brunei and founded a colony at Kimanis. For various reasons the venture proved unprofitable and the settlement was soon abandoned. A monument marking the grave of one of the representatives of the Company may still be seen on Kimanis estate.

The names of William Cowie and Baron Overbeck are closely associated with the founding of the British North Borneo (Chartered) Company and of the regime which continued up to the Japanese invasion in 1942, although, as a matter of fact, neither of them took any part in the actual inauguration of the Company. Cowie was on close terms with the Sultan of Sulu, whom he supplied with arms, and in the early 1870's he managed to obtain the latter's permission to establish a depot in Sandakan Bay. In spite, however, of Sandakan's favourable position in relation to the Philippines Cowie's Labuan Trading Company did not prosper. Later Cowie had a meeting in Hong Kong with Torrey, the only survivor of the American Trading Company. Both men were keenly interested in developing North Borneo. At the same time Baron Overbeck, then Austrian Consul-General in Hong Kong, also expressed interest in North Borneo and associated himself with Cowie and Torrey. Baron Overbeck was backed by Alfred Dent and his brother, businessmen with connections in London and the Far East. In 1878 after protracted negotiations with the Sultans of Brunei and Sulu the Baron succeeded in obtaining for the party the cession of a large area of North Borneo in return for certain annual payments. Baron Overbeck shortly afterwards sold his interest to the Dent brothers and retired to Europe. Cowie in due course became the Managing Director (in London) of the British North Borneo (Chartered) Company and later, in 1909, became the Chairman of the Company in succession to Sir Charles Jessel.

Following the grant of the territory immediate steps were taken to establish the rudiments of government. * William Pryer, who is credited with being the founder of Sandakan, was put in charge of the settlement there, which in 1879 he moved to its present site at the entrance to the bay. Stations were opened at Tempasuk (Kota Belud) and Papar. A Limited Provisional Association was then formed and a petition was addressed to the

* William Pryer, the founder of Sandakan: *Journal Malayan Branch Royal Asiatic Society* (Vol. XXVII, Part I, page 35)

Secretary of State for the Colonies in London which sought the grant of a Royal Charter. A Charter was granted on 1st November, 1881 by Mr. Gladstone's Liberal Government to the "North Borneo Provisional Association Limited", which provided *inter alia* that the Company should always be British and that it should undertake to abolish slavery, to administer justice with due regard to native customs and laws, and not to interfere with the religion of the inhabitants. It prohibited the transfer of the grants and concessions without the authority 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, including the approval of the appointment of the Company's Governor. In May, 1882 the British North Borneo (Chartered) Company was formed; and in May, 1888 the State, together with Brunei and Sarawak, became a British Protectorate.

Consequent upon the grant of the Charter and the creation of conditions for the establishment of ordered government, fairly rapid and satisfactory progress was achieved. The Court of Directors in London was a body of wellknown and influential men, and the capital of the Company was substantial (£2 million). Mr. (afterwards Sir) William Hood Treacher was seconded by the British Government as the first Governor of the State of North Borneo. It was decided initially that the Company should remain an administrative body and should not participate directly in trade; this decision was, however, modified in 1920 when the Government commenced to take an active part in the development of the country by investing capital in certain local enterprises. To attract capital and settlers into the new country very favourable terms were offered. Active steps were taken to secure Chinese immigration to supply the labour that was a prerequisite of development and very early on large numbers of Chinese began to pour in, both from the mainland of China and from Singapore. The measures taken were not as successful as was hoped would be the case, for the labour market became overcrowded and numbers of disillusioned immigrants had to make their way back to China. Nevertheless communities were established at Kudat and Sandakan which still thrive today.

The country possessed three main attractions: its timber, its reputed minerals and its land. The timber trade has now grown to be the second of the Colony's industries, while the much sought after minerals, with the exception of deposits of coal, have never been exploited. The land has proved the most valuable asset. There was considerable speculation in the early days of the Chartered Company concerning the most suitable crops for cultivation; sugar, coffee, coconuts, tobacco, ramie and cocoa were all tried. By 1889 no less than 78 companies had taken up land, nearly all for tobacco cultivation. Tobacco, although initially far

and away the most important form of cultivation, did not prove a permanent crop; today there is only one company planting tobacco in North Borneo (though the wrapper leaf that it produces is of world-wide reputation). The tobacco boom, however, set the new State upon its feet and assisted in opening up the country about which very little was then known.

In due course new stations were opened at Gaya, Silam, Kudat (the capital until 1884), Tawau, Penungah and Semporna, and later at Keningau, Tenom and Beaufort. Various enclaves of territory not included in the territory acquired initially were absorbed over a number of years to knit the State into a compact whole of about 29,400 square miles (the area of the present Colony). A few of the additions were the result of punitive expeditions that the Company was compelled to undertake. The last enclave to be acquired was the Membakut district, which was ceded by an independent chief in 1902.

In 1894 it was suggested, as a result of an economic set-back experienced after the subsidence of the tobacco boom, that North Borneo should be federated with Sarawak; but this proposal, although strongly supported by Lord Brassey, who had visited North Borneo in 1887, was rejected by the Company's shareholders. Economically the country went slowly ahead. Capital started to flow in and the immigrant population (principally Chinese) gradually increased. In 1896 a telegraph line from Jesselton to Sandakan was completed. A metre-gauge railway to run from Weston to Beaufort was begun in the same year, being opened to traffic in 1898 and completed in 1900. An extension from Beaufort to Jesselton on the west coast (and also to Melalap in the Interior) was then commenced, which was finally taken over from the contractors in 1905. The railway opened up the west coast. Although there is now air connection with Keningau, it continues to supply and to carry the export produce of much of the west coast and the Interior. The railway proved its value at the time of the rubber boom in the early nineteen hundreds; it ran through miles of land eminently suited for rubber cultivation which the Chartered Company by offering absurdly attractive terms was able to dispose of to a number of companies and smallholders. Today it is estimated that there are more than 125,000 acres of rubber under cultivation in the Colony, the greater part being on the west coast and in the Interior.

Apart from a number of minor set-backs—including the insurrection of Mat Salleh in the years 1894-1900 and the Rundum rebellion in 1915—the Chartered Company was able to achieve creditable, although somewhat slow progress. The first world war did not directly affect the State, which had, however, its share of the world slump of 1931. When the second world war broke

out the Company was unable to point to any marked development such as characterised Singapore, Malaya or Hongkong; but it could look with justifiable satisfaction upon an ordered system of government and a populace well contented under its administration. Sandakan was the permanent seat of Government and the centre of commerce; Jesselton, Beaufort, Tawau and Kudat were small but prosperous towns. Rubber was the industry upon which the economy of the State rested. There were few roads and no air connections with the outside world. This peaceful state of affairs was changed abruptly by the war.

In January, 1942 North Borneo was invaded by 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 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 massacred, 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.

The almost total destruction during the war period of the progress made by the Chartered Company in its sixty years of administration was a severe handicap to the new post-war government. Quite apart from the wholesale devastation which was the war's principal legacy, it was found that the greater part of all pre-war official records had been destroyed. The emphasis in the immediate post-war period had necessarily, therefore, to be on rehabilitation.

There are four factors with which the post-war Government has been most concerned; firstly, rehabilitation and reconstruction; secondly, economic development; thirdly, the extension of social services; fourthly, the association of the local population in the work of Government. Reconstruction and development have marched hand in hand. A reconstruction and development plan for the years 1948-1955 was adopted in 1948 and in 1955 a further development plan for the years 1956-1960 was approved. This plan was substantially modified in 1956. There has been much progress in the field of social services. In 1950 a new Constitution came into being, which provides for the establishment of Executive and Legislative Councils. These Councils were inaugurated in October, 1950. In recent years considerable progress has been made in the field of local Government. Town Boards

have been constituted in the major towns of the Colony with unofficial majorities and with control over their own finances and local authorities, recently renamed District Councils, are playing an ever increasingly important part in the Government of rural areas.

LIST OF IMPORTANT DATES IN THE HISTORY OF
NORTH BORNEO

1521	...	Magellan's fleet visited Brunei.
1763	...	Sultan Amir of Sulu ceded his possessions in Borneo to the East India Co. The Company's flag hoisted at Balembangan.
1773	...	Settlement opened by the East India Company at Balembangan.
1775	...	Settlement at Balembangan attacked by Sulus and abandoned.
1803	...	Settlement at Balembangan re-opened.
1804	...	Settlement at Balembangan closed.
19/8/1845	...	Naval engagement at Marudu against Sherip Osman.
24/12/1846	...	Captain Mundy commanding H.M.S. <i>Iris</i> hoisted British flag at Labuan, the Sultan of Brunei having ceded the island in perpetuity to Great Britain.
1865	...	The Sultan of Brunei ceded west coast of North Borneo to the American Trading Company. American settlement established at Kimanis.
1875	...	Concessions formerly given to American Trading Company acquired by Baron Overbeck (Austrian Consul-General at Hong Kong).
1877	...	Baron Overbeck secured the backing of Alfred Dent, a British businessman.
19/12/1877	...	The Sultan of Brunei and Pengiran Temong-gong ceded possessions in North Borneo to Baron Overbeck and Alfred Dent.
22/1/1878	...	The Sultan of Sulu ceded east coast possessions to Baron Overbeck and Alfred Dent.
11/2/1878	...	W. B. Pryer put in charge of settlement at Sandakan. W. Pretyman and W. L. Leicester established at Tempasuk and Papar respectively in the same month.
21/6/1879	...	Sandakan (Elopura) founded.

