



-9 FEB 1961

North Borneo

1959

LONDON

HER MAJESTY'S STATIONERY OFFICE

PRICE 10s. 0d. NET

COLONY OF NORTH BORNEO ANNUAL REPORT, 1959



Published by Authority

GOVERNMENT PRINTING DEPARTMENT, JESSELTON, NORTH BORNEO

*Printed at the
Government Printing Department,
Jesselton, North Borneo.
1960*

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PART I

General Review

HIS Excellency the Governor, Sir Roland Turnbull, K.C.M.G., administered the Government of the Colony in 1959, except for a period from the 12th March until the 18th June, when His Excellency was absent from the Colony on leave. During this period, the Chief Secretary, Mr. R. N. Turner, C.M.G., was Acting Governor, except for a short period from the 5th June to the 17th June, when it was necessary for him to return to the United Kingdom for medical treatment. For this period the Government was administered by Mr. G L. Gray, C.M.G., O.B.E.

On the 1st/2nd March North Borneo had the signal honour and pleasure of welcoming His Royal Highness The Duke of Edinburgh, during the course of his tour of South-East Asia and the Pacific. This was an occasion which will live long in the memories of the people of the Colony. The news of the visit had been received with the greatest enthusiasm by all communities and as the eagerly awaited day of the Royal Visit approached thousands of people from even the remotest parts of the Colony began to make their several ways,—by rail and bus, by steamer and “perahu”, and many on foot spending a fortnight or more on the journey—to Jesselton and Sandakan, which were the only towns it was possible for His Royal Highness to visit in the short time available.

In order that His Royal Highness might be enabled to see as wide a representation as possible of the many diverse communities of North Borneo, a Colony Display portraying the life of the peoples of the Colony, their work, customs and traditional recreations had been arranged as the main exhibit on ten acres of flat foreshore reserve adjoining the beach at Tanjong Aru, Jesselton. Each race set itself with enthusiasm to the task of reproducing realistically at the display the life of its own villages. The Muruts of the Interior built their long houses with springing dancing floors and, dressed in their native costume, showed His Royal Highness their way of hunting with blow-pipes and of celebrating with dance, music and song. From the East Coast came Suluks and Orang Sungei, from Labuan Malays, from Kudat Rungus Dusuns, from Kota Belud Bajaus, from every district of the Colony came the Native peoples, all bringing with them whatever was most characteristic of their own life and culture; their weaving, hat-making, boat-building, music and dancing.

Prince Philip's keen interest in everything he saw delighted all who took part in the display, which was described by one of

the visiting Press Correspondents as the best Ideal Home exhibition she had seen outside Olympia; the verdict of another was that Jesselton had indeed put on a "show fit for a Prince".

Immediately after his arrival, himself piloting a Heron of the Queen's Flight, His Royal Highness was acclaimed by thousands of people lining the streets as he drove through Jesselton. Later he was greeted by the school children of Jesselton, assembled for the occasion at a Rally at Tanjong Aru and was presented with gifts for Their Royal Highnesses Prince Charles and Princess Anne. In the afternoon, as he arrived at a race-meeting held in his honour, His Royal Highness was escorted by a hundred Bajau and Dusun horsemen in their traditional costumes, spears in hand and bells jingling around the ponies' necks. This was a colourful and spectacular occasion, enjoyed as much by Prince Philip as by the thousands of people who had come to the meeting.

In Sandakan, elaborate preparations had been made for the Royal Visit, and the town was resplendent with arches of welcome and gay decorations. The largest crowds ever known in that town thronged the waterfront to see the watersports attended by His Royal Highness and later in the day a Football Match, at which the crew of H. M. Y. *Britannia* played Sandakan Town. In all, the Visit was an outstanding success and was the most joyous event which has occurred in post-war North Borneo.

In June North Borneo again became a focal point of world attention when "Saddle Up", a combined amphibious exercise by SEATO Forces, took place on the beaches of the Northwest coast, between Kota Belud and Kudat. United Kingdom and United States naval, air and ground forces, as well as Australian and New Zealand naval forces took part in this four-day exercise. A battalion of British troops drawn from the Sherwood Foresters and the Gurkha Royal Engineers and a battalion of United States Marine Corps, totalling a force of some 3,000 men, landing, under full air support, from a fleet of fourteen transport and supply ships by amphibious craft, helicopters and parachute, penetrated the beachhead and succeeded in gaining their objectives against fictitious infiltrating forces. The most modern landing craft and assault vehicles, such as amphibious tanks, were used in the exercise, which was subsequently described as successful in every way. Its object had been to develop proficiency between member nations of SEATO in the planning and conduct of amphibious operations.

In the same month the first contingent of British Army troops, composed mostly of Gurkhas, moved into the Kota Belud Plain to establish a training camp. The open country in this part of the West Coast Residency provides a training area without parallel for Forces stationed in the Far East and the only area in the region in which training in open warfare can be undertaken. As a preliminary measure towards the establishment of the camp, a

Field Squadron of Gurkha Engineers set to work to provide landing facilities for heavy material in Usukan Bay, and commenced improving and widening the existing road to Kota Belud from Jesselton. This later task, which is planned to be completed in the course of 1960, will greatly improve road communication for the vehicular transport which the Army authorities contemplate using. A small airstrip at Kota Belud was also constructed by Army authorities in the vicinity of the training area. The relations between the Army and the local people have been notably harmonious.

Earlier in April, the training area at Kota Belud had been visited by the Right Honourable Mr. Duncan Sandys, M.P., the Minister of Defence. Mr. Sandys also visited Keningau, Tenom and Beaufort before leaving Jesselton to continue his journey to New Zealand to attend a SEATO Conference.

A combined army and police exercise, designated "Cutlass Sharp", took place in Sandakan at the end of August. Some 300 men took part, drawn from the 1/10 Gurkha Rifles, and Engineer and Signals personnel. The exercise lasted until the end of September and involved extensive training patrols carried out by the army to cover as much as possible of the East Coast. Each patrol was accompanied by members of the North Borneo Police Force, while units of the Police Mobile Force participated in the jungle training. The exercise culminated in a three-day joint jungle operation in the Sandakan area. The visiting Gurkhas brought with them a pipe and drum band, which quickly became very popular with the residents of Sandakan. The band and troops had a special part to play in the Liberation Day celebrations held in Sandakan on the 11th September.

The training area in Kota Belud was again visited in September, this time by two members of the delegation of the United Kingdom Commonwealth Parliamentary Association who were undertaking a tour of North Borneo. The delegation consisted of four Members of Parliament, headed by Sir John Barlow. The visit was terminated abruptly by the announcement of the date of the General Election in the United Kingdom and the delegation returned immediately to the United Kingdom before their tour in North Borneo had been entirely completed.

A welcome visit was paid to Sandakan and Jesselton in December by the Minister of Defence (Mr. A. Santos) of the Philippine Government, accompanied by his wife and a party of officials and journalists.

Two Inter-Territorial Conferences attended by the Governors of North Borneo and Sarawak together with their staffs and supported by Unofficial representatives were held during the year. The first of these conferences, which was the Tenth in the series, was held in Kuching in January, whilst the Eleventh Inter-Territorial Conference was held in Jesselton in October. The newly-appointed

High Commissioner for Brunei under the new Constitution for Brunei was also present at the latter meeting. These conferences are held 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.

Although committees had been appointed by the legislatures of North Borneo and Sarawak to conduct further enquiries into the implications of Closer Association between the three territories of North Borneo, Brunei and Sarawak, it was later felt that as all three Governments themselves were not yet unanimous in their attitudes, the time was not opportune for the two committees to start work.

In his Communication from the Chair at the Budget meeting of the Legislative Council in December, His Excellency the Governor referred to Closer Association in the following terms:

“One of the purposes we have conspicuously failed to bring about is the political association of this country with Brunei and Sarawak. Since such purposes cannot be achieved without the ready consent of a substantial majority of the people in each of the countries involved, there is virtually nothing we can do about it at the present time other than to express our continuing goodwill and our desire for such an association. I have not wavered in my belief that in the long-term some such association would be highly advantageous for all three countries and I was more than gratified by the manner in which the conception was welcomed in this country. But I would not harbour too many regrets over its initial failure. Firstly, such things depend on the climate of opinion, and opinions alter. Secondly, we here have so much to do that it would be idle to waste time on regrets. For the present, let us concern ourselves with the betterment of our own affairs, in the by no means unjustified hope that the years will make us a partner who is not only welcomed, but sought.”

The response to the agreement reached with the Government of Hong Kong regarding the entry of selected and sponsored Chinese immigrants related to families already settled in North Borneo and willing to come as agricultural workers proved to be considerably less than had been expected. The flow, however, of skilled artisans from Hong Kong admitted to the Colony on temporary permits remained constant. They are recruited with the agreement and under the supervision of the Hong Kong Government under conditions which fully comply with all relevant International Labour conventions. The number employed in the Colony at any one time is about one thousand two hundred.

The number of unsponsored Indonesian immigrant workers in North Borneo is now estimated to be between nine and ten thousand. These workers, some of whom come from Kalimantan, while others cross the sea from the northern and central Celebes

or make the long and hazardous journey from as far away as Timor and other islands to the south of Macassar, come on their own initiative to the East Coast ports to seek work in North Borneo. The majority of them are concentrated in the Tawau Residency, where they have found employment on the estates and timber concessions, but, in recent years, there has been a tendency for small numbers to make their way round the coast to Sandakan and even to the West Coast and Interior Residencies, where groups are to be found working on rubber estates, on the railway, for Local Authorities and for small employers. During 1959 there was a tendency for a larger number of women to arrive among the immigrants; an investigation disclosed that 160 women had arrived in the first three quarters of 1959, of whom all but four had come to join their husbands or families. There are also about two thousand unsponsored Filipino immigrant workers in the Colony, also mainly on the East Coast.

At the beginning of the year, the supply of labour, for the first time since the war, was, to all intents and purposes, sufficient to meet all existing demands, but, as the year progressed and several large companies showed interest in investment and agricultural enterprises of one sort or another, concern was once again expressed at the inadequacy of the labour force, and shortage of labour remains the chief obstacle to the rapid economic development of the country.

The estimated population of the Colony at the end of 1959 was 429,465. During the year an officer of the North Borneo Government was appointed Superintendent of Census for the three Borneo territories, and plans were made for the holding of a Census in the course of 1960.

Progress in road communications was steady rather than spectacular, the most notable achievement being the completion of the new all weather gravelled road running eastward from Tawau to the Apas River and thence to Quoin Hill. This road will serve the immediate purpose of opening up the rich soils recently discovered in the neighbourhood of Quoin Hill and the long-term purpose of linking up with the existing road system in the Mostyn area. Good progress too was made on the feeder road along the Montenor valley in the Beaufort District, which is designed to open up land in the Ulu Membakut and eventually to link with the Bukit Manggis road that at present comes to an abrupt end at the Kimanis Bridge. For the rest, pending the receipt of the report of an economist from Oxford University, whose services were obtained through the Colonial Economic Research Council to advise on the communications requirements of the Colony during the next five years, emphasis was shifted from the construction of new jeep tracks to the improved maintenance or reconstruction to a higher standard of existing ones, many of which are being called upon to carry a much greater

weight and volume of traffic than was envisaged when they were first constructed a few years ago, and whose condition had, not surprisingly, deteriorated in consequence. Consistent with this change in approach has been their change of nomenclature from "jeep-tracks" to "feeder roads".

Progress in the reconstruction of the North Borneo Railway continued, although on a much reduced scale. The work of relaying and regrading the Beaufort-Tenom section of the line, which had taken three and a half years, was completed at the beginning of the year, and the standard of the track throughout the system continued to be improved. Motive power and rolling stock were adequate to meet public traffic needs except at peak periods.

All rails activities showed an increase of revenue so that earnings in 1959 were the highest yet achieved, while recurrent expenditure was some five per cent lower. The amount of rubber transported in 1959 was thirteen per cent greater in quantity than in any previous year.

The multi-channel V. H. F. radio telephone trunk circuits which came into operation in the course of 1958 proved to be very popular among telephone subscribers. The number of inland trunk calls increased during the year by forty per cent and a total of about 150,000 chargeable calls were made. From the 1st October, trunk circuits throughout the Colony, with the exception of Tenom, have been kept open for a 24-hour service. Tenom will be included in this service when the installation of an automatic exchange is completed there during 1960.

Considerable improvements were made to Jesselton Airport in the course of the year. A new 4,500-foot runway was completed in March, and later in the year this was extended to 5,100 feet in order to cater satisfactorily for Viscount aircraft operations. In addition to the runway, new taxiways and parking area, the construction of a new Terminal Building worthy of the capital of the Colony was completed in time for the arrival of His Royal Highness The Duke of Edinburgh. (Literally just in time, for the last party of painters and sweepers with their buckets and brooms were hardly out of view before the Prince's aircraft appeared on the horizon.) The most modern, spacious and functional building which has been erected is expected to be adequate to deal with the increasing traffic of Jesselton Airport for some considerable time to come. It is a pleasant and symbolic entrance to the new Jesselton which is rapidly taking shape.

At Labuan the Passenger Terminal was extended and reorganised to provide improved facilities for passengers, whilst the Air Traffic Control Unit accommodation was remodelled to include a badly needed Flight Information Centre.

Plans for the strengthening and resurfacing of the Labuan runway and taxi-ways and parking apron were finalised in consultation with the Royal Air Force, and a contribution towards the cost of the work, which is due to commence early in 1960, was promised by the Air Ministry.

During 1959, 15,206 vessels of a total gross tonnage of 7,560,572 used the fourteen ports and timber loading points in the Colony, an increase of 152 vessels over last year, and an increase in tonnage of 733,623. The increase is largely explained by the expansion of the timber trade. The number of shipping services increased, and during the year two lines new to this area started operations. Japanese shipping increased from four to ten lines.

Sandakan remained the Colony's principal port, exporting mainly timber and copra. A new oil wharf at Pavitt Point was completed during the year.

Labuan, a free port and the main transshipment port for the Brunei Bay area was next in importance to Sandakan. Salvage work on sunken Japanese wrecks in Labuan Harbour continued, and was almost completed at the end of the year.

In Tawau the reclamation of the western section of the port area was completed, and plans completed for work on the construction of a new wharf at a cost of approximately \$2,000,000 to begin early in 1960.

Jesselton handled 839,168 gross tons of shipping as against the 1958 figure of 716,058 tons.

Work on navigational aids continued around the coast and many improvements were made.

There are clear signs that the protracted period of reconstruction of the main towns after the devastation which they suffered in 1945 is fast coming to an end; indeed, there are now so few indications left of the war-time devastation and ruin that undiscerning visitors are nowadays apt to overlook that it ever existed. As the main towns of Jesselton, Sandakan, Labuan and Tawau have come to be rebuilt in accordance with their town plans, the general impression which they give is one of wide, clean, tree-planted streets lined with modern shops, flats and offices often of pleasing line and colour, with an over-all air of quiet prosperity and orderliness.

The public building programme for 1959 was drawn up in the latter months of 1958 at a time of a world recession in trade and falling commodity prices, and the financial outlook was at one time so bleak that several items in the 1958 programme on which work on the ground had not yet started were struck out of the programme. As the financial situation regained its former buoyancy during the course of 1959, several more items were added to the original very modest public building programme for 1959 but, inevitably, there have been delays in the construction

of badly needed public works, and the programme was only getting back into its stride again in the latter months of the year. Apart from the Jesselton Airport terminal building, to which reference has already been made, work on a seven storey block of flats on Signal Hill, Jesselton, to provide quarters for Government Officers, was completed in June. The first stage of the new Government Secondary (Technical) School in Jesselton was completed not long afterwards, and the School was in use in August. Extensions to complete the Scheme, including the erection of an Assembly Hall and Library, were authorised before the end of the year. Work progressed throughout the year on the Chinese Primary School in Sandakan and on the Post Primary School at Tawau. Major plans and designs were also drawn up for, "inter alia", a new fully air-conditioned Broadcasting House, an Agricultural Research Station and Training School at Tuaran, a Customs House at Jesselton, and a new Government House; preliminary work was started on the sites for all these. In regard to water supplies, the Public Works Department concentrated on improvements to existing supplies, particularly in Labuan and Sandakan, and on investigations for new schemes; sewerage schemes for the main towns were almost completed. The North Borneo Electricity Board, which continues to go from strength to strength, successfully conducted negotiations with the Sandakan Light and Power Company, and purchased its electricity undertaking in the middle of the year. New Diesel plant was ordered prior to take-over, and this, together with a new Power Station, was being installed by the end of the year.

Commerce

Timber for the second year in succession was again the Colony's most valuable export, the total value of both logs and sawn timber exceeding that of rubber by \$14.1 million. 39.5 million cubic feet of timber valued at \$61.1 million were exported compared with 26.3 million cubic feet valued at \$36.4 million exported in the previous year. It is interesting to note that since 1955 timber exports have practically trebled, the figures then being 13.2 million cubic feet, valued at \$21.6 million.

Rubber exports were 22.9 thousand tons valued at \$47 million, and also showed a rise against the 1958 figures of 20.2 thousand tons valued at \$32.8 million. The remarkable increase in the total value of these exports was due mainly to strong demand and favourable prices.

Unusually high prices were paid for Manila hemp, and exports amounted to 2,679 tons valued at \$3.76 million. The Darvel Tobacco Plantation Limited exported 517,644 lb. of leaf valued at \$5.6 million.

A small item, but one of great significance for the future, was the export of the first consignment of ten tons of cocoa from the Colony. It was highly regarded by the London market.

There was a favourable balance of visible trade, amounting to \$22.1 million, which was the highest credit balance since the rubber boom of 1951. External trade in 1959 was valued at \$333.1 million, exceeding the previous year's record figure by \$74.3 million. The total value of imports was \$155.5 million, and exceeded the figure for the previous year by \$27.1 million. Total exports reached an aggregate of \$177.6 million, and exceeded the 1958 figure by \$47.2 million.

Machinery was the most valuable item imported during the year; imports totalled \$20.1 million. There was a slight increase in the import of provisions, which totalled \$17.3 million as against the 1958 figure of \$16.5 million.

Increases in the import of machinery, vehicles, metals and manufactures indicate the continued development of the Colony. A fall in the import of rice was due to a good local harvest. Increases in the import of provisions, textiles and apparel point to favourable economic conditions, associated with an increase of population.

The export trade with Japan again showed a sharp increase, and in 1959 the total reached \$70.5 million, (or forty per cent of the country's export trade) against the 1958 total of \$42.6 million (and thirty-three per cent), which itself more than doubled the 1957 figure of \$19.9 million, (and 16.7 per cent).

The United Kingdom continues to be the main source of the Colony's imports, and the 1959 figure exceeded the 1958 figure of \$27.3 by \$4 million. The value of exports of all commodities to the United Kingdom fell with the exception of cutch.

The main points of interest in the destination of exports were the increasing importance of Japan as a customer, particularly for timber, and the decline of the United Kingdom. Malaya, Hong Kong, the U. S. A. and Germany all took a greater proportion of the Colony's exports than in 1958. The direct importation of goods from the U. S. dollar countries was greatly facilitated under a liberalisation scheme introduced in June, 1959.

Production

The timber industry consisted of four large oversea concessionaires, eleven local firms working on special licence, and some sixty local operators working under annual licence. Approximately 78.2 per cent of the total timber out-put was produced by concession holders.

Japan, Hong Kong and Australia continued to be the three main consumers of North Borneo timber. Formosa became an important customer during the year, rising to fourth place, but exports to both the United Kingdom and South Africa fell

sharply. The outstanding feature of the year was the remarkable increase in the capacity of the Japanese market for North Borneo timber. The rise in exports to that market from some fifteen million cubic feet in 1958 to twenty-five million cubic feet in 1959 accounted largely for timber becoming the Colony's most valuable export commodity.

During the year 108 tractors were imported for use in the timber industry; this illustrates the remarkable progress which is being made in the mechanisation of the industry.

The acreage under rubber also increased from 148,952 acres at the end of 1958 to 161,384 acres at the end of 1959. A small amount of high-yielding rubber came into production during the year and as more of this matures in successive years export figures should rise accordingly. The Rubber Fund Board nurseries produced and issued about two and half million high-yielding clonal seedling stumps during the year.

Interest in other plantation crops became more marked. Greater attention to coconuts and copra was shown particularly in the Sipitang and Kudat districts, while Darvel Tobacco Plantation Limited extended their area under tobacco in the Kalumpang area, and the Colonial Development Corporation proceeded steadily with its plans to plant an oil palm estate of 5,000 acres on its estate at Mostyn.

The successful growth of cocoa on the basaltic soils of the Semporna peninsula attracted much attention and 9,000 acres were alienated for this crop during the year. Good progress was made at the Cocoa Research Station at Quoin Hill, where 109 acres of cocoa have been planted, chiefly for fertilisation and cultivation trials. The first one acre plot planted out in May, 1957 yielded 7,040 ripe pods in 1959, all of which were used for seedling production for the Station and estates.

Favourable weather conditions with well distributed average rainfall produced a good 1958/59 rice harvest after the disappointing crop of the previous dry year. The estimated yield was 55,700 tons of padi (equivalent to 34,540 tons of rice) compared with 46,591 tons of padi (equivalent to 28,886 tons of rice) in 1957/58. Of the 46,000 acres growing wet padi thirty-seven per cent were under mechanical irrigation. There are good prospects of a satisfactory 1959/60 padi crop.

Applications by foreign interests for the development of a deep sea fishing industry have been approved. Freshwater fish culture continues to flourish in several parts of the Colony.

During 1959, there has been increasing interest shown in the mineral resources of the Colony by established companies and individuals from overseas.

A licence was granted for the prospecting of chromite, manganese, magnesite and iron ore in the Labuk area, where small veins of chromite have been discovered. A further licence was

granted for the prospecting of coal at Silimpopon, near the Kalimantan border in the Tawau Residency, with a view to the possibility of re-opening the Silimpopon coalmine, where extensive reserves are known to exist. A licence to quarry limestone on Balambangan island, for the production of fertilisers and cement, has also been issued, whilst Geological Survey work has revealed an area veined with short-fibre asbestos on Malawali Island. It is not yet known whether this deposit can be worked economically.

Interest increased during the year in oil possibilities in North Borneo and an application by a Japanese firm for exploration permits covering a number of areas on the East Coast was under consideration at the end of the year. Meanwhile, the search for oil by the Shell Company of North Borneo continues to be energetically pursued. An exploration well on Mengalum Island was drilled to a depth of 6,977 feet, but no oil accumulations were found and the well was abandoned in July as a dry hole. In May, Shell's Mobile Marine Drilling Barge "Orient Explorer", which had been towed from Europe, arrived at Labuan, where it was fitted out for an extensive programme of exploration drilling of the sea bed, including the coastal areas within the continental shelf off North Borneo. It is the first barge of its type to operate in the Far East and can be used in water up to 125 feet deep.

Until the middle of the year the large area, known loosely as the Labuk Valley, in the western part of the Sandakan Residency, attracted little or no interest. The position changed almost overnight when soil surveys revealed the presence of large areas of rich soil in this region, and encouraging reports began to be received on the prospects of chromite and other minerals being found in commercial quantities.

Before the end of the year many firms of high international standing were showing keen interest in the development of the area. There is clearly a pressing need for surveys, both soil, and hydraulic, to assess the potentialities of the region, and an application for assistance has been submitted for consideration by the United Nations Special Fund. In the meantime, since investigations of the area cannot be mounted until there is access to it, plans were put in hand for the construction of an earth road (to be gravelled later) from the 18th Mile, Sandakan where the present road ends, to Telupid on the Labuk river, some sixty miles to the west. By the end of the year, a road trace had reached a distance of thirty-three miles from Sandakan and was proceeding at the rate of about ten miles a month. Road plant and equipment were in the course of being purchased and assembled, and work on the road itself—which will also constitute the first substantial step towards the realisation of the "pipe-dream" of a connecting road between the "old capital" of

Sandakan and the new—is expected to begin in April, 1960. Simultaneously plans are being made for the construction of an airstrip at Telupid in the course of 1960.

It is convenient, at this point, to refer to a vigorous three-pronged drive by the Medical, Education and Agricultural Departments commenced during the year to improve standards of living in the district of Beluran, which hitherto, because of its remoteness, has received less than its fair share of attention.

The need for planned development of the Colony's land resources is being increasingly felt and a Natural Resources Committee, consisting for the most part, of professional officers, has been set up, under the Chairmanship of the Chief Secretary, to advise on the best use of the Colony's Land Resources. Land Utilisation Committees have also been set up at District level to plan the detailed use of land and schemes for settlement.

An "ad hoc" committee of senior officials, set up in 1958, to consider applications by outside investors for development projects in the Colony, was widened in 1959 by the introduction of two unofficial members. During the year this Committee, known as the Immigrant Enterprises Committee, approved projects mainly for agricultural development (on the East Coast), cattle farming, soya-bean, milk production, the canning of fruit and vegetables, fishing, soap-manufacture and the manufacture of metal containers for canning of products. Any applications rejected were usually on the grounds that the proposals were not of economic benefit to the Colony.

Local Government and Social Services

In December, 1958, when addressing the Legislative Council, His Excellency the Governor had said:

"We are, of course, experimenting very widely in the sphere of local government, but we are doing so within "the bounds of prudence in the effort to find a system that will accord most closely with our own needs, and without making leaps into the unknown such as could prejudice the economic progress that for the present should remain our preoccupation. By 1959 practically the whole of the West Coast will be under the control of local authorities, and several have now been established on the East Coast, established at the wish or with the consent of the people. The constitution, even of these, varies from district to district. I know of no good reason why they should not so vary; rather do I regard it as healthy that the local people should devise their own patterns."

One of the most important of the experiments referred to by His Excellency was the change in the constitutions of the Town Boards in Jesselton and Sandakan. This change, which took place

on 1st January, 1959, provided for the Chairman of the Town Board to be the only Government Officer on the Board and for all other members to be Unofficials, including the Deputy Chairman, who would preside in the absence of the Chairman. The Resident, West Coast, and the Resident, Sandakan became Chairmen of the Town Boards in Jesselton and Sandakan, respectively, with the District Officer in each case as Secretary and Executive Officer of the Board but not as a member of it.

The new constitution of the Boards for the two major towns of the Colony represents a big step forward in the sphere of local government. Both Boards operated with such conspicuous smoothness and efficiency under the new arrangements, that similar changes have been proposed and accepted by the Town Boards of Labuan and Tawau and will be inaugurated from 1st January, 1960.

Kudat was the largest district in which a new District Council, covering the whole of the administrative district, came into being during the course of the year. Semporna District Council was also constituted, both Councils being inaugurated on the 1st January. Local Government was introduced for the first time at Lamag on the Kinabatangan with the inauguration of four village councils in various parts of the district, with a combined annual meeting at Lamag. Towards the end of the year Local Government was also introduced in the Beluran district and three village councils were formed. In the Tuaran District, the Kiulu and Ulu Tuaran village councils were amalgamated and became the Ulu Tuaran Village Council.

In Papar three small townships councils in the district which had proved ineffective were discontinued. The Papar District Council was responsible for the administration of the district as a whole, the four townships of Papar, Kinarut, Bangawan and Kimanis being represented thereon.

There are now few administrative districts, and these mostly in the remote interior, in which some form of local government has not yet been inaugurated.

The diversity of matters with which the local authorities concern themselves on their own initiative, each according to its particular needs, is greatly encouraging. In Jesselton, the Town Board in the latter part of the year proceeded to implement its own low-cost housing scheme to provide simple living quarters of reasonably high standard for those requiring accommodation in Jesselton, and the construction of the first thirty houses was commenced at Kampong Sembulan. In an adjacent area 300 building plots were made available to people whose temporary houses in Kampong Ayer had been demolished to make way for further reclamation of the town area which will provide space for 180 shops, bus parks and open spaces. Work on this reclamation

was commenced during the year and is expected to be completed by the end of 1960. In Sandakan the Town Board undertook the complete renovation, alteration and repair of the Sandakan Market, which is now one of the finest in the Colony. The levelling and returfing of the Sandakan Town Padang was completed and preliminary plans for a Community Centre and for a reclamation scheme for the town covering some nine acres were put in hand. Water supplies and sewerage schemes are also problems in urban areas with which the Boards concern themselves, whilst in rural areas, the cattle industry, improvements in agricultural methods, the organisation of markets and, everywhere, the development of communications and education are all subjects of considerable concern to members of local authorities.

The Annual Conference of Native Chiefs, which has hitherto taken place alternatively in Jesselton and Sandakan, was held in 1959 in Tawau. Amongst the Agricultural development taking place in the district which the Chiefs were thereby enabled to see were the Agricultural Department's Cocoa Experimental Station at Quoin Hill and the Kubota Estate Cattle Farm. They were also shown by the management of Borneo Abaca Estates Limited, the latest developments in rubber and hemp processing machinery. The holding of the Conference at Tawau was a very valuable experience for the Chiefs. Many matters of considerable interest and concern to the Native communities were discussed by the Conference which was opened by the Secretary for Local Government and addressed by His Excellency the Governor, and the Resident, Tawau.

Educational development in 1959 was apparent less in the building of new schools, (which was a notable feature of 1958) than in the improvement of existing schools, both as buildings and in the educational facilities which they offered. During the year fourteen new primary class-rooms were built for Government Schools and ninety-one class-rooms in aided schools to which Government contributed \$448,641 in building grants. By the end of 1959 the total number of schools was 354 compared with 333 in 1958, while the total enrolment of pupils has risen from 40,610 to 45,123. A more significant increase, however, was in the number of children who remained in school to complete a full primary course. The 1959 figure of children entering for the Primary VI examination was 2,713 as against 2,344 in 1958, the increase being most noticeable in vernacular schools.

During the year progress was made towards meeting the demand for more English instruction in vernacular schools, by specially recruiting teachers of English. Help from the Colombo Plan made available the services of a specialist in the teaching of

English, to supervise the fifty teachers ultimately to be recruited, eleven of whom will start work in 1960. Eight boys from English Public Schools, who arrived in October under a scheme for Voluntary Service Overseas, have also been able to assist with the teaching of English in schools in the areas to which they have been attached.

The Government Secondary (Technical) School, Jesselton, which moved into its permanent buildings in 1959, drew about forty per cent of its pupils from the indigenous races and, to increase this figure, an additional transitional class at Primary VI level for pupils from Malay schools was formed.

In the training of teachers the special one-year course for experienced (untrained) teachers at Kent College was supplemented in 1959 by an in-service training course, spread over two years for those unable to undertake a full-time residential course. Classes for teachers in physical education were conducted by a New Zealand Colombo Plan specialist who arrived during the year.

In 1959 thirty-two Colombo Plan scholarships, two Shell Company scholarships and two Sino-British Fellowship Trust scholarships, were awarded to North Borneo students for study abroad. In all, 147 students from North Borneo were studying overseas on scholarships during the year.

A special two-year tutorial course for fourteen Native administrative and departmental officers which was inaugurated at Jesselton in May, 1958, continued during 1959. With the aim of supplementing their education by means of special coaching to bring them up to a standard which would fit them for further training overseas, the officers selected put in a year of hard and concentrated study under their Tutor, whose services were generously made available by the Australian Government under the Colombo Plan. The course is due to be terminated early in 1960 when it is planned that the twelve officers who completed the course, will proceed to Australia and New Zealand for further training under the Colombo Plan.

An advisory committee was appointed by Government to review the Colony Training Programme, which is a comprehensive scheme drawn up and designed to fit local candidates for higher posts in Government Service, commerce and the professions. In the first half of 1960, the Committee is expected to complete its work of reviewing the programme in the context of the foreseeable financial provision over the course of the next five years and to advise on priorities during that period.

The Board of Education continued to advise on educational needs, assisted by Local Education Committees, and during 1959

a new Syllabus Board was set up under the Director of Education, which works independently of the School Examination Board.

The Broadcasting Service continued to extend the hours of broadcasting and the scope of its programmes while, at the same time, improving the training of its personnel. In the middle of the year hours of transmission were increased by over twenty per cent to a total broadcasting time of sixty-one hours a week in four languages. The most ambitious broadcasts of 1959 were concerned with the visit of His Royal Highness the Duke of Edinburgh, which was covered extensively. Throughout the year there was a sustained effort to increase the scope of local productions, particularly in the vernacular languages, and to bring them into ever closer contact with the listening public.

Some improvement in reception in difficult areas resulted from a change to a new short-wave frequency and further field experiments were assisted by the Engineering Department of Radio Sarawak. Final plans for the building of the new Broadcasting House were drawn up with the valued assistance of Radio Sarawak's engineering staff and the site was cleared for work to begin in 1960. Three members of the programme and technical staff benefitted greatly from overseas courses undertaken in Canada and England.

The press section of the Information Service continued the dissemination of news through the Radio and the local press, and arrangements were made for Radio Sabah to have its own full-time news editor. Ever increasing use was made of the photographic facilities of the Department and an ambitious film production was undertaken of the Royal visit. The popularity of news reels distributed by the Department and of films shown by its mobile cinemas in the countryside around the main towns continued to grow.