- 1/11/1881 ... The British North Borneo (Chartered) Company incorporated by Royal Charter and authorised to acquire cessions from the British North Borneo Provisional Association. (Charter Day).
- 17/12/1881 ... Kudat founded (the capital of the State until 1884).
- 1/7/1882 ... The British North Borneo (Chartered) Company took over formally from the British North Borneo Provisional Association.
- 1882 ... Settlement established at Gaya. First rubber seeds reached North Borneo.
- 4/4/1883 ... First Hakka immigrants to reach North Borneo arrived at Kudat.
- 1883 ... Advisory Council constituted (lapsed in 1905).
- 1885 ... First timber shipped to Australia and first tobacco marketed in Europe.
- 1887 ... First school established (Roman Catholic Mission, Sandakan).
- 12/5/1888 ... North Borneo became a British Protectorate.
- 1888 ... Protestant Mission school opened at Sandakan. Planters' Association formed.
- 1894 ... Construction of cross-country telegraph (Labuan to Sandakan) commenced.
- 1894-1900 ... Mat Salleh rebellion.
- 1896 ... Railway construction began.
- 8/4/1897 ... Telegraphic communication established between Sandakan and London.
- 9/7/1897 ... Settlement at Gaya raided by Mat Salleh.
- 4/1/1898 ... Beaufort town site named.
- 1898 ... Tawau founded.
- 1899 ... Jesselton founded.
- 31/1/1900 ... Mat Salleh killed.
- 1900 ... Beaufort-Weston section of the railway opened to traffic.
- 1901 ... Kota Belud founded.
- 1905 ... Railway extended to Jesselton and Tenom.
- 1906 ... First export of coal from Silimpopon mines.
- 1912 ... Legislative Council formed with seven official and five unofficial members.

- 7/12/1913 ... Northern Chinese settlers arrived at Jesselton.
1915 ... Rundum rebellion.
1921 ... First Government vernacular schools opened,
at Kota Belud and Papar.
1935 ... Native Chiefs Advisory Council established.
1936 ... The Tawau and Sandakan, and Interior and
West Coast Residencies amalgamated.
1/1/1942 ... North Borneo invaded by Japanese forces.
9/1/1942 ... Jesselton occupied by the Japanese.
19/1/1942 ... Sandakan occupied by the Japanese.
12/5/1942 ... West Coast Europeans interned.
1943 ... Kwok rebellion on the West Coast.
21/1/1944 ... Mass execution at Petagas, Jesselton by the
Japanese in reprisal for Kwok rebellion.
10/6/1945 ... Forces of the Ninth Australian Division landed
at Labuan.
28/9/1945 ... Allied forces entered Jesselton.
19/10/1945 ... Allied forces entered Sandakan.
15/7/1946 ... British Military Administration ended. North
Borneo (including Labuan) became a Crown
Colony.
26/6/1948 ... Jurisdiction over the Turtle Islands transferred
to the Philippine Government.
1950 ... Executive and Legislative Councils established.
1/11/1954 ... Tawau Residency re-established.
3/10/1955 ... Interior Residency re-established with head-
quarters at Keningau.
1/9/1956 ... Labuan constituted a Free Port.

Chapter 3: Administration

THE North Borneo Letters Patent, 1946 to 1955, 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, Executive and Legislative Councils 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 Nominated Members of the Legislative Council are appointed by His Excellency the Governor, who, in accordance with proposals outlined to the Council in November, 1955, normally makes selections for eight of the seats from a panel of names put forward by a number of representative bodies.

The names of the members of the Executive and Legislative Councils at the end of 1957 are given at Appendix XV. During the year there were twenty-two meetings of the Executive Council and the Legislative Council met on three occasions. 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 North Borneo Subsidiary Branch of the Commonwealth Parliamentary Association is affiliated to the United Kingdom Branch of the Association and was formed in September, 1952. Ordinary and life membership is restricted to serving members of the Legislative Council, but ex-members of the Council may

on notification to the Executive Committee of the Branch become life or ordinary associates on payment of the appropriate subscription. At the end of the year, the Branch had twelve members and twelve associate members.

The day-to-day administration of the Colony is carried out by departments under the general direction of the Chief Secretary, the principal executive officer of Government, from the Secretariat in Jesselton. The Attorney-General is head of the legal branch and financial administration is in the hands of the Financial Secretary. The Accountant-General is responsible for the public accounts.

For local administration the Colony is divided into four Residencies: the West Coast Residency, the Interior Residency, the Sandakan Residency and the Tawau Residency, with headquarters at Jesselton, Keningau, Sandakan and Tawau respectively. The headquarters of the Interior Residency (which was formerly known as the Labuan and Interior Residency) were moved from Labuan to Keningau in October, 1955. The island of Labuan is now administered by a District Officer who is responsible directly to the Chief Secretary in Jesselton. District Officers are stationed at Sandakan and Lahad Datu on the East Coast. There are five District Officers in the West Coast Residency, at Jesselton, Tuaran, Kota Belud, Kudat and Papar, and two in the Interior Residency, at Tenom and Beaufort. At Tawau the Resident undertakes the duties formerly carried out by the District Officer. In addition, there are several sub-districts under the control of Assistant District Officers. The first local-born District Officer was appointed in 1957. With this exception all District Officers are expatriate officers, although the majority of Assistant District Officers are now locally recruited.

Within each 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 custom 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 Assistant District Officers are Assistant Collectors of Land Revenue and Assistant Commissioners of Labour.

The Rural Government Ordinance (Cap. 132), which was enacted in 1951, provides for the establishment of Local Authorities in rural areas. Wide powers are conferred upon these Authorities, which have control over their own finances and may levy rates and cesses and make by-laws for such purposes as the improvement of agriculture and animal husbandry, the control of buildings, the provision and maintenance of markets and the

safeguarding and promotion of public health. The first such Local Authority was set up in the Kota Belud district on 1st January, 1952 under the presidency of the District Officer and the vice-presidency of the Assistant District Officer, who is a Native of the district. As from 1st July, 1954, the small township of Kota Belud, which has a Chinese population, ceased to be an urban area and was incorporated into the rural authority area. At the same time several Chinese, representing the interests of the town, were appointed as members of the Local Authority, which had until then been composed entirely of Native members. The first experiment having proved successful a second Authority was established at Sipitang on 1st January, 1955. The Authority was initially under the presidency of an expatriate Administrative Officer, but the Assistant District Officer who, as in the case of the Kota Belud Local Authority, is a Native, was subsequently appointed President. Very satisfactory progress has been made. The local limits of the Authority embrace nearly the whole of the administrative district of Sipitang and include the small townships of Sipitang, Melamam, Sindumin and Mesapol.

A third Authority was set up for Papar District on 1st July, 1956 and there is every indication that it has been successfully established. The Authority's local area includes the whole of the district of Papar and the townships of Papar, Kimanis, Kinarut and Bongawan. The District Officer is *ex-officio* President.

Much of the work of the Local Authorities is done through committees, notably Finance, Tamu (Native markets), Agriculture and Irrigation and Livestock committees.

The Rural Government Ordinance has been in force for seven years. Certain amendments were enacted during 1957 to enable small townships previously administered under the provisions of the Municipal and Urban Authorities Ordinance to be constituted under the Rural Government Ordinance and permits Village Councils to administer, if necessary, a group of villages.

The Municipal and Urban Authorities Ordinance (Cap. 162), enacted in 1953, came into force on 1st July, 1954 and replaced the former Sanitary Boards Ordinance of 1931, under which Sanitary Boards with limited powers had been constituted in all the larger townships. On that date Jesselton and Sandakan (the two largest towns in the Colony) became Town Board areas. The Ordinance represents a considerable advance on the Sanitary Boards Ordinance and provides for the constitution of Township Authorities (with or without boards, depending upon their importance), Town Boards and Municipal Councils. On 1st January, 1955 the towns of Tawau and Labuan also became Town Board areas. There are as yet no Municipal Councils. The members of Town Boards and Township Authorities are nominated by the

Governor and there are no elections, but in the case of the Town Boards the unofficial members must be in the majority. The Town Boards have considerably more control over their finances than previously.

An important administrative development was the creation of "district teams" in 1954, which comprise the chief local representative of each Government department and prominent unofficials under the chairmanship of the District Officer. In some cases similar bodies have also been established at Resident's level. The teams meet at frequent intervals and each member reports what has been done in his particular sphere since the last meeting and what is proposed for the next. Difficulties are discussed and plans for the Residency or District, as the case may be, co-ordinated. There is no duplication with the work of local bodies. Where there are at present no Local Authorities, it is hoped that district teams will pave the way for the Authorities of the future.

In the latter part of 1953 a critical examination of the Government's staffing position was undertaken by an official committee under the chairmanship of the Chief Secretary. It made recommendations for a gradual reduction of staff in the case of some departments, for an increase in others and for an amalgamation or re-arrangement of duties in yet others. There are a number of departments. These include the Agricultural, Audit, Civil Aviation, Customs, Education, Forests, Geological Survey, Judicial, Lands and Surveys, Marine, Medical, Police, Posts and Telegraphs, Printing, Prisons, Public Works and Railway Departments. The Civil Aviation and Geological Survey Departments and the Judiciary are joint departments for the three British Borneo territories. Labour and Immigration were until 1st January, 1954 dealt with by a single department under a Commissioner of Immigration and Labour. As from the beginning of 1954 the department's title was altered to the Department of Labour and Welfare. It was intended that the immigration duties formerly undertaken should be handed over to the Police on that date, but because of staffing difficulties it was not possible to do this until 1st January, 1955. With the growing importance of broadcasting amongst its activities the title of the Information Office was changed to that of the Broadcasting and Information Department in 1957. The Administrator-General performs the duties of Registrar of the High Court, Registrar of Companies, Custodian of Japanese Property, Registrar of Births and Deaths, and Official Receiver under the Companies Ordinance. In addition, he is responsible for handling patents and trade marks within the Colony, although the Registrar of Patents and Trade Marks in Singapore has been appointed Registrar for North Borneo. Consequent upon a decision taken in 1952 the Fisheries Department was closed early in 1953.

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. These include the Standing Finance Committee of the Legislative Council which consists of the Financial Secretary as *ex-officio* chairman, and five non-official members; the Standing Development Committee, composed of all non-official Members of the Legislative Council under the chairmanship of the Financial Secretary; the Central Town and Country Planning Board; the Labour Advisory Board; the Board of Trustees of the War Victims Fund; the Rubber Fund Board; the Scholarships Advisory Board, the Board of Education, constituted under the Education (Amendment) Ordinance, 1956, under the chairmanship of the Secretary for Local Government; the Liberation Educational Trust; the Kent College Advisory Council; and the Social Welfare Council. The Electricity Advisory Board was disbanded on 31st December, 1956 upon the constitution of a statutory Electricity Board with effect from 1st January, 1957.

In 1953 a standing conference of the British Borneo Territories was established known as the Sarawak-North Borneo-Brunei Conference, with the object of studying and promoting consultation and co-operation between the three territories on matters of mutual concern. Presided over by the Commissioner-General the membership of the Conference comprises the Governors of North Borneo and Sarawak and the Sultan of Brunei, each accompanied by up to three representatives from his territory.

One meeting of the Conference was held during 1957, at Jesselton. Several inter-territorial meetings were also held at a departmental level during the year.

Chapter 4: 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

Chapter 5: Reading List

NORTH BORNEO GOVERNMENT PUBLICATIONS

(Obtainable from the Information Office, Jesselton, North Borneo,
or through the Crown Agents for Oversea Governments
and Administrations, 4 Millbank, London, S.W.1)

Annual Reports, 1948, 1949, 1950, 1951, 1952, 1953, 1954, 1955, 1956.*

Annual Reports for 1948 and 1949 were priced at \$1. The remaining Reports are priced at \$2.

Departmental Annual Reports

The Revised Edition of the Laws of North Borneo. Seven volumes. Price per set \$125 (£14.11s.8d.). (Obtainable from the Government Printer, Jesselton).

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 Borneo Report on the Census of Population, 1951. Price \$5.00.

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

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 \$15.00.

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

No. 6. *A Checklist of the Forest Flora of North Borneo* by G. H. S. Wood and J. Agama.

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*.

No. 5. *Dusun Adat; Some Customs of the Dusuns of Tambunan and Ranau, West Coast Residency*.

No. 6. *Kwijau Adat; Customs Regulating Inheritance amongst the Kwijau Tribe of the Interior*.

* (Only available at H.M. Stationery Office)

OTHER PUBLICATIONS OF GENERAL INTEREST

- BRUCE, CHARLES (A. B. C. Francis). *Twenty Years in Borneo*. Cassell, 1924.
- BURBRIDGE, F. W. *The Gardens of the Sun*. Murray, 1880.
- COLLENETTE, P. *The Coal Deposits and a Summary of the Geology of the Silimpon Area, Tawau District, Colony of North Borneo*. Memoir No. 2 of the Geological Survey Department, British Territories in Borneo, Government Printing Office, Kuching, Sarawak, 1954.
- COOK, OSCAR (R.M.O.) *Borneo, Stealer of Hearts*. Hurst & Blackett, 1924.
- ENRIQUEZ, MAJOR C. M. *Kina Balu: The Haunted Mountain of Borneo*. Witherby, 1927.
- EVANS, I. H. N. *Among Primitive People in Borneo*. Service, 1922.
- EVANS, I. H. N. *Studies in Religion, Folk-lore and Customs in British North Borneo and the Malay Peninsula*. Cambridge Press, 1923.
- EVANS, I. H. N. *The Religion of the Tempasuk Dusuns of North Borneo*. Cambridge University Press, 1952.
- FITCH, F. H. *Tertiary to Recent Sea-Level Changes and their Effect on British Borneo Physiography*, reprinted from the 1953 Annual Report of the Geological Survey Department, British Territories in Borneo.
- FITCH, F. H. *Geology and Mineral Resources of part of the Segama Valley and Darvel Bay Area*. Government Printing Office, Kuching, Sarawak, 1955.
- GARRY, A. N. M. *Census Report B.N.B. (Chartered) Co.*, 1931.
- KEITH, AGNES. *Land Below the Wind*. Michael Joseph, 1939.
- KEITH, AGNES. *Three Came Home*. Michael Joseph, 1948.
- KEITH, AGNES. *White Man Returns*. McClelland & Stewart, Limited.
- KEPPEL, CAPT., the Hon. H., R.N. *The Expedition to Borneo of H.M.S. Dido*. 2 volumes. Chapman & Hall, 1847.
- PRYER, ADA. *A Decade in Borneo*. Hutchinson, 1894.
- REINHARD, M. and E. WENK. *Geology of the Colony of North Borneo*. Bulletin No. 1 of the Geological Survey Department, British Territories in Borneo, Her Majesty's Stationery Office, London, 1951.
- ROBSON, J. H. M. *A Bibliography of Malaya; also a short list of books relating to North Borneo and Sarawak*. Kuala Lumpur, 1939.
- ROE, F. W. *Underground Water Supplies in British Borneo*, reprinted from the 1953 Annual Report of the Geological Survey Department, British Territories in Borneo.

- ROTH, H. LING. *The Natives of Sarawak and British North Borneo*. 2 volumes. Truslove & Hanson, 1896.
- RUTTER, OWEN. *British North Borneo*. Constable, 1922.
- RUTTER, OWEN. *The Pagans of North Borneo*. Hutchinson, 1929.
- RUTTER, OWEN. *The Pirate Wind*. Hutchinson, 1930.
- ST. JOHN, S. *Life in the Forests of the Far East*. 2 volumes. Smith Elder, 1862.
- WHITEHEAD, J. *The Exploration of Kina Balu*. Gurney & Jackson, 1893.
- WILFORD, G. E. *Phosphate Deposits of British Borneo*, reprinted from the 1951 Annual Report of the Geological Survey Department, British Territories in Borneo.

LIST OF NEWSPAPERS IN NORTH BORNEO

Name	Language	Published by	Frequency	Price per copy
North Borneo News and Sabah Times ...	English Malay Kadazan	The Sabah Publishing House, Jesselton.	Weekdays	10 cts.
Anak Sabah (Children's Newspaper) ...	English	Information Office, Jesselton.	Monthly	30 cts.
Radio Sabah Calling ...	English Chinese Malay Kadazan	Radio Sabah, Jesselton.	Fortnightly	30 cts.
Overseas Chinese Daily News ...	Chinese	The Sabah Publishing House, Jesselton.	Weekdays	10 cts.
Api Siang Pau ...	Chinese	Chung Nam Printing Co., Jesselton.	Weekdays	10 cts.
Borneo Times ...	Chinese	The Art Printing Co., Sandakan.	Weekdays	10 cts.

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APPENDIX I

COLONIAL DEVELOPMENT AND WELFARE GRANTS
AND EXPENDITURE

DETAILS OF EXPENDITURE	Amount in Scheme	Actual Expenditure up to 1956	Revised Estimates 1957
	\$	\$	\$
CENTRAL ALLOCATION			
R. 710 — Appointment of Plant Pathologist to investigate diseases of Manila Hemp	119,178	17,517	36,286
R. 711 — Appointment of Soil Scientist	62,610	13,584	22,653
R. 751 — Appointment of Forest Botanist	79,755	25,145	29,050
R. 837 — Entomological Research in Manila Hemp	50,440	—	7,000
D. 1501 & D. 1501A — Aeronautical Telecommunications ...	630,000	604,714	24,480
D. 1835 — Broadcasting ...	214,287	200,191	12,595
D. 2683 — Purchase of British Broadcasting Corporation Transcriptions	4,286	214	2,750
D. 3227 — Purchase of British Broadcasting Corporation Transcriptions	4,286	—	—
NORTH BORNEO ALLOCATION			
D. 1158 & D. 1158A — Road Construction	3,068,050	2,960,264	51,576
D. 1158B — Road Construction ...	1,026,450	703,826	283,897
D. 1829 — Tuaran Water Supply ...	210,000	185,969	24,031
D. 1835 — Broadcasting ...	36,430	—	—
D. 1878 — Construction of Kenigau Hospital	391,997	307,749	84,248
D. 1988, D. 1988A & D. 1988B — Construction of Jesselton Hospital and Staff Accommodation	2,439,694	1,301,429	911,859
D. 2102 — Drainage and Irrigation, Tuaran	650,000	621,415	15,058
D. 2198A — Mechanisation of Trade Statistics	72,306	—	72,306
D. 2209 & D. 2209A — Reclamation North of Jesselton Wharf ...	417,000	329,229	87,771
D. 2305 & D. 2305A — Improvement of Public Works Department Workshops	530,000	235,562	183,953

APPENDIX I—(cont.)