An important step towards the provision of adequate library facilities was taken by inviting local authorities to make grants for the provision of books in their area. Meanwhile, generous gifts of books from the Asia Foundation and the British Council have greatly assisted the library service.

During 1959 no major epidemic diseases were introduced into the Colony but there was an outbreak of typhoid at Tenom in June numbering 117 cases, all of whom recovered.

Energetic measures were continued to combat malaria, tuberculosis and intestinal infestations, all of which occur in varying degrees throughout the Colony. The Malaria Control Scheme, which appears to have completely controlled malaria already in Labuan, is being applied in areas of the Interior. The year 1960 will be devoted to consolidating the work of 1959 and to the drawing up of a plan for the eradication of malaria from the

whole Colony. It seems probable that one result of the campaign may be to halt the decline in the Murut population.

A comprehensive scheme for the control of tuberculosis by the isolation and treatment of sufferers, tuberculin testing and vaccination, together with a mass radiographic survey has been planned; the necessary staff and equipment will be provided partly under a Colonial Development and Welfare Scheme and partly by the Australian Government under the Colombo Plan. It is confidently expected that the scheme will be well under way before the end of the first half of 1960.

Standards of sanitation and hygiene have improved in urban areas, but are still poor in many rural districts and a simple handbook is being prepared to assist these areas in particular.

During the year Government hospitals, dispensaries and specialised units treated a total of 17,572 in-patients compared with 15,543 in 1959 and 279,087 out-patients as against 256,017 in 1958.

The rebuilding of general hospitals in the larger towns is now almost complete and no general hospital buildings were erected during the year. Plans were, however, in the course of preparation for a new hospital in Tawau; an attractive out-station hospital at Tenom was completed and work began on Tuberculosis Ward extensions to the hospitals at Beaufort, Labuan and Kudat. The old leper settlement on Berhala Island was closed at the end of 1958, and in 1959 all old and new cases were sent for treatment to Kuching, under arrangements made with the Government of Sarawak.

Travelling dispensaries continued to serve smaller towns and villages. The railway-coach travelling dispensary treated 17,077 patients in 1959; additional boat dispensaries for river travel are planned for 1960.

Valuable practical assistance was given during the year by voluntary organisations including the North Borneo branches of the St. John Ambulance Association, the British Red Cross Society and the North Borneo Anti-Tuberculosis Association.

Public Finance

Whereas in 1958, measures had to be taken to check Government's expenditure, especially from the Development Fund, 1959 proved to be a year of buoyant revenue which allowed substantial sums in addition to those voted in the Estimates to be transferred to the Development Fund from the Ordinary Budget. Details of the expectations and of the revised outturn for 1959 are given in Chapter 3.

One of the most important measures taken in 1959 was to enact a Local Loans Ordinance. This Ordinance empowers the

Financial Secretary to raise in the Colony loans of such sums of money as the Legislative Council may from time to time authorise by resolution. Loans may be raised under the provisions of the Ordinance in either or both of the following ways:

- (a) by the creation and issue of registered stock to be known as North Borneo Stock;
- (b) by the issue of securities in the form of debentures payable to bearer.

For some time, expenditure on projects covered by the Schedules to the 1953/4, 1955 and 1957 Loan Ordinances had been to a large extent met from advance accounts. In order to eliminate these advance accounts, the North Borneo Development Loan, 1959 was launched on 16th December, 1959, for \$8,000,000 on the following terms:

- (a) $5\frac{1}{2}$ per cent per annum interest, repayable in 1965/1967;
- (b) 6 per cent per annum interest, repayable in 1974/1976;
- (c) minimum investment — \$100;
- (d) Income Tax — interest is taxable when paid to residents of North Borneo and should be included in returns for income tax. The sum payable on redemption is not subject to tax. Interest is not liable to North Borneo Income Tax when paid to non-residents of North Borneo.

The Loan was fully subscribed by 6th January, 1960. At the end of the year plans were in hand for the issue of a further Development Loan in January, 1960.

In the course of 1959, a broad disposition of the Colony's Development Finance for the period 1959 to 1964 was drawn up and submitted to Legislative Council as Council Paper No. 31 of 1959, and was approved at the time of the Budget Session in December. The Plan assumes that finance totalling \$61,000,000 can be found from:

| | | | | | |
|--|-----|-----|-----|-------|--------------------|
| (a) Allocations of surplus Colony Funds at \$5,000,000 per annum | ... | ... | ... | ... | \$25,000,000 |
| (b) Loan Funds | ... | ... | ... | ... | 10,000,000 |
| (c) Unspent balances from Colonial Development and Welfare grants from the period ending on 31st March, 1960 (say) | ... | ... | ... | ... | 260,000 |
| | | | | | <hr/> \$35,260,000 |
| in addition to the generous allocation from the United Kingdom under the Colonial Development and Welfare Act of £3,000,000 (\$25,714,265) | ... | | | | 25,714,265 |
| | | | | | <hr/> 60,974,265 |
| | | | | (say) | \$61,000,000 |

The Plan proposes the sum of \$71,000,000 should be allocated on the following broad lines:

| | | | | |
|--------------------------------------|-----|-----|-----|--------------|
| Roads | ... | ... | ... | \$20,800,000 |
| Harbours and Marine | ... | ... | ... | 6,995,000 |
| Agriculture | ... | ... | ... | 1,251,000 |
| Civil Aviation | ... | ... | ... | 1,395,000 |
| Drainage, Irrigation and Reclamation | ... | ... | ... | 2,000,000 |
| Medical | ... | ... | ... | 2,234,000 |
| Education | ... | ... | ... | 6,035,000 |
| Credit facilities | ... | ... | ... | 2,000,000 |
| Building and Miscellaneous | ... | ... | ... | 11,700,000 |
| Water supplies | ... | ... | ... | 2,000,000 |
| Sewerage | ... | ... | ... | 1,500,000 |
| Telephone development | ... | ... | ... | 840,000 |
| Land acquisition | ... | ... | ... | 250,000 |
| Broadcasting and Information | ... | ... | ... | 1,000,000 |
| Railways | ... | ... | ... | 1,000,000 |
| Contingencies | ... | ... | ... | 10,000,000 |
| | | | | <hr/> |
| | | | | \$71,000,000 |
| | | | | <hr/> |

The Contingencies item is intended to cover the possibility that Government may ultimately have to find funds to supply credit to certain statutory bodies in excess of the sum of \$2,000,000 shown against Credit facilities and to increase certain allocations which are likely to prove inadequate.

Other Events of Interests

Jesselton celebrated the Diamond Jubilee Anniversary of its foundation on the 9th November. An unofficial public holiday for the Jesselton area was declared and many appropriate celebrations took place. A very successful photographic and documentary exhibition of the growth of Jesselton from its earliest days, organised by the Broadcasting and Information Department, was held in the Community Centre.

Fire again took its toll in urban areas. Two disastrous fires occurred in Jesselton, one destroying twenty old timber shophouses with a loss of eight lives. Ten timber shophouses were destroyed in Tenom and a serious fire occurred in Tawau where three shophouses were totally destroyed and a fourth badly damaged. In all these fires much praise is due to the Volunteer Fire Brigades and other willing helpers who rendered much assistance to the Police, especially in preventing the spread of the fire. Two attempts at arson occurred in old shophouses in Jesselton, but both were actively and successfully frustrated.

In addition to some fifty new permanent shophouses, of which construction was completed in Jesselton during the year, a new Hotel was opened at Tanjong Aru and a spacious modern cinema was opened by His Excellency the Governor in November, built on ground which only a few years previously had been sea.

On the 2nd May a raid took place on Apas village in the Tawau Residency by four Suluk pirates armed with automatic weapons. A detachment of Police, which had been summoned from Tawau, arrived on the scene, and a gun battle ensued when the Police, in attempting to arrest the pirates, were fired on by them and were forced to return the fire; in the course of this exchange one Policeman, a Detective-Sergeant, was killed. Police reinforcements were flown in from Jesselton, and a second engagement took place, in the course of which three of the pirates were killed, but the fourth escaped in a boat. Two members of the Police detachment were awarded the B.E.M. for the gallantry which they displayed in these actions. Some days after his escape, the fourth pirate, who had been badly wounded in the leg, paddled up to a boat containing three Bajau natives and pleaded for food and water. Two of the natives disarmed the pirate and then put him to death. The unease of public feeling in exposed villages on the East Coast consequent on the activities of pirates from elsewhere is fully understood, and everything possible is done to combat the uncertain incidence of these raids. In the furtherance of their task the Police greatly welcome the support and assistance of the local people. But in no circumstances can Government permit lawlessness on the part of persons from elsewhere to provoke a disregard for law in this peaceful country. Instructions were accordingly given that the prosecution of the two natives should proceed in accordance with the law, it being very much in the public interest that no doubt about such matters should be left in the public mind. The evidence in the case being irrefutable, the Judge of the High Court had of necessity to pass the death sentence, but His Excellency the Governor, who had personally authorised that action to prosecute the two natives should proceed, commuted their sentences to sentences of six months' imprisonment, to date from the time of their original arrest. In making this order, which enabled their immediate release, His Excellency made it clear that no repetition of such arrogation of the law would be condoned.

On the 24th October the first armed raid for a long time on the Coast to the North and West of Sandakan occurred at the small village of Trusan, in the Sugut area of Beluran District,

when eight persons, reported to be Suluks, in a kumpit with an outboard engine raided the village and made off with a large amount of goods and valuables after firing several shots and wounding one person in the arm.

A Memorial obelisk commemorating five civilian prisoners executed by the Japanese occupying forces at Keningau on the 6th July, 1945, was unveiled by His Excellency the Governor on the anniversary date. One of the prisoners was the pre-war Consul for the Republic of China; two others were the pre-war Chief Secretary of Sarawak and a rubber planter from Sarawak. The Chinese community was largely instrumental in organising the appeal for funds for the erection of the Memorial, and contributions were added by the Governments of Sarawak and North Borneo.

The privately sponsored proposal for the establishment of a permanent War Memorial on the slopes of Mount Kinabalu to Commonwealth troops and the people of Borneo who died in Borneo during the period of the Japanese occupation, progressed steadily towards its target for £25,000 (approximately \$214,000) and by the end of the year had raised over \$112,300, of which a sum of \$25,000 was contributed by the Government.

In July the country suffered an irreparable loss in the death of the Honourable Mr. Philip Lee Tau Sang, C.B.E., who had travelled to America for a heart operation, from which he failed to recover. A businessman, who had once been a dresser in the Medical Department, he was a member of the original Advisory Council immediately after the war and had been a member of the Legislative Council from its inception. He served on the Executive Council, Standing Finance Committee of Legislative Council and on numerous other committees of Government, and had represented the Colony with distinction at numerous overseas Conferences. He was, in addition, a prominent social worker. In every respect he was an outstanding citizen of North Borneo, and his wisdom and balanced outlook, his polished eloquence and his puckish sense of humour are sadly missed.

A few months later North Borneo suffered another grievous loss in the sudden death of Dr. T. C. (Peter) Pan, O.B.E., a widely beloved and respected private medical practitioner, who had for many years taken a prominent part in a wide field of social activity and was a leading Rotarian.

It may not be out of place to conclude this General Review by quoting the following excerpts from His Excellency the

Governor's farewell Communication from the Chair at the Budget meeting of the Legislative Council in December:

"The internal affairs of the country, apart from its economy, have also been almost uniformly good. We mourn the loss of some of our good friends, and the cost of too many unhappy fires, some of them of questionable origin, but for the rest the relations of our peoples have continued to be harmonious and advance in the field of public welfare has been steady Much work has been done, and much more is yet to be done and this I will claim, that in 1959 our peoples enjoy a standard of living which by Asian standards is high, their relations are harmonious, and many are now fired by the certainty that has so long been mine, that the future of North Borneo can be bright indeed."

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 estimated population on the 31st December, 1959 was:

| | | | | |
|-------------------------------|-----|-----|-----|---------------------|
| Indigenous | ... | ... | ... | 281,417 |
| Chinese | ... | ... | ... | 106,496 |
| European (including Eurasian) | | | ... | 2,335 |
| Others | ... | ... | ... | 39,217 |
| TOTAL ... | | | | <hr/> 429,465 <hr/> |

A summary of registered births and deaths during the period 1st January to 31st December, 1959, shows:

| | | | <i>Births</i> | <i>Deaths</i> |
|-------------------------------|-----|-----|--------------------|-------------------|
| Indigenous | ... | ... | 8,136 | 2,770 |
| Chinese | ... | ... | 4,172 | 584 |
| European (including Eurasian) | | | 61 | 10 |
| Others | ... | ... | 1,007 | 256 |
| TOTAL ... | | | <hr/> 13,376 <hr/> | <hr/> 3,620 <hr/> |

The following is a summary of arrivals and departures through the ports of the Colony during the period 1st January to 31st December, 1959:

| | | | <i>Arrivals</i> | <i>Departures</i> |
|-------------------------------|-------|-----|-----------------|-------------------|
| Indigenous | ... | ... | 1,887 | 2,338 |
| Chinese | ... | ... | 7,391 | 6,897 |
| European (including Eurasian) | | | 2,517 | 2,298 |
| Others | ... | ... | 8,578 | 6,183 |
| | | | <hr/> | <hr/> |
| | TOTAL | ... | 20,373 | 17,716 |
| | | | <hr/> | <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).

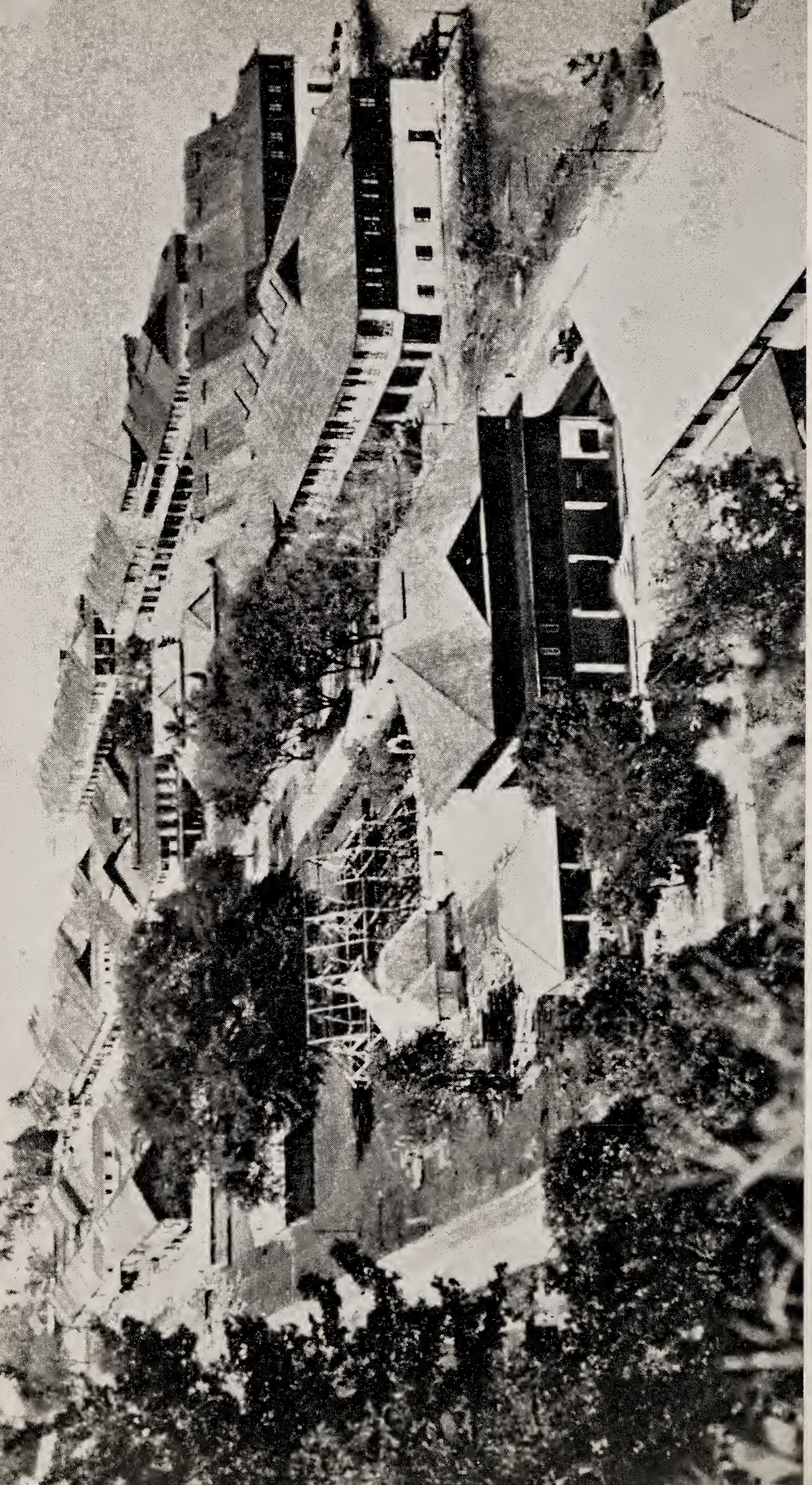
The Colony's population, although small, is made up of a diversity of races speaking a variety of different languages. It is for this reason that Malay has become the *lingua franca* of the country and is spoken by the majority of its inhabitants.

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.

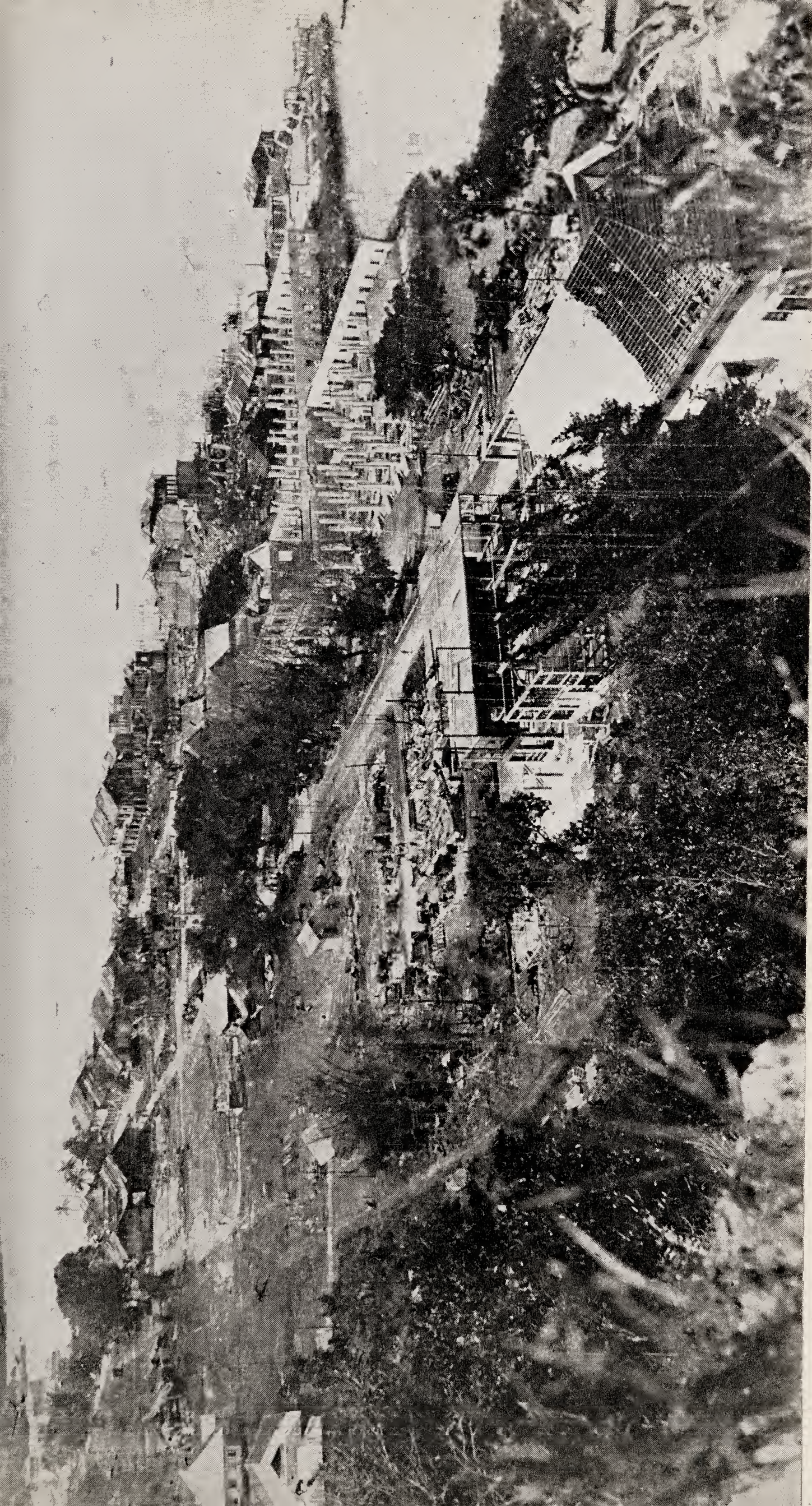


View of Jesselton — 1910

(From the collection of the late Mr. G. C. Woolley).

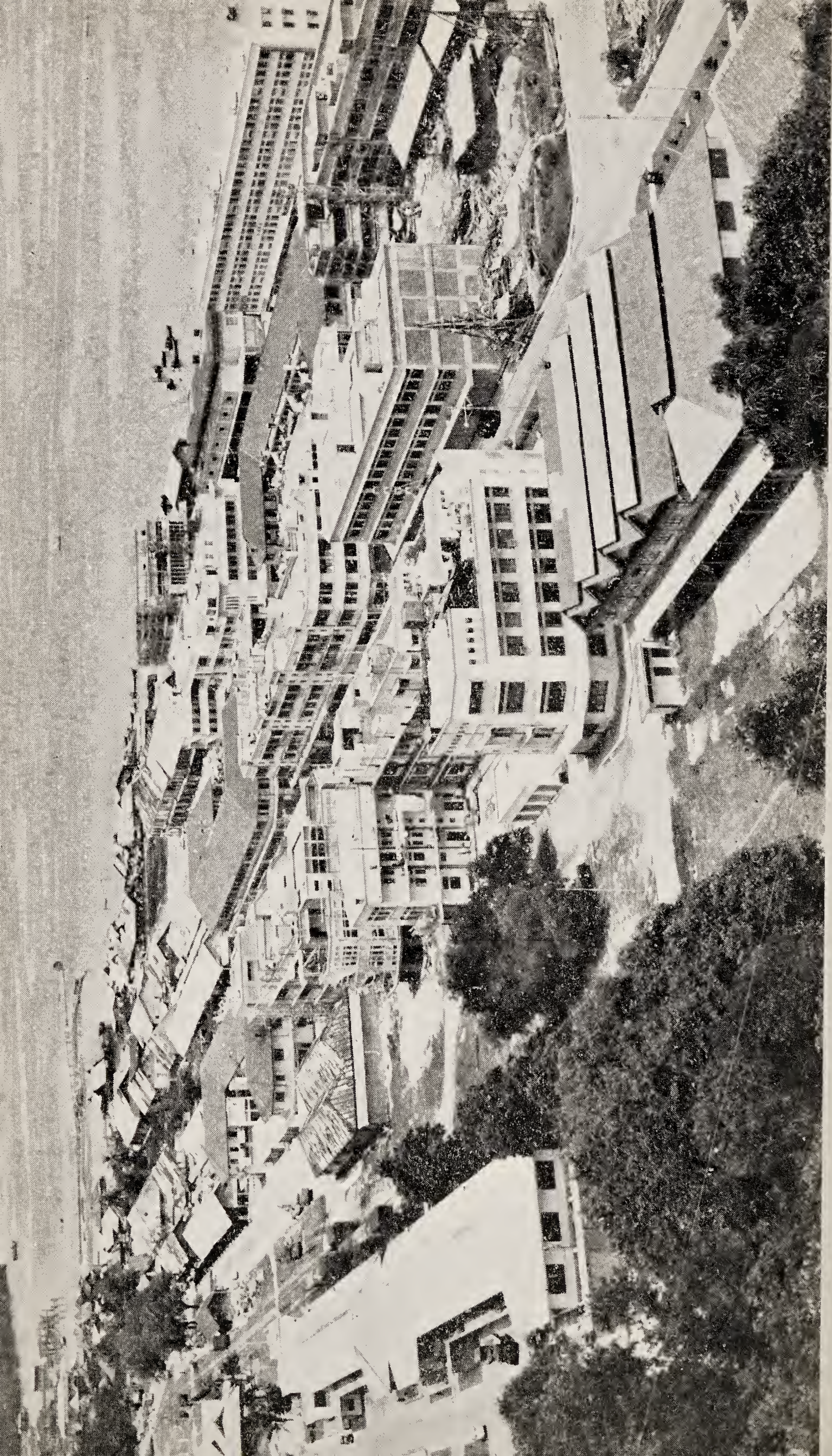


View of Jesselton — 1937



View of Jesselton — 1945

(Mei Hua Studio—Jesselton).



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 poison 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 small-holders 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 connection 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.

Chapter 2: Occupation, Wages and Labour Organisation

Industrial Structure

THE basis of the economy of a very large proportion of the people of North Borneo is homestead farming, consisting of 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 timber and firewood industries and the plantations, (rubber, coconut, hemp and tobacco) 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. 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 occupations of persons were 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 domestic services.

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

A large preponderance of both the Dusun and Murut communities is normally engaged in homestead agriculture with a small proportion employed in the rubber industry or 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 48.78 per cent of the labour force of the Colony.

The total labour force based upon statistics provided by employers of twenty or more workers as on 31st December, 1959 stood at 29,848. Of this, 13,953 are employed in plantations, 12,132 in industry and 3,763 by Government. This labour force has risen by 1,768 or 6.3 per cent 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 an overall 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 Hong Kong and Singapore for employment with established construction and engineering firms, especially with those which have taken up the larger Government and private contracts. Hong Kong is the chief source of these workers and they are recruited with the agreement, and under the supervision of the Hong Kong 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 1,200. The workers include skilled technicians required to operate and maintain mechanical equipment both for Government and for commercial concerns where these cannot at present be obtained by engaging trained local personnel.

An agreement has also been reached with the Government of Hong Kong for the entry of certain classes of Chinese agricultural workers. Owing to a variety of reasons the response to this so far has been considerably less than was expected. The numbers of Indonesian workers, mainly from Timor and Celebes, has continued to increase and now stands at approximately 9,000. There are also some 2,000 workers from the Philippines. These workers come of their own initiative to the East Coast ports to look for work in North Borneo, and their employment has now spread to most districts including, in a small way, 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 1959 and the cost of living remained much the same. 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 choose 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. 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> | 1958 | 1959 | % Increase + Decrease — | |
| | \$ | \$ | | |
| Foodstuffs | 35.37 | 34.71 | — 1.87% | |
| Clothing and bedding ... | 5.31 | 5.15 | — 3.01% | |
| Miscellaneous ... | 12.79 | 11.36 | — 11.18% | |
| | 53.47 | 51.22 | — 4.20% | |
| <i>Natives</i> | | | | |
| | \$ | \$ | | |
| Foodstuffs | 32.84 | 31.84 | — 3.05% | |
| Clothing and bedding ... | 3.64 | 3.45 | — 5.22% | |
| Miscellaneous ... | 14.51 | 13.09 | — 9.78% | |
| | 50.99 | 48.37 | — 5.14% | |

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

| | 1958 | | 1959 | |
|---------------------------|------|----------|------|----------|
| | June | December | June | December |
| | \$ | \$ | \$ | \$ |
| Rice (per gantang) ... | 2.10 | 2.10 | 2.00 | 1.90 |
| Flour (per kati) ... | 0.30 | 0.30 | 0.30 | 0.30 |
| White sugar (per kati) | 0.45 | 0.30 | 0.45 | 0.40 |
| Meat (per kati) ... | 1.80 | 1.80 | 1.95 | 1.90 |
| Fish (per kati) ... | 1.60 | 1.60 | 1.60 | 1.50 |
| Vegetables (per kati) | 0.40 | 0.40 | 0.50 | 0.50 |
| Milk (per 14-oz. tin) ... | 0.70 | 0.70 | 0.70 | 0.70 |
| Hen's eggs (each) ... | 0.25 | 0.17 | 0.18 | 0.18 |
| Tea (per lb.) ... | 4.50 | 4.50 | 4.50 | 4.50 |
| Coffee (per kati) ... | 1.30 | 1.30 | 1.20 | 1.20 |

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, two Labour Officers, three Labour Inspectors and fifteen other staff. Three offices are maintained: the headquarters office in Jesselton, an office serving in the East Coast in Sandakan and an office started during 1958 in Tawau. This last deals mainly with the immigrant Indonesians and, in order to do this, operates a very simplified form of employment exchange which has proved to be very successful. Regular inspections at places of employment are carried out by officers of the Department.

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 three, but these were all of minor importance. 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. No new Trade Union was registered during the year. There are at present six Trade Unions with a total membership of approximately 1,502.

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

Labour Legislation

The Workmen's Compensation Ordinance passed in 1955 as amended by the 1957 Workmen's Compensation (Amendment) Ordinance continued to be in force. Minor amendments were made during the year by an amending Ordinance to the Labour Ordinance (Cap. 67) as amended by the Labour (Amendment) Ordinances of 1955 and 1957.

International Labour Conventions

It has been possible during 1959 to notify some extensions of the application of Conventions to North Borneo and the position is at present as follows:

- (a) applied without modification twenty-one conventions;
- (b) applied with modification, four conventions;
- (c) decision reserved pending the enactment of legislation, fifteen conventions;
- (d) inapplicable owing to local conditions, eight 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. 616 accidents were reported in 1959 as compared with 661 accidents in 1958 and 548 accidents in 1957. In 364 of this year's cases already settled agreements covering compensation amounting to \$94,869 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 and details of the assistance provided are given on page 104 under Social Welfare.

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.

Labour Advisory Board

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

Chapter 3: Public Finance and Taxation

THE Approved Estimates for 1959 were based on a General Revenue Balance in the Ordinary Budget of \$9,660,596 at the beginning of the year and \$11,479,099 at the end of the year.

When the Accounts for 1958 were closed the actual General Revenue Balance proved to be \$10,333,410, i.e. \$672,814 more than estimated. The Revised Estimated General Revenue Balance at the end of 1959 was \$12,825,048 or \$1,345,949 better than was originally anticipated.

Whereas the 1959 Estimates anticipated Ordinary Revenue of \$41,185,119, the Revised Estimate was \$45,662,550. Ordinary Expenditure was estimated at \$34,366,616 but the Revised Estimate was \$36,648,404.

The more favourable opening balance and the substantial additions to Revenue enabled additional Ordinary Expenditure to be incurred in 1959 as well as a sum of \$6,522,508 to be contributed to the Development Fund instead of the original provision of \$5,000,000.