DETAILS OF EXPENDITURE	Amount in Scheme	Actual Expenditure up to 1956	Revised Estimates 1957
	\$	\$	\$
NORTH BORNEO ALLOCATION—(cont.)			
D. 2352 & D. 2352A — Malaria Control Project	556,004	108,040	75,044
D. 2634 — Construction of Tuber- culosis Wards at Jesselton ...	497,142	45,350	213,244
D. 2670 — Government Secondary School (Technical)	1,357,491	6,653	203,655
D. 2674 — Government Primary Schools	622,125	234,707	141,024
D. 2733 & D. 2733A — Construc- tion of Town Roads and Drain- age	2,263,050	993,750	1,139,380
— do —(Supplementary Scheme)	1,500,000	—	—
D. 2870 — Road Construction and Improvements	4,166,400	813,766	1,496,480
D. 2879 — Rebuilding and Expan- sion of Tenom Hospital ...	288,437	—	45,000
D. 2938 — Construction of Tuber- culosis Wards at Sandakan ...	373,500	—	22,500
D. 2991 — Extension of Kent Col- lege	570,602	—	180,000
D. 3074 — Singapore-Labuan Aero- nautical Fixed Telecommunica- tions Network	85,142	—	—
D. 3254 — Government Chinese Primary School, Sandakan ...	666,750	—	—
TOTAL ...	22,953,412	9,708,534	5,365,840

APPENDIX II

LABOUR STATISTICS

A—WORKERS EMPLOYED BY EMPLOYERS OF 20 OR MORE WORKERS

Number of Workers		Chinese	Indonesians	Natives	Others	Total
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
At 31st Dec., 1953	...	5,839	2,464	13,816	2,028	24,147
At 31st Dec., 1954	...	5,243	3,003	13,313	1,497	23,056
At 31st Dec., 1955	...	5,243	3,846	13,679	1,614	24,382
At 31st Dec., 1956	...	5,230	6,026	14,110	1,705	27,071
At 31st Dec., 1957	...	5,076	6,586	13,635	1,920	27,217

Percentage of total at:

31st Dec., 1950	...	26.0	10.0	60.6	3.4	100
31st Dec., 1951	...	25.4	9.2	61.5	3.9	100
31st Dec., 1952	...	24.9	11.6	56.1	7.4	100
31st Dec., 1953	...	24.2	10.2	57.2	8.4	100
31st Dec., 1954	...	22.8	13.0	57.7	6.5	100
31st Dec., 1955	...	21.5	15.78	56.1	6.62	100
31st Dec., 1956	...	19.32	22.26	52.12	6.3	100
31st Dec., 1957	...	18.70	24.10	50.10	7.10	100

B—DISTRIBUTION OF LABOUR BY OCCUPATIONAL GROUPS

OCCUPATIONAL GROUPS			No. of workers at 31-12-57				
Type of Employment	Places of Employment		Chinese	Indo-nesians	Natives	Others	Total
Estates	66	1,053	4,454	6,204	697	12,408
Industry and Commerce	...	131	3,475	1,863	4,970	1,111	11,419
Government	...	81	548	269	2,461	112	3,390
TOTAL	...	278	5,076	6,586	13,635	1,920	27,217

APPENDIX II—(cont.)

C—ESTATE WORK—NUMBER OF WORKERS AT 31-12-57

Type of Estate	Places of Employment	Chinese	Indo-nesians	Natives	Others	Total
Rubber	57	718	2,775	5,792	45	9,330
Hemp	5	152	997	114	281	1,544
Tobacco	1	160	540	256	354	1,310
Cocoa	1	1	75	—	15	91
Copra	2	22	67	42	2	133
TOTAL	66	1,053	4,454	6,204	697	12,408

D—INDUSTRIAL AND COMMERCIAL ENTERPRISES

Type of Undertaking	NUMBER OF WORKERS AT 31-12-57					
	Number of Registered Employers	Chinese	Indo-nesians	Natives	Others	Total
Timber-logging, saw-milling, firewood-cutting, etc. ...	56	1,523	1,500	4,182	702	7,907
Wholesale trading, grading, packing, ware-housing, stevedoring, transportation, etc. ...	19	296	44	300	126	766
Building and other construction ...	30	1,042	139	279	12	1,472
Fishing	3	80	138	4	36	258
Miscellaneous ...	23	534	42	205	235	1,016
TOTAL	131	3,475	1,863	4,970	1,111	11,419

E—LABOUR DISPUTES, 1957

No. of Cases	No. of workers	No. of men/days lost
6	75	353

APPENDIX III

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

Provided that—

- (i) Where the principal value of the estate exceeds \$3,000 but does not exceed \$5,000 the amount of estate duty payable shall be the amount calculated at 1% of such principal value or the amount by which such principal value exceeds \$3,000 whichever is the less;
- (ii) In all other cases the amount of estate duty payable shall, where necessary, be reduced so as not to exceed the highest amount of duty which would be payable at the next lower rate, with the addition of the amount by which the value of the estate exceeds the value on which the highest amount of duty would be so payable at the lower rate.

APPENDIX IV

ESTIMATED ACREAGES OF THE COLONY'S MAIN CROPS

District	Rubber	Coconuts	Wet Padi	Dry Padi	Hemp
WEST COAST					
Kudat	7,490	24,100	1,900	2,500	—
Kota Belud—Ranau ...	456	250	8,483	5,600	—
Tuaran—Tanghilan ...	8,105	500	5,000	1,900	—
Jesselton—Inanam ...	13,208	110	1,560	200	—
Penampang—Putatan ...	5,416	250	6,211	300	—
Papar	22,800	200	6,950	300	—
	57,475	25,410	30,104	10,800	—
EAST COAST					
Labuk and Sugut ...	156	300	894	3,118	—
Sandakan	12,091	2,590	—	—	—
Kinabatangan	583	500	—	4,080	—
Lahad Datu—Tungku ...	3,438	6,000	—	—	—
Semporna—Tawau ...	13,734	8,000	—	—	3,695
	30,002	17,390	894	7,198	3,695
LABUAN AND INTERIOR					
Keningau	2,023	35	3,400	1,360	—
Tambunan	83	—	4,000	1,600	—
Tenom	10,524	10	650	2,600	—
Beaufort	23,840	500	3,410	250	—
Kuala Penyu	3,269	2,515	850	100	—
Sipitang	6,599	460	1,080	1,600	—
Labuan and Mempakul ...	1,255	1,540	952	—	—
Pensiangan	80	—	10	3,790	—
	47,673	5,060	14,352	11,300	—
GRAND TOTAL ...	135,150	47,860	45,350	29,298	3,695

APPENDIX V

1951 CENSUS

TOTAL POPULATION

GENERAL LITERACY RATES PER MILLE

				MALES		FEMALES		PERSONS	
				All ages	15 and over	All ages	15 and over	All ages	15 and over
East Coast Residency	...			201	307	47	67	129	197
West Coast Residency	...			170	258	48	63	110	161
Labuan and Interior Residency	...	...		195	279	31	36	114	159
North Borneo	...	...		186	277	44	58	117	170

THE INDIGENOUS POPULATION

GENERAL LITERACY RATES PER MILLE

				MALES		FEMALES		PERSONS	
				All ages	15 and over	All ages	15 and over	All ages	15 and over
East Coast Residency	...			77	124	6	8	42	66
West Coast Residency	...			95	146	10	12	50	76
Labuan and Interior Residency	...	...		141	199	10	10	74	100
North Borneo	...	...		101	155	9	10	55	81

THE CHINESE POPULATION

GENERAL LITERACY RATES PER MILLE

				MALES		FEMALES		PERSONS	
				All ages	15 and over	All ages	15 and over	All ages	15 and over
East Coast Residency	...			355	531	111	163	245	373
West Coast Residency	...			481	701	248	368	379	564
Labuan and Interior Residency	...	...		405	601	143	220	290	449
North Borneo	...	...		411	607	166	246	303	456

APPENDIX VI

EDUCATION STATISTICS

A—ANALYSIS OF PUPILS BY RACE AND NATIONALITY

COLUMN I		COLUMN II			
EUROPEAN	...	European	...	75	
		Eurasian	...	171	
		TOTAL	...		246
DUSUN	...	Dusun	...	5,450	
		Kwijau	...	54	
		TOTAL	...		5,504
MURUT	...	Murut	...	796	
					796
BAJAU	...	Bajau	...	1,445	
		Illanun	...	43	
					1,488
OTHER INDIGENOUS	...	Orang Sungei	...	145	
		Brunei & Kedayan	...	2,151	
		Bisaya	...	330	
		Suluk	...	241	
		Tidong	...	8	
		Sino-Native	...	663	
					3,538
CHINESE	...	Hakka	}		
		Cantonese			
		Hokkien		21,760	21,760
		Teochew			
		Hailam			
		OTHERS	...	919	919
		TOTAL	...		34,251

B — ENROLMENT BY STAGES, 1946 — 1957

Year		Primary	Secondary	Total
1946	...	10,268	—	10,268
1947	...	13,959	93	14,052
1948	...	15,610	242	15,852
1949	...	17,705	315	18,020
1950	...	19,140	484	19,624
1951	...	20,738	650	21,388
1952	...	21,953	1,038	22,991
1953	...	22,498	1,607	24,105
1954	...	24,426	1,994	26,420
1955	...	24,771	2,070	*26,841
1956	...	29,967	2,013	*31,980
1957 Boys	...	21,171	1,659	—
Girls	...	10,549	700	*34,079

* Excluding Kent College and the Trade School.