ORDINARY REVENUE

| | | | Actual | | Estimated | Revised |
|---|-----|-----|------------|------------|------------|------------|
| | | | 1957 | 1958 | 1959 | 1959 |
| | | | \$ | \$ | \$ | \$ |
| Customs | ... | ... | 18,977,881 | 19,060,955 | 19,680,000 | 22,583,516 |
| Forests | ... | ... | 2,637,058 | 3,054,192 | 3,041,000 | 3,612,000 |
| Lands | ... | .. | 911,317 | 1,000,000 | 1,252,000 | 1,299,525 |
| Licences and Internal Revenue | ... | ... | 4,582,970 | 5,134,492 | 5,103,900 | 5,232,826 |
| Fees of Court or Office, payments for specific services and reimbursements in aid | ... | ... | 984,210 | 1,169,817 | 1,296,700 | 1,594,921 |
| Township Authorities | ... | ... | 219,335 | 209,060 | 75,953 | 89,082 |
| Light, water, etc. | ... | ... | 473,364 | 582,086 | 764,400 | 700,000 |
| Posts | ... | .. | 898,588 | 714,644 | 707,100 | 816,260 |
| Telegraphs | ... | ... | 961,263 | 1,186,258 | 1,269,000 | 1,419,516 |
| Interest | ... | ... | 351,840 | 512,706 | 563,000 | 626,692 |
| Rents—Government buildings | ... | ... | 801,140 | 867,268 | 893,192 | 900,192 |
| Port and harbour dues | ... | ... | 1,058,657 | 1,162,008 | 1,159,000 | 1,311,609 |
| Miscellaneous | ... | ... | 1,714,667 | 2,315,952 | 4,379,874 | 4,476,411 |
| Total Revenue, exclusive of Land sales | ... | ... | 34,572,290 | 36,969,439 | 40,185,119 | 44,662,550 |
| Land sales | ... | .. | 890,479 | 614,359 | 1,000,000 | 1,000,000 |
| TOTAL ORDINARY REVENUE | | | 35,462,769 | 37,583,798 | 41,185,119 | 45,662,550 |

DEVELOPMENT REVENUE

| | Actual 1957 \$ | 1958 \$ | Estimated 1959 \$ | Revised 1959 \$ |
|---|----------------------|-------------------|-------------------------|-----------------------|
| Appropriation from Ordinary Budget—Head 10 | 6,000,000 | 5,500,000 | 5,000,000 | 6,522,508 |
| Colonial Development and Welfare grants ... | 7,345,790 | 4,879,900 | 4,134,089 | 3,877,808 |
| Contribution from Ordinary Budget towards recurrent expenditure under Colonial Development and Welfare grants ... | — | 140,810 | 298,419 | 300,973 |
| Loan Funds ... | — | 12,991,357 | 9,249,014 | 4,035,176 |
| Repayment of Loans ... | 119,358 | 17,818 | 21,664 | 29,842 |
| Grant from New Zealand Government under the Colombo Plan | — | — | — | 85,714 |
| Balance of allocation made from the Japanese assets account for the provision of playing fields, etc. ... | — | 38,994 | — | — |
| Contribution from proceeds of the realisation of former Japanese assets ... | 644,352 | 1,047,232 | — | — |
| Contribution from Foreign operations Administration towards cost of reconstruction of wharves ... | — | 119,154 | — | — |
| 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 | — | — | — |
| Sale of Electricity Undertaking ... | 2,570,000 | — | — | — |
| Sale of shoplots, Kampong Ayer, Jesselton ... | — | 629,479 | — | — |
| TOTAL DEVELOPMENT REVENUE ... | 19,785,179 | 25,354,744 | 18,703,186 | 14,852,021 |

ORDINARY EXPENDITURE

| | Actual | Estimated | Revised | |
|--|------------|------------|------------|------------|
| | 1957 | 1958 | 1959 | |
| | \$ | \$ | \$ | |
| Charges on account of the Public Debt ... | 683,572 | 1,111,094 | 1,326,675 | 1,330,960 |
| Pensions, Retiring allowances, Gratuities etc. . . | 1,396,051 | 1,491,996 | 1,547,773 | 1,864,773 |
| Governor | 199,875 | 178,608 | 170,452 | 181,130 |
| Accountant-General ... | 176,373 | 156,261 | 168,246 | 171,637 |
| Agriculture | 799,215 | 909,087 | 929,245 | 976,767 |
| Audit | 113,651 | 120,778 | 129,847 | 138,725 |
| Broadcasting and Information | 260,925 | 349,987 | 381,998 | 404,839 |
| Civil Aviation | 600,476 | 656,485 | 639,184 | 624,325 |
| Contribution to Development Fund | — | 5,500,000 | 5,000,000 | 6,522,508 |
| Education | 1,874,636 | 2,208,949 | 2,775,071 | 2,595,671 |
| Forests | 1,322,520 | 1,331,889 | 1,428,241 | 1,397,980 |
| General Clerical Service | 1,150,298 | 1,159,004 | 1,173,765 | 1,198,629 |
| Geological Survey ... | 199,194 | 117,183 | 139,169 | 134,560 |
| Inland Revenue ... | 106,682 | 124,748 | 138,160 | 147,234 |
| Judicial | 134,876 | 115,280 | 174,874 | 174,521 |
| Labour and Welfare ... | 100,685 | 107,387 | 119,840 | 114,554 |
| Lands and Surveys ... | 789,798 | 937,580 | 887,474 | 1,023,012 |
| Legal | 82,904 | 83,290 | 79,324 | 78,024 |
| Marine | 583,043 | 722,842 | 518,340 | 617,979 |
| Medical | 3,267,123 | 3,141,929 | 3,549,260 | 3,603,974 |
| Miscellaneous Services ... | *7,497,761 | 1,707,716 | 1,630,178 | 2,305,436 |
| Police | 2,709,613 | 2,767,383 | 2,877,993 | 3,065,226 |
| Posts and Telegraphs ... | 1,566,039 | 1,674,128 | 1,814,498 | 1,945,123 |
| Printing | 317,513 | 328,179 | 325,092 | 359,838 |
| Prisons | 189,696 | 227,171 | 210,780 | 258,188 |
| Public Works Department | 813,028 | 958,327 | 1,016,065 | 983,261 |
| Public Works Recurrent | 3,877,315 | 4,457,668 | 6,223,500 | 6,935,000 |
| Railways | † 208,894 | 316,890 | 126,305 | 156,670 |
| Residencies and District Offices | 2,168,318 | 2,554,436 | 2,735,164 | 2,647,233 |
| Secretariat | 340,080 | 467,343 | 444,262 | 530,843 |
| Township Authorities ... | 101,382 | 54,778 | 26,850 | 27,257 |
| Trade and Customs ... | 604,994 | 585,259 | 658,991 | 655,035 |
| Public Works Non-Recurrent | 987,503 | — | — | — |
| Administrator-General ... | 35,274 | 36,196 | — | — |
| TOTAL EXPENDITURE ... | 35,259,307 | 36,659,851 | 39,366,616 | 43,170,912 |

NOTES:

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

† Railways—

| | | Actual | | Estimated | Revised |
|-------------|----|-----------|-----------|-----------|-----------|
| | | 1957 | 1958 | 1959 | 1959 |
| Revenue | .. | 1,625,427 | 1,651,532 | 1,823,720 | 1,796,000 |
| Expenditure | .. | 1,834,321 | 1,968,422 | 1,950,025 | 1,952,670 |
| Deficit | .. | 208,893 | 316,890 | 126,305 | 156,670 |

DEVELOPMENT EXPENDITURE

| | Actual | | Estimated | Revised |
|---|-------------------|-------------------|-------------------|-------------------|
| | 1957 | 1958 | 1959 | 1959 |
| | \$ | \$ | \$ | \$ |
| Harbours | 544,767 | 473,988 | 2,816,196 | 1,187,798 |
| Lands and Surveys .. | 112,229 | 277,935 | 1,041,651 | 327,555 |
| Marine | — | 336,448 | 130,000 | 111,838 |
| Miscellaneous Services ... | 2,229,133 | 5,566,462 | — | 41,175 |
| Posts and Telegraphs ... | — | 1,561,966 | 494,095 | 793,049 |
| Public Works | 6,558,863 | 10,750,064 | 6,848,327 | 5,765,420 |
| Railways | — | 778,012 | 638,025 | 594,816 |
| Colonial Development and Welfare Schemes | 4,936,518 | — | — | — |
| Purchase of Stock in North Borneo Electri- city Board | 2,570,000 | 299,997 | 2,000,000 | — |
| Schemes financed from the proceeds of the realisation of the for- mer Japanese assets .. | 644,352 | — | — | — |
| Agriculture | — | 206,230 | 727,945 | 1,116,127 |
| Broadcasting and Infor- mation | — | 7,538 | 249,527 | 13,536 |
| Civil Aviation | — | 1,986,258 | 1,415,370 | 853,985 |
| Education | — | 2,162,197 | 2,839,159 | 1,930,141 |
| Forests | — | 7,887 | 55,740 | 33,553 |
| Medical | — | 946,866 | 852,910 | 891,874 |
| Housing | — | — | 500,000 | 50,000 |
| TOTAL DEVELOPMENT EXPENDITURE ... | 17,595,862 | 25,361,848 | 20,608,945 | 13,710,967 |

LOCAL AUTHORITIES

| | Actual | | Estimated | Revised |
|--------------------------------|------------|------------|------------|------------|
| | 1957 \$ | 1958 \$ | 1959 \$ | 1959 \$ |
| Jesselton Town Board: | | | | |
| Revenue | 606,874 | 796,278 | 918,485 | 832,551 |
| Expenditure ... | 490,096 | 897,858 | 907,373 | 956,287 |
| Sandakan Town Board: | | | | |
| Revenue | 573,194 | 645,255 | 681,686 | 734,914 |
| Expenditure ... | 516,952 | 592,400 | 661,578 | 771,811 |
| Labuan Town Board: | | | | |
| Revenue | 150,388 | 182,225 | 227,871 | 247,370 |
| Expenditure ... | 138,637 | 181,048 | 237,335 | 231,654 |
| Tawau Town Board: | | | | |
| Revenue | 158,550 | 193,972 | 212,222 | 216,610 |
| Expenditure ... | *181,145 | 177,288 | 202,036 | 219,293 |
| Kota Belud District Council: | | | | |
| Revenue—General ... | 57,132 | 60,933 | 61,300 | 61,550 |
| Subvention from Government ... | 94,000 | 88,000 | 62,000 | 62,000 |
| Transfer from Reserve Fund ... | 3,000 | — | — | 30,187 |
| | 154,132 | 148,933 | 123,300 | 153,737 |
| Expenditure ... | 151,076 | 128,217 | 142,767 | 153,737 |
| Papar District Council: | | | | |
| Revenue—General ... | 48,962 | 53,390 | 54,831 | 56,131 |
| Subvention from Government ... | 92,000 | 112,500 | 102,000 | 102,000 |
| | 140,962 | 165,890 | 156,831 | 158,131 |
| Expenditure ... | 131,957 | 150,065 | 155,760 | 155,760 |
| Sipitang District Council: | | | | |
| Revenue—General ... | 29,114 | 31,563 | 30,870 | 29,227 |
| Subvention from Government ... | 48,160 | 48,000 | 55,850 | 55,850 |
| Transfer from Reserve Fund ... | — | — | — | 14,364 |
| | 77,274 | 79,563 | 86,720 | 99,441 |
| Expenditure ... | 75,625 | 82,405 | 101,084 | 95,904 |
| Beaufort District Council: | | | | |
| Revenue—General ... | — | 63,546 | 64,528 | 66,565 |
| Subvention from Government ... | — | 106,000 | 106,000 | 106,000 |
| | — | 169,546 | 170,528 | 172,565 |
| Expenditure ... | — | 168,884 | 164,352 | 169,184 |

NOTE: — * Deficit financed by a loan.

| | | Actual 1957 | Estimated 1958 | Revised 1959 |
|-----------------------------------|---|----------------|-------------------|-----------------|
| Jesselton Rural District Council: | | | | |
| Revenue—General ... | — | 31,310 | 30,280 | 31,883 |
| Subvention from Government ... | — | 17,500 | 17,500 | 17,500 |
| | — | 48,810 | 47,780 | 49,383 |
| Expenditure ... | — | 43,595 | 51,555 | 52,149 |
| Tuaran District Council: | | | | |
| Revenue—General ... | — | 67,615 | 67,377 | 77,720 |
| Subvention from Government ... | — | 35,000 | 37,000 | 37,000 |
| | — | 102,615 | 104,377 | 114,720 |
| Expenditure ... | — | 91,096 | 106,213 | 117,792 |
| Kudat District Council: | | | | |
| Revenue—General ... | — | — | 72,694 | 74,964 |
| Subvention from Government ... | — | — | 4,000 | 4,000 |
| | — | — | 76,694 | 78,964 |
| Expenditure ... | — | — | 74,852 | 75,887 |
| Semporna District Council: | | | | |
| Revenue—General ... | — | — | 11,070 | 9,617 |
| Subvention from Government .. | — | — | 19,000 | 19,000 |
| | — | — | 30,070 | 28,617 |
| Expenditure ... | — | — | 29,268 | 28,413 |

Public Debt

The Public Debt of the Colony at the end of 1959 was \$25,044,266. Apart from \$452,820 representing Colonial Development and Welfare Loans, this comprised the following loans:

| | | | Issue price for £100 stock |
|--|---------|------------|-------------------------------|
| 4 % North Borneo Inter-Colonial Loan ... | 1964/69 | £ 97.15.0. | |
| 5½% North Borneo Inter-Colonial Loan ... | 1966/71 | £ 98. 0.0. | |
| 5¾% North Borneo Inter-Colonial Loan ... | 1967/72 | £ 98.10.0. | |
| 6¼% North Borneo Inter-Colonial Loan ... | 1968/73 | £ 98. 0.0. | |
| 5½% North Borneo Development Loan ... | 1965/67 | £100. 0.0. | |
| 6 % North Borneo Development Loan ... | 1974/76 | £100. 0.0. | |

The total amount of the Sinking Funds provided for the redemption of the loans as at 31st December, 1959 was \$735,038.

The latest revised estimated expenditure on Loan Account during the six years 1954-1959 (including expenditure charged to advance accounts pending the raising of loans) can be summarised as follows:

| | | | | \$ |
|---|-----|-----|-----|--------------|
| Water supplies | ... | ... | ... | 5,181,783 |
| Electricity | ... | ... | ... | 2,697,997 |
| Drainage and Irrigation | ... | ... | ... | 158,209 |
| Telecommunications | ... | ... | ... | 2,554,966 |
| Sewage disposal | ... | ... | ... | 2,483,617 |
| Railway development | ... | ... | ... | 5,577,375 |
| Compensation for surrender of timber rights and loss of profits | ... | ... | ... | 8,719,362 |
| Land reclamation | ... | ... | ... | 479,606 |
| Internal airways development | ... | ... | ... | 2,111,872 |
| Tawau Wharf | ... | ... | ... | 569,657 |
| Civil Aviation | ... | ... | ... | 457,178 |
| Charges and discount | ... | ... | ... | 449,936 |
| | | | | <hr/> |
| | | | | \$31,441,558 |
| | | | | <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*.

During 1959 a new Customs Duties Order and Customs Duties (Exemption) Order were introduced, mainly for the purpose of bringing, as far as possible, the Tariff and classifications, in line with that prevailing in Sarawak.

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 one dollar and fifty cents by each able bodied adult male native. Generally, persons who pay a total annual sum of three dollars or more by way of land rent or boat registration fees are exempted from the payment of Poll Tax. The estimated revenue yield from this source during 1959 was \$50,000 to the Government and \$45,250 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—

- | | | |
|--|--------|-----|
| (a) if they elect to be taxed on undistributed exempt trading profits and a further 20% is payable when the exempt trading profits are distributed | ... .. | 20% |
| (b) on all other chargeable income | ... | 40% |

Individuals—

- | | | |
|------------------------------------|-----|-----|
| Persons not resident in the Colony | ... | 40% |
|------------------------------------|-----|-----|
- (Non-residents who are British subjects or British-protected persons or Government pensioners are eligible for proportionate personal reliefs and allowances at the rates applicable to residents and also the rates of tax applied to the chargeable incomes are the same as those for residents).

Persons resident in the Colony—

| | |
|--|------|
| 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—

| | |
|---|-------|
| | \$ |
| Individual | 2,400 |
| Additional for wife | 3,000 |
| Additional for children | |
| first child | 600 |
| second child | 600 |
| third child | 400 |
| fourth child | 300 |
| fifth child and subsequent children ... | 200 |

each, the allowance may be increased to \$600 for each child educated outside the Borneo Territories.

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

The maximum allowance for a wife, children and life assurance cannot exceed one-half 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.

Legislation also exists for allowing certain company pioneer undertakings to be granted to tax-free holiday for a period of two years and the period may be extended by a further two years if fixed capital expenditure of not less than \$100,000 has been incurred.

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 fifty dollars 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 as at | | Provisional as at | |
|---|---------------------|------------|---------------------|------------|
| | 31st December, 1958 | | 31st December, 1958 | |
| | \$ | \$ | \$ | \$ |
| Drafts and Remittances | | 11,702 | | 11,308 |
| Deposits | | 2,633,052 | | 3,002,513 |
| SPECIAL FUNDS:— | | | | |
| Chee See Cheng Scholarship Fund .. | 7,336 | | | |
| Liberation Education Trust Fund North Borneo | 133 | | | |
| North Borneo Central Library Bequest Fund (Capital) | 2,672 | | | |
| North Borneo Central Library Bequest Fund (Income) | 1,122 | | | |
| Pauper Fund | 55,308 | | | |
| Resident Scholarship Fund | 2,930 | | | |
| Rubber Fund Board | (Dr.) 46,140* | | | |
| Shell Company Limited Bursaries Fund .. | 410 | | | |
| Wee Guan Toh Scholarship Fund .. | 2,488 | | | |
| Widows and Orphans Pensions Fund .. | 1,439,193 | | | |
| Colonial Development and Welfare Scheme — D694 Scholarships | 3,097 | | | |
| Colonial Development and Welfare Schemes — Unspent Balances | 450,598 | 1,919,147 | | 2,193,923 |
| North Borneo 4% Inter-Colonial Loan 1964/69 | 6,532,542 | | | |
| Less Payments 1954-1957 \$6,383,596 | | | | |
| 1958 70,213 | 6,453,809 | 78,733 | | |
| Less Payments 1954-1957 6,453,809 | | | | |
| 1959 32,472 | 6,486,281 | | | 46,261 |
| North Borneo Development Loan, 5½%, 1959 | | | | 2,678,900 |
| North Borneo Development Loan, 6%, 1959 | | | | 975,100 |
| North Borneo 5½% Inter-Colonial Loan 1968/73 | 6,122,443 | | | |
| Less Payments — 1958 | 6,122,443 | — | | — |
| Joint Consolidated Fund | | 4,620,000 | | 2,794,286 |
| Other Governments and Administrations .. | | — | | — |
| DEVELOPMENT ACCOUNT:— | | | | |
| Balance as at 1st January | 2,739,364 | | 2,742,260 | |
| Add: Surplus for year | 2,896 | 2,742,260 | 744,192 | 3,486,452 |
| GENERAL REVENUE BALANCE:— | | | | |
| Balance as at 1st January, | 8,960,179 | | 10,333,410 | |
| Add: Surplus and Deficit Account, | 923,947 | | 4,565,296 | |
| | 9,884,126 | | 14,898,706 | |
| Add: Appreciation of Investments | 449,284 | 10,333,410 | 162,898 | 15,061,604 |
| | | 22,338,304 | | 30,250,348 |

*Represents amount overspent.

AND LIABILITIES ON THE 31ST DECEMBER, 1958
LIABILITIES ON THE 31ST DECEMBER, 1959

[illegible]

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. 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) silver coins in denominations of 5, 10 and 20 cents which are being withdrawn from circulation;
- (c) cupro-nickel coins in denominations of 5, 10, 20 and 50 cents;
- (d) 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 1959 was \$86,385,889.

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, Tawau and Labuan. The Chartered Bank also has branches at Kudat, Lahad Datu and Tenom.

Both Banks provide Savings Bank facilities.

Chapter 5: Commerce

External Trade

EXTERNAL trade in 1959 was valued at \$331.1 million which exceeded the previous year's record figure by \$74.3 million. The value of imports, including goods delivered into bond, totalled \$155.5 million, and exceeded the corresponding figure for the previous year by \$27.1 million. Exports, including exports from bond and re-exports, aggregated \$177.6 million, and exceeded the 1958 total by \$47.2 million.

There was a favourable balance of visible trade amounting to \$22.1 million which was the highest credit balance since the rubber boom in 1951.

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

| <i>Year</i> | | <i>Imports</i> \$ million | <i>Export</i> (including re-export) \$ million | <i>Total</i> \$ million | <i>Balance of Trade</i> |
|-------------|-----|------------------------------|---|----------------------------|--------------------------|
| | | | | | (+) (–) \$ million |
| 1938 | ... | 6.4 | 9.8 | 16.2 | + 3.4 |
| 1939 | ... | 6.5 | 13.5 | 20.0 | + 7.0 |
| 1940 | ... | 10.0 | 20.3 | 30.3 | + 10.3 |
| 1941 - 1946 | ... | Not available | | | |
| 1947 | ... | 20.5 | 17.0 | 37.5 | – 3.5 |
| 1948 | ... | 25.4 | 29.7 | 55.1 | + 4.3 |
| 1949 | ... | 34.0 | 38.5 | 72.5 | + 4.5 |
| 1950 | ... | 46.0 | 93.0 | 139.0 | + 47.0 |
| 1951 | ... | 70.2 | 122.9 | 193.1 | + 52.7 |
| 1952 | ... | 70.3 | 66.9 | 137.2 | – 3.4 |
| 1953 | ... | 70.0 | 60.3 | 130.3 | – 9.7 |
| 1954* | ... | 74.3 | 77.2 | 151.5 | + 2.9 |
| 1955 | ... | 87.6 | 104.8 | 192.4 | + 17.2 |
| 1956 | ... | 117.4 | 120.9 | 238.3 | + 3.5 |
| 1957 | ... | 121.6 | 120.9 | 242.5 | – .7 |
| 1958 | ... | 128.4 | 130.4 | 258.8 | + 2.0 |
| 1959 | ... | 155.5 | 177.6 | 331.1 | + 22.1 |

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

EXPORTS

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

| MAIN EXPORTS | | | 1955 | 1956 | 1957 | 1958 | 1959 |
|--------------------------|-----|----------------|-------|-------|-------|-------|-------|
| Timber Logs and Sawn) | ... | (mil. cu. ft.) | 13.2 | 15.7 | 21.9 | 26.3 | 39.5 |
| | | (million \$) | 21.6 | 26.2 | 31.5 | 36.4 | 61.1 |
| Rubber | ... | (000 tons) | 20.1 | 19.9 | 19.9 | 20.2 | 22.9 |
| | | (million \$) | 45.9 | 40.3 | 37.0 | 32.8 | 47.0 |
| Copra* | ... | (000 tons) | 35.2 | 59.2 | 63.7 | 67.2 | 59.4 |
| | | (million \$) | 14.2 | 23.3 | 24.0 | 32.2 | 35.1 |
| Tobacco | ... | (000 lb.) | 342.5 | 302.9 | 298.4 | 307.8 | 530.8 |
| | | (million \$) | 3.2 | 3.4 | 2.9 | 3.6 | 5.6 |
| Hemp | ... | (000 tons) | 2.8 | 2.1 | 2.9 | 2.4 | 2.7 |
| | | (million \$) | 2.2 | 2.1 | 3.4 | 2.6 | 3.8 |
| Cutch | ... | (000 tons) | 4.1 | 4.4 | 3.4 | 3.7 | 3.7 |
| | | (million \$) | 2.0 | 2.1 | 1.4 | 1.5 | 1.5 |
| Firewood | ... | (000 tons) | 25.2 | 13.7 | 15.2 | 13.3 | 35.8 |
| | | (million \$) | .5 | .3 | .3 | .2 | .7 |
| Dried and Salted Fish | ... | (000 tons) | .6 | .8 | .6 | .6 | .6 |
| | | | .4 | .9 | .5 | .6 | 5 |

* Includes re-exports.

The following table shows percentage changes in respect of the quantity, value and average price of the principal exports during 1959 as compared with 1958:

| | | | <i>Quantity per cent</i> | <i>Value per cent</i> | <i>Price per cent</i> |
|------------|-----|-----|------------------------------|---------------------------|---------------------------|
| Timber | ... | ... | + 50.26 | + 67.86 | + 11.71 |
| Rubber | ... | ... | + 13.12 | + 43.21 | + 26.60 |
| Copra | ... | ... | — 11.55 | + 9.31 | + 23.58 |
| Tobacco | ... | ... | + 72.46 | + 55.86 | — 9.62 |
| Hemp | ... | ... | + 11.57 | + 43.63 | + 28.73 |
| Cutch | ... | ... | — .07 | + 2.99 | + 3.06 |
| Firewood | ... | ... | + 168.03 | + 228.86 | + 22.72 |
| Dried Fish | ... | ... | + 1.16 | — 22.13 | — 23.02 |

Timber, rubber and copra in that order continue to be the Colony's principal exports. In 1958 timber replaced rubber as the principal export commodity. Timber exports continued the increase shown in previous years and exceeded the 1958 figure by 13.2 million cubic feet or approximately fifty per cent. For the first time for many years the quantity of rubber exported showed a definite increase — 2,700 tons or thirteen per cent of the

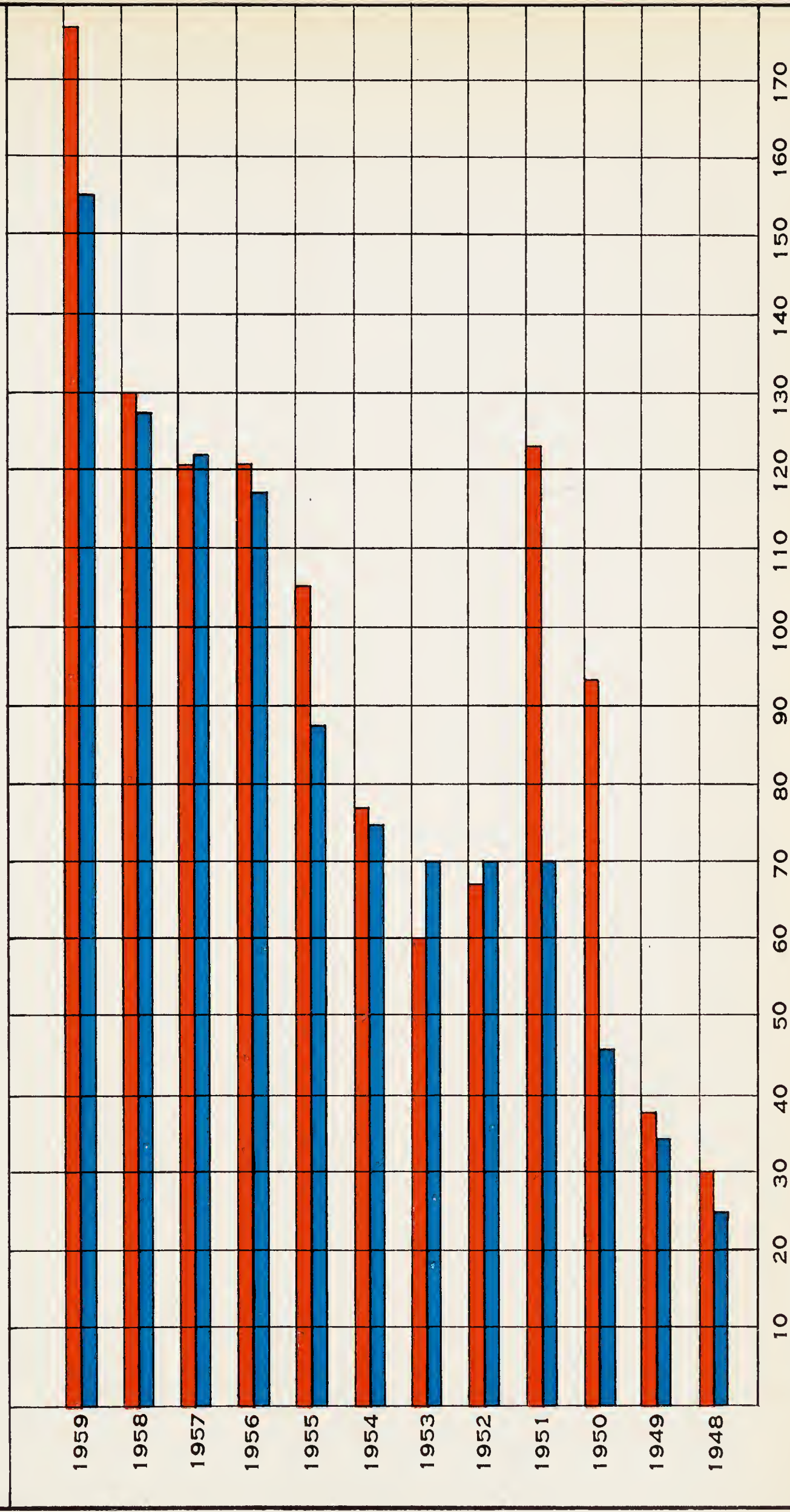
IMPORTS AND EXPORTS

1948 - 1959

(INCLUDING RE-EXPORTS)

IMPORTS

EXPORTS



MILLIONS OF DOLLARS

1959 IMPORTS—EXPORTS

VALUES BY COUNTRY OF ORIGIN AND DESTINATION

IMPORTS

EXPORTS

COMMONWEALTH COUNTRIES

HONGKONG

MALAYA

OTHER ASIA

AUSTRALIA & NEW ZEALAND

UNITED KINGDOM

NON-COMMONWEALTH COUNTRIES

CHINA & FORMOSA

JAPAN

OTHER ASIA

NETHERLANDS

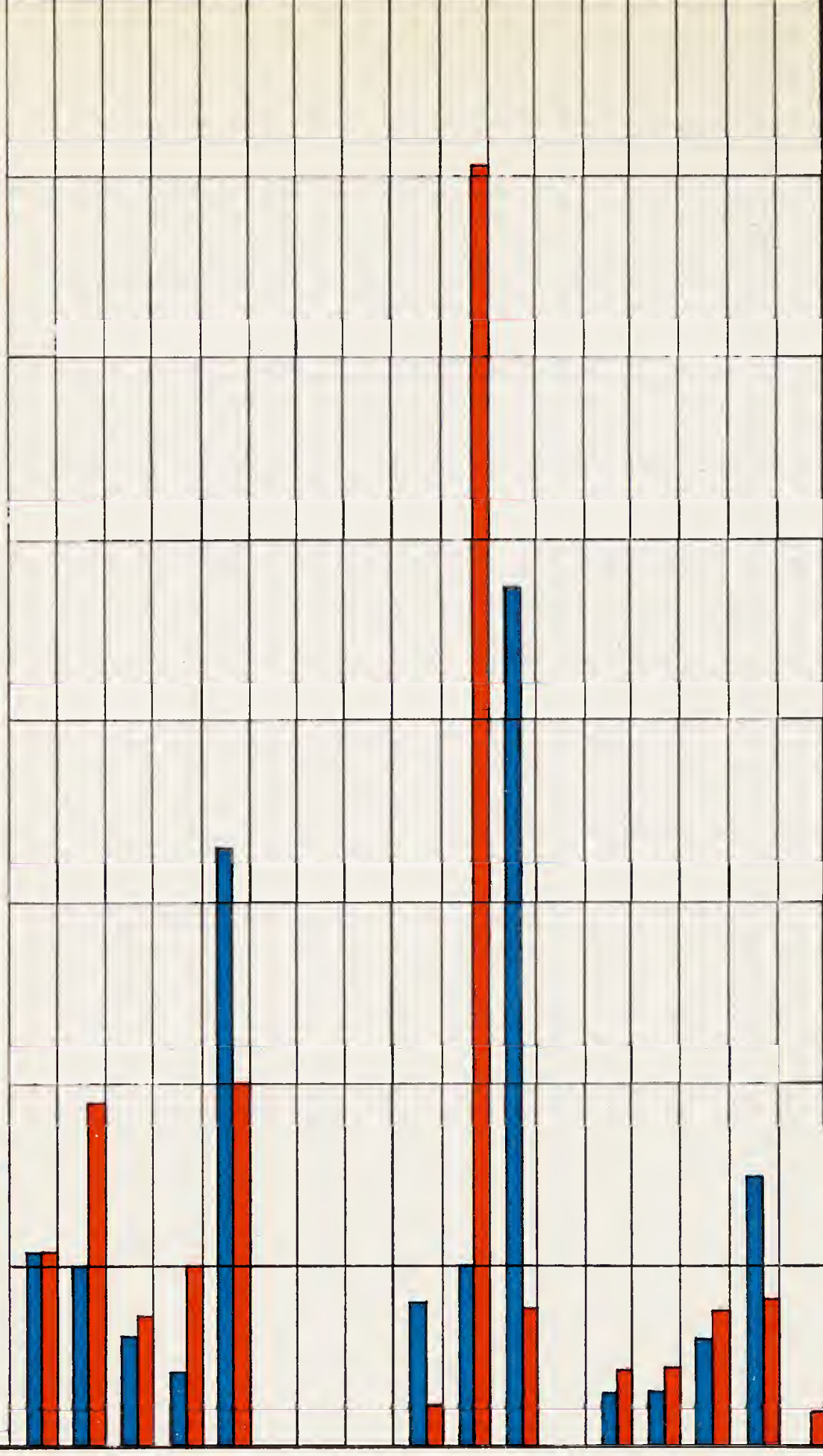
GERMANY

OTHER EUROPE

U.S.A.

OTHER AMERICA

MILLIONS OF DOLLARS

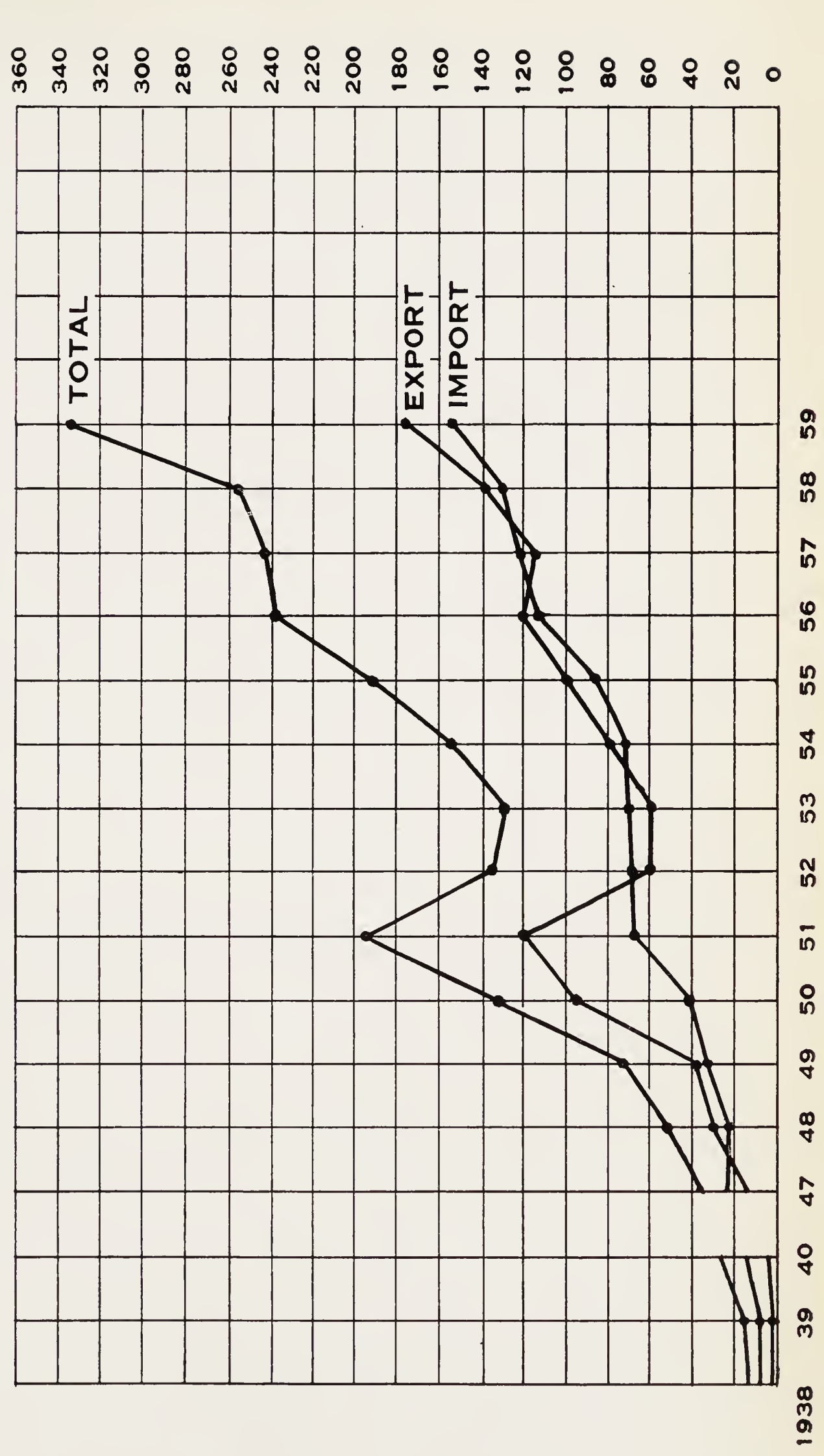


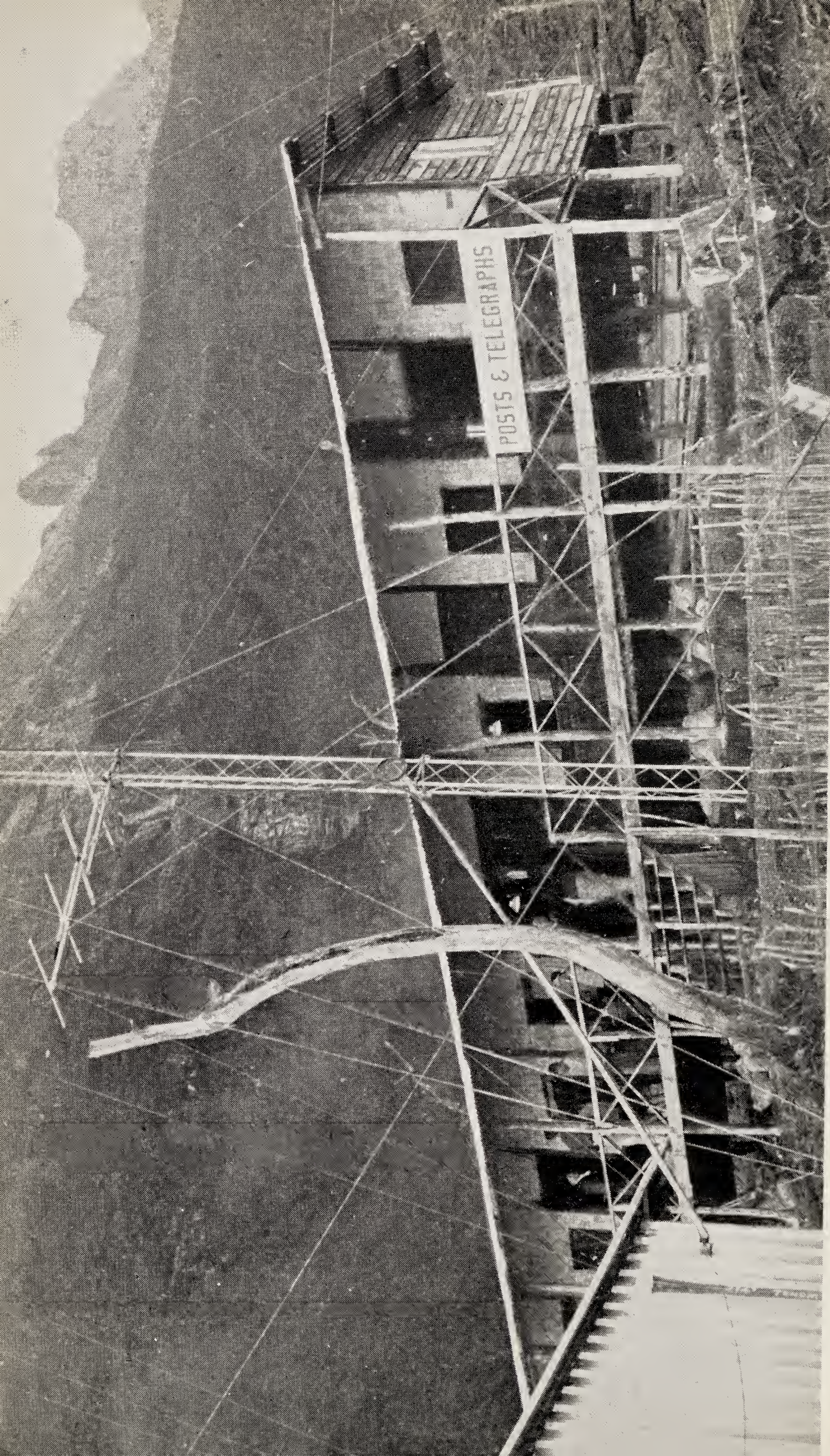
EXTERNAL TRADE

NORTH BORNEO

IN MILLIONS OF DOLLARS

MILLION DOLLARS





1958 figure. This is probably the first indication of the effect of the Rubber Replanting Scheme. Exports of copra, including re-exports, declined by 8,200 tons as compared with the previous years, though on account of favourable world market prices the value increased by \$2.9 million.

The remarkable increase in the total value of exports amounting to thirty-six per cent was due mainly to the strong demand and favourable prices for timber of which the industry took full advantage, the very good price of rubber which prevailed during the second half of the year and the steady price of copra.

The drop in the quantity of copra exported was due to the restrictions imposed by the Philippines Government in January, 1959, on the traditional trade between the Southern Philippines and North Borneo and to piracy on the high seas off the East Coast of the Colony affecting the re-export trade.

For the previous three years the firewood trade which is traditional on the East Coast had been in the doldrums. 1959 saw a very welcome revival with increases in both the quantity and value exported and the prices obtained.

Favourable conditions prevailed for hemp which had a good year all round. Although tobacco exports rose considerably the average price obtained fell.

It is the Government's policy to diversify the country's economy and ensure that the right crop is planted on the right soil type. Thus encouragement is being given to the planting of cocoa in the fertile volcanic soils of the Tawau Residency and of oil palms and tobacco in other soils. Indications are that these crops should do well in North Borneo and become important export commodities of the future. In fact the first exportation of cocoa, some nine tons, took place during the year. It was well received on the London market and obtained a favourable price.

Considerable new areas of coconuts have been planted in the Kudat, Kuala Penyu and Semporna districts and encouragement is being given to planting rubber in all areas.

The economy of the West Coast in particular is still largely based on rubber the cultivation of which expanded more than any other agricultural crop in 1959. During the year 10,094 acres were newly planted whilst 2,315 acres were re-planted using high yielding stock.

The exportation of Manila hemp improved during the year owing to increased plantings and new areas coming into bearing. The "bunchy top" virus disease which had previously severely affected the hemp crop remained under control and further increases in exports are confidently expected in future.

Destination of Exports

The following table shows the value and percentage of total value of exports declared by country of destination:

TOTAL EXPORTS BY COUNTRY OF DESTINATION

| | | | | 1958 | | 1959 | |
|--|-----|-----|----|--|------------------------------------|--|------------------------------------|
| | | | | <i>Value by Country of Destination</i> | <i>Percentage of Total</i> | <i>Value by Country of Destination</i> | <i>Percentage of Total</i> |
| Japan | ... | ... | \$ | 42,652,067 | 33.15 | \$ 70,533,968 | 40.11 |
| United Kingdom | ... | ... | | 22,815,062 | 17.74 | 20,038,424 | 11.40 |
| Malaya | ... | ... | | 13,233,280 | 10.29 | 19,390,547 | 11.03 |
| Hong Kong | ... | ... | | 7,864,164 | 6.11 | 11,849,347 | 6.74 |
| Australia and New Zealand | | | | 7,917,163 | 6.15 | 9,615,449 | 5.47 |
| U. S. A. | ... | ... | | 4,311,200 | 3.35 | 7,817,257 | 4.45 |
| Other European Non-Common- wealth Countries | ... | ... | | 4,795,794 | 3.73 | 7,564,177 | 4.30 |
| Philippine Islands | ... | ... | | 7,316,567 | 5.69 | 6,725,811 | 3.83 |
| Other Asian Common- wealth Countries | ... | ... | | 5,510,092 | 4.28 | 6,656,258 | 3.78 |
| Germany | ... | ... | | 1,617,556 | 1.26 | 4,148,522 | 2.36 |
| Netherlands | ... | ... | | 3,751,378 | 2.92 | 4,118,863 | 2.34 |
| Other American Non-Common- wealth Countries | ... | ... | | 1,546,712 | 1.20 | 2,236,857 | 1.27 |
| China and Macao | ... | ... | | 2,649,586 | 2.06 | 1,188,954 | .68 |
| Other Asian Non-Common- wealth Countries | ... | ... | | 8,762 | .01 | 1,173,017 | .67 |
| Indonesia | ... | ... | | 1,016,447 | .79 | 893,512 | .51 |
| Canada and British West Indies | ... | ... | | 147,303 | .11 | 849,845 | .48 |
| African Commonwealth Countries | ... | ... | | 1,211,054 | .94 | 531,838 | .30 |
| India and Pakistan | ... | ... | | 20,233 | .02 | 485,048 | .28 |
| Thailand | ... | ... | | 300 | — | 3,764 | — |
| African Non-Common- wealth Countries | ... | ... | | 258,410 | .20 | — | — |
| Other European Common- wealth Countries | ... | ... | | 450 | — | 500 | — |
| | | | | <hr/> | | <hr/> | |
| | | | | \$128,643,580 | 100.00 | \$175,821,958 | 100.00 |
| Postal Articles | ... | ... | | 33,073 | | 22,684 | |
| Ship and Aircraft Bunkers and Stores | ... | ... | | 1,764,423 | | 1,770,180 | |
| | | | | <hr/> | | <hr/> | |
| | | | | \$130,441,075 | | \$177,614,822 | |

The main points of interest in the destination of exports are the overwhelming importance of Japan as a customer and the steady decline of the United Kingdom. Malaya, Hong Kong, U. S. A. Europe and Germany all took a greater proportion of the Colony's exports.

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

| | | | | 1957 per cent | 1958 per cent | 1959 per cent |
|--|-----|-----|-----|------------------|------------------|------------------|
| <i>Timber</i> | | | | | | |
| Japan | ... | ... | ... | 45.3 | 56.5 | 64.1 |
| Australia | ... | ... | ... | 20.0 | 20.5 | 15.2 |
| Hong Kong | ... | ... | ... | 21.2 | 13.8 | 13.8 |
| Formosa | ... | ... | ... | — | — | 1.9 |
| U. S. A. | ... | ... | ... | .5 | 1.0 | 1.8 |
| United Kingdom | ... | ... | ... | 7.5 | 3.3 | 1.6 |
| African Commonwealth Countries | ... | ... | ... | 3.9 | 3.3 | .9 |
| New Zealand | ... | ... | ... | .4 | .8 | .3 |
| China and Macao | ... | ... | ... | .9 | .1 | .2 |
| Other European Non-Commonwealth Countries | ... | ... | ... | .1 | .4 | .1 |
| Malaya | ... | ... | ... | .1 | .2 | .1 |
| Germany | ... | ... | ... | .1 | .1 | — |
| | | | | 100.00 | 100.00 | 100.00 |
| <i>Rubber</i> | | | | | | |
| Japan | ... | ... | ... | 10.5 | 29.5 | 32.9 |
| Malaya | ... | ... | ... | 35.6 | 27.3 | 30.7 |
| United Kingdom | ... | ... | ... | 31.4 | 28.9 | 15.6 |
| Other European Non-Commonwealth Countries | ... | ... | ... | 6.8 | 2.5 | 11.6 |
| Hong Kong | ... | ... | ... | 8.1 | 6.1 | 4.1 |
| U. S. A. | ... | ... | ... | .8 | 1.6 | 3.5 |
| Canada and British West Indies | ... | ... | ... | .6 | .3 | 1.6 |
| Germany | ... | ... | ... | 5.7 | 3.1 | — |
| Netherlands | ... | ... | ... | .1 | .7 | — |
| Australia and New Zealand | ... | ... | ... | .1 | — | — |
| China and Macao | ... | ... | ... | .3 | — | — |
| | | | | 100.00 | 100.00 | 100.00 |

Copra

| | | | | | | |
|------------------------------------|-----|-----|-----|--------|--------|--------|
| Japan | ... | ... | ... | 1.9 | 36.4 | 41.3 |
| Other European Non-Commonwealth | | | | | | |
| Countries | ... | ... | ... | 21.5 | 11.4 | 13.9 |
| United Kingdom | ... | ... | ... | 17.5 | 20.9 | 11.0 |
| Netherlands | ... | ... | ... | 6.7 | 10.6 | 9.5 |
| U. S. A. | ... | ... | ... | .2 | 4.6 | 9.0 |
| Other American Non-Commonwealth | | | | | | |
| Countries | ... | ... | ... | .1 | 4.8 | 6.4 |
| China and Macao | ... | ... | ... | 21.2 | 8.0 | 2.4 |
| India and Pakistan | ... | ... | ... | 10.9 | — | 1.4 |
| Malaya | ... | ... | ... | 17.0 | 1.3 | 2.2 |
| Germany | ... | ... | ... | 2.2 | 1.2 | 2.9 |
| Other Asian Non-Commonwealth | | | | | | |
| Countries | ... | ... | ... | .8 | — | — |
| African Non-Commonwealth Countries | | | | — | .8 | — |
| | | | | 100.00 | 100.00 | 100.00 |

Estate Tobacco

| | | | | | | |
|----------------|-----|-----|-----|--------|--------|--------|
| United Kingdom | ... | ... | ... | 100.00 | 100.00 | 100.00 |
|----------------|-----|-----|-----|--------|--------|--------|

Hemp

| | | | | | | |
|---------------------------------|-----|-----|-----|--------|--------|--------|
| United Kingdom | ... | ... | ... | 53.7 | 47.8 | 42.1 |
| Japan | ... | ... | ... | 30.3 | 13.4 | 29.4 |
| U. S. A. | ... | ... | ... | 4.8 | 32.7 | 25.9 |
| Australia and New Zealand | ... | ... | ... | 1.3 | — | 2.2 |
| Netherlands | ... | ... | ... | 3.3 | .8 | 4 |
| Germany | ... | ... | ... | 1.0 | 1.1 | — |
| Other European Non-Commonwealth | | | | | | |
| Countries | ... | ... | ... | 2.1 | 2.3 | — |
| China and Macao | ... | ... | ... | 3.5 | 1.9 | — |
| | | | | 100.00 | 100.00 | 100.00 |

Cutch

| | | | | | | |
|---------------------------------|-----|-----|-----|--------|--------|--------|
| U. S. A. | ... | ... | ... | 69.9 | 73.1 | 61.6 |
| Japan | ... | ... | ... | 17.8 | 18.0 | 13.6 |
| China and Macao | ... | ... | ... | — | — | 13.5 |
| Other European Non-Commonwealth | | | | | | |
| Countries | ... | ... | ... | 8.7 | 6.5 | 7.5 |
| United Kingdom | ... | ... | ... | 2.0 | 1.1 | 2.2 |
| Netherlands | ... | ... | ... | 1.1 | .9 | 1.4 |
| Canada | ... | ... | ... | — | .4 | .2 |
| Singapore | ... | ... | ... | .4 | — | — |
| British Countries in America | ... | ... | ... | .1 | — | — |
| | | | | 100.00 | 100.00 | 100.00 |

Firewood

| | | | | | | |
|-----------|-----|-----|-----|--------|--------|--------|
| Hong Kong | ... | ... | ... | 100.00 | 100.00 | 100.00 |
|-----------|-----|-----|-----|--------|--------|--------|

In regard to exports, Japan increased its percentage purchases of rubber, timber, copra and hemp. Only in respect of cutch did its purchases fall. Cutch was exported to China for the first time and there was a slight increase in timber shipped there, but otherwise purchases by China all fell. Similarly all exports to United Kingdom, except cutch, fell.

IMPORTS

The following is a statement of main imports during the past five years:

MAIN IMPORTS

| | | 1955 | 1956 | 1957 | 1958 | 1959 |
|-----------------------------------|----------------|-------|-------|---------|---------|---------|
| Machinery | ... (—) | — | — | — | — | — |
| | (million \$) | 6.9 | 10.2 | 11.7 | 11.7 | 20.1 |
| Provisions | ... (000 tons) | 15.4 | 19.3 | 17.2 | 18.9 | 20.5 |
| | (million \$) | 13.0 | 19.3 | 15.3 | 16.5 | 17.3 |
| Oils | ... (—) | — | — | — | — | — |
| | (million \$) | 5.0 | 5.6 | 5.0 | 4.5 | 16.7 |
| Metals | ... (000 tons) | 10.9 | 10.1 | 8.4 | 8.9 | 11.3 |
| | (million \$) | 7.5 | 8.6 | 8.9 | 8.3 | 10.2 |
| Tobacco, Cigars and Cigarettes | ... (000 lb.) | 733.6 | 730.4 | 1,645.8 | 1,806.1 | 2,022.2 |
| | (million \$) | 4.2 | 4.3 | 8.9 | 9.8 | 9.7 |
| Rice | ... (000 tons) | 15.0 | 19.2 | 17.9 | 21.9 | 18.6 |
| | (million \$) | 6.4 | 8.3 | 8.0 | 10.0 | 7.9 |
| Textiles and and Apparel | ... (—) | — | — | — | — | — |
| | (million \$) | 5.9 | 8.3 | 6.1 | 5.3 | 6.1 |
| Vehicles | ... (Nos.) | 3,580 | 5,327 | 4,072 | 4,340 | 5,786 |
| | (million \$) | 2.2 | 3.3 | 3.6 | 4.2 | 4.8 |
| Sugar | ... (000 tons) | 7.2 | 7.1 | 7.4 | 8.5 | 8.6 |
| | (million \$) | 2.5 | 2.6 | 3.8 | 3.3 | 3.0 |
| Building Materials | ... (000 tons) | 23.5 | 29.2 | 29.0 | 29.0 | 26.9 |
| | (million \$) | 2.1 | 2.8 | 3.3 | 3.1 | 2.8 |

The most noticeable feature of the rise in the value of imports is the increased value of oil imported. Although the increase is partly due to the increase in local storage capacity to boom conditions in the timber industry and a steady increase in the number of internal combustion engines in use in the Colony, a considerable proportion of the increase shown results from errors made in the preparation of statistics in previous years.

Increases in the imports of vehicles, metals and machinery indicate continued development of the Colony, but a fall in the imports of building materials shows that rebuilding and new building in the towns is slowing down. A fall in the imports of rice resulted from a good harvest; and increases in provisions, textiles and apparel point to favourable economic conditions and an increasing population.

Source of Imports

The following table shows the value and percentage of total value of imports declared by country of origin:

| TOTAL IMPORTS BY COUNTRY OF ORIGIN | | | | | |
|--|-----|---|------------------------------------|---|------------------------------------|
| | | 1958 | | 1959 | |
| | | <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 | ... | \$ 27,303,585 | 21.87 | \$ 31,770,659 | 21.00 |
| Indonesia | ... | 5,951,328 | 4.77 | 20,107,902 | 13.29 |
| Philippine Islands | ... | 17,143,378 | 13.73 | 17,742,379 | 11.73 |
| U. S. A. | ... | 11,715,397 | 9.38 | 14,681,191 | 9.70 |
| Hong Kong | ... | 9,420,272 | 7.55 | 12,067,531 | 7.98 |
| Malaya | ... | 8,914,207 | 7.14 | 10,360,817 | 6.85 |
| Japan | ... | 8,289,318 | 6.64 | 9,527,142 | 6.30 |
| Thailand | ... | 10,422,478 | 8.35 | 8,880,961 | 5.87 |
| China and Macao | ... | 5,123,962 | 4.10 | 4,726,572 | 3.11 |
| Australia and New Zealand | | 3,217,066 | 2.58 | 4,441,134 | 2.94 |
| Other European Non-Common- wealth Countries | ... | 3,807,473 | 3.05 | 4,204,654 | 2.78 |
| Formosa | ... | 2,922,644 | 2.34 | 3,240,095 | 2.14 |
| Netherlands | ... | 1,525,982 | 1.22 | 3,099,219 | 2.05 |
| Germany | ... | 1,904,197 | 1.53 | 2,807,088 | 1.86 |
| India and Pakistan | ... | 1,569,533 | 1.26 | 1,718,753 | 1.14 |
| Other Asian Common- wealth Countries | ... | 529,412 | .42 | 583,221 | .38 |
| Canada and British West Indies | ... | 281,253 | .23 | 412,418 | .27 |
| African Commonwealth Countries | ... | 369,033 | .30 | 345,814 | .23 |
| Other Asian Non-Common- wealth Countries | ... | 4,057,205 | 3.25 | 264,860 | .17 |
| African Non-Common- wealth Countries | ... | 67,797 | .05 | 100,099 | .07 |
| Other American Non-Common- wealth Countries | ... | 72,387 | .06 | 92,090 | .06 |
| Indo-China | ... | 149,821 | .12 | 85,788 | .06 |
| Other European Common- wealth Countries | ... | 74,942 | .06 | 36,093 | .02 |
| | | \$124,832,670 | 100.00 | \$151,296,480 | 100.00 |
| Postal Articles | ... | 3,511,861 | | 4,064,447 | |
| Ship's Stores and Specie | ... | 145,882 | | 152,992 | |
| | | \$128,490,413 | | \$155,513,919 | |

The pattern of the import trade has not greatly changed when compared with the previous year. The sudden rise in the importation of goods from Indonesia does not, in fact, represent a significant change in the direction of trade, but is due, as stated previously, mostly to correcting records of the importation of oil which comes very largely from Indonesia.

Transit Trade

The transit trade along the whole coast of the Colony during the year totalled approximately 102,734 tons compared with approximately 67,070 tons during 1958.

This trade is restricted mainly to Labuan, and covers principally oil field equipment and supplies destined for Brunei and Northern Sarawak.

GENERAL

Control of Imports and Exports

The direct importation of goods from United States dollar countries was again greatly facilitated under a liberalisation scheme introduced in June, 1959. Only a small number of highly specialised goods remained under licence.

The direct importation of goods from Japan also remained subject to quota, but funds available were such that restriction was virtually nominal.

Goods of United States dollar and Japanese origin were imported freely from Singapore and under licence from Hong Kong, but in view of liberalisation control was again nominal.

The importation of rice remained 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.

An open general licence was introduced in June, 1959, to cover the importation of wheat and wheat products to come in line with the terms of the International Wheat Agreement.

The export of certain commodities, particularly strategic materials, is prohibited except under a 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 and Semporna the District Officer and Assistant District Officer, assisted by Customs Staff, act as Officers in charge of Customs. At Kudat a Customs Officer (Special Grade) runs the Customs, and at Sindumin, Sipitang, Weston, Mempakul, Bakapit, and Wallace Bay the stations are run by Customs Officers.

Sufferance Wharves were declared at Morrel Bluff, Kunak, Bohayan Island, Silam, Salibokan, Tanjong Sakar and Jambongan Island to assist in the export of timber, and at Pavitt Point to facilitate the importation of oil. Customs Officers from the nearest station attend ships working at these places.

Legislation

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 Regulations and Orders thereunder.

Labuan

Since September, 1956, 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. 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.

Barter Trade

There is a considerable barter trade at the ports of Tawau and Sandakan. This trade is also conducted on a smaller scale at Lahad Datu and Semporna, and to a still lesser extent at Kudat, Jesselton and Labuan. The main commodity imported is copra, but seashells, sugar, coffee, rubber, jelutong, pepper, damar and other items of native produce are also imported in small native craft which export in exchange cigarettes, textiles wearing apparel, mangrove bark, machinery and various other manufactured and consumer goods.

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 Kina-batangan rivers, is largely uninhabited.

All unalienated land is the property of the Crown. Forest reserves at present constitute 3,577.87 square miles, but will in due course be increased to approximately 4,227 square miles when the present programme of reservation is completed. Land reserved for use by natives as communal grazing grounds, village sites, burial grounds and other purposes amounts to 45,268 acres and includes the Bingkor Provisional Native Reservation of 35,150 acres in the Interior. Reserves for public purposes total 12,572 acres. Concessions for oil and certain mineral rights cover the island of Labuan and 1,000 square miles of the mainland. Oil exploration rights have also been granted over territorial waters and the continental shelf off the West Coast. A British Company has been granted an exclusive prospecting licence for chromite, manganese, iron ore and magnesite over five areas of the Colony and covering 3,913 square miles.

A table at Appendix IV gives the details of the planted acreages of the main crops of the Colony by Districts. These figures particularly that of hill padi in the Interior are not based on a full and detailed survey, and entire accuracy is not claimed for them. Extensive pasture areas for cattle and buffalo 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 safe-guard of cultivation clauses) have for sometime past been a matter of concern to Government. A committee composed of both official and unofficial members met during the year to consider the possibility of enacting legislation which would ensure such land being developed within a reasonable time.

The problem of shifting cultivation, involving as it does the destruction of appreciable areas of valuable timber, still remains. In the long run the solution is clearly to induce these hill natives

who still practise shifting cultivation to adopt a more settled form of agriculture in the lowlands. This must necessarily be a slow process, but there are indications, particularly in the Interior, of a gradual move in the right direction.

During the year Land Utilisation Committees similar to those established in Tawau and Keningau in 1958, were set up in all the main districts. These committees, on which all interested Government Departments are represented, are intended to ensure that development is properly planned in the initial stages and that land is put to the best possible use.

Land Settlement

Progress continued on the Keningau Plain development scheme, the aim of which is to establish an integrated community of native and Chinese settlers on a mixed farming basis. By the end of the year 172 three-acre lots for padi and 212 ten-acre lots for rubber had been allocated. A start was made with the construction of feeder roads within the settlement area with the help of voluntary kampong labour. A Settlement Officer on contract was appointed to administer the scheme with the assistance of a management committee.

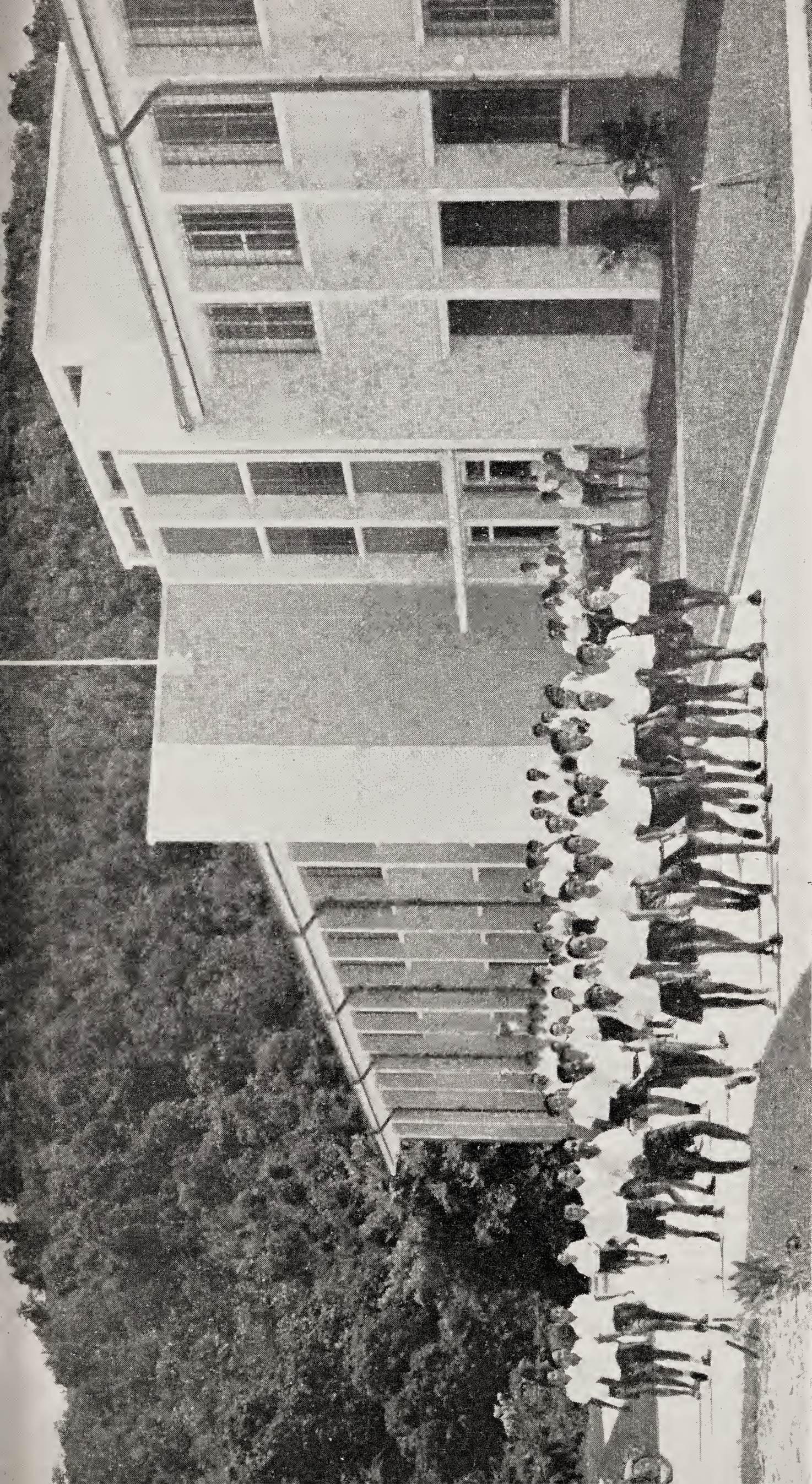
At Quoin Hill, Tawau, a layout of holdings was completed covering approximately 8,875 acres for cocoa and provisional leases for 966 acres had been prepared by the end of the year.

At Bubul Baharu, Semporna, where an effort is being made to induce natives from the outlying islands to settle on the mainland, seventy-two lots were surveyed totalling 706 acres.

The demand for land shows no signs of decreasing, over 1,300 applications for land being received from Kudat District alone. Many enquiries were received from firms and individuals from outside the Colony who are interested in opening up land on a large scale. During the year 4,103 land applications covering 30,365 acres were surveyed, most of them for high yielding rubber. The number of applications for land outstanding at the end of the year was 17,838 an increase of 3,791 over the corresponding figure for 1958.

Lands and Survey Department

The Lands and Survey Department is headed by 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, Tawau and Keningau. The surveyor lent to the Colony from New Zealand under the Colombo Plan continued work in the Tawau and Semporna areas before leaving in June on termination of his 3-year period of secondment.



(Broadcasting and Information Department).

The Hostel of the new Government Secondary Technical School in Jesselton.



(Broadcasting and Information Department).

At the end of 1959 the staff of the Department, in addition to the Director and the Deputy Director, included a field staff of five District Surveyors, two Assistant District Surveyors, six Senior Survey Assistants and forty-one Survey Assistants and an office staff of one Survey Superintendent, one Chief Draughtsman and fifty Draughtsmen/Computers.

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 training to qualify as surveyors. One Assistant Surveyor was sent to New Zealand to undergo training, also under the Colombo Plan. One draughtsman is also being trained in Australia.

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 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 \$2,419,423 compared with \$2,546,601 in 1958. This revenue was derived principally from land rents (\$1,216,181), and premia on leases (\$618,936). The total expenditure of the Department, including special expenditure, was \$1,020,200 as compared with \$966,289 in 1958.