APPENDIX VI—(cont.)

C — PROPORTION OF BOYS TO GIRLS, 1947 — 1957

Year			Boys	Girls	Total
1947	...	...	10,579	3,473	14,052
1948	...	...	11,658	4,194	15,852
1949	...	...	13,021	4,999	18,020
1950	...	...	14,033	5,591	19,624
1951	...	...	15,074	6,314	21,388
1952	...	...	15,942	7,049	22,991
1953	...	...	16,879	7,226	24,105
1954	...	...	18,428	7,992	26,420
1955	...	...	18,437	8,562	26,999
1956	...	...	21,792	10,352	32,144
1957	...	...	22,955	11,296	34,251

D — NUMBER OF REGISTERED TEACHERS 1948 — 1957

Year			Men	Women	Total
1948	...	...	409	129	538
1949	...	...	552	209	761
1950	...	...	664	283	947
1951	...	...	754	363	1,117
1952	...	...	858	445	1,303
1953	...	...	987	538	1,525
1954	...	...	1,059	598	1,657
1955	...	...	1,227	582	1,809*
1956	...	...	688	328	1,016†
1957	...	...	752	400	1,122

* Of this total 969 were in employment as teachers.

† A revised system was introduced whereunder registration of an unqualified teacher is cancelled when he ceases to be employed as a teacher.

APPENDIX VI—(cont.)

E — NUMBER OF SCHOOLS OPEN 1946 — 1957

Year		Govt.	Mission	Chinese	Others	Total
1946	...	48	43	51	2	144
1947	...	60	45	52	8	165
1948	...	66	56	63	8	193
1949	...	65	58	73	8	204
1950	...	70	59	77	12	218
1951	...	71	58	82	8	219
1952	...	73	62	86	7	228
1953	...	70	68	81	14	233
1954	...	80	67	81	21	249
1955	...	84*	69	79	30	262
1956	...	86*	69	81	46	282
1957	...	87*	70	82	49	288

* Includes Kent College and the Trade School.

F — ENROLMENT ALL SCHOOLS 1946 — 1957

Year		Govt.	Mission	Chinese	Others	Total
1946	...	2,706	3,160	4,402	—	10,268
1947	...	3,304	4,661	5,868	219	14,052
1948	...	3,920	5,767	5,955	210	15,852
1949	...	3,811	6,601	7,406	202	18,020
1950	...	3,904	7,019	8,489	212	19,624
1951	...	4,044	8,016	9,028	300	21,388
1952	...	4,310	8,790	9,479	412	22,991
1953	...	4,739	9,167	9,361	838	24,105
1954	...	5,776	9,764	9,800	1,080	26,420
1955	...	6,168*	9,596	10,130	1,105	26,999
1956	...	6,905*	10,867	12,479	1,893	32,144
1957 Boys	...	6,386*	7,810	7,150	1,609	22,955
Girls	...	1,691*	4,356	4,858	391	11,296
GRAND TOTAL FOR 1957 ...						34,251

* Includes Kent College and the Trade School.

APPENDIX VI — (cont.)

G — NUMBERS OF SCHOLARSHIPS AWARDED — BY COUNTRIES

Courses	Australia	New Zealand	Canada	Hong Kong	U. K.	U. K.	Total
Medical Short Courses ..	3	—	—	—	1	—	4
Nursing (General) ..	1	—	—	—	—	2	3
Nursing (Dental) ..	—	2	—	—	—	—	2
Medical (Degree) ..	6	—	—	—	—	—	6
Pharmacy ..	1	—	—	—	—	—	1
Bacteriology (B. Sc.) ..	1	—	—	—	—	—	1
Veterinary (Degree) ..	1	—	—	—	—	—	1
Geology (Degree) ..	—	—	1	—	—	—	1
Agriculture (Degree) ..	2	—	—	—	—	—	2
Civil Engineering							
(Degree) ..	1	—	—	—	—	—	1
Civil Engineering							
(Diploma) ..	7	—	—	—	—	—	7
Electrical Engineering							
(Degree) ..	1	—	—	—	—	—	1
Electrical Engineering							
(Diploma) ..	2	—	—	—	—	—	2
Electrical Trades ..	1	—	—	—	—	—	1
Surveying (Degree) ..	5	—	—	—	—	—	5
Surveying (Diploma) ..	1	—	—	—	—	—	1
Forestry ..	2	—	—	—	—	—	2
Teacher Training ..	3	10	—	9	1	4	27
Education (Diploma) ..	6	4	—	—	—	—	10
Accountancy ..	1	1	—	—	—	—	2
Journalism ..	1	—	—	—	—	—	1
Economics (Degree) ..	1	—	—	—	—	—	1
Mechanical Engineering							
(Diploma) ..	—	1	—	—	—	—	1
Law (Degree) ..	—	—	—	—	—	1	1
Librarianship							
(Diploma) ..	—	—	—	—	—	1	1
Public Administration ..	—	—	—	—	—	1	1
Miscellaneous Courses ..	1	2	—	—	—	1	4
TOTAL ..	48	20	1	9	2	10	90

APPENDIX VII

MEDICAL

A—INSTITUTIONS (GOVERNMENT)				Number of Institutions	Number of beds
1. <i>Hospitals:</i>					
(a) General hospitals (institutions equipped to deal adequately with all general medical and surgical cases)				2	360
(b) Cottage hospitals or infirmaries (small institutions equipped to handle only lighter cases, more severe cases being referred to general hospital)				5	349
2. <i>Dispensaries (institutions for treatment mainly of out-patients):</i>					
(a) Exclusively for out-patients ...				18	—
(b) Having beds for lighter cases to be referred to general hospital ...				12	179
				In General Hospital	As separate unit
3. <i>Specialised units:</i>					
(a) Maternity and Child Welfare Clinics				—	2
(b) Tuberculosis				2	—
(c) Venereal disease				—	—
(d) Leprosaria				—	1
(e) Mental institutions				—	1
(f) Others				—	—
				Number of Units	Total Staff
4. <i>Mobile units:</i>				4	8

B — MEDICAL AND HEALTH STAFF

				Govern- ment	Missions	Others
Registered Physicians	...	...	...	16	1	33
Nursing Sisters	...	...	...	6	3	1
Staff Nurses	...	...	...	21	—	—
Trained Nurses	...	...	...	18	—	1
Probationer Nurses	...	...	...	18	—	—
Senior and Junior Hospital Assistants	...	...	...	29	—	—
Hospital Assistants	...	...	...	72	—	52
Probationer Hospital Assistants	...	...	...	32	—	—
Certified Midwives	...	...	...	43	3	49
Certified Village Midwives	...	...	...	21	—	—
Health Inspector Special Grade	...	...	...	1	—	—
Trained Health Inspectors	...	...	...	12	—	—
Probationer Health Inspectors	...	...	...	—	—	—
Kampong Midwives	...	...	...	—	—	57
Assistant Nurses	...	...	...	20	—	—
TOTAL				309	7	193

APPENDIX VIII

RECORD OF WORK OF THE COURTS OF THE COLONY

A—A COMPARATIVE STATEMENT OF CASES DEALT WITH
DURING 1956 AND 1957 BY THE HIGH COURT

High Court	Criminal		Civil	
	1956	1957	1956	1957
1. Original Jurisdiction	48	63	127	97
2. Revisional	9	11	3	—
3. Appeals from Magistrates' Courts ...	44	32	10	12
4. Appeals to the Court of Appeal ...	12	10	13	5
5. Appeals from Director of Lands and Surveys and Assistant Collectors of Land Revenue	—	—	3	—
6. Appeals from Urban Authorities ...	—	—	1	1
7. Probate and Administration ...	—	—	39	45
8. Miscellaneous	—	—	42	38
	113	116	238	198

B—ORIGINAL JURISDICTION

	CRIMINAL				CIVIL			
	1956		1957		1956		1957	
	Cases tried	Persons convicted	Cases tried	Persons convicted	No. of Suits	Value \$	No. of Suits	Value \$
High Court	48	54	63	45	127	431,908	97	195,522.07
Magistrates' Courts	2,579	2,439	2,138	2,047	507	72,975	513	87,861.74
	2,627	2,493	2,201	2,092	634	504,883	610	233,383.81

* * *

APPENDIX IX

COMPARATIVE STATEMENT OF COMPANIES REGISTERED
DURING 1956 AND 1957

	1956	1957	Total Number of Companies on the Register as at 31.12.57
Companies Incorporated outside the Colony	14	6	116
Companies Incorporated in the Colony ...	—	4	34
Companies dissolved or having ceased to carry on business in the Colony ...	2	5	—