Mapping

During the year approval was given and funds authorised for the setting up of a mapping section with the assistance of a grant of £5,000 from the New Zealand Government for the purchase of a multiplex stereoplotter for mapping from aerial photographs. The New Zealand Government also agreed to second a senior photogrammetrist for a period of one year to help instal and operate the equipment and train local staff in its use.

The Army continued mapping operations on the West Coast between Kudat and Papar and on the island of Labuan. By the end of the year sheets at a scale of 1:50,000 had been produced of the Langkon, Sorob, Kota Belud, Kinabalu, Tamparuli and Mantanani areas.

The Directorate of Overseas Surveys supplied aerial photographs of eight areas on the West Coast for large scale mapping in connection with land development.

Survey Party from the Directorate of Overseas Surveys

The surveyor from the Directorate of Overseas Surveys completed the primary triangulation of the East Coast before his departure on leave at the end of the year.

Legislation

The present land laws of the Colony of North Borneo 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. The Reconstitution of Land Title Registers Ordinance (Cap. 120) and the Reconstitution of Land Office Records (Labuan) Ordinance (Cap. 119) were enacted to make provision for the reconstitution of land titles and registers lost or destroyed during the last war. This work has necessarily taken up a great deal of the time of the headquarters staff and of Assistant Collectors of Land Revenue and has almost been completed. 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 participation 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.

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.

The periodical revision of rents provided for in respect of leases issued under the Land Proclamation, 1913, and subsequent Land Ordinances continued throughout the year. By the end of the year the rents of 5,107 leases had been revised by order of the Assistant Collectors of Land Revenue out of a total of some 5,800 leases liable to revision.

Dealings in Land

The number of dealings in land registered in the office of the Director of Lands and Surveys during 1959 was 2,543 as compared with 2,470 dealings registered in 1958. Details of the dealings registered are as follows:

| <i>Nature of Dealings</i> | 1958 | 1959 |
|---|--------------|--------------|
| Charges | 615 | 685 |
| Satisfaction of Charges | 301 | 342 |
| Surrenders of Titles | 231 | 214 |
| Transfers | 1,104 | 1,085 |
| Orders in respect of estates of deceased registered proprietors of lands | 177 | 118 |
| Various, not otherwise classified ... | 42 | 99 |
| TOTAL ... | 2,470 | 2,543 |

Land Ownership

The area held under Native Title, excluding Native Reserves is approximately 143,107 acres. Generally speaking, the land occupied by Natives is rice land, 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 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 543,703 acres. Of this approximately 218,000 are European owned, the balance being occupied by Asians, the majority of whom are 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

After the previous two very dry years, weather conditions in 1959 were generally favourable, the total rainfall being average in most districts and well distributed throughout the year.

The 1958-59 padi crop yielded satisfactorily and the 1959-60 crop has grown well with prospects of a bumper harvest. Rubber continued to be the Colony's most important cash crop and a further expansion of acreage has been stimulated by the high prices prevailing towards the end of the year. In the Quoin Hill area near Tawau some 9,000 acres of fertile basaltic soils were alienated for cocoa and satisfactory progress made in opening up the land.

Soil surveys continued, confirming the existence of considerable areas of volcanic soils in the Labuk Valley. There has been a growing awareness of the agricultural potential of the country.

Rice

The 1958/59 padi crop was up to average with an estimated yield of 55,700 tons of padi (equivalent to 34,540 tons of rice). This was an increase of nineteen per cent over the disappointing 1957/58 crop. The area under wet padi increased to 46,000 acres of which some 17,000 acres, or thirty-seven per cent of the total padi area, is under irrigation from major pumping headworks at Tuaran and Papar with minor irrigation schemes in operation in the Keningau, Tenghilan and Kota Belud districts.

Prospects for the 1959/60 padi crop are bright, although the acreage of hill padi may well be reduced owing to wet weather which precluded a successful burn after felling and clearing the land.

Rubber

Rubber estates and smallholdings are largely concentrated in the West Coast and Interior Residencies, but small-holders in the East Coast and Tawau areas continued this year to plant rubber in increasing numbers.

The total acreage under rubber at the end of 1959 was 161,384 of which 93,771 acres are owned by small-holders and the balance by estates of 250 acres and over. The acreage of high-yielding rubber, most of which has been planted since 1955, rose to 57,073 acres or thirty-five per cent of the total. A very small amount of this was brought into production during the year but successive years should show considerable areas reaching maturity with a corresponding increase in export figures. Production rose in 1959 to a figure of 22,890 tons (an increase of 2,655 tons over 1959) worth \$47 million. The price of rubber rose from £211 per ton in January to £254 per ton in May; after a set-back in June and July it again rallied and reached £303 per ton in November and December.

The Rubber Fund Board, which was established in 1951, continued to produce high yielding planting material for issue to small-holders and to estates. During the year eighteen seedling nurseries covering some eighty-two acres produced about two and a half million clonal seedling stumps; all stumps, of which half million went as replacement to 1958 plantings, had been issued by the end of the year. New planting amounted to 9,159 acres by small-holders and 935 acres by estates; in addition 1,797 acres of young rubber were budgrafted and 2,315 acres, mostly on estates, were replanted with high-yielding clones. Some 2,700 tons of fertilizers were issued free by the Rubber Fund Board, which derives its funds from a cess levied on exported rubber.

Coconuts and Copra

Although there was no overall increase in acreage during 1959, increasing interest and attention to coconuts has been shown in some areas, particularly Sipitang and Kudat. Exports for the year (including re-exports of copra brought in under barter trade from neighbouring countries) were as follows:

| | Quantity | Total Value |
|-----------------|------------------------------|----------------|
| Copra ... | 59,421 tons | \$35.3 million |
| Coconut Oil ... | 15 $\frac{1}{4}$ „ | |
| Fresh Nuts ... | 1 $\frac{1}{4}$ million nuts | |

Tobacco

Darvel Tobacco Plantations Limited, the sole tobacco estate in the Colony, extended their area by increasing their experimental work at Kalumpang. They exported 517,644 lb. of leaf valued at \$5.6 million.

Production by small-holders is consumed mainly on the local market; exports of native grown leaf were less than usual, amounting to \$22,000 in value.

Abaca

Borneo Abaca Limited, a subsidiary of the Colonial Development Corporation, is the main producer of Manila Hemp, maintaining over 4,000 acres of which 3,350 acres were mature; in addition some 150 acres are grown by small-holders. Exports amounted to 2,679 tons of hemp valued at \$3.76 million, prices being unusually high.

Control measures for the control of the aphid-borne virus disease, "Bunchy Top", were continued; these measures involve the destruction of all areas in which there is a high incidence of disease, weekly inspection of all areas and the eradication of infected plants after spraying with an aphicide, followed by chemical killing of regrowth from these mats. The number of mats which had to be destroyed showed some increase over the previous year's campaign, largely, it is thought, owing to heavy rainfall.

Cocoa

The growth of cocoa on the basaltic soils of the Semporna Peninsula continues to be outstanding and interest runs high. 9,000 acres were alienated for the crop this year and the total area under cocoa cultivation amounted to 1,451 acres by the end of the year. Exports totalled some nine tons, for which standard world prices were received.

Oil Palm

Growth of oil palm seedlings in Mostyn Estate was extremely good, up to the end of the year 206 acres had been planted and seedlings were available for the planting of 1,700 acres in 1960. The small trial plot on alluvial soil at Limbawang in the Klias Peninsula continues to show great promise.

Coffee

In spite of a fall in price in Keningau from \$160.00 per pikul in January to \$80.00 per pikul in November, interest in coffee was maintained. Considerable planting (mostly with robusta) took place in Keningau, Ranau and Tawau. Coffee Berry Borer was well controlled in most areas, especially in the Interior where the use of insecticides and crop sanitation are well understood by growers.

Exports (including some re-exports) of coffee amounted in 1959 to 109 tons valued at \$264,000.

Fruit and Vegetables

A wide variety of tropical fruit is grown but the quality leaves much to be desired. Agricultural Stations are giving increased attention to the production of budded seedlings of better varieties for sale to the public.

Good progress has been made this year in the commercial production of temperate vegetables (chiefly cabbage, Chinese cabbage and French beans) in the Tenompok-Kundasang area in the foothills of Mount Kinabalu at an elevation of 4,000 to 5,000 feet.

Other Crops

Maize, groundnuts and soya beans continued to be important crops, chiefly for local consumption; production remained at the same level as in 1958.

Staff and Policy

The Establishment of the Department of Agriculture during the year consisted of a Director, an Assistant Director, and Administrative Assistant, five Agricultural Officers, two Soil

Scientists, one Plant Pathologist, three Assistant Agricultural Officers, one Assistant Entomologist, one Assistant Fisheries Officer, ten Senior Agricultural Assistants, eight Agricultural Assistants, twenty-three Junior Agricultural Assistants, one Junior Fisheries Officer, one Senior Veterinary Officer, one Assistant Veterinary Officer, five Senior Veterinary Assistants, three Veterinary Assistants, one Co-operative Officer, four Co-operative Assistants and one Clerk/Auditor for the Co-operative Branch.

The agriculture and livestock policy of the Colony remained unchanged, although increases in staff and equipment helped to accelerate its implementation. Briefly it is aimed at increasing the production of economic crops, foodstuff and livestock; the surveying and opening up of new areas of land suitable for cultivation; the control of pests and diseases of crops and livestock and the carrying out of research into all branches of local agriculture and animal husbandry so as to obtain knowledge on which to base future development.

Agricultural Experimental Stations

Three small new agricultural stations were opened during the year at Lahad Datu, Semporna and Kiabau respectively.

Consideration was given to the possibility of establishing an agriculture research institution to serve the joint needs of North Borneo, Brunei and Sarawak but it was decided that such an institution would not be satisfactory since the needs of the three territories are not similar and the agricultural problems and potential of North Borneo justified a complete research organisation. Plans were therefore drawn up for the establishment of a Central Research Station at Tuaran in the West Coast with a full range of laboratories, with two sub-stations for cocoa and oil palms.

Investigations during the year included work on rubber, cocoa, oil-palm, tobacco, abaca and padi, and on fish, poultry, pigs and cattle.

Agricultural Education

Rural training centres were constructed at Tuaran, Tawau and Limbawang agricultural stations, with the object of giving short courses to selected small-holders. Six courses catering for a total of sixty-five persons were held at Tawau and one for eighteen persons at Tuaran; the centre at Limbawang was completed only at the end of the year.

Advisory leaflets illustrated by the Departmental Artist were duplicated by Photoscope machine; seventeen sets of such leaflets were made on the subject of rubber of which 6,500 sets were issued by the Rubber Fund Board to applicants approved for new or re-planting. In addition more than 18,000 leaflets were distributed by Departmental Officers at weekly or monthly tamu.

Two Junior Agricultural Assistants were selected for a pilot scheme of concentrated extension work in two villages in the Kota Belud district, where they worked under an Assistant Agricultural Officer who had received special training in the Philippines: the scheme so far appears to be making very satisfactory progress.

Pests and Diseases

No major outbreaks of disease or attack by pest occurred during the year. Minor outbreaks of the Oriental Migratory locusts occurred at Jesselton in June and in Kudat and Semporna districts in August. Spraying teams using light hand-sprayers dealt promptly with these locusts and prevented any major outbreaks. Army worms caused some damage to padi crops in the West Coast but were brought under control with sprays containing 0.1 per cent dieldrin. Field rats were a greater menace than usual, partly as a result of antimalarial spraying which accidentally killed many cats; baits poisoned with zinc phosphide were used against rats and some 42,000 were killed in pre-planting and post-harvesting campaigns.

Soil Surveys

In the Semporna Peninsula survey of approximately one million acres was completed. Roughly half of this area is considered to be useful agricultural land and includes 48,000 acres of very fertile basaltic soils whose suitability for cocoa has already been proven.

On the West Coast the Sook plain and areas to the south and east of Trus Madi were found to be generally disappointing from the agricultural aspect. In the upper Labuk Valley, however, preliminary surveys confirmed the existence of at least thirty square miles of basaltic soils, with indications that at least 120 square miles of this soil type exists. In addition, useful stretches of alluvium were found in the Labuk Valley, surrounded by land which would be suitable for rubber.

The Soils Laboratory continued making analysis of soil samples. A pot-culture technique was developed to investigate chromium toxicity, where presence in soils derived from serpentine rocks was demonstrated.

Agricultural Census

In preparation for the participation of North Borneo in the Agricultural Census of 1960 organised by the Food and Agriculture Organisation, an officer of the Department was trained in census methods in Tokyo and a Japanese Expert visited the Colony for six months, arriving in August, 1959.

Preliminary investigations have been carried out on sampling procedure, method of enumeration, etc.—For this purpose a pilot census was conducted in Jesselton District in November.

Co-operatives

The Co-operative Societies Ordinance and The Co-operative Societies Rules came into force on the 1st January, 1959, the Co-operative Officer of the Department of Agriculture being gazetted as Registrar.

As a result of an application to the International Labour Office, a Co-operative Expert visited the Colony for six weeks early in the year. His visit was of great assistance not only in raising interest in the territory, but in training staff.

Fourteen societies were registered in this the first year, eight being in the West Coast Residency, three in Sandakan and three in the Interior. Of these, twelve are produce marketing societies, including commodities such as vegetables, fish, pork, buffaloes, coffee, rice and copra. The fourteen societies had a total membership of 901 by the end of the year. Several more potential societies have received attention from the limited staff of the Co-operative Branch.

The North Borneo Credit Corporation, of which the Co-operative Societies Officer is a member, approved loans totalling \$39,500 to three societies while a further loan of \$55,000 was approved in principle for land purchases not yet completed.

ANIMAL HUSBANDRY

The present domestic livestock population is estimated as follows:

| | | | | |
|-----------|-----|-----|-----|-----------|
| Ponies | ... | ... | ... | 4,000 |
| Cattle | ... | ... | ... | 25,000 |
| Buffaloes | ... | ... | ... | 100,000 |
| Pigs ... | ... | ... | ... | 100,000 |
| Goats ... | ... | ... | ... | 25,000 |
| Poultry | ... | ... | ... | 4,000,000 |

The number of animals slaughtered in local abattoirs in 1959 are given below:

| | | | | |
|------------|-----|-----|-----|--------|
| Cattle ... | ... | ... | ... | 978 |
| Buffaloes | ... | ... | ... | 4,640 |
| Pigs ... | ... | ... | ... | 32,442 |

Management of cattle and buffaloes has shown further improvement with the development of wire fencing and paddocks. Interest in the commercial rearing of cattle is increasing; of particular interest is the rapidity with which "wild" local cattle can be tamed by reasonable attention. On one estate where the animals are regularly dipped and wormed there has been a markedly beneficial effect on calf growth.

The Bali cattle introduced in 1958 and kept in three herds at Tuaran, Tawau Station and Tiger Estate appear to have overcome early difficulties with weakly calves (though this was not experienced at Tuaran) and there is no doubt that they are a prolific breed.

Plans were made to improve the local cattle by the use of deep-frozen semen from other breeds overseas, (the scheme to receive the assistance of the Australian Government under the Colombo Plan). By this means it is proposed to introduce exotic blood without danger of introducing any of the major epizootic disease of bovines from which North Borneo is fortunately free. Again under the auspices of the Colombo Plan a small herd of Canadian Berkshire pigs were imported from Australia and have been kept at the Keningau Farm; it is hoped to combine the better conformation of this breed with the good mothering ability and docility of the local Chinese type pig.

Disease

No major outbreaks of disease occurred during the year. Quarantine regulations have been strictly enforced and largely as a result of these controls North Borneo remains free of major epizootics such as Rinderpest, Foot-and-mouth disease, Contagious Bovine Pleuropneumonia, anthrax, rabies and swine fever.

Surra in ponies now appears to be under control, though routine blood examination of a large proportion of the country's ponies continues.

Ranikhet, fowl pox and coccidiosis continue to be important diseases of poultry. During the year nearly half a million birds were vaccinated against Ranikhet and 44,500 against fowl pox; coccidiosis is controlled to a large extent by the use of sulphamezathine in the drinking water or food.

Diagnostic and investigational work has continued at the Veterinary Laboratory; following advice from an F. A. O. expert on Protozoan blood parasites a new staining technique was introduced towards the end of the year.

DRAINAGE AND IRRIGATION

The Drainage and Irrigation Branch which is concerned with the survey and design for land drainage, irrigation, river protection and reclamation schemes carried out investigation work in the Labuk Valley, Kota Belud, Tuaran, Likas, Papar, Klias and Apin-Apin, and was associated with the Survey Department on the Keningau Scheme survey. Excluding the latter, some 18,000 acres of land were contoured on good quality survey by the end of the year. In addition, the Colony-wide investigation of major water resources, flood hydrology, and tidal outfall conditions was

intensified with the installation of forty-one recording stations bringing the total number of these to sixty-four. The Branch works in close liaison with the Survey Department and the Meteorological Branch of Civil Aviation; it is now adequately staffed in numbers although quite a few members are still under training for specialised work. Some 103 sheets of plans were produced in connection with surveys and works and a great deal done in systematizing river, rainfall and tidal records. The layout of the proposed Keningau Irrigation Scheme was completed and detailed working drawings for this were in hand.

Working in close co-operation with the Divisional Engineers the Irrigation Engineer assisted in the preparation and execution of the Maintenance and Capital Works programme in Klias, Keningau, Papar, Tuaran and Kota Belud. The Irrigation Schemes at Papar and Tuaran operated successfully but, in strong contrast to the previous two years, on a lesser demand for water due to the well distributed rainfall. The Papar-Benoni drainage works coped successfully with heavy run-off from the surrounding hills and in Klias the Stage I Drainage Area now shows a very encouraging improvement.

FORESTS

The Forest Estate

Some eighty per cent of the total area of the Colony remains under forest and these forests 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) | 8,200 | — | — | 8,200 |
| (5) Montane | 1,600 | — | — | 1,600 |
| (6) Secondary, not under current shifting cultivation | 2,500 | — | — | 2,500 |
| TOTAL .. | 23,411 | — | 239 | 23,650 |

During the year the following new Forest Reserves were constituted:

| | |
|----------------------------------|-------------|
| Tawau River | 7,360 acres |
| Kalabakan Extension No. 1 | 15,360 „ |
| Lumerau | 185,600 „ |
| Mount Cochrane | 3,400 „ |
| Mount Templer | 12,800 „ |
| TOTAL | 224,520 „ |

In addition, Gunong Lumaku Forest Reserve, covering 207,360 acres, was preliminarily notified. Proposals to reserve a further 1,060,684 acres were circulated and a total of 1,750 acres was de-reserved. When the programme of forest reservation so far initiated is completed, a total of 29.7 per cent of the total land area of the Colony will have been constituted reserved forest.

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 country, forest land sufficient—
 - (i) for the maintenance of the climatic and physical condition of the country, the safe-guarding 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, insofar 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 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 forests to them and their descendants.

The Forests Ordinance (Cap. 169) and Forests Rules, 1954, remained in force throughout the year. The Forest Rules were amended in December by *Gazette* Notification No. S 119, deleting certain items of minor forest produce from the royalty schedule. The purpose of this deletion was to facilitate the taking of minor produce, particularly by native peoples, and to relieve the Forest Department of the administrative work involved in the collection of the very small amount of royalty involved.

Forest Management

The inland forest reserves continued to be worked under the uniform system with natural regeneration from advance growth. The rotation is eighty years, the yield control being by area, and

each timber concession being constituted as a separate felling series. Felling is carried out to an eight feet obligatory girth limit, though the lessee is permitted to take trees down to six feet in girth and even lower should he desire to do so. The number of concession agreements in force remained at four; final constitution of part of the British Borneo Timber Company's area, the Segaliud-Lokan Forest Reserve, and the North Borneo Timbers Limited's area, Kretam Forest Reserve, was not completed at the close of the year. All other concession areas are finally constituted as forest reserves. Special licences were issued to three former annual licensees, bringing the number of special licence operators up to a total of six. In addition, the issue of special licences to two other annual licensees was approved and the issue of licences awaited selection of coupes at the close of the year. Reservation of the working areas of three of the special licensees was completed by the end of the year, and the issue of concession agreements to replace the special licences held by these three operators awaited the completion of printing the new agreements. Preliminary steps were taken with a view to reserving the licence areas of three of the new special licensees.

The concession agreement covering the mangrove forests from Marudu Bay to Semporna was renewed on a year to year basis, with provision for surrender or cancellation on six months' notice. Felling within this agreement continued to be controlled by a simple minimum girth system.

The boundaries of five forest reserves on the West Coast were re-demarcated during the year, and a boundary for the proposed Kelawat Forest Reserve was also cut. The Forest Cartographer's Branch was fully occupied with work for the Forest Exhibition until March and thus had an effective working year of only nine months. Control maps at a scale of 1:12,500 were compiled for all concession working, though the entry of fellings carried out during the first two years of the concession agreements was not complete due to the large amount of research required to ascertain precisely which areas were cut over. Seven new forest reserve maps, covering 1,876 square miles, were compiled as a preliminary to reservation, and, at the request of other Government Departments, ten maps of the Colony were produced showing the progress of forest reservation. No routine topographical and vegetation mapping was undertaken during the year, though photographs were prepared together with slotted templates for 400 square miles in the Sungei Kuamut areas as a preliminary to mapping future concessions. Revision of the 1:50,000 management maps continued throughout the year, but no new sheets were prepared. Due largely to the timber boom, many enquiries were received by the Cartographer's Branch for maps of forest areas and approximate assessments of forest stand, and this work continued to interrupt the progress of routine forest mapping; latterly it

was found necessary to restrict this service to the public to a very considerable extent. At the end of the year, the staff of the Cartographer's Branch was finally divorced from the general field staff in order that a specialised staff could be maintained.

Protection

A total of 119 (142) cases was dealt with; fines totalled \$10,953.50 (\$8,007.28), an average of \$92.05 per case. The stealing of tengah bark in the Cowie Harbour mangroves was practically eliminated towards the end of the year by the issue and control of a permit for the legitimate collection of this produce over a limited part of the area.

Silviculture

Dipterocarps flowered and fruited in the Tawau District during the year, the fruit being mature by August and September, with a high proportion of viable seed. This fruiting extended roughly as far north as Pulau Timbun Mata, though at the end of the year kapur was observed to be flowering in the Lahad Datu District.

Girdling of the relics of the stand remaining after final felling was continued in forests worked under concession agreement and special licence. A total of 26,096 (19,306) acres was treated at a total cost, including poison, of \$128,589.88 (\$96,723) or \$4.93 (\$5.01) per acre. The cost per acre for labour alone was \$4.13. The poison used to treat 22,760 acres was sodium arsenite at a concentration of two pounds per gallon of water; a total of 49,191 pounds of sodium arsenite was used, an average of 2.16 pounds per acre. The average cost of sodium arsenite was thirty-six cents per pound. The remaining 3,336 acres of girdling was carried out with 2:4-D butyl ester at a concentration of two per cent in dieseline using, as with sodium arsenite, a frill girdle. The amount of butyl ester mixture used was 2,352 gallons, an average of .70 gallons per acre. The cost of butyl ester mixture per gallon was \$1.30. It will be noted that the cost of poison per acre using butyl ester is ninety-one cents compared with seventy-five cents for sodium arsenite. The more expensive butyl ester is used only in a remote camps where there are no medical facilities and the risk to human life of using sodium arsenite is thus greater.

Exploitation

The production of timber during the year rose by approximately 35.5 per cent to a total of 43,345,622 (32,027,506) cubic feet. Over ninety per cent of the production was from timbers of the family Dipterocarpaceae, including the red and yellow Serayas (*Shorea spp.*) white seraya (*Parashorea malaanonan*), kapur (*Dryobalanops spp.*), keruing (*Dipterocarp spp.*) and selangan batu

(hardwooded *Shorea* and *Hopea* spp.). Of the non-Dipterocarps belian (*Eusideroxylon zwageri*), merbau (*Intsia* spp.), ramin (*Gonystylus* spp.) and jongkong (*Dactylocladus* spp.) are worthy of mention, but the total volume produced was relatively small.

The timber industry consisted at the end of the year of four large overseas concessionaires (The British Borneo Timber Company, Limited, The North Borneo Timbers, Limited, The Bombay Burmah Trading Corporation Limited, Kennedy Bay Timber Company, Limited), eleven local firms working, or about to work, on special licence as a preliminary to the conclusion of concession agreements, and some sixty local firms who are working under annual licence. Approximately 78.2 per cent of the total timber production during the year was produced by the existing and prospective concession holders.

Tractor extraction is now used almost exclusively, though hand logging still continues for the extraction of small accessible pockets of timber and in most licences on the West Coast. During the year some 108 tractors were imported for use in the timber industry, illustrating the remarkable progress which has been made in the mechanisation of the industry. The Kennedy Bay Timber Company Limited continued to use high lead yarding in their Bakapit concession, and mobile loading and yarding machines were in operation at both The Bombay Burmah Trading Corporation's Kalabakan operations and those of the British Borneo Timber Company at Kalumpang.

A total of fifty-eight sawmills were licensed at the end of the year, and these mills converted 4,434,936 (4,493,762) cubic feet of logs to produce 2,286,653 (2,358,294) cubic feet of sawn timber. Details of mill production by Districts are as follows:

| <i>District</i> | <i>No. of Mills</i> | <i>Input (cu. ft. Hoppus)</i> | <i>Outturn (cu. ft. as measured)</i> | <i>Recovery (per cent)</i> |
|-----------------|-------------------------|-----------------------------------|--|--------------------------------|
| Tawau ... | 8 | 1,044,501 | 533,727 | 51 |
| Sandakan ... | 15 | 2,327,124 | 1,184,214 | 51 |
| Lahad Datu ... | 10 | 258,560 | 122,263 | 47 |
| West Coast ... | 25 | 804,751 | 446,449 | 55 |
| TOTAL ... | 58 | 4,434,936 | 2,286,653 | 52 |

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

| <i>Class of Produce</i> | 1958 | 1959 |
|-------------------------|----------------|------------------|
| Firewood ... | 988,040 pikuls | 1,506,598 pikuls |
| Charcoal ... | 23,269 pikuls | 33,453 pikuls |
| Cutch ... | 3,836 tons | 3,748 tons |
| Birds' Nests ... | 349 pikuls | 344 pikuls |

Exports of minor forest produce were as follows:

| Class of Produce | 1958 | | 1959 | |
|--|----------|-------------|----------|-------------|
| | Quantity | Value \$ | Quantity | Value \$ |
| Firewood (pikuls) ... | 224,263 | 209,734 | 601,089 | 689,722 |
| Charcoal (pikuls) ... | 2 | 35 | 2 | 22 |
| Cutch (tons) ... | 3,723 | 1,472,356 | 3,721 | 1,516,405 |
| Damar (tons) ... | 1,914 | 425,729 | 2,563 | 823,378 |
| Birds' Nests (pikuls) | 296 | 211,379 | 280 | 177,054 |
| Illipe nuts (tons) ... | 278 | 200,007 | 564 | 494,153 |
| Other minor forest produce (tons) ... | 3,696 | 493,616 | 3,917 | 468,363 |

Firewood and charcoal were produced almost entirely from the mangrove forests, using the species bakau and bangkita (*Rhizophora spp.*), béus (*Bruguiera spp.*), and tengar (*Ceriops spp.*). There was a most welcome increase in the demand for cutch during the year, and once again Shanghai bought a considerable quantity of this product. The production and export of damar and copal rose during the year, due partly to better demand, but also possibly to the abolition of the collection fee.

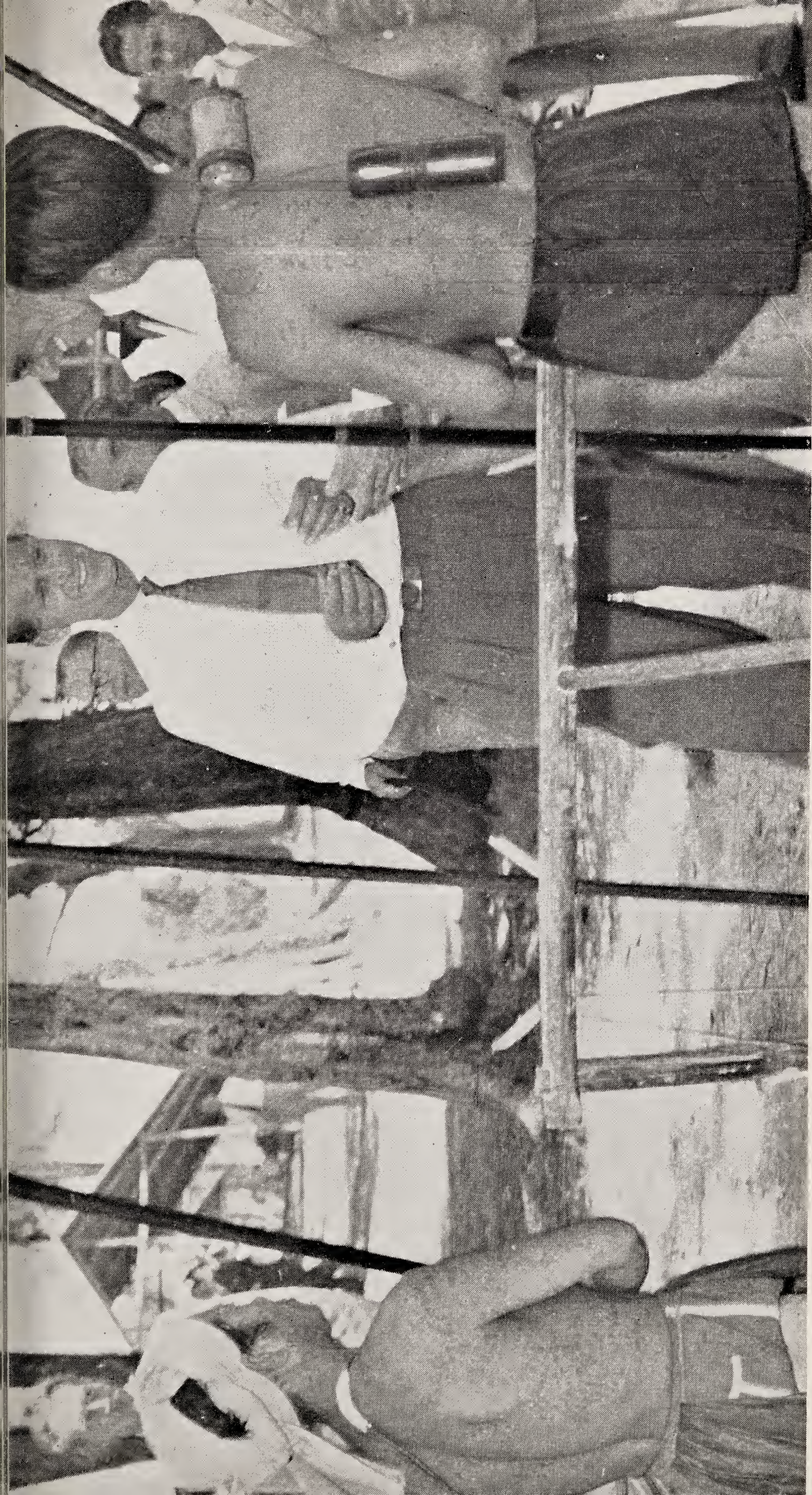
Trade

Timber exports continued to rise during the year, as the following figures show:

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

| Destination | 1958 | | 1959 | |
|-------------------------------------|---------------------------------|----------------------|--------------------------------|----------------------|
| | Quantity (cu. ft. Hoppus) | Value (FOB) \$ | Quantity cu. ft. Hoppus) | Value (FOB) \$ |
| Australia ... | 2,925,488 | 5,527,760 | 3,656,553 | 7,120,821 |
| Formosa ... | 8,675 | 8,675 | 796,111 | 1,160,406 |
| Hong Kong ... | 6,075,082 | 4,817,648 | 7,324,129 | 8,124,053 |
| Japan ... | 15,481,096 | 20,549,672 | 25,733,451 | 39,090,449 |
| New Zealand ... | 59,327 | 118,461 | 88,890 | 174,068 |
| South Africa ... | 225,626 | 429,241 | 111,436 | 199,465 |
| United Kingdom ... | 315,719 | 764,209 | 281,807 | 560,881 |
| U. S. A. ... | 118,490 | 329,655 | 289,747 | 718,763 |
| *Others ... | 129,776 | 225,782 | 163,219 | 244,129 |
| TOTAL ... | 25,339,279 | 32,771,103 | 38,445,343 | 57,393,045 |
| Average price per cubic foot ... | | \$1.29 | | \$1.49 |

* Includes:—China, Holland, Italy and Singapore.



(Broadcasting and Information Department).