POLICE STATISTICS

A—CASES UNDER THE PENAL CODE REPORTED TO AND DEALT WITH BY THE POLICE

ANNUAL REPORT, 1957

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OFFENCES											
	Total Cases Reported	Cases Rejected	Total Accepted Cases	Accused Dead or Insane	Acquitted or Discharged	Nolle Prosequi	Convicted	Compounded or order made without conviction	Undetected	Under Investigation	Pending Trial
AGAINST LAWFUL AUTHORITY											
Against Public Order	12	2	10	—	1	—	9	—	—	—	—
Giving False Evidence	2	—	2	—	—	—	2	—	—	—	—
Escape and Rescue	6	—	6	—	—	—	5	—	1	—	—
Rioting and Unlawful Assemblies	1	—	1	—	—	—	1	—	—	—	—
Others	29	5	24	—	4	—	20	—	—	—	—
AGAINST PUBLIC MORALITY											
Rape	3	2	1	—	1	—	—	—	—	—	—
Assaults (outrage modesty)	2	—	2	—	1	—	1	—	—	—	—
Unnatural Offences	1	—	1	—	—	—	—	—	—	—	1
Others	4	—	4	—	2	—	2	—	—	—	—
AGAINST THE PERSON											
Murder	9	—	9	2	1	1	4	—	—	—	1
Culpable homicide and causing death	14	1	13	—	2	1	10	—	—	—	—
Attempted Murder	3	1	2	—	—	—	—	—	—	—	2
Attempted Suicide	15	1	14	—	3	—	11	—	—	—	—
Hurts	74	8	66	1	6	—	54	—	5	—	—
Assaults	22	3	19	—	2	—	16	1	—	—	—
Others	1	—	1	—	—	—	1	—	—	—	—
AGAINST PROPERTY											
Robbery and Gang Robbery	10	2	8	—	—	—	2	—	6	—	—
Extortion	3	—	3	—	1	—	2	—	—	—	—
Housebreaking	25	2	23	—	2	—	6	—	15	—	—
Thefts	463	31	432	—	14	—	124	—	294	—	—
Misappropriation, Breach of Trust, Cheating	45	11	34	—	3	1	27	—	3	—	—
Receiving Stolen Property	22	1	21	—	5	—	15	—	1	—	—
Mischief by Fire	11	4	7	—	1	—	—	—	6	—	—
Others	32	6	26	—	4	—	11	1	10	—	—
OTHER PENAL CODE OFFENCES											
Forgery	9	1	8	—	—	—	8	—	—	—	—
Counterfeiting	—	—	—	—	—	—	—	—	—	—	—
	1	—	1	—	—	—	1	—	—	—	—
	6	—	6	—	1	—	5	—	—	—	—
	2	—	2	—	2	—	—	—	—	—	—
Others	..	..	..	..	..	..	..	..	..	..	..
GRAND TOTAL	827	81	746	3	56	3	337	2	341	—	4

APPENDIX X—(cont.)

B—PERSONS DEALT WITH BY THE COURTS FOR OFFENCES UNDER THE PENAL CODE

OFFENCES	Arrested	Summoned	Acquitted or Discharged	Nolle Prosequi	Under Invest. or Pending Trial	TOTAL				DEATH			
						Juvenile				M	F	M	F
						M	F	M	F				
AGAINST LAWFUL AUTHORITY													
Against Public Order	14	9	4	—	—	14	—	5	—	—	—	—	—
Giving False Evidence	2	—	—	—	—	2	—	—	—	—	—	—	—
Escape and Rescue	9	—	—	—	—	6	—	3	—	—	—	—	—
Rioting and Unlawful Assemblies	2	—	—	—	—	2	—	—	—	—	—	—	—
Others	15	10	4	—	—	18	1	1	1	—	—	—	—
AGAINST PUBLIC MORALITY													
Rape	—	—	—	—	—	—	—	—	—	—	—	—	—
Assaults (outrage modesty)	2	—	1	—	—	1	—	—	—	—	—	—	—
Unnatural Offences	1	—	—	—	1	—	—	—	—	—	—	—	—
Others	2	2	2	—	—	1	—	1	—	—	—	—	—
AGAINST THE PERSON													
Murder	8	—	1	1	1	4	—	1	—	2	—	—	—
Culpable homicide and causing death	12	2	2	1	—	11	—	—	—	—	—	—	—
Attempted Murder	1	—	—	—	—	—	—	—	—	—	—	—	—
Attempted Suicide	6	8	3	—	—	7	1	3	—	—	—	—	—
Hurts	49	15	7	—	—	45	5	5	2	—	—	—	—
Assaults	14	12	6	—	—	14	2	4	—	—	—	—	—
Others	1	—	—	—	—	—	—	1	—	—	—	—	—
AGAINST PROPERTY													
Robbery and Gang Robbery	2	—	—	—	—	1	—	1	—	—	—	—	—
Extortion	3	—	1	—	—	2	—	—	—	—	—	—	—
Housebreaking	7	1	2	—	—	3	—	3	—	—	—	—	—
Thefts	150	9	16	—	—	72	6	63	2	—	—	—	—
Misappropriation, Breach of Trust, Cheating	22	12	7	—	—	23	1	3	—	—	—	—	—
Receiving Stolen Property	13	7	5	—	—	12	—	3	—	—	—	—	—
Mischief by Fire	2	—	2	—	—	—	—	—	—	—	—	—	—
Others	10	10	7	—	—	10	1	2	—	—	—	—	—
OTHER PENAL CODE OFFENCES													
Forgery	4	4	—	—	—	6	—	2	—	—	—	—	—
Counterfeiting	2	—	1	—	—	1	—	—	—	—	—	—	—
Others	6	2	3	—	—	5	—	—	—	—	—	—	—
GRAND TOTAL	359	103	74	2	3	260	17	101	5	2	—	—	—

B—PERSONS DEALT WITH BY THE COURTS FOR OFFENCES UNDER THE PENAL CODE—(cont.)

ANNUAL REPORT, 1957

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OFFENCES	IMPRISONMENT			WHIPPING			FINE			COMPOUNDED OR BOUND OVER			GRAND TOTAL	
	Juvenile			Juv.			Juvenile			Juvenile				
	M	F	M	M	F	M	M	F	M	F	M	F		
AGAINST LAWFUL AUTHORITY														
Against Public Order	..	—	—	—	—	14	—	—	5	—	—	—	—	19
Giving False Evidence	..	2	—	—	—	—	—	—	—	—	—	—	—	2
Escape and Rescue	..	6	3	—	—	—	—	—	—	—	—	—	—	9
Rioting and Unlawful Assemblies	..	—	—	—	—	2	—	—	—	—	—	—	—	2
Others	..	8	—	—	10	—	1	—	—	—	—	—	—	21
AGAINST PUBLIC MORALITY														
Rape	..	—	—	—	—	—	—	—	—	—	—	—	—	—
Assaults (outrage modesty)	..	1	—	—	—	—	—	—	—	—	—	—	—	1
Unnatural Offences	..	—	—	—	—	—	—	—	—	—	—	—	—	—
Others	..	1	—	—	—	—	—	—	—	—	1	—	—	2
AGAINST THE PERSON														
Murder	..	2	1	—	—	—	—	—	—	—	—	—	—	5
Culpable homicide and causing death	..	10	—	—	1	—	—	—	—	—	—	—	—	11
Attempted Murder	..	—	—	—	—	—	—	—	—	—	—	—	—	—
Attempted Suicide	..	4	2	—	—	—	—	—	1	—	3	—	—	11
Hurts	..	30	2	—	12	—	—	2	2	—	3	—	2	57
Assaults	..	2	1	—	11	—	—	2	3	—	1	—	—	20
Others	..	—	—	—	—	—	—	—	1	—	—	—	—	1
AGAINST PROPERTY														
Robbery and Gang Robbery	..	1	1	—	—	—	—	—	—	—	—	—	—	2
Extortion	..	2	—	—	—	—	—	—	—	—	—	—	—	2
Housebreaking	..	3	2	—	—	—	—	—	—	—	—	1	—	6
Thefts	..	61	29	1	11	—	—	6	11	—	18	—	—	143
Misappropriation, Breach of Trust, Cheating	..	15	1	—	5	—	—	1	—	—	3	—	—	27
Receiving Stolen Property	..	10	3	—	2	—	—	—	—	—	—	—	—	15
Mischief by Fire	..	—	—	—	—	—	—	—	—	—	—	—	—	—
Others	..	3	—	—	5	—	—	—	—	—	2	1	—	13
OTHER PENAL CODE OFFENCES														
Forgery	..	6	—	—	—	—	—	—	—	—	—	2	—	8
Counterfeiting	..	1	—	—	—	—	—	—	—	—	—	—	—	1
Others	..	4	—	—	—	—	—	—	—	—	1	—	—	5
GRAND TOTAL	..	172	4	45	1	73	11	24	1	31	14	2	383	

APPENDIX X—(cont.)