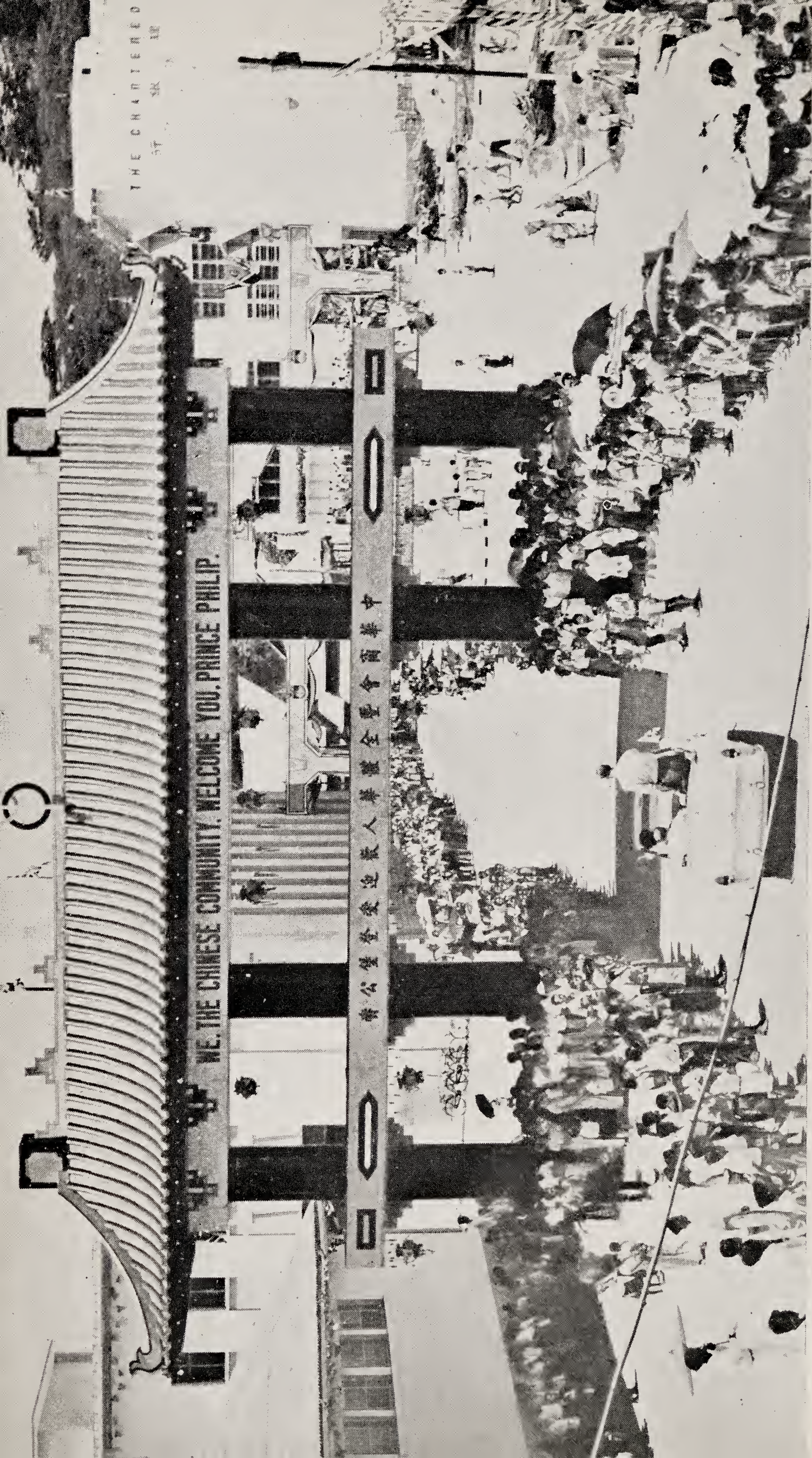
His Royal Highness the Duke of Edinburgh, at the Colony Display, Tanjong Aru, 1st March, 1959.



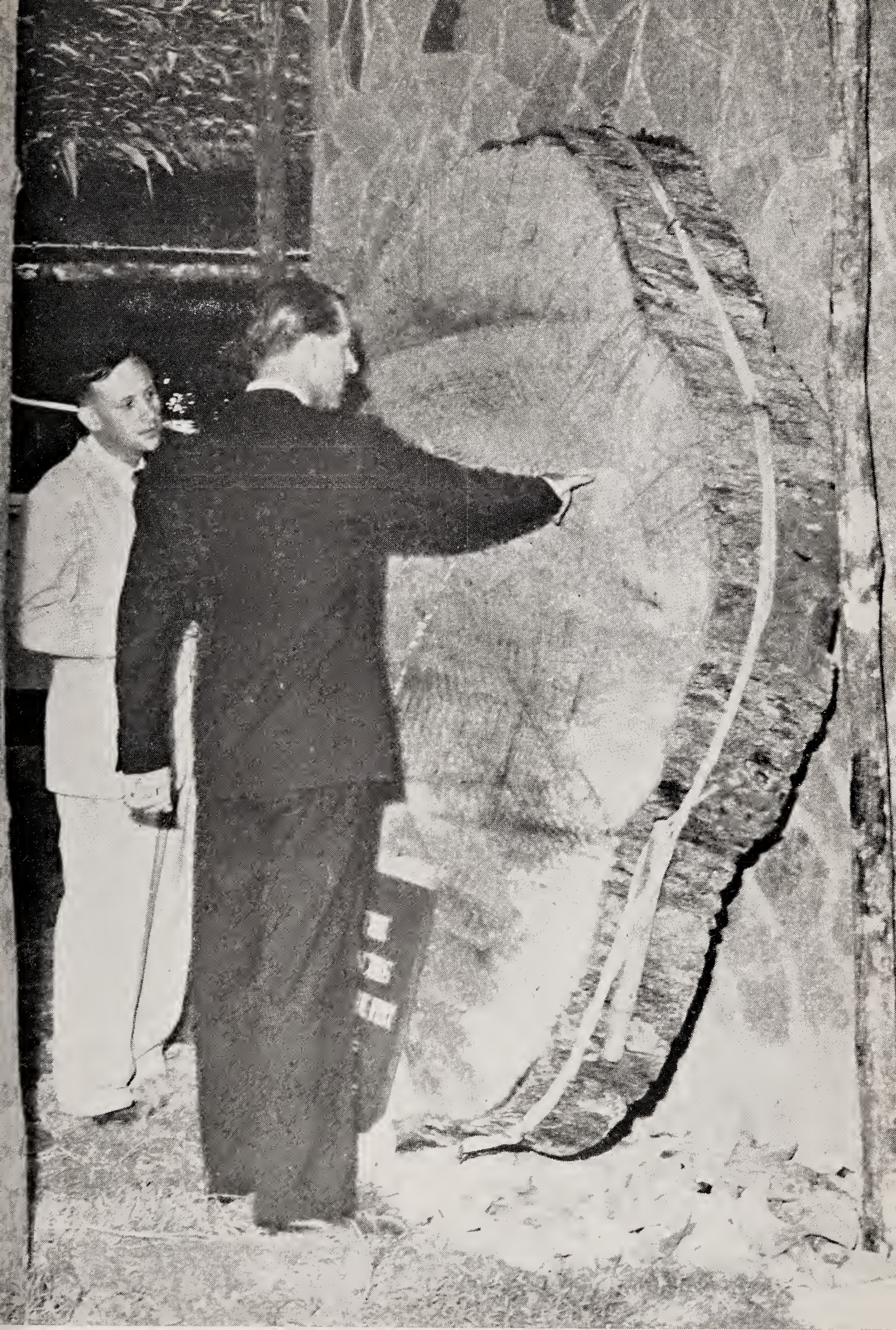


(Mr. J. Dinwiddie).

The Royal Yacht "Britannia" alongside Sandakan wharf.



THE CHARTERED
ST. MARK



(Broadcasting and Information Department).

At the Forestry Display in Sandakan the Duke of Edinburgh examines
a section from a giant Kapur tree,

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

| Destination | 1958 | | 1959 | |
|-------------------------------------|--------------------------|-------------|-------------------------|-------------|
| | Quantity | Value | Quantity | Value |
| | (cu. ft. as measured) | (FOB) \$ | cu. ft. as measured) | (FOB) \$ |
| Australia ... | 474,428 | 1,960,990 | 531,590 | 2,167,348 |
| Formosa ... | — | — | 31 | 140 |
| Hong Kong ... | 154,189 | 187,845 | 240,356 | 287,277 |
| Japan ... | 1,614 | 4,645 | 508 | 1,622 |
| New Zealand ... | 44,357 | 186,165 | 2,952 | 15,083 |
| South Africa ... | 197,934 | 770,446 | 86,969 | 320,163 |
| United Kingdom ... | 67,185 | 451,514 | 85,704 | 423,348 |
| U. S. A. ... | 2,964 | 4,150 | 100,553 | 409,926 |
| *Others ... | 9,728 | 40,208 | 13,013 | 45,755 |
| TOTAL ... | 952,399 | 3,605,963 | 1,061,676 | 3,670,662 |
| Average price per cubic foot ... | \$3.79 | | \$3.46 | |

* Includes:—Canada, Denmark, Germany, Norway, Philippine Islands and Singapore.

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 |
| 1958 | ... | ... | 22,672 |
| 1959 | ... | ... | 34,015 |

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

The timber grading and inspection branch of the Forest Department measured, graded or inspected nearly twenty-two million cubic feet of timber for export during the year, a rise of two million cubic feet compared with 1958. The total fees collected for these services amounted to \$203,754 (\$189,918).

Export Markets

Japan, Hong Kong and Australia continued to be the three main consumers of North Borneo timbers. Formosa became an important consumer during the year, rising to fourth place, but exports to both the United Kingdom and South Africa fell sharply. The outstanding feature of the year was the remarkable capacity of the Japanese market for North Borneo timbers, exports to that market rising from some fifteen million cubic feet in 1958 to twenty-five million cubic feet in 1959.

Japan. Prices rose considerably and demand for logs generally exceeded supply. Lower grade logs continued to be in demand, and chartered vessels were used in the trade. The increase in demand from Japan appears to have been caused firstly by a general reduction in log exports from the Philippines due to increased manufacture in that country, and to a sharp increase in the internal demand for plywood in Japan; it is estimated that some seventy-five per cent of Japan's plywood production is now consumed internally.

Throughout the year there were persistent rumours of Japan's investment in the timber industry in Indonesian Borneo, a source of log supply at present largely untouched. The establishment of a large log export trade from that country to Japan might well affect the North Borneo timber industry adversely, but no concrete results of the rumoured Japanese investment appeared by the end of the year.

Hong Kong. This market continued to show a capacity to absorb North Borneo logs at a rate of roughly 600,000 cubic feet per month. When shipments—actual or anticipated—exceeded this amount materially, prices tended to fall. Some re-export of the higher grade Borneo logs shipped to this market took place to Japan during the year. In general, prices for all grades of logs in Japan exceeded those in Hong Kong, and since Japan is now able to accept kapur for core veneers, shippers tended to avoid the Hong Kong market.

Australia. Demand for high grade timber in this market in general exceeded supplies, but the quantity shipped nevertheless rose from some 2,900,000 cubic feet in 1958 to 3,000,600 cubic feet in 1959 despite the quota system of licensing imports. The prejudice towards kapur sawn PHND appears to have been successfully overcome. At the beginning of the year prices were better than those offered by Japan but the progressive improvement in the Japanese market soon left Australia behind.

Formosa. Shipments to Formosa rose from some 8,000 cubic feet in 1958 to 796,000 in 1959, and the market appears to be capable of further expansion. Since this market is almost entirely a new one, export by all timber licensees free of any quota restriction was permitted during the year.

Other Markets

(1) *The United Kingdom and Europe.* High freight rates and enhanced demand from Japan combined to reduce shipments to the United Kingdom from some 315,000 cubic feet in 1958 to 281,000 cubic feet in 1959. Continental buyers showed little interest.

(2) *South Africa.* The quantity of timber shipped to this market during the year fell by over half from 225,000 cubic feet to 111,000 cubic feet.

(3) *United States of America.* Exports to this market more than doubled during the year, reaching 289,000 cubic feet compared with 118,000 in 1958. It would appear that very careful grading is required for this market.

(4) *China.* There was little interest in this market during the year.

The lowered Departmental standards of merchantability continued in force during the year, though, in practice, operators extracted all timber to a lower standard than the Departmental limit due to the excellent demand for low grade logs.

Research

A Forest Botanist was appointed and arrived to take up his duties on the 20th May. During the year he made collecting trips to Tawau Forest District where Dipterocarps were fruiting, and also the West Coast, Kennedy Bay and the Sepilok Forest Reserve. 1,426 specimens were collected, 339 determinations were received and 248 duplicate sheets distributed to other herbaria. The Forest Botanist concentrated towards the end of the year on the evaluation of Dipterocarp material collected in order that the Forest Record on Common Dipterocarps, North Borneo, would be ready for publication early in 1960. The Forest Ecologist returned from leave in June; all projects in hand and those planned for the immediate future were consolidated into a research programme on the lines of that produced by the Forest Research Institute, Kepong, Malaya. Study showed that seed fall and germination from the 1958 seed year was variable, being good in the Sandakan area in general, but poor in the Kennedy Bay area. In all logging areas, however, there were plenty of Dipterocarp seedlings found on the forest floor. The shade experiments continued to show that shade is beneficial to the establishment of young Dipterocarps, but it appears that after establishment full light is required to give the best growth.

Virgin jungle plots were initiated at Lungmanis and in the Madai-Baturong Forest Reserve. A table giving basal areas for all girths up to twenty feet was constructed in order to facilitate growth increment studies.

The study of the best time for tending the forest after logging was continued, but no definite results are available to date. The indications are, however, that if it is economically possible, girdling should be delayed for some years after final felling.

Experiments were initiated to test the efficacy of water-based emulsions of 2:4-D and 2:4:5-7 butyl ester, since the cost of diesolene in the forest is very high.

Education

A refresher course for nominees for the Kepong School (referred to below), one course for Temporary Forest Guards under training and one course for Forest Guards on the establishment were conducted during the year at the Sandakan Forest School. The aggregate number of students who attended the courses was twenty-nine.

Four Forest Guards attended the annual course conducted at the Forest School, Kepong, Malaya; all were successful and passed the final examination with credit.

One Junior Assistant Forest Officer who proceeded to Singapore and Kepong in 1958 returned to the Colony on 11th February, 1959, after completing courses in timber grading and identification.

One Assistant Forest Officer, who had been undergoing a Forestry Course in Australia as a Colombo Plan Scholar, was awarded a Diploma in Forestry. He returned to the Colony on 11th February, 1959.

One Assistant Conservator attended the 1958-1959 Forestry Course at the University of Oxford.

The study facilities and training received by staff outside the Colony were made possible through the generosity and helpful co-operation of the authorities concerned in Australia, the Federation of Malaya, Singapore and the United Kingdom.

A 3-month timber grading course under Malayan Grading Rules was conducted in Sandakan from January to March. It was attended by seven graders from local timber companies and seven members of the Forestry staff attached to the Timber Branch. Nineteen candidates, including the fourteen who attended the course, took the final examination (set and marked by courtesy of the Forest Officer, Singapore), three passed with credit and twelve secured ordinary passes.

Administration

An Organisation and Methods survey of the department was carried out by an Administrative Officer in April. The following are the more important of the recommendations made in the report on the survey:

- (a) re-staffing of drawing office with qualified technical staff in substitution of uniformed personnel;

- (b) restricting log grading for companies to a ten per cent check as against 100 per cent as at present and a consequent reduction in grading staff;
- (c) withdrawal of staff from three outstations on the West Coast to be replaced by a Standing Patrol based on Jesselton;
- (d) upgrading the post of Senior Assistant Conservator to the level of a deputy Head of Department;
- (e) re-organisation of the filing system on a theme and subject basis with lateral cabinets.

Miscellaneous

A Timber Industry and Forest Produce Exhibition was held during March at Sandakan.

The Third District Forest Officers Conference was held on 3rd March, 1959.

The Fourth Inter-Territorial Forestry Conference was held from 14th to 21st November in the Colony and was attended by delegates from Sarawak and Brunei.

Forestry Headquarters began to function in its new premises as from 17th March, 1959.

Visitors to the Department

The most distinguished visitor to Departmental Headquarters was H. R. H. The Duke of Edinburgh in connection with the Timber Industry and Forest Produce Exhibition on 2nd March. Other overseas visitors included:

(1) Mr. J. R. Sargent of the Agricultural Economics Research Institute, University of Oxford.

(2) Mr. J. I. Scott and Mr. K. G. Goodchild, representatives of the Crown Agents.

(3) Dr. Jozo J. Murayama, Entomologist and retired Dean of the Faculty of Agriculture at Yamaguchi University in Japan.

(4) Brigadier M. Hotine, C.M.G., C.B.E., of the Directorate of Colonial Surveys.

Game

The Wild Animals and Birds Preservation Ordinance, 1936 continued in force, the Conservator exercising control over the issue of licences to capture and keep orang hutan and gibbons and to take protected birds. The issue of deer and big game licences remained outside the jurisdiction of the Department. No progress was possible with the revision of this Ordinance.

A conviction was obtained in the case of illegal shooting of tembadau in Kretam Forest Reserve, and the offender fined \$50.00. One tembadau was shot at Litang Estate in defence of crops.

FISHERIES

Marine Fisheries

Marine fishing in North Borneo in the past was chiefly confined to inshore waters and estuaries. With the increase in the use of power boats however it is now gradually extending to off-shore waters. Three different methods of deep sea fishing have been introduced of which the use of the otter trawl is firmly established as catches have been and still are good. The use of beam trawl for prawns and rod-and-line fishing with live bait for tuna have been tried out this year and catches so far have proved satisfactory.

Exports of marine products during 1959 totalled 1,817 tons valued at \$1.495 million, — an increase of about a quarter of a million dollars over the 1958 figures. About one-third of the value of these exports lies in trochus and mother of pearl shells but fresh exports (including chilled and frozen) have risen from some fifty-five tons in 1957 and 111 tons in 1958 up to 630 tons in 1959.

Fresh Water Fisheries

Fourteen fish ponds covering a total of four acres were constructed and stocked during the year, the majority of these were situated in the Interior Residency. The total number of fish ponds in the Colony is now 660, covering a total area of 44.1 acres. The total production of pond fish for the year is estimated at eighteen tons.

Increasing numbers of fish farmers are adopting the use of Tilapia in "monosex" culture, when yields of 1,400 to 1,600 katis per acre are obtained. The Department distributed a total of 6,573 fry during the year, nearly 3,000 of which were hybrid male Tilapia.

Trials of fish boxes insulated with "fibreglass" have shown promise and are being used for sending fish from Jesselton to Tenom.

Chapter 7: Social Services

EDUCATION

General Review

THE year 1959 saw a notable advance in the sphere of primary education. Government Primary Schools, with only three exceptions, use Malay as a medium of instruction, and for some years now Native Chiefs and other local leaders have been critical of this as there is no secondary or higher education in Malay. The demand has been for English as a medium of instruction in these schools and in 1958 the Board of Education approved a scheme to recruit, between 1959-1961, fifty specialist teachers of English from neighbouring Asian countries for work in Government Primary Schools. Help through the Colombo Plan was sought for this scheme and in 1959 the services of a specialist in the teaching of English were obtained from Australia, whose main task is to organize and supervise the work of the specialist teachers in the field. In 1959 it was possible to recruit eleven of these teachers to start work in 1960. Further help was obtained for the scheme in the form of a generous grant from the Nuffield Foundation. With this it is hoped to recruit seven specialist teachers of English from the United Kingdom for a period of three years. In the initial period, this team will teach English as a second language throughout selected primary schools, and at the same time will teach and train all primary school teachers in their own and adjacent schools. When the standard of English of both teachers and pupils is adequate English will be introduced to replace Malay as the language of instruction, while Malay will be retained as a second language in those schools where parents are anxious to have the Malay language taught. It is pertinent to note that the majority of pupils come from homes which use an indigenous language other than Malay.

Under the scheme for Voluntary Service Overseas eight student volunteers from English public schools arrived in October 1959. They were sent to Tenom, Tambunan, Kudat and Jesselton, two volunteers to each station. They will be in North Borneo for a year and have been helping with the teaching especially of English in schools in their areas and in addition give much attention to youth work, sport and leadership courses.

1959 saw the start of a two-year programme of in-service teacher training at Kent College. The aim of this is to provide training for those teachers with long untrained service who, because of family commitments, cannot undertake a full-time training course.

In the early part of 1959 work on the Government School building programme suffered delay, but by the end of the year, however, there was a marked improvement and in all fourteen new primary school classrooms were built and work on five others well advanced. Work on the Government Junior Secondary School at Tawau and the Government Chinese Primary School at Sandakan (first stage) was well advanced at the end of 1959. During the year seventy-one classrooms were built in aided schools to which Government contributed \$448,641.00 in building grants.

The total number of schools of all types in 1959 was 354. Of these three have both primary and secondary sections, two have both Junior Secondary and full secondary courses and two have primary, Junior Secondary and full secondary sections. The total enrolment was 45,123. Of this number 10,888 were in Government Schools.

In all there were 1,473 teachers employed in the schools.

The full Board of Education met once in 1959 although much of its work was performed during the year by standing and special committees. The Board was set up in 1956 to advise the Governor on education policy. The members of the Board represent all interests, creeds and races in North Borneo, and the majority of them are unofficials. The Director of Education is a member of the Board and its chief executive officer. The Board's introduction of a ruling for the gradual reduction of the age of entry into schools is being put into effect and by this it is hoped to eliminate the number of over-age pupils in primary schools. These schools will then be able to provide the type of education appropriate to primary schools and will no longer have to try to teach a wide age range.

In the fifteen school areas, Local Education Committees have met regularly and have provided valuable assistance and advice both to the Board of Education and the Education Department. This has been particularly noticeable in the field of school building and in the establishing of Native Voluntary Schools. The 1959 proposals for new school buildings in 1960 were based entirely on the recommendations of the Local Education Committees.

In 1959 the North Borneo School Examinations Board, in addition to conducting the Colony examinations at Primary and Junior Secondary level, appointed Syllabus Committees to review existing syllabuses and where necessary draw up new ones. The Board had the assistance in mid-1959 of Professor M. J. Wantman of the Education Testing Service, Princeton, U. S. A. Professor Wantman gave valuable advice on the setting and marking of examination papers and determination of standards. Later in the year the work on syllabuses was separated from examinations and a new Syllabuses Board was set up to work independently.

School enrolments continued to rise and there has been a significant increase in the number of children who stay on to complete a full primary course and enter for the appropriate examination. In 1959 2,713 children entered for the Primary VI examinations as against 2,344 in 1958, and 1,744 in 1956. The Malay schools have shown the greatest advance here. In 1956 the figure was 216, in 1958 it was 561 and in 1959 it was 814. In the Chinese schools there was no advance, (818 in 1958, and 820 in 1959,) but many Chinese children now leave Chinese primary schools earlier to be sure of obtaining places in English schools where the competition for entry is becoming keener.

Enrolment by races in schools is as follows:

| | | | | |
|-----------------------|-----|-----|-----|--------|
| Indigenous | ... | ... | ... | 16,708 |
| Chinese | ... | ... | ... | 26,369 |
| European and Eurasian | ... | ... | ... | 336 |
| Others | ... | ... | ... | 1,710 |

Literacy

The table given in the appendix is based on figures compiled in the 1951 Census. The next census will be taken in 1960 and more accurate figures will be available when its results are known. In 1951 there were 219 schools as compared with 347 in 1959, so that the literacy figures should show a considerable improvement.

The Educational System

North Borneo Schools provide both primary and secondary education. There are three media of instruction; Malay, English, and Chinese. Malay schools offer primary education only. The course is six years and at the end of it pupils can take the Primary VI Malay Examination of the North Borneo Schools Examinations Board. Pupils from these schools who want to continue their education have to find places in English primary schools at Primary IV or V level where they progress to the English Primary VI Examination and hence to an English secondary school. Some schools—notably those maintained by Government—maintain transition classes for these pupils. In the transition class the emphasis is on English in order to prepare the pupils in one or two years for entry into Form I of the secondary school.

English schools offer six years of primary education followed by either five or three years of secondary education. At the end of the primary course, pupils take the Primary VI English Examination of the North Borneo Schools Examinations Board. The five-year course leads to the examination for the Cambridge Overseas School Certificate; the three-year course to the North

Borneo Junior Certificate examination conducted by the Examinations Board. Post-School Certificate instruction is provided at the Government Secondary School, Jesselton, where pupils are entered for the University of London General Certificate of Education at Ordinary and Advanced levels, mainly in Science subjects.

Chinese Schools offer six years of primary education. A few schools provide three years of Junior Middle school education, while in two schools, a further three years of Senior Middle School education is provided. At the end of the primary course there is the Primary VI Chinese Examination of the North Borneo School Examinations Board and at the end of the Junior Middle course the North Borneo Junior Certificate (Chinese) examination. The year 1959 will be the last year with no public examination for Senior Middle Schools. Chinese children who want an English secondary education usually transfer to an English school after completing the Chinese primary course. As in the case of the Malay educated children they seek places either in a transition class or in the Primary V or VI classes in an English School. After passing the English Primary VI Examination they then go on to pursue an English secondary education. A number of Chinese children transfer to the English system after completing three years of Junior Middle school in Chinese.

There is no form of higher education in North Borneo. Those who seek university, higher professional or technical qualifications must seek these overseas. Many scholarships, fellowships and bursaries are available under Colombo Plan, Liberation Education Trust Grants, and other schemes. The Shell Company of North Borneo also makes awards to North Borneo students for study in the United Kingdom.

Teacher training is carried out at Kent College, Tuaran, where students are prepared for teaching in primary schools. The College has three sections, all, in 1959, offering two-year courses; a Malay section which takes students who have passed the Primary VI examination in Malay and have successfully completed a year as pupil teachers; a Chinese section which takes students who have passed Junior Certificate in Chinese and have successfully completed one year as pupil teachers; an English section which requires North Borneo Junior Certificate or Oversea School Certificate as an entrance qualification, those with the latter being exempted from the year's service as pupil teachers. In all cases a year's service as an untrained teacher is taken as equivalent to the pupil teacher year. Pupil teachers are not recognized as being in the teaching service. They are not paid a salary but an allowance equivalent to the starting salary of an untrained teacher at the appropriate educational level.

Technical education in North Borneo is confined to the Government Trade School, Jesselton. This offers courses in carpentry, mechanics and electrical trades. For entry to the carpentry course a primary education at least is required, and for the mechanics and electrical courses preference is given to those who have completed the Junior Secondary Course in an English School.

PRIMARY EDUCATION

Including the primary sections of all-range schools, there are 334 primary schools in North Borneo. These vary from large modern buildings in the main towns where the children come to school on bicycles or are brought by bus or car, to open-sided leaf-thatched schoolrooms in clearings in the jungle where the children have to walk as much as five miles daily and cross precarious suspension bridges in order to attend school. An analysis of the primary schools in the Colony in 1959 shows:

(a) Government Primary Schools

| | | | |
|--------------------|-----|-----|----|
| Malay Medium ... | ... | ... | 84 |
| English Medium ... | ... | ... | 2 |
| Chinese Medium ... | ... | ... | 2 |
| | | | — |
| | | | 88 |
| | | | — |

(b) Mission Schools ... English Medium

| | | | |
|-----------------------------------|-----|-----|----|
| Roman Catholic | ... | ... | 34 |
| Anglican (S. P. G.) | ... | ... | 9 |
| Borneo Basel ... | ... | ... | 4 |
| Seventh Day Adventists and Others | | | 3 |
| | | | — |
| | | | 50 |
| | | | — |

Mission Schools ... Chinese Medium

| | | | |
|---------------------|-----|-----|----|
| Roman Catholic ... | ... | ... | 8 |
| Anglican (S. P. G.) | ... | ... | 2 |
| Borneo Basel ... | ... | ... | 11 |
| | | | — |
| | | | 21 |
| | | | — |

| | | |
|---------------------------|-----|----|
| TOTAL MISSION SCHOOLS ... | ... | 71 |
| | | — |

(c) Chinese Schools

| | | | |
|--|-----|-----|----|
| (run by local committees Chambers of Commerce, etc.) | ... | ... | 83 |
| | | | — |

(d) Native Voluntary Schools

| | | | |
|--------------------|-----|-----|----|
| English Medium ... | ... | ... | 5 |
| Malay Medium ... | ... | ... | 62 |
| <hr/> | | | |
| TOTAL ... | | | 67 |

(e) Estate and Private Schools ... 19*Malay Medium*

Reference has already been made to the coming change in the medium of instruction in these schools. Malay is, however, recognized as a language of wide communication in South-East Asia. Malay will be retained widely as a subject in primary schools and as an optional subject in secondary schools.

Another decision which will affect the future of the Malay medium schools was taken in 1959. It was decided to extend the Malay course in Kent College from two to three years, beginning in 1960, to enable trainees to improve their educational background generally and their knowledge of English in particular. In 1959, twelve new classrooms for Malay primary schools were built by Government. Since 1946 the number of Malay Medium primary schools has increased from forty-six to eighty-eight and the enrolments from 2,706 to 10,092. The increase in enrolment on 1958 was 849.

In 1959, 814 pupils entered for the Primary VI Examination, an increase of 253 on the 1958 figure, and of 753 on 1955 when the examination was first held in its present form. This reflects the increasing tendency of pupils in Malay schools to stay on to the end of the primary course. A table of comparison of the results in 1959 with those of previous years follows:

PRIMARY VI EXAMINATION (MALAY)

| | | <i>Entries</i> | <i>Distinctions</i> | <i>Credits</i> | <i>Passes</i> |
|------|-----|----------------|---------------------|----------------|---------------|
| 1956 | ... | 216 | — | 37 | 148 |
| 1957 | ... | 340 | — | 7 | 220 |
| 1958 | ... | 561 | 33 | 116 | 184 |
| 1959 | ... | 814 | 32 | 175 | 367 |

The education of girls in Malay schools continues to lag behind that of boys although the situation is improving as more and more women teachers are posted to these schools after a course at Kent College. Efforts are being made to spread the teaching of homecraft in these schools. At Kent College a fully equipped homecraft room came into use in 1959 and teaching was started in Malay schools in Jesselton and Sandakan by two local teachers specially trained in England. The homecraft centres from which they work are at Kampong Sembulan Government Primary school, and Berhala Darat Government Primary School respectively.

Reference has already been made to the means by which children in Malay schools can obtain a secondary education in English. In 1959 it was decided to open an additional transition class at the Government secondary school. This class was to operate from January, 1960. The selection for entry is at Primary IV level and the object of it is to pass the pupils into the Secondary I form after six years of primary education. In this way they will lose no time and as they have entered English school while they are young and adaptable, will have a surer grasp of English.

The majority of the Native Voluntary Schools are conducted in the Malay medium. These schools give a primary education of up to six years though in 1959 only six out of sixty of them had Primary VI classes. They represent the determination of the people in rural areas to give their children a little learning and have been supported by Government because the Colony's resources cannot yet reach out to these remote places. In the first years after the war Government schools were sometimes founded on insufficient information as to their prospects of success. Some failed and others only partially succeeded. The Native Voluntary school system has served to indicate the places where schools are likely to prosper and it is the aim of Government to take over those schools which prove themselves. This has been done at Melalap and Paal in the Interior and five schools are scheduled for rebuilding and take-over as soon as problems in connection with the rebuilding are solved.

The schools are built and maintained by committees of Managers who raise funds to pay the teachers and buy books and equipment. Government grants are given as contributions towards the teachers' salaries. Some schools have had other assistance in the form of seconded Government teachers, loans of surplus furniture from Government Schools, equipment and building materials. Some have been established on, or near, estates where the estate Management has supplied buildings and land and pays the fees of the estate children who attend. Other schools have been established in remote villages where the cash resources of the school committee are limited to the Government grant. The teachers are untrained and the Department now insists that new appointees should have completed a primary education. They are housed by the villagers who often pay a contribution to their salaries in kind. With this wide variation in conditions and quality of teachers it is not surprising that the standards of these schools also show wide variation. At their best they are equal to a good Government Primary School; at their worst they are a poor but unavoidable expedient with attendant problems.

Despite all the difficulties connected with maintaining Native Voluntary Schools, the demand to open them still grows and in 1959 twenty-three applications were forwarded to the Education

Department from Local Education Committees and fifteen new schools were registered. The total enrolment was 2,710 boys and 664 girls. Of these thirty-three pupils entered for the Primary VI Examination in 1959 and eighteen passed. It is notable that the best results were obtained in those areas where the community is settled and relatively prosperous.

English Medium Schools

Most of the English medium primary schools are run by the Christian Missions. Conditions in these schools continued to improve. In 1959 thirteen new classrooms were built to which Government paid grants of half of the total cost. New teachers' quarters and toilet blocks were also built in several schools.

Progress in English schools is still hampered by the wide age-range in classes and the shortage of trained and experienced teachers. Mention has already been made of the ruling of the Board of Education on age limits which will, over a period of five years, bring the age ranges in primary schools near to normal; but as many schools are in rural areas where children cannot attend until they are old enough to travel fairly long distances, the over-age problem will remain until communications in these areas improve. The drive to increase the amount of English teaching in Malay schools will also have its effect on this problem. This will be followed as soon as is practicable by an effort to improve the standards of English teaching in Chinese schools and thus make it easier for those children who wish to continue their education in English after having completed a primary education in their own language.