C—CASES REPORTED AND DISPOSAL OF PERSONS FOR OFFENCES AGAINST THE LAWS OF THE COLONY
OTHER THAN THE PENAL CODE

ORDINANCE	DISPOSAL OF PERSONS CONVICTED																	Warned by Court or Bound over					
	Total Cases Reported	Cases Rejected	Convicted	Acquitted or Discharged	Undetected	Pending trial or under Investigation	TOTAL		IMPRISONMENT				WHIPPING		FINE		Juvenile						
							Juvenile		Juvenile				Juv.		Juvenile				Juvenile				
							M	F	M	F	M	F	M	F	M	F			M	F	M	F	
Road Traffic Ordinance ..	1,298	584	655	55	4	—	602	14	56	3	1	—	—	—	—	582	14	54	3	19	—	2	—
Arms and Explosives ..	18	2	16	—	—	—	33	—	9	—	5	—	1	—	—	28	—	8	—	—	—	—	—
Gaming ..	10	—	9	1	—	—	19	1	—	—	1	—	—	—	—	18	1	—	—	—	—	—	—
Immigration and Passports ..	139	3	132	2	2	—	167	3	32	1	107	1	13	1	—	37	2	11	—	25	1	5	—
Minor Offences ..	480	26	444	9	1	—	380	49	31	—	4	—	1	—	—	365	48	30	—	11	1	—	—
Opium and Chandu ..	34	—	33	1	—	—	39	1	1	—	26	1	—	—	—	7	—	1	—	6	—	—	—
Sedition ..	—	—	—	—	—	—	—	—	—	—	—	—	—	—	—	—	—	—	—	—	—	—	—
Undesirable Publications ..	3	—	1	2	—	—	2	—	—	—	—	—	—	—	—	2	—	—	—	—	—	—	—
Municipal and Urban Authorities ..	11	3	8	—	—	—	5	3	—	—	—	—	—	—	—	5	3	—	—	—	—	—	—
Others ..	63	5	53	4	1	—	72	8	6	—	17	—	1	—	—	53	6	4	—	3	2	—	—
GRAND TOTAL ..	2,056	623	1,351	74	8	—	1,319	79	135	4	161	2	16	1	—	1,097	74	108	3	64	4	7	—

APPENDIX XI

PRISON RETURNS

[illegible]

APPENDIX XII

PORT STATISTICS 1956 AND 1957

Ports	SHIPPING		CARGO HANDLED IN TONS		PASSENGERS					
	Gross Tons		Wharf		Total		Embarked		Disembarked	
	1956	1957	1956	1957	1956	1957	1956	1957	1956	1957
Sandakan	1,331,289	1,610,143	117,160	120,936	347,795	496,766	5,396	6,808	8,168	9,837
Labuan	1,231,226	1,305,994	77,628	66,461	208,966	216,535	12,073	12,332	13,006	12,980
{ Wallace Bay	404,211	446,854	—	—	71,974	89,587	—	—	—	—
{ Tawau	403,656	379,677	88,796	73,191	99,943	89,309	9,725	6,723	12,499	8,760
{ Lahad Datu	272,401	320,173	9,579	16,197	20,054	26,511	3,181	5,322	3,838	5,430
{ Bohian Island	103,266	314,936	—	—	27,514	63,353	—	—	—	—
Jesselton	529,427	555,059	84,821	83,294	86,359	84,444	5,964	8,291	8,591	10,599
Bakapit	187,513	368,302	—	—	33,129	44,928	50	696	32	583
Kudat	307,134	313,838	24,459	23,750	28,704	27,056	2,610	2,655	3,521	2,983
Semporna	220,128	291,825	2,954	2,834	9,980	6,484	1,923	2,175	1,832	2,390
Miscellaneous	8,865	11,573	1,573	875	1,975	2,271	194	873	260	1,039
TOTAL	4,999,116	5,918,374	406,970	387,538	936,393	1,147,244	41,116	45,875	51,747	54,601
Increase	—	919,258	—	—	—	210,851	—	4,759	—	2,854
Decrease	—	—	—	19,432	—	—	—	—	—	—

APPENDIX XIII

CIVIL AVIATION: PASSENGERS, MAIL AND FREIGHT STATISTICS, 1957

A.—MAIN AIRFIELDS

AIRFIELD	PASSENGERS				FREIGHT (KILOS)				MAIL (KILOS)			
	Embarked	Disembarked	Transit	Picked Up	Set Down	Transit	Picked Up	Set Down	Transit	Picked Up	Set Down	Transit
Labuan ...	8,667 (12,265)	8,818 (11,818)	5,029 (7,868)	85,674 (153,947)	164,678 (159,779)	168,333 (148,812)	16,235 (13,531)	18,900 43,841)	11,104 (48,134)			
Jesselton ...	5,564 (7,209)	5,894 (7,741)	1,323 (1,690)	44,062 (58,264)	80,998 (83,257)	30,048 (41,670)	12,783 (15,214)	13,949 (13,903)	9,877 (10,258)			
Sandakan ...	3,419 (4,106)	3,577 (3,729)	—	19,067 (23,818)	62,544 (55,894)	—	8,918 (8,627)	15,241 (13,963)	—			

NOTE:—(1) Figures in brackets are for 1956.

(2) Feeder Service Statistics are excluded.

(3) There was no DC 3 Service through Jesselton in February and March.

APPENDIX XIII—(cont.)

CIVIL AVIATION: PASSENGERS, MAIL AND FREIGHT STATISTICS, 1957

B.—FEEDER SERVICE

AIRFIELD	PASSENGERS				FREIGHT (KILOS)				MAIL (KILOS)			
	Embarked	Disembarked	Transit	Picked Up	Set Down	Transit	Picked Up	Set Down	Transit	Picked Up	Set Down	Transit
Labuan	3,069 (3,201)	3,352 (3,189)	— —	52,280 (53,967)	29,239 (23,839)	— —	14,483 (18,002)	10,764 (9,041)	— —			
Jesselton	2,889 (2,026)	2,923 (2,216)	— —	127,867 (126,528)	75,199 (60,545)	— —	7,723 (2,730)	6,020 (1,722)	— —			
Sandakan	1,599 (1,151)	1,815 (1,306)	— —	17,149 (11,639)	4,292 (2,944)	— —	7,932 (6,432)	4,177 (3,300)	— —			
Ranau	866 (888)	793 (928)	— —	74,168 (55,638)	124,249 (121,652)	— —	310 (298)	491 (421)	— —			
Tawau	1,348 (1,021)	1,168 (902)	— —	6,445 (1,736)	11,309 (6,971)	— —	2,957 (2,117)	5,140 (4,969)	— —			
Kudat	572 (703)	536 (606)	242 (55)	831 (1,464)	5,011 (6,274)	— —	1,006 (954)	1,248 (1,513)	— —			
Keningau	680 (698)	615 (601)	48 (9)	4,282 (3,931)	6,930 (7,545)	— (1,750)	278 (312)	370 (284)	— —			
Lahad Datu	1,013 (888)	882 (821)	749 (783)	2,544 (1,174)	8,604 (4,549)	— —	1,127 (991)	1,749 (1,566)	— —			

APPENDIX XIII—(cont.)

AIRCRAFT MOVEMENTS STATISTICS, 1957

AIRFIELD	FEEDER SERVICE		OTHER CIVIL		MILITARY		TOTAL		
	In	Out	In	Out	In	Out	In	Out	
Labuan	...	966 (918)	966 (917)	1,986 (1,855)	1,986 (1,857)	721 (773)	719 (772)	3,673 (3,546)	3,671 (3,546)
Jesselton	...	871 (720)	870 (720)	579 (689)	581 (687)	36 (12)	36 (12)	1,486 (1,421)	1,487 (1,426)
Sandakan	...	432 (391)	431 (392)	280 (280)	280 (280)	112 (14)	112 (14)	824 (685)	823 (685)
Kudat	...	217 (214)	217 (214)	—	—	—	—	217 (214)	217 (214)
Ranau	...	367 (408)	367 (408)	—	—	—	—	367 (408)	367 (408)
Keningau	...	213 (228)	213 (228)	—	—	—	—	213 (228)	213 (228)
Tawau	...	305 (187)	305 (187)	—	—	—	—	305 (187)	305 (187)
Lahad Datu	...	383 (313)	383 (313)	—	—	—	—	383 (313)	383 (313)

APPENDIX XIII—(cont.)

SCHEDULE AIR SERVICES OPERATED IN NORTH BORNEO

INTERNATIONAL			
<i>Company</i>	<i>Aircraft</i>	<i>Route</i>	<i>Frequency</i>
Qantas Empire Airways	D. C. 4	Australia—Labuan—Singapore	Once fortnightly
Cathay Pacific Airways	D. C. 4	Hong Kong—Manila—Labuan—Manila—Hong Kong	Once weekly
Garuda Indonesian Airways	Convair 340/240	Djakarta—Labuan—Manila—Labuan—Djakarta	Once weekly
Malayan Airways	D. C. 3 (1st class)	Singapore—Kuching—Sibu—Labuan—Jesselton—Sandakan	Twice weekly in each direction
Malayan Airways	D. C. 3 (Tourist)	Singapore—Kuching—Sibu—Labuan—Jesselton—Sandakan	Once weekly in each direction
Malayan Airways	D. C. 3 (1st class)	Singapore—Kuching—Sibu—Brunei—Jesselton—Sandakan	Once weekly in each direction
Malayan Airways	D. C. 3 (Tourist)	Singapore—Kuching—Sibu—Brunei—Jesselton—Sandakan	Once weekly in each direction
Malayan Airways	D. C. 3 (1st class)	Singapore—Kuching—Sibu—Labuan—Jesselton	Twice weekly north bound and once weekly south bound
Malayan Airways	D. C. 3	Jesselton—Labuan—Brunei—Sibu—Kuching—Singapore	Once weekly south bound

BORNEO INTERNAL AIR SERVICES

(Operated by Borneo Airways Limited with De Havilland Rapide Aircraft)

<i>Route</i>	<i>Frequency</i>
Labuan—Keningau—Jesselton ...	Twice weekly in each direction.
Labuan—Jesselton ...	Once weekly in each direction.
Jesselton—Ranau ...	Flights every day of the week except Saturday. Two flights on Sunday and Thursday.
Jesselton—Kudat—Sandakan ...	Twice weekly in each direction.
Sandakan—Lahad Datu—Tawau ...	Four times weekly in each direction.
Sandakan—Tawau ...	Twice weekly in each direction.
Labuan—Brunei Airfields ...	Six times weekly in each direction.
Labuan—Brunei Airfields—Sarawak Airfields ...	Three times weekly in each direction.