The courses at Kent College designed to give training to teachers for English medium schools, which were started in 1957, were supplemented in 1959 by an in-service training scheme of which mention has already been made. This will mean that in the next few years there will not be so many untrained teachers in this type of school.

The size of classes still continues to be high. Most schools accept the maximum number permitted by the regulations. This figure is forty-five, modified by building regulations to forty. Although in 1959 thirteen new classrooms were built and two new primary schools opened, there is need for much more expansion before the sizes of classes can be reduced. The problem is more acute in the lower primary classes than the higher, and in the urban rather than the rural schools. As with buildings, so with staff. More teachers are needed. In 1959, however, twenty-four candidates for the 2-year teacher training course were accepted the majority of whom will eventually teach in primary schools.

A table of comparison of the results of the Primary VI English Examination for 1959 with those of previous years is given below. It shows that the number of children completing a

primary course is increasing year by year as is the number and percentage of passes. The average age of entrants is, however, the disappointingly high figure of seventeen years.

PRIMARY VI (ENGLISH) EXAMINATION

| | | <i>Entries</i> | <i>Distinctions</i> | <i>Credits</i> | <i>Passes</i> |
|------|-----|----------------|---------------------|----------------|---------------|
| 1956 | ... | 795 | Not awarded | 107 | 282 |
| 1957 | ... | 856 | 15 | 301 | 222 |
| 1958 | ... | 965 | 37 | 486 | 172 |
| 1959 | ... | 1,078 | 1 | 289 | 545 |

Chinese Medium Schools

The majority of Chinese schools are run by local committees. Others are run by Government, the Missions and Estates. The type of provision varies from fine modern spacious buildings in urban areas to leaf-thatch and timber classrooms in rural districts. Though all Chinese schools are now eligible for Government aid many of them find it difficult to make ends meet. This is particularly true in the rural areas where farmers are buying their land from the estate companies who had previously been their landlords. Kent College trained teachers have been seconded from Government service to help the situation in these schools. This helps the school budget as the teachers are paid by Government. There is still, however, a shortage of suitably qualified teachers, most of whom have to be recruited from outside North Borneo. Chinese school committees offer contracts for relatively short periods, often for only one year, so there is much insecurity among Chinese teachers and at the end of each year there are many transfers.

In 1959, much progress was made with school buildings for Chinese primary schools. In addition to the Government Chinese Primary School at Ansip, two new schools were opened. At Tamparuli, a new eight-classroom building was completed in 1959 for the Chung Hwa School; a six-classroom block for the Heng Hwa School, Tawau; an eight-classroom block for the Siew Ching School, Lahad Datu; one-classroom for the Kiau Shing School, Lahad Datu, and a six-classroom block for the Hwa Chiau School, Sandakan, were also built. All these projects were aided by Government grants. In many places new teachers' quarters were built and toilet accommodation improved. These new buildings, which are modern, light and airy, constructed in timber or concrete, represents a big advance in physical conditions on the gloomy roughly-built classrooms they have replaced.

The teaching of English in Chinese schools still remains a problem. Qualified teachers of this language are few and many schools employ as specialist teachers young men and women who have had only a few years of secondary education in English, and

no training as teachers. In late 1959 a request was made for help in this field under the Colombo Plan, the outcome of which is awaited.

The result of the Primary VI Examination, Chinese, for 1959, in comparison with previous years is given below. As has been mentioned, the lack of advance in the number of entrants reflects a tendency among Chinese children to leave school at Primary V for entry to English schools in order to make sure of places.

PRIMARY VI EXAMINATION (CHINESE)

| | | <i>Entries</i> | <i>Distinction</i> | <i>Credit</i> | <i>Pass</i> |
|------|-----|----------------|--------------------|---------------|-------------|
| 1956 | ... | 733 | 23 | 77 | 318 |
| 1957 | ... | 767 | 40 | 94 | 370 |
| 1958 | ... | 818 | — | 8 | 434 |
| 1959 | ... | 820 | 20 | 81 | 462 |

In 1956 and 1957 this examination was very much in the experimental stage and the syllabuses of the schools taking part had not been standardized. A comparison between 1958 and 1959 figures, when the syllabus had become standardized, shows a steady increase in the standards attained.

Native Voluntary Schools

Reference has been made to Native Voluntary Schools under Malay primary education. There are, however, five Native Voluntary Schools where English is the medium of instruction. One of these at Pun Tunoh in the Penampang district had a Primary VI class in 1959.

Estate Schools

There are schools on estates which teach through the medium of Malay, Chinese or English. One such school at Table Estate, Tawau, has both an English and Chinese section. Enrolment in these schools totalled 1,112 in 1959 with 762 boys and 350 girls.

Average age of Entry to Primary Schools

The following table shows the age of entry for children who first entered school in 1959.

PRIMARY SCHOOL — AGE OF ENTRY

| | | Under | | | | | | | | Over | Total |
|------------------|----|-------|-------|-------|-------|-------|-------|-------|-------|------|--------|
| | | 6 | 6—7 | 7—8 | 8—9 | 9—10 | 10—11 | 11—12 | 12—13 | 13 | |
| Government | | | | | | | | | | | |
| Schools | .. | 289 | 707 | 765 | 754 | 467 | 256 | 79 | 28 | 7 | 3,352 |
| Mission | | | | | | | | | | | |
| Schools | .. | 379 | 688 | 686 | 588 | 370 | 229 | 118 | 60 | 22 | 3,140 |
| Chinese | | | | | | | | | | | |
| Schools | .. | 1,043 | 1,785 | 1,449 | 943 | 587 | 195 | 70 | 28 | 4 | 6,104 |
| Native Voluntary | | | | | | | | | | | |
| Schools | .. | 143 | 308 | 333 | 252 | 183 | 144 | 109 | 64 | 91 | 1,627 |
| Estate Schools | | | | | | | | | | | |
| and Others | | 78 | 115 | 126 | 110 | 71 | 55 | 23 | 5 | 14 | 597 |
| TOTAL | .. | 1,932 | 3,603 | 3,359 | 2,647 | 1,678 | 879 | 399 | 185 | 138 | 14,820 |



Weaving at Kota Belud.

(Mr. J. Dinwiddie).



An average age of leaving is difficult to assess. The results of an age check on those taking the Primary VI Examinations indicates that the leaving age is about fifteen years.

Secondary Education

Enrolment figures in secondary schools reflect an increasing momentum in post-primary education as do the figures for the candidates taking the North Borneo Junior Certificate and the Cambridge Oversea School Certificate, the final examinations of the short and long courses respectively offered in North Borneo Secondary schools.

Enrolments in Secondary Schools, 1959: —

| | <i>Boys</i> | <i>Girls</i> | <i>Total</i> |
|------------------|--------------|--------------|--------------|
| Government ... | 388 | 161 | 549 |
| Mission ... | 1,369 | 602 | 1,971 |
| Chinese ... | 595 | 282 | 877 |
| TOTAL ... | 2,352 | 1,045 | 3,397 |

Junior Certificate Examination

| <i>English</i> | | | | <i>Entries</i> | <i>Passes</i> |
|----------------|-----|-----|-----|----------------|---------------|
| 1957 | ... | ... | ... | 24 | 17 |
| 1958 | ... | ... | ... | 287 | 157 |
| 1959 | ... | ... | ... | 305 | 211 |
| <i>Chinese</i> | | | | <i>Entries</i> | <i>Passes</i> |
| 1957 | ... | ... | ... | 191 | 113 |
| 1958 | ... | ... | ... | 270 | 148 |
| 1959 | ... | .. | ... | 294 | 176 |

Overseas School Certificate

| <i>English</i> | | | | <i>Entries</i> | <i>Passes</i> |
|----------------|-----|-----|-----|----------------|---------------|
| 1957 | ... | ... | ... | 126 | 65 |
| 1958 | ... | ... | ... | 141 | 91 |
| 1959 | ... | ... | ... | 153 | 78 |

English Medium Secondary Schools

The Government Secondary School, Jesselton, moved to its permanent buildings in 1959. The school had two preparatory classes and seven secondary classes of which two were post-certificate classes preparing pupils for the University of London General Certificate of Education examinations. The post-certificate classes cater for pupils from other schools who have passed the Overseas School Certificate and offer instruction principally in physics, chemistry biology and mathematics. The preparatory classes admit pupils from Malay and Chinese schools who have

passed the primary VI examination in their own language. About forty per cent of the pupils in the Government Secondary School are of the indigenous races. In 1959, as has been mentioned, it was decided to increase this percentage by forming, in 1960, a special class from Malay primary schools at Primary IV level. This was to be a third preparatory class and the entry by competitive examination. The school was built under a Colonial Development and Welfare Scheme, the first phase of which ends in April, 1960.

Mission schools provide both long and short courses in secondary education. As stated above, the long course leads to the Overseas School Certificate and the short course to the North Borneo Junior Certificate. In 1959, there were four Mission schools offering a long and a short course, two offering a long course only, and seven with a short course only. In 1959, two Mission secondary schools, Sung Siew School, Sandakan, and All Saints' School, Jesselton, entered candidates for science subjects in Overseas School Certificate, the latter school for the first time. The Government English School in Labuan also offers a short secondary course in addition to a full primary course in English.

Chinese Medium

There were seven Chinese Middle Schools in 1959. Of these all offer three years of Junior Middle School leading to the North Borneo Junior Certificate. Two have a three-year Senior Middle School Course in addition to their junior course, and one school, the Sandakan Chinese Secondary School, opened a Senior course in 1959. There is no North Borneo Senior Middle School Examination yet and no higher Chinese education in North Borneo. Six scholarships a year, however, are provided to Chung Chi College, Hong Kong. The aim of these is to provide suitably qualified teachers for Chinese Middle Schools. The scholarships are awarded on the results of the entrance examination to the College. In 1959 six scholarships were awarded, and there are now twenty-one North Borneo students in this College.

In 1959, Government had one junior secondary school in the Chinese medium, at Tawau. During the year it had to move out of premises it was sharing with the Government Primary School, Tawau, and it found a temporary home with St. Patrick's School (S. P. G.). It is hoped that the new buildings for this school will be ready in mid-1960.

Technical Education

In 1959, an electrical course was introduced into the Government Trade School at Batu Tiga, Jesselton. This is a two-and-a-half year course following the City and Guilds Installation

Course B. The enrolment was sixteen. Trade School enrolment figures in this year were:

| | | | <i>Year 1</i> | <i>Year 2</i> | <i>Total</i> |
|------------|-----|-----|---------------|---------------|--------------|
| Carpentry | ... | ... | 20 | — | 20 |
| Mechanics | ... | ... | 20 | 18 | 38 |
| Electrical | ... | ... | 16 | — | 16 |
| | | | — | — | — |
| | | | 56 | 18 | 74 |

In December, 1959, seventeen out of eighteen students of the Mechanics Course passed out successfully. There was no difficulty in placing them in employment or in advanced apprenticeships.

Teacher Training

As in 1958 a special one-year course for experienced untrained teachers was held at Kent College in 1959. This was for teachers in English medium schools. Of the eighteen teachers admitted to this course thirteen were successful in their final examinations and two were referred in one subject. 1959 also saw the beginning of a course of In-Service Training. This course, spread over two years, comprises four short residential sessions held during the mid-year and end-of-year vacations. It is designed for experienced untrained teachers with family responsibilities which prevent them from entering college for a full-time residential course of training. Those who complete the course and pass the examinations in theory and practice will be granted the status of trained teacher. The numbers enrolled for this course were: English medium, thirty; Chinese medium, sixty.

In 1959 the college had 168 students of whom 113 were men. Those training for Malay medium schools numbered ninety-four. This included six women students from Brunei. For the Chinese medium schools, the numbers were thirty-eight, and for the English thirty-six.

The new specialist rooms built and equipped under a Colonial Development and Welfare Scheme came into full operation in 1959. They are for Homecraft, Science, Geography and Social Studies.

The staff of the college was augmented by the arrival of a woman physical education specialist. The Specialist organizer of physical education who arrived in 1959 to organize this subject in schools throughout the Colony also ran courses for men in connection with the in-service training scheme.

Internal Scholarships

Scholarships, bursaries and eleemosynary grants are made to school children in North Borneo through three main agencies. Government awards scholarships to natives under a Native

Scholarships Scheme; the Liberation Education Trust through its Committee of Management makes awards to school children of all races; the Shell Company of North Borneo grants bursaries to school children of all races. The Native scholarship scheme is designed to help promising children of the indigenous races to receive an English education. In the past it has been customary to take these children after they have completed a primary education in Malay and place them in English primary schools. In 1959 a decision was made to form a transition class at the Government Secondary School, Jesselton, for native pupils at Primary IV level and in future years a proportion of the grants will be for pupils of this level. Some grants under this scheme are made to assist pupils to enter a secondary school or to complete a secondary education. A committee of officers of the Education Department considers applications and makes awards annually. In 1959, there were 134 scholars under this scheme and the total expenditure was \$49,807. The Committee of Management of the Liberation Education Trust has at its disposal the income on \$2,000,000 invested by the Trustees. The money came originally from the sale of Japanese assets which came to North Borneo as reparations after World War II. The Committee awards scholarships for five years study at an English secondary school, special grants for sixth form study, and eleemosynary grants. The Director of Education is the Chairman of this Committee and the executive work is carried out by the Education Department but unofficial members are in the majority. In 1959 the total number of scholars under this scheme was 125 and the expenditure was \$40,599. The Shell Company of North Borneo awards bursaries for study at an English Secondary school either for five years to Overseas School Certificate or three years for North Borneo Junior Certificate. The scheme is for the annual grant of ten bursaries for each course but the company sometimes generously extends this number. In 1959 there were forty-one scholars under this scheme and the total expenditure was \$19,307. In addition to these there is a small number of single awards made by generous individuals and corporate bodies.

Higher and Adult Education

There is no higher education in North Borneo. Students who wish to take university, professional or technical courses must find places in institutions overseas. Scholarships, fellowships and bursaries are provided under Colombo Plan and similar schemes. The Liberation Education Trust, already mentioned above, provides scholarships for study overseas in addition to scholarships and bursaries for study in secondary schools in North Borneo. Details of scholarship holders studying abroad are given in the appendices.

Under the Colombo Plan thirty-two scholarships were awarded to North Borneo students in 1959 to Universities and technical institutions in Australia, New Zealand and Canada. India, took

one and Japan took three for technical training. The Shell Company offered scholarships to universities and colleges of technology in the United Kingdom. Two awards were made in 1959 under this scheme. The Sino-British Fellowship Trust also provided funds to enable two graduates from North Borneo to study at the University of London Institute of Education for one year.

Evening classes for adults were held in Jesselton, Sandakan, Labuan, and Kota Belud. In Jesselton, courses were given in commercial subjects, English and Malay, and also at the Government Secondary School classes were organized for private candidates wishing to take the University of London General Certificate in Education in physics, chemistry, mathematics and English at ordinary level. In Sandakan, courses were held in English at primary and secondary level, in Malay and in homecraft. In Labuan classes were organized in English and homecraft and in Kota Belud in elementary English.

Information on internal training schemes run by other Government departments will be found elsewhere in this report.

Physical Education

In May, 1959 a specialist in physical education arrived from New Zealand under Colombo Plan arrangements to organize the teaching of physical education in schools throughout North Borneo and to work with youth and sports organizations. After a short period during which he made himself familiar with schools and conditions on the West Coast of North Borneo he started courses for teachers in different centres.

Expenditure

Expenditure is summarized in detail in the appendices. A further analysis of funds spent on education in 1959 is as follows:

| | | | | | |
|---|-----|-----|-----|-----|-----------|
| | | | | | \$ |
| Expenditure from the Colony's ordinary | | | | | |
| budget | ... | ... | ... | ... | 2,629,558 |
| Salaries | ... | ... | ... | ... | 1,609,389 |
| Annual recurrent | ... | ... | ... | ... | 393,497 |
| Special expenditure | ... | ... | ... | ... | 82,333 |
| Equipment Grants | ... | ... | ... | ... | 19,712 |
| Grants-in-Aid | ... | ... | ... | ... | 524,627 |
| TOTAL | | | | | 2,629,558 |
| | | | | | \$ |
| Expenditure from Development budget ... | | | | | 1,067,128 |
| (Mainly Colonial Development and Welfare funds) | | | | | |
| Liberation Education Trust | ... | ... | ... | ... | 69,475 |

Assistance from Outside Sources

In addition to the scholarships already detailed above, help was received through the Colombo Plan in the form of equipment. The Government Trade School obtained a sectionalized lorry chassis from Canada and a milling machine and eight sets of carpentry tools each of fifteen items from Australia, sixty-eight sets of carpentry tools were also received from Australia for use in secondary schools. A gift of books and a travel grant were also received from the Asia Foundation. The latter enabled the Director of Education to visit Hong Kong and the Philippines. The Shell Company provided scholarships for study in North Borneo and abroad.

Under the scheme for Voluntary Service Overseas, eight student volunteers from public schools in Britain arrived in North Borneo in October, 1959.

Administration and Supervision

The administrative and supervisory staff of the Education Department in 1959 was as under:

- The Director of Education
- The Deputy Director of Education
- Five Education Officers
- One Examinations and Scholarships Officer
- Three Supervisors of Chinese Schools
- Three Supervisors of Malay Schools

Education Officers and Supervisors of Schools were able to pay at least one visit to nearly all schools in the Colony in the course of the year. Education Officers gave an increasing amount of time to attending meetings of Local Education Committees in their areas. They also served on the committees of the North Borneo Schools Examinations Board and the Liberation Education Trust Committee of Management.

There were no significant changes in the conditions of service for teachers. Work, however, has begun on the planning of a scheme for a unified teaching profession. Until such a scheme can be introduced little improvement can be expected in the more unsatisfactory aspects of teachers' conditions of service, and, in particular, the insecurity brought about by the short term contracts offered in Chinese schools.

Legislation

There was no legislation directly affecting education in 1959.

Advisory Committees

The Education Department was assisted throughout 1959 by the Kent College Advisory Committee, the Trade School Advisory Committee, and the Committee of Management of the Liberation

Education Trust. This last is composed mainly of unofficials and decides on the awards of scholarships both within North Borneo and abroad.

Text-Books and Materials

There is still a need for text books and materials which deal with North Borneo, mainly for use in primary schools. In 1957 a series of books on Social Studies was planned. Two of these appeared in 1958 together with four annotated picture sheets on North Borneo industries. The printing strike in Great Britain held up the publication of the third book in the series planned for 1959. Two further picture sheets were issued in that year. So far the books have appeared only in English but the picture sheets are in English, Chinese and Malay. As a result of a Conference held in Labuan by the Shell Company at which North Borneo was represented, picture sheets on subjects of interest to all three Borneo territories have been produced by the Company and distributed free to all schools.

Social Welfare

Help in the form of powdered skimmed milk continued to be received from UNICEF sources. In 1959, 32,486 lbs. of milk were distributed and 13,100 children benefitted. These were from 106 schools, mainly in the poorer rural districts. The powdered milk is converted into liquid milk under the supervision of the teachers during school time and drunk on the premises. Under the same scheme 5,590 lb. of soap were distributed.

The school children of Jesselton were able to play the Shell Traffic Game under a scheme organized by the Jesselton Road Safety Council. The apparatus was provided by the Shell Company gratis and the initial demonstration was organized by officers of the Police and Education Departments who serve on the Council. Police Officers transferred the apparatus from school to school. Plans have been made to use the apparatus in schools in Sandakan and possibly Kudat and Tawau.

In the Kota Belud area school children have cooperated in the Agriculture Department's Extension Schemes and took an active part in the campaigns against locusts in the area early in the year.

A girl guide cadet troop was established at Kent Teachers' Training College in 1959. This is the first of its kind and it is hoped it will produce a much needed supply of guiders for the companies in other parts of North Borneo.

School children, teachers, officers of the Education Department and members of school committees took an active part in the preparations for the reception of His Royal Highness the Duke of Edinburgh from the 1st to the 3rd of March, 1959. Other celebrations such as the Queen's Birthday Parade, Commonwealth

Youth Sunday, Sports meetings, and Music and Drama Festivals also received the support of the schools and the Education Department.

PUBLIC HEALTH

General Health

Although none of the major epidemic diseases was introduced into the Colony which is free of plague, cholera and smallpox, there was a sharp outbreak of typhoid at Tenom in June. During this outbreak which began amongst children at a school, 117 persons suffered from typhoid and were admitted to hospital. None died. It proved possible by energetic health measures to contain the epidemic to Tenom, and medical care combined with modern drugs and active preventive measures resulted in the epidemic being satisfactorily terminated. For many years now there has been no reported case of smallpox, cholera, plague or typhus. The diseases which are common throughout the Colony are malaria, tuberculosis and intestinal infestations.

Further progress has been made with the Malaria Control Scheme, and it is clear that a method has been found which is expected to prevent completely the transmission of malaria. In certain districts of the Colony, malaria has been completely controlled already. The year 1960 will be devoted to planning the major operation of malaria eradication which is scheduled to begin in 1961.

Further progress has also been made with the scheme for the control of tuberculosis, and Colombo Plan assistance is expected early in 1960. The Government has for its part appointed a Tuberculosis Control Officer; two Health Sisters for the Control of Tuberculosis and appropriate junior staff and equipment. During the year there were 36,085 cases of malaria and 2,122 cases of tuberculosis reported in the Colony in addition to 3,592 cases of intestinal infestations.

Fortunately, many of the endemic tropical diseases are amenable to preventive methods and could thus in theory be prevented were it economically possible to apply the appropriate method.

Vital Statistics

The total number of births and deaths registered in 1958 and 1959 were:

| | 1958 | 1959 |
|------------------------------|--------|--------|
| Births registered | 16,130 | 13,376 |
| Deaths registered | 3,358 | 3,620 |
| Excess of births over deaths | 12,772 | 9,756 |

Accurate figures of maternal and infant mortality are not available, but attendances at Maternity and Child Welfare Clinics have substantially increased. Attendances for 1959 were over 89,468 as compared with 77,550 in 1958.

Malaria Control

The Project mentioned above for the control of malaria and sponsored jointly by the Government, World Health Organisation and United Nations Children's Fund began in mid-1955. The malaria map of the Colony shows that in most rural areas malaria is hyper-endemic. Although it is probable that one anopheline mosquito is almost entirely responsible for the transmission of malaria, there is no doubt that other mosquito carriers may transmit the disease in restricted areas, for example, near the coast. By the end of 1959 both active and passive surveillance were in progress in the island of Labuan where no case of malaria could be found during the year despite an active search. Reports from the Interior Residency indicate that in many places the control campaign has been successful and that the health of many of the rural public has been much improved. A further expected result has been that there is a report of many more Murut children than formerly. The Murut population had been declining for some years past and it was hoped that the control of malaria would go far to halt this process. The Census planned for 1960 will no doubt give valuable information as to the success—as regards infant mortality—of the Malaria Control Project. During the year 1959 it is estimated that over 32,000 houses were sprayed and that a population of 130,000 persons was protected. 1960 will be devoted to a consolidation of the spraying programme as carried out in 1959 and to a thorough review of present results with the intention of drawing up a plan for the eradication of malaria from the whole Colony beginning in the year 1961.

Tuberculosis

Although no accurate figures are yet available regarding the total incidence of tuberculosis, there is no doubt that the disease is wide-spread. The Government has planned a comprehensive scheme for the control of tuberculosis based on the isolation of infectious patients and the treatment of sufferers from the disease. Furthermore, wherever appropriate, tuberculin testing will be employed and the benefits of B. C. G. vaccination introduced. Simultaneously, a mass radiographic survey is planned. For various reasons — largely considerations of finance — the survey will commence in the first instance, on a small scale, and it is expected that considerable assistance from the Government of Australia under the Colombo Plan will be forthcoming in 1960. The total number of new tuberculosis patients reported during 1959 was 2,122. During the year special wards for the treatment of tuberculosis patients and for their isolation were built in association with the hospital at Sandakan, and further wards are planned to be built at Kudat and Labuan.

The North Borneo Anti-Tuberculosis Association (NOBATA) continued to assist the Medical Department in its work against tuberculosis. This Association has been 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. In urban areas considerable progress has been made in the installation of pure piped water supplies and the sanitary disposal of excreta and refuse. Unfortunately many members of the rural community are still forced to rely on unprotected wells, polluted rivers and streams as sources of water, and disposal of excreta leaves much to be desired. A handbook is being prepared — particularly for use in rural areas — giving simple information and instruction regarding elementary sanitation in kampongs.

General Sanitation and Preventive Measures

The approved health inspectorate for the Colony numbers fifteen. During the year an inspector undertook a course of training in Singapore and passed the examination of the Royal Society of Health. The health inspectors are 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 immigrants 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 supplements 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 17,572 inpatients were treated as compared with 15,543 in 1958. Outpatients numbered 279,087 as compared with 256,017. The rebuilding of hospitals and improved services have contributed to this result, as has appreciation by the inhabitants of the Colony of the advantages of modern western methods of treatment.

No new general hospital building took place during the year as the post-war rehabilitation and rebuilding of the general hospitals throughout the Colony is now almost complete.

There are two major Health Centres situated in Jesselton and Sandakan. A full time Health Visitor is available at each centre and these concentrate on ante-natal and post-natal clinics and infant welfare work combined with health education. Considerable assistance continues to be received from the local branches of the British Red Cross Society and the St. John Ambulance Brigade. A further Health Visitor was posted to Keningau during the year.

Leprosy

The former Leper Settlement was closed at the end of 1958, and during 1959 all patients requiring treatment have been sent to the Rajah Sir Charles Brooke Memorial Settlement in Kuching, Sarawak. The patients who now number forty-two have settled down in their new home very happily. Fortunately, leprosy is not considered to 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 so far been delayed. Modern methods of treatment are resulting in comparatively more patients being discharged although the numbers needing admission still continue to increase. There were 142 patients under treatment at the end of 1959 as compared with 131 at the same time in 1958. Ninety-five patients were admitted for treatment and sixty-nine discharged as cured, or sufficiently recovered to be looked after by their relatives.

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 1959 treated 17,077 patients.

Two additional hospital assistants and three more boats with necessary engines and boatmen have been allocated to the Beluran district. This project will become fully operative in 1960.

Estate Hospital 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 and a Medical Officer of Health, with a Colony Matron, Sister Tutor and Medical Accountant-Storekeeper at Headquarters in Jesselton.

It was possible to fill the establishment of thirteen medical officers during 1959, but the Malaria Control Officer's post remained vacant. It will be filled early in 1960. During the year a new Deputy Director of Medical Services and a new Colony Matron; two Medical Officers and a new Health Sister were appointed.

The total medical and health staff in the Colony is shown in Appendix VII, Table B.

Visitors from Overseas

During the year a number of visitors took an interest in this department. The Crown Agents representative visited the Central Medical Store and Dr. Claxton of the British Medical Association visited the major centres of the Colony and had discussions with most medical officers. The Department was also visited by Mr. Wallace of the Far Eastern Section of the Colonial Office. During the year the Resident Representative of UNICEF paid a visit, and visits were received from Professor Lloyd Davies and Dr. Polunin from the Department of Social Welfare of the University of Malaya in the course of their investigations into the decline of Muruts. Their findings have recently been published in the proceedings of the Royal Society of Tropical Medicine and Hygiene. Mr. Officer Brown, Surgical Specialist in Tuberculosis, Colombo Plan, paid a

brief visit to the Colony, as did Mr. Pigot of the Technical Assistance Board of the United Nations; Dr. M. Colbourne, Regional Malaria Adviser of WHO; Professor Ransome, who is the professor of Medicine in the University of Malaya, and Brigadier Keatinge, Director of Medical Services, Far East Land Forces, Singapore.

Expenditure

The provision for expenditure on medical services from Colony funds in 1959 Estimates, including personal emoluments, amounted to \$3,607,974. 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 nightsoil 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 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* and five other persons to be nominated by the Governor. The Secretary for Local Government is the Chairman of the Board with a senior officer of the Land and Survey Department acting as Technical Adviser and Chief Executive Officer in his capacity as Town Planner.

The Board held four meetings during the year. The subjects discussed included amendments to the Jesselton, Sandakan and Tawau town plans, the application of the Town and Country Planning Ordinance to some of the smaller towns and development within areas zoned under approved town plans.

Government Building Programme

All projects carried forward from 1958 were completed during the year, the most notable being the Jesselton Airport Terminal building first used on the occasion of the visit of H. R. H. The Duke of Edinburgh.

The Government Chinese Primary School at Sandakan was the only major work put out to contract during the year. The main effort of the Public Works Department was concentrated on a large number of smaller buildings widely scattered throughout the country and on the planning and design of major works for 1960. The latter include the new fully air conditioned Broadcasting House; an agricultural research station and training school with associated buildings and quarters; a customs house and godown for Jesselton port and the new Government House.

The approximate cost of the year's work was as follows:

| | | <i>Completion of 1958 Programme</i> | <i>New Works 1959</i> | <i>Total Expenditure 1959</i> |
|-------------------------------|-----|---|---------------------------|-----------------------------------|
| | | M. \$ | | |
| Medical | ... | 391,570 | 109,421 | 500,991 |
| Educational | ... | 518,727 | 421,300 | 940,027 |
| Customs and Marine | ... | 179,392 | 31,563 | 210,955 |
| Agriculture and Veterinary | ... | 13,634 | — | 13,634 |
| Civil Aviation | ... | 242,856 | 95,735 | 338,591 |
| Posts and Telegraphs | ... | 42,061 | 45,435 | 87,496 |
| Quarters — General | ... | 980,523 | 30,606 | 1,011,129 |
| Miscellaneous | | 87,928 | 144,710 | 232,638 |
| | | 2,456,691 | 878,770 | 2,335,461 |

Work was also undertaken on an agency basis for North Borneo Electricity Board and Far East Land Forces.

Private and Commercial Buildings

The growth of all towns and villages continues, and in the former, larger buildings of more sophisticated design indicate the greater awareness of the people that North Borneo is no longer a 'backwater' in the world. The old open-fronted shop is now often equipped with attractive glass window display cabinets and the first self service grocery store and well furnished fully air conditioned restaurant bars have been opened.

The urge for greater educational facilities has spurred the building of many new schools of very varied standards. Many of these are built for the missions who have also constructed churches and other religious buildings.

Domestic dwellings are still largely of timber but the old galvanised iron roof has been replaced by asbestos sheeting. The majority of houses are now painted in a wide range of colours and contrast greatly with the weathered planks of the old.

No private housing estates have yet been built but Jesselton Town Board built a number of temporary houses for sale on a long term loan basis to native families displaced by a reclamation scheme.

Building Materials

There have been no new materials of particular note introduced during the year although a copper roof on a part of Jesselton air terminal was probably the first use of this material in North Borneo.

Bitumen covered corrugated iron roofing recently introduced on a few buildings has given concern due to blistering. This is now being investigated by a research establishment in the United Kingdom. Polystyrene ceilings have been successful after initial trouble from wind causing the sheets to flex beyond breaking point.

SOCIAL WELFARE

Social Welfare Council

The Social Welfare Council, which was first appointed in 1954 met three times 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 come from two sources; firstly, from the proceeds of social welfare lotteries organised by the Royal North Borneo Turf Club, which is licensed to carry out six such lotteries annually, and secondly, from direct votes from Government. The total amount of money available during the year from these sources was \$95,041.60. The Council does much useful work in advising the Commissioner of

Labour and Welfare 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 rare.

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 a 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. The institute in Sandakan was rebuilt in 1956 to accommodate 100 persons and that in Jesselton, which was rebuilt in 1958, has accommodation for 120 inmates. During 1959 the average number of inmates was 209.

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 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 |
| 1958 | ... | ... | ... | ... | 16,000 |
| 1959 | ... | ... | ... | ... | 15,000 |



(Broadcasting and Information Department).

A Dusun woman from Penampang wearing a ceremonial head-dress

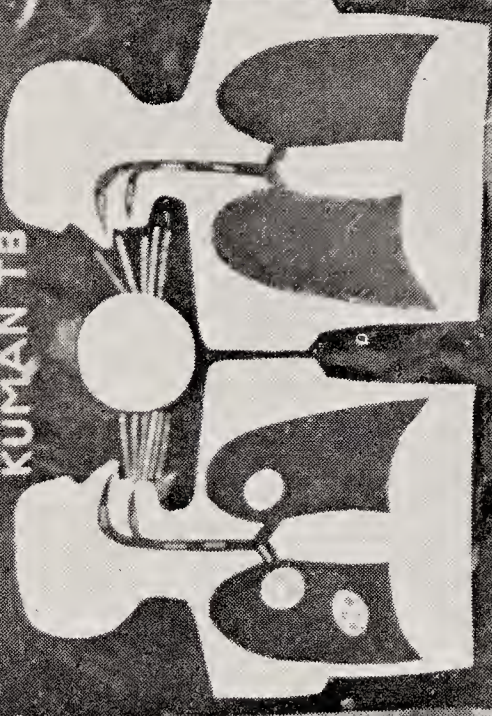
APA MACHAM SAKIT
SARIAWAN MELARAT

KUMAN TB

BERLUDA

(Broadcasting and Information Department).