APPENDIX XIV

ELECTRICITY — JESSELTON ELECTRICITY SUPPLY

TARIFFS DURING 1957

A. *Flat rate lighting and fans*

35 cents per Kwh.

Minimum charge ... \$5.00 per month.

B. *Commercial Power and Heating*

20 cents per Kwh.

C. *Lighting and Power combined for Hotels, Clubs, Schools, Cinemas and similar Institutions*

\$1.75 per 100 square feet of floor area, plus 10 cents per Kwh. consumed.

D. *Industrial Power and Light*

First 2,000 Kwh. ... 20 cents per Kwh.

Next 3,000 Kwh. ... 12 cents per Kwh.

Remainder ... 8 cents per Kwh.

Minimum charge 3,000 Kwh. per month = \$520.00.

PROVIDED that the licensee may negotiate special industrial tariffs at its discretion, with particular reference to off-peak loading.

E. *All-in Domestic Tariff for dwelling houses, flats, residential portion of shophouses, if separately metered*

First 30 units ... 35 cents per Kwh.

Remainder ... 10 cents per unit.

Minimum charge ... \$5.00 per month.

F. *Shophouses—where the shop and residential portion are on one meter*

First 50 units ... 35 cents per Kwh.

Remainder ... 10 cents per Kwh.

Minimum charge ... \$10.00 per month.

PROVIDED that where electrical appliances are used for demonstration or other purposes in the shop, or where electrical motors of an aggregate of over 1 h.p. are installed in connection with the business of the occupant, the licensee reserves the right to require that these shall be separately metered under Tariff B.

G. *Air-Conditioning (where separately metered)*

10 cents per Kwh.

H. *Lighting of Public Lamps (including maintenance of lamps installed)*\$7.20 per 100 watt lamp per month *pro rata*

Minimum charge — \$341 per month.

Meter Rents

In addition to the above tariff, meter rentals will be charged as follows:

Single-phase meter rated up to 25 amperes ... 50 cents per month.

Single-phase meter over 25 amperes ... \$1.00 per month.

Three-phase meter \$1.00 per month.

PROVISO: The licensee reserves the right to instal control apparatus to disconnect water heating devices during peak load period on all supplies under Tariffs 'C', 'E' and 'F'.

APPENDIX XV

MEMBERS OF EXECUTIVE COUNCIL AS AT END OF 1957

His Excellency the Governor (SIR ROLAND EVELYN TURNBULL, K.C.M.G.)

The Honourable the Chief Secretary (MR. R. N. TURNER, C.M.G.)

„ „ the Attorney-General (MR. C. E. PURCHASE, Q.C.)
 „ „ the Financial Secretary (MR. A. N. GOODE, O.B.E.)
 „ „ MR. G. L. GRAY, C.M.G., O.B.E. (Secretary for Local
 Government)

„ „ MR. J. S. CHISHOLM

„ „ MR. J. MITCHELL, C.B.E.

„ „ O.K.K. DATU MUSTAPHA BIN DATU HARUN

„ „ MR. M. F. L. HAYMES

„ „ MR. PHILIP LEE TAU SANG, C.B.E.

MEMBERS OF THE LEGISLATIVE COUNCIL
AS AT THE END OF 1957

His Excellency the Governor (SIR ROLAND EVELYN TURNBULL, K.C.M.G.)
President.

The Honourable the Chief Secretary (MR. R. N. TURNER, C.M.G.)

„ „ the Attorney-General (MR. C. E. PURCHASE, Q.C.)

„ „ the Financial Secretary (MR. A. N. GOODE, O.B.E.)

„ „ MR. G. L. GRAY, C.M.G., O.B.E. (Secretary for Local
 Government)

„ „ MR. J. S. CHISHOLM (Resident, West Coast)

„ „ MR. J. M. WILSON (Director of Education)

„ „ DR. L. J. CLAPHAM (Director of Medical Services)

„ „ MR. J. H. MACARTNEY (Commissioner of
 Labour and Welfare)

„ „ MR. J. B. ATKINSON (Commissioner of Police)

„ „ MR. G. L. CARSON (Conservator of Forests)

„ „ O.K.K. MOHD. YASSIN BIN HAJI HASHIM, O.B.E.
 (Assistant District Officer)

„ „ MR. L. JACKSON (Director of Public Works)

„ „ MR. PHILIP LEE TAU SANG, C.B.E.

„ „ MR. J. MITCHELL, C.B.E.

„ „ O.K.K. DATU MUSTAPHA BIN DATU HARUN

„ „ MR. KHOO SIAK CHIEW

„ „ MR. D. A. STEPHENS

„ „ MR. M. F. L. HAYMES

„ „ MR. CHIEW VUI KIET

„ „ ENCHE FADZIL BIN ASMAD

„ „ MR. E. JAIMI GUNSANAD






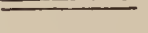



„ „ MR. D. P. WILLIAMS

COLONY OF NORTH BORNEO

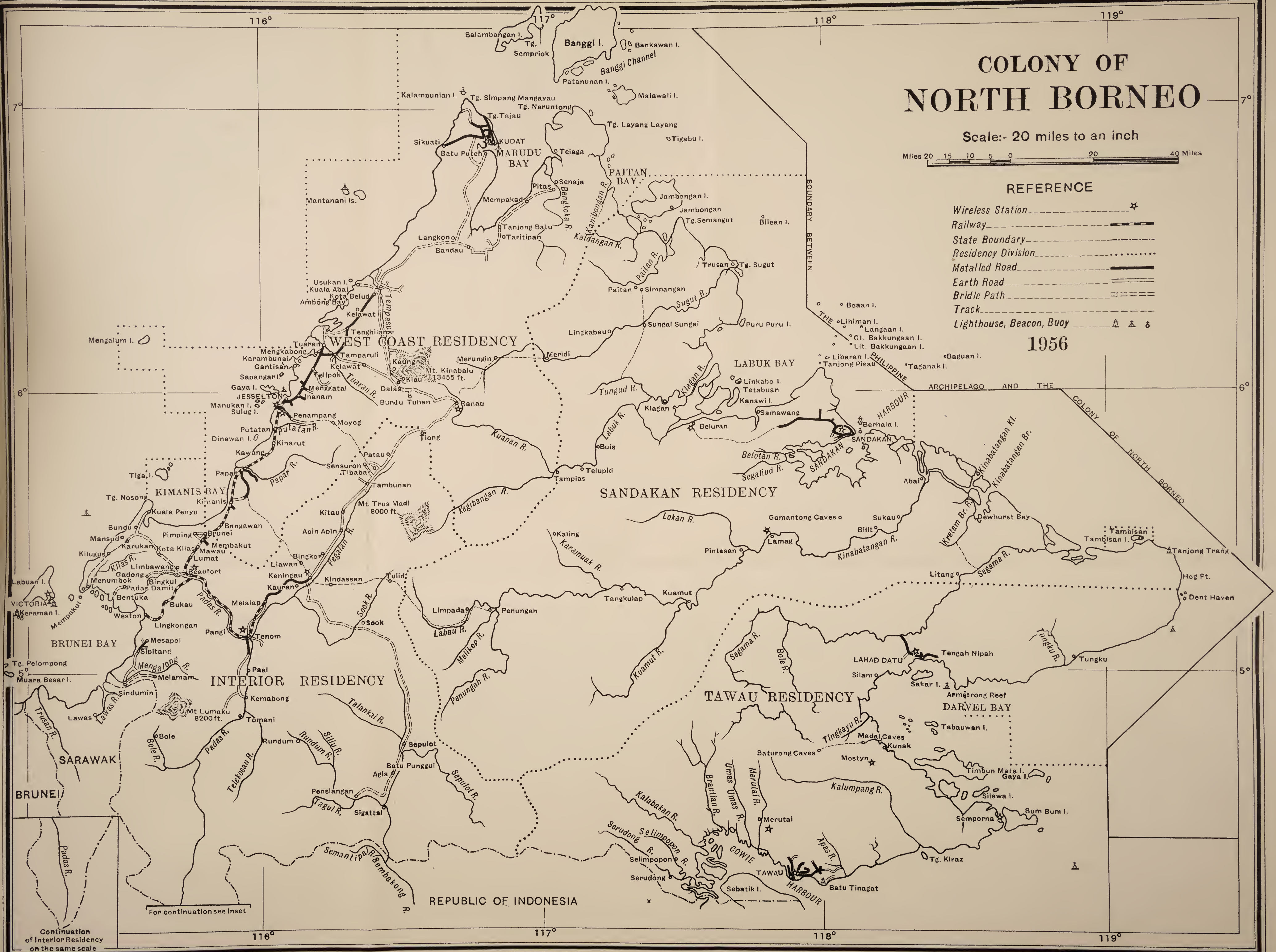
Scale:- 20 miles to an inch

Miles 20 15 10 5 0 20 40 Miles

REFERENCE

Wireless Station 
Railway 
State Boundary 
Residency Division 
Metalled Road 
Earth Road 
Bridle Path 
Track 
Lighthouse, Beacon, Buoy 

1956



For continuation see Inset

Continuation
of Interior Residency
on the same scale