88 TB
N4
KUN



During the year the Board approved subsistence relief totalling \$16,690.00, which sum included both monthly allowances and food. At the end of the year some 180 persons were receiving such assistance. The Fund contributed also towards the cost of educating the children of War Victims who could not afford their school fees in full; in special cases the entire maintenance of children at boarding schools was paid. In 1959, \$14,122.00 was spent in assisting 103 children.

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 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 three new young offenders were sent to the Boys' Home in Kuching and one was returned to North Borneo from this Home. Assistance and advice in settling down has been given him by the Department of Labour and Welfare. In addition, advice or attendance by a member of the Department was given in 41 Court cases.

Prison Welfare

All prisons and lock-ups are visited regularly by Prison Justices and Prison Visiting Committees. For further details see page 122.

Red Cross Society

The North Borneo Branch of the British Red Cross Society, formed on 1st April, 1948, is organised on the basis of two Divisions in Jesselton and Sandakan respectively; seven Centres in Kudat, Kota Belud, Beaufort, Labuan, Ranau, Lahad Datu and Semporna and Group Representatives at Keningau, Papar and Bundu Tuhan. There are Detachments at Jesselton, Sandakan, Kota Belud, Ranau and Labuan. In addition, there are Junior members including Cadet Units and Links. The Headquarters of the Branch are at Jesselton, and the work is greatly aided by the services of a London Headquarters Field Officer who spends most of her time in North Borneo, but also visits Sarawak and Brunei to forward the work of Red Cross there.

Satisfactory progress was reported for the year 1959. The enthusiasm and efficiency with which all members worked resulted in appreciable expansion of the Red Cross activities throughout the Colony.

In 1959 membership of the Branch was 1,225 compared with 1,171 in 1958. Fund raising in 1959 realised \$25,964, and in addition \$23,987 was received from the Social Welfare Council.

Throughout the year the Society continued with lectures in First Aid, Home Nursing, Hygiene and Occupational Therapy, followed by examinations, which generally had excellent results.

The good work of the various Centres continued, and progress reported is very evident at Labuan, Kota Belud and Beaufort, both in Field and Welfare work. This includes regular visits to local hospitals and distribution of milk and provisions to welfare cases. All centres were visited at least once during the year by the Field Officer.

During the year assistance was given, in particular, to ten cases of blindness and one poliomyelitis, and three boys were sent overseas for the fitting of artificial limbs.

One boy was sent to Australia for an operation for a pituitary Adenoma which was successful.

Fire victims in Jesselton, Beaufort and Kota Belud were greatly assisted by the Red Cross, and help included food and clothing.

During the visit to the Colony of His Royal Highness the Duke of Edinburgh, detachments were out in force to join in the welcome, and during the visit, with members of St. John's Brigade, manned First Aid Posts.

St. John Ambulance Association and Brigade

Again steady progress was maintained throughout the year.

There was a marked increase in the usual activities such as public functions, sports and race meetings attended by the First Aid teams of the Brigade. Highlight of the year was the visit of His Royal Highness the Duke of Edinburgh, and on this occasion the Brigade provided First Aid Services in conjunction with the Red Cross Society.

A new Volkswagen ambulance in Jesselton provided a much needed service, and enabled the Bedford ambulance formerly used by Jesselton to be transferred to Papar. The ambulance in Tawau continued to supply the only service there.

Organization of First Aid and Home Nursing classes continued during the year.

Boy Scouts

The year has seen a continued increase in enrolment, there being 372 more scouts and scouters than in the previous year. The most significant increase was in the number of Wolf Cubs which rose nearly 100 per cent to a total of 225. There were also substantial increases in the number of Senior Scouts and Rovers,

while the number of "under 15" scouts was well maintained. The total number of uniformed members of the Association was 1,441.

With the help of I.H.Q. of the Boy Scouts Association, London, North Borneo obtained the services of an Organizing Commissioner who has spent a year in the Colony visiting and training all groups, running training courses, and, generally, inspiring and stimulating better Scouting. One result of his efforts has been the increase of registered Groups to fifty-eight, six of which are open groups while the rest are sponsored by educational agencies.

There are now six Local Associations, for Tawau, Sandakan, Keningau, Beaufort, Labuan and the West Coast.

A North Borneo contingent attended the World Jamboree held outside Manila, Philippines, in July and August, 1959.

A training camp has been opened on a delightful site near the beach at Kuala Petagas, Jesselton, and has been named, "Gray Park". Patrol huts and a central administrative building have been erected, and a successful Wood Badge course was the first of many camps and training courses to be held there.

Girl Guides

Although not such an eventful year, perhaps, as others, there have been new developments and progress in the whole Colony. Three Cadet Companies have been registered, one on the East Coast and two in the Jesselton District, while the arrival of a Headquarters' Training Commissioner has made regular training possible, and has done much to stimulate interest in camping. Guides from North Borneo represented the Colony at an International Camp held in Australia.

An event which will be long remembered by all the Guides and Brownies was the visit of His Royal Highness the Duke of Edinburgh, and the Guide stall at the Colony Exhibition was well displayed with contributions from all districts.

In January the Overseas Commissioner, Miss McSwiney, paid a visit, and brought encouragement and greetings from Headquarters.

North Borneo Anti-Tuberculosis Association (NOBATA)

The Association was registered in 1953 as a local voluntary social welfare organisation to help TB patients and their families, and to spread information about the symptoms, effects and control of the disease.

The Association depends on voluntary contributions from the general public and also receives much assistance from the Social

Welfare Council, who give a grant at the rate of one dollar for every dollar the Association collects from the public.

During the year NOBATA distributed U.N.I.C.E.F. milk to the families of patients. About two-thirds of the total expenditure was used in providing extra food for the families of men in hospital and for outpatients and their families. A large proportion of the remainder was spent in paying the fares of outpatients going to get treatment, and of people who have been in close contact with an infectious case of TB going for examination.

In 1959 a limited amount of diversional therapy was arranged in the hospitals and at the Colony Exhibition in March the Association ran a stall selling these handicrafts, and at the same time giving information about the work and extent of NOBATA.

There are Branches in almost all main centres of population and in some of the smaller ones too.

NOBATA has continued to employ a qualified dresser to go out to give treatment in villages near Jesselton. In addition to him, there are now two Welfare Visitors working in the Jesselton area. The volume of work was increasing so much that the team of voluntary workers could not cover it all.

Rotary International

The two Rotary Clubs in the Colony at Jesselton and at Sandakan have continued to flourish and in pursuance of the Rotary ideal of "Service above Self" have played their part in the field of community service.

The Jesselton Club has sponsored and successfully completed a sports pavilion on the Royal North Borneo Turf Club grounds at Tanjong Aru to provide changing facilities for the sportsmen taking part in the increasing number of functions being held there.

The Club also organised during the year the first Jesselton Flower Show and donated a challenge cup named after the late Dr. T. C. Pan, himself a leading Rotarian, for the best entry in the Orchids section.

In Sandakan, the Rotary Club sponsored the Boy's Scout Hut and was also active in other fields. Two crippled children, both polio victims, were sent to Sydney for treatment; a Guide Book to Sandakan was printed and put into circulation; tourist sign boards were installed at the Customs shed and at the airport, whilst bicycle sheds were erected in the town and playgrounds were built at various kampongs.

In Jesselton, the Rotary Inner Wheel Club, composed of the wives of Rotarians, rendered considerable assistance to Rotary Club projects,

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-seven Ordinances were enacted.

The most important single new Ordinance is the Military Manoeuvres Ordinance, which is designed to make possible the use of areas of the Colony for manoeuvres by units of Her Majesty's forces and by forces of allied nations. This Ordinance provides that the Governor may provide generally that manoeuvres may be carried out in any particular part of the Colony for a specified time or that he may by proclamation declare specific manoeuvre areas which will remain manoeuvre areas for use by military units as and when required. There is also provision for the Governor to declare target areas, it is only within properly declared target areas that missiles from live-firing may be impacted. The Ordinance provides full procedure for notifying persons who may be adversely affected by military manoeuvres and for the payment of compensation.

An important group of Ordinances are those connected with financial matters. An Excise Ordinance was enacted to make possible the collection of excise duty on articles which had not previously been manufactured in the Colony and which had therefore yielded revenue in the form of customs duty. A Local Loans Ordinance was also enacted to make practicable the raising of loans within North Borneo and in the countries of South East Asia. The Loan 1955 and the Loan 1957 Ordinances were both amended in order to enable the whole or part of any loan authorised under those Ordinances to be raised by means of Exchequer Loans. Other financial legislation included the normal appropriation provisions.

An important Ordinance enacted is the Essential Services Arbitration Ordinance which makes special provisions for the settlement of disputes in services essential for the life of the community. These essential services are declared to be electricity

services, fire services, health services, hospital services, sanitary services and water services; the Governor in Council is empowered to add other services to the list. In those services a strike or a lock-out is not permitted except in certain specified circumstances. The Ordinance establishes an Essential Services Arbitration Tribunal whose duty is to adjudicate on trades disputes in essential services.

The year has also seen a considerable step-forward in the modernisation of the legislation relating to the administration of justice. An entirely new Penal Code and Criminal Procedure Code have been enacted. In view of the fact that North Borneo and Sarawak have a combined Judiciary the new Ordinances enacted in North Borneo have been related as closely to those already in force in Sarawak as possible. There have been several other Ordinances enacted to the same purpose. The Inquests Ordinance repeal and replace legislative provisions contained in the old Criminal Procedure Code. The Ordinance relating to Reciprocal Enforcement of Judgments has also been repealed and replaced. A completely new Maintenance Ordinance has been enacted to improve the law with regard to maintenance of wives and children.

One other Ordinance which requires specific mention is the Marriage Ordinance. This Ordinance does not attempt to provide a complete code of marriage law for the differing races of the Colony. It is an interim measure until such a project can be introduced. It does, however, provide during the interim period for a minimum age of marriage, for consents to marriage and for registration of marriages.

Other Ordinances enacted during the year are as follows:

Christian Marriage (Amendment), Courts (Amendment), Immigration (Amendment), Interpretation (Amendment), Labour (Amendment), Local Authorities (Special Provisions), Municipal and Urban Authorities (Amendment), Native Courts (Amendment), Opium and Chandu (Amendment), Police Force (Amendment), Rural Government (Amendment), Telecommunications (Amendment) and Town and Country Planning (Amendment and Validation).

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. The basis of the criminal law is the Indian Penal Code with certain modifications. By the Application of Laws Ordinances (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 Ordinances, 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.
- (3) The Native Courts.

The Supreme Court of Sarawak, North Borneo and Brunei is established by the Sarawak, North Borneo and Brunei (Courts) Order in Council, 1951. The Chief Justice, head of the Supreme Court, has his seat in Kuching but pays periodical visits to North Borneo each year. The Chief Justice stays for a short period in North Borneo each year to deal with High Court cases. The Judges of the Supreme Court are appointed by the Governors on behalf of Her Majesty and His Highness the Sultan of Brunei by Letters Patent under the Public Seal and the Judges have jurisdiction over the three territories.

Four Sessions of the Court of Appeal were held at Jesselton during the year, 1959. Judges came from Sarawak in order to constitute the Court which is presided over by the Chief Justice. There is only one Judge resident in Jesselton.

The Judge in North Borneo visited Kuching, Sarawak, as a member of the Court of Appeal there. The High Court in North Borneo sits chiefly in Jesselton but has also visited other districts on circuit.

The Honourable Sir Ernest Williams, Chief Justice of Sarawak, North Borneo and Brunei retired in March, 1959. The Senior Puisne Judge, acted as Chief Justice for the remainder of the year. The Registrar of the High Court is concurrently the Administrator-General. In his work in the High Court Registry, he is assisted by a Deputy Registrar.

There is one full-time professional Magistrate. He is stationed at Jesselton, but goes on circuit to Sandakan, Tawau, Beaufort, Tenom, Keningau and other districts to hear cases. In his absence from Jesselton the Registrar and other Magistrates from the Administration are called upon to deal with cases that require speedy disposal.

The other Magistrates are drawn from the Administration. Of these there are gazetted thirty-two Magistrates of the First Class, twelve 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 year under review there were ten Advocates practising in the Colony. Of these, three were resident in Jesselton, one in Sandakan and two in Labuan. The others were from Singapore.

In the High Court, civil litigation in the main consisted of actions for the recovery of money lent, or money for goods received. There were, however, several cases of damages arising out of negligence in tort under the Law Reform (Miscellaneous Provisions) Act, 1934 and under the Fatal Accident Acts, 1846 to 1864.

Following upon the amendment of the Penal Code (Ordinance 3/59) the Criminal Procedure Code (Ordinance 4/59), and the Courts Ordinance (Ordinance 5/59) which came into force on 1st August, 1959, the Criminal and Civil jurisdictions of the Magistrates have been enhanced.

Native Courts

Quite distinct from the Magisterial Courts are the Native Courts, of which there were thirty-five 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 Native Court of Appeal, which is composed of a Judge of the Supreme Court as President, the President of the residency in which the original proceedings took place and one Native Chief appointed by the Governor in each case to be a member of the Court.

A record of the work of the Courts of the Colony during 1959 will be found in Appendix VIII.

POLICE

Organisation

The Headquarters of the North Borneo Police Force are situated at Marina Barracks, Kepyau, some five miles from Jesselton. Also at Kepyau is 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 Interior Residency.

The Headquarters of the East Coast Division is at Sandakan and comprises three Police Districts, having a total of eight Police Stations. Each Police District is commanded by a Gazetted Police Officer and the whole Division by an Assistant Commissioner of Police. The Marine Branch of the Force is also based in Sandakan and is responsible for patrolling the East Coast and manning 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 three Police Districts with a total of eight Police Stations. Two Districts are under the charge of Inspectors and one District under the Senior Administrative Officer.

Establishment and Strength

In 1959 the establishment was increased by four Sergeants. The clerical establishment was correspondingly reduced by four clerks.

The Establishment and Strength for 1959 were as follows:

| | | <i>Establishment</i> | <i>Strength</i> | |
|-------------------|-----|----------------------|-----------------|--------------|
| | | 1959 | 1.1.59 | 31.12.59 |
| Gazetted Officers | ... | 24 | 21 | 22 |
| Inspectors | ... | 33 | 33 | 33 |
| Sergeants Major | ... | 20 | 18 | 18 |
| Sergeants | ... | 72 | 51 | 53 |
| Corporals | ... | 113 | 110 | 118 |
| Constables | ... | 754 | 771 | 750 |
| Rural Constables | ... | 26 | 24 | 26 |
| P. I. Es. | ... | 13 | 13 | 13 |
| Teachers | ... | 1 | 1 | 1 |
| TOTAL | ... | <u>1,056</u> | <u>1,042</u> | <u>1,034</u> |

The racial composition of the Force on 31st December, was twenty-one Europeans, 574 Dusuns, 162 Muruts, ten Malays, fifty-six Chinese, thirty Indians, (of which eighteen are Sikhs), eleven Pakistanis, sixty-seven Bruneis and 103 Others.

Police Reserve and Special Constabulary

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. They were recalled for duty during the visit of H. R. H. The Duke of Edinburgh to the Colony in March, 1959.

The number of Reservists increased by nine during the year and stood at 204 on 31st December.

There has been little change in the activities of the Special Constabulary during the year. Recruitment has again been disappointing but is understandable considering the many other organisations particularly in the towns which make calls on spare time, such as Red Cross, St. John Ambulance and the Volunteer Fire Brigade.

Recruits and Training

The authorised establishment for recruits remained at fifty, but it was only found necessary to recruit forty-six men during 1959. The educational standard of men being recruited, although varying considerably, continues to improve. Although, as in previous years,

the majority of the recruits were Dusuns and Muruts, all of the small number of Chinese recruits successfully completed the course, gaining high marks.

| <i>In Training</i> | | | <i>Completed Training</i> | | |
|--------------------|-----|-----------------|---------------------------|-----|-----------------|
| On 1.1.59 | ... | 83 | In 1959 | ... | 127 |
| Recruited | | | Discharged as un- | | |
| during 1959 | | 46 | suitable | ... | 2 |
| | | | In training on | | |
| | | | 31.12.59 | ... | Nil |
| | | <hr/> 129 <hr/> | | | <hr/> 129 <hr/> |

Six refresher courses were held during the year, attended by a total of ninety-one men, and proved most satisfactory. It was not found possible to hold promotion courses but it is hoped to start them again in the near future. An English class was also held in the evenings at the Depot and was well attended.

There are four Platoons of Mobile Force Personnel. Three of these stationed in Jesselton completed their training in jungle warfare and internal security. A jungle training camp was built by them during the year on Pulau Gaya off Jesselton to be used for annual training. Training of these Platoons has also been carried out in the Tamparuli-Kota Belud area.

The fourth Platoon is stationed in Sandakan where owing to limited facilities training has been carried out on a much reduced scale.

A three-weeks combined Army/Police training exercise "Cutlass Sharp" took place in September, men of the 1/10 Princess Mary's Own Gurkha Rifles and three Mobile Force Platoons taking part. The Police taught jungle survival and in turn learnt the use of modern weapons in conjunction with fieldcraft.

Discipline, Morale, Health and Welfare

Discipline and Morale remains at a high standard throughout the Force, but there is a danger that the shortage of married quarters, which is still causing hardship in many cases, and is the reason for many men not signing on again at the end of a period of engagement, might in the long term have a damaging effect on morale.

A central canteen fund is maintained at Police Headquarters with contributions received from the Depot canteen and the canteens run in the Police Districts. This fund is used to promote welfare in all stations and provides much of the indoor and outdoor recreational and sporting equipment. This is the only fund to which personnel contribute. The prices of commodities sold are determined by Committees composed of all ranks and the small profits which are made in the canteens form the contributions to the Central Fund.

Police teams and individuals have continued to do well throughout the year in all forms of sports.

There were no major epidemics among personnel in any area during the year but Asian 'flu caused considerable loss of working hours. The health of the Force as a whole remains good. Ten cases of tuberculosis and two deaths were reported.

Clinic

A Clinic is held at the Depot once a week for the families of men stationed in the Jesselton area and many of the wives have now been attending for some years with very beneficial results.

Comparative figures for attendance at the Clinic are as follows:

| | 1955 | 1956 | 1957 | 1958 | 1959 |
|----------------------------|-------|-------|-------|-------|-------|
| Number of clinics held ... | 51 | 52 | 47 | 50 | 51 |
| Attendance ... | 3,540 | 4,336 | 4,168 | 4,492 | 4,364 |

At Sandakan the wives are able to take advantage of facilities offered by the Health Centre and in smaller Stations the Officer-in-Charge, or his wife, do their best to ensure that the good health of the families is maintained.

Band

Originally a platoon of the Mobile Force, the Band no longer discharges this function but is trained to deal with Civil disturbances.

1959 was an extremely busy year for the band. Beginning with the visit of H. R. H. The Duke of Edinburgh as the Jesselton first major event and ending with Carols by Candlelight on the town padang at Christmas, in all forty-eight engagements were fulfilled. These included visits to outstations, concerts for the General and T. B. hospitals and the Radio Sabah Music Society, in addition to Guards of Honour and Ceremonial Parades.

Thirteen new instruments were purchased during the year and the music library more than doubled. The library now includes modern popular music.

Transport

Seven personnel carriers, one 3-ton lorry, seven landrovers and ten motor cycles comprised the Force Transport at the end of the year. No new vehicles have been acquired. Transport remains inadequate and it has been necessary during the year to borrow from the Public Works Department.

Minor repairs and maintenance have been carried out by Force personnel and all major repairs by the Public Works Department Workshops.

Marine Branch

Operational craft at the end of the year consisted of three 70/75-foot seagoing launches, five 37-foot seagoing kumpits and one small harbour launch. One small patrol kumpit has been unserviceable for almost the entire year. Marine personnel continued to man the Administrative launch at Beluran.

Although a better average of days at sea has been maintained than during 1958, the kumpits continued to give engine trouble throughout the year. However, a new Perkins P. 4M Diesel Engine has been tried out in a kumpit and has proved most satisfactory over a long period. This type of engine will be used in future as engine replacements become necessary.

The training of crews continued. Six Corporals and one Constable took and passed the Marine Department Examinations and became Grade I Serangs. Two Constables took and passed the Grade II Engineering Examinations. All training was carried out whilst the launches were on patrol.

As in 1958, all craft have continued to maintain radio contact with each other and with the shore stations.

In comparison with 1958, the three main launches showed a slight reduction in days at sea, mainly owing to the fact that they all required more maintenance than during the previous year. It was also necessary to reduce the patrol activity of these launches through lack of funds.

The total mileage steamed during 1959 was 53,593 compared with 67,046 in 1958.

Throughout the year there has been much activity in the Tawau Area and during one patrol, one of the main launches successfully pursued and overhauled a kumpit which was pirating a barter trader; this action led to the conviction of the crew, two members of which received five years imprisonment.

During the year 622 craft were stopped and searched and sixty-two craft with eighty three persons were arrested.

Joint patrol operations, mainly in the Tawau and Celebes Sea areas, were carried out in conjunction with H. M. Ships and a good liaison was maintained with the Philippine Navy.

Radio Communications

There are H. F. radio sets at Police Headquarters, most Police Stations and on all the seagoing launches and kumpits. In addition, the Jesselton and Tawau areas are now each served by a V. H. F. network, the last being installed in 1958. All radio sets are installed and maintained by the Posts and Telegraphs Department.

The Police Headquarters, Divisional Headquarters, Sandakan and Tawau Police Station maintain watches throughout the twenty-four hours. Daily schedules are also maintained from Police Headquarters with the Sarawak Constabulary and the Brunei Police.

Buildings

The only buildings to be completed during the year were a small Police Station at Beluran and an Office for the Special Branch at Labuan.

Crime

The incidence of offences against the Penal Code is low when compared with more developed territories of South-East Asia and such a situation is due partly to the fact that full employment is the rule at present in the Colony and partly to the inherent honesty of the people. Detailed crime statistics are to be seen at Appendices A and B. Since 1956 figures have fluctuated little and, at the end of 1959, showed a rise of seven per cent over the four years which, in the light of the rise in population and the expanding economy of the country reflects a remarkably steady situation. This trend may be seen from the following comparative tables:

Penal Code Offences

| <i>Accepted Cases</i> | | 1956 | 1957 | 1958 | 1959 |
|---------------------------------------|--|------|------|------|------|
| Offences against Lawful Authority ... | | 46 | 43 | 48 | 53 |
| Offences against Public Morality ... | | 19 | 8 | 12 | 13 |
| Offences against the Person ... | | 94 | 124 | 128 | 141 |
| Offences against Property ... | | 553 | 554 | 651 | 567 |
| Other Penal Code Offences ... | | 13 | 17 | 19 | 7 |
| TOTAL ... | | 725 | 746 | 858 | 781 |
| Percentage settled ... | | 59% | 54% | 53% | 59% |
| Persons convicted ... | | 440 | 383 | 448 | 495* |

* This figure does not include four cases still pending trial.

NOTE:—Included in these figures is a substantial increase of eighty-four per cent in the number of serious (triable by the High Court) Penal Code Offences over the four-year period.

With the rehabilitation and growth of the towns and the improvement and extension of roads, there has been an upward swing of forty-two per cent in accepted offences against the Ordinances of North Borneo since 1956. The rise of thirty-seven per cent is particularly noticeable in reported traffic contraventions over the same four-year period, but the rise applies also, to a lesser extent, to Immigration and other laws. Whilst this trend is a natural one and, if economic progress proceeds apace, may be expected to continue, it is an administrative rather than criminal problem. The statistics are set out in Appendix C. The following table indicates the comparative levels since 1956:

| | 1956 | 1957 | 1958 | 1959 |
|--------------------------|-------|-------|-------|--------|
| Reported Cases ... | 2,876 | 2,056 | 3,293 | 3,627 |
| Police Warnings/Rejected | 1,065 | 623 | 1,060 | 1,056 |
| Accepted Cases ... | 1,811 | 1,433 | 2,233 | 2,571 |
| Persons Convicted ... | 2,091 | 1,537 | 2,635 | 2,421* |

* This does not include four cases pending trial.

Details of juveniles and young persons convicted under the Penal Code are to be seen by age group at Appendix D and by races at Appendix E. In this respect it cannot be said that the last four years shows any appreciable change, numbers having fluctuated between 113 and 127. It is noticeable, however, that forty-two per cent of the persons convicted of thefts are under twenty-one years of age and of these sixty-seven per cent are under eighteen years of age.

The Fingerprint Bureau received 1,245 criminal enquiries during 1959 of which 274 or twenty-two per cent were traced. A two hand collection is maintained and this has been built up to a collection of 8,892 since the last war when all records were destroyed. 773 new sets of fingerprints were added during the year.

Immigration

The Commissioner of Police is Commissioner of Immigration assisted by a Staff Officer at Headquarters and his O. C. P. Ds. who are also Assistant Commissioners of Immigration. The Staff remained the same as 1958 with thirteen P. I. Es and thirteen Clerks throughout the Colony.

There has been an overall increase in the number of passengers handled and an increase in shipping.

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

| | | 1957 | 1958 | 1959 |
|------------------------------|-----|-------|-------|--------|
| Passports, New ... | ... | 761 | 878 | 645* |
| Passports, Renewals ... | ... | 248 | 275 | 353 |
| British Emergency | | | | |
| Certificates ... | ... | 61 | 126 | 158 |
| Certificates of Identity ... | ... | 2,175 | 2,325 | 3,535 |
| Visas ... | ... | 608 | 903 | 883 |
| Entry Permits ... | ... | 104 | 142 | 115 |
| Labourers Permits ... | ... | 3,630 | 4,494 | 4,336 |
| TOTAL ... | ... | 7,587 | 9,143 | 10,025 |

* This figure does not include fifty passports issued to North Borneo citizens by Immigration Authorities outside the Colony.

Shipping, aircraft and passenger statistics (at point of first entry) are as follows:

| | | 1957 | 1958 | 1959 |
|-----------------------|-----|--------|--------|--------|
| <i>Labuan</i> | | | | |
| Ships ... | ... | 1,737 | 1,437 | 1,556 |
| Aircraft ... | ... | 2,867 | 2,033 | 1,460 |
| Passenger-in ... | ... | 12,979 | 10,646 | 10,025 |
| Passenger-out ... | ... | 13,676 | 11,749 | 10,994 |
| Passenger-transit ... | ... | 10,269 | 8,934 | 10,267 |

| | | | 1957 | 1958 | 1959 |
|-------------------|-----|-----|--------|--------|--------|
| <i>Sandakan</i> | | | | | |
| Ships | ... | ... | 1,421 | 1,307 | 1,182 |
| Aircraft | ... | ... | 6 | — | 7 |
| Passenger-in | ... | ... | 12,219 | 9,662 | 9,892 |
| Passenger-out | ... | ... | 12,339 | 9,470 | 9,428 |
| Passenger-transit | ... | ... | — | 1,634 | 1,093 |
| <i>Tawau</i> | | | | | |
| Ships | ... | ... | 3,766 | 3,469 | 4,071 |
| Aircraft | ... | ... | — | — | — |
| Passenger-in | ... | ... | 21,082 | 17,890 | 21,282 |
| Passenger-out | ... | ... | 21,063 | 17,890 | 20,228 |
| Passenger-transit | ... | ... | — | 135* | 170 |

* This figure was not included in 1958 Report as it was not available at the time.

Jesselton

| | | | | | |
|-------------------|-----|-----|---|---|-------|
| Ships | ... | ... | — | — | 121 |
| Aircraft | ... | ... | — | — | 205 |
| Passenger-in | ... | ... | — | — | 4,833 |
| Passenger-out | ... | ... | — | — | 3,008 |
| Passenger-transit | ... | ... | — | — | — |

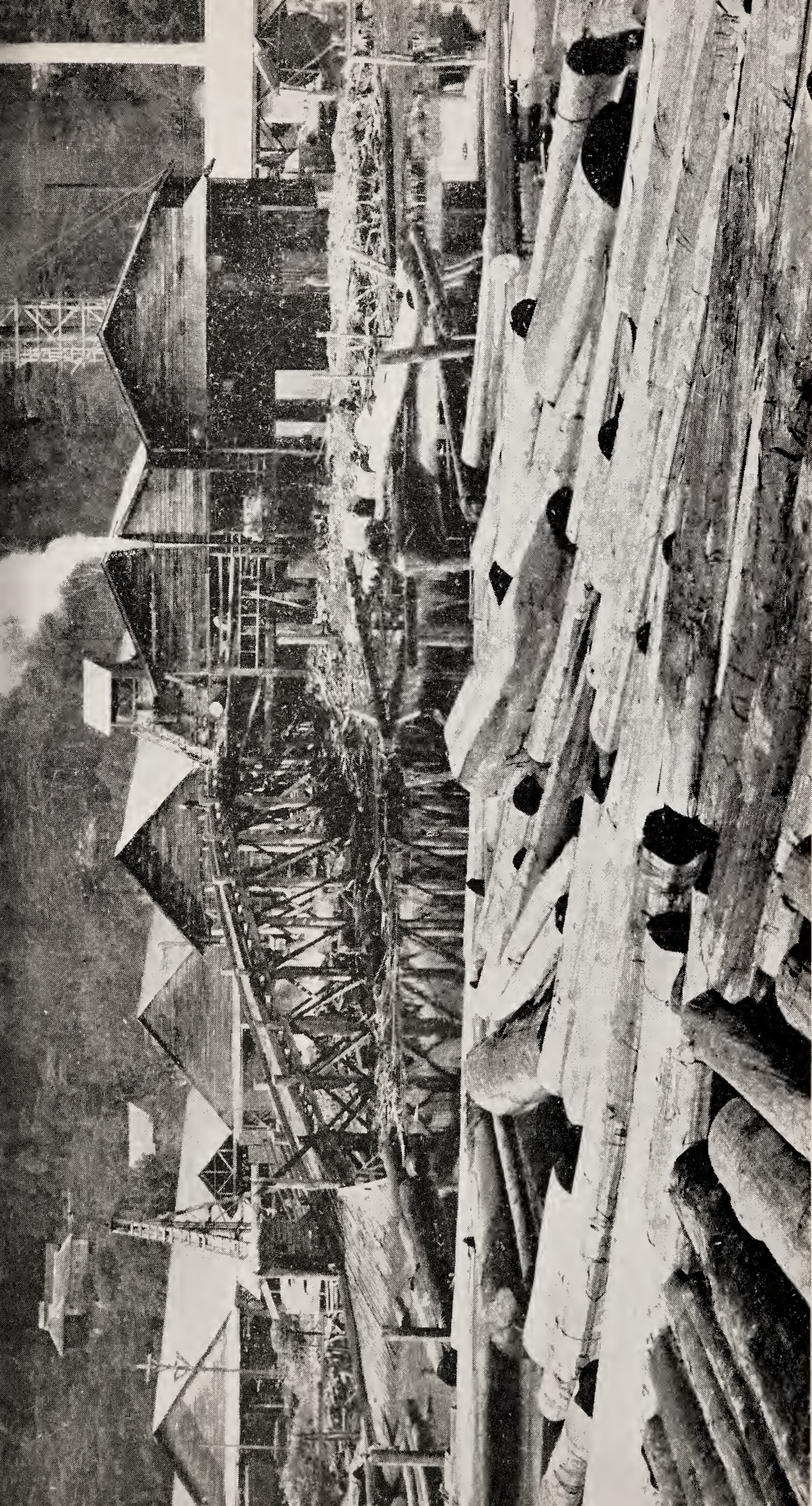
Other Ports

| | | | | | |
|-------------------|-----|-----|-------|-------|-------|
| Ships | ... | ... | 326 | 1,636 | 1,714 |
| Aircraft | ... | ... | — | 127 | — |
| Passenger-in | ... | ... | 4,821 | 6,310 | 6,309 |
| Passenger-out | ... | ... | 3,839 | 5,449 | 5,272 |
| Passenger-transit | ... | ... | — | — | — |

NOTE:—Jesselton has been included for the first time this year, having previously been embodied under the heading—Other Ports.

Forty applications were received in connection with investment possibilities and twenty-three of these have already been approved. Interest in development and business potentialities continues to be shown in Hong Kong, the Philippines and to a lesser extent, Singapore and Malaya.

Government continued to maintain a Liaison Officer in Hong Kong to implement the scheme for the entry of agricultural workers to the Colony. Applications received for entry under these schemes were more than during 1958. Sixty-two families arrived, all of whom had been applied for by three major estates in the Colony.



One of the many log-ponds and saw-mills on the East Coast.

(Broadcasting and Information Department).



(Broadcasting and Information Department).

Extracting timber at Kalabakan.

PRISONS

Organisation

The Prisons Department is administered by the Commissioner of Police as Commissioner 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 prison at Sandakan and in addition there are seventeen prisons 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, except those who are sentenced to twelve months or more who are all transferred to the Central Prison at Jesselton.

Staff

There were no alterations in the staff establishment during the year, but efficiency, good conduct, and long service allowances were introduced. It has still not proved possible to recruit a suitable candidate for the post of Principal Officer.

The staff work a 48-hour week with one day off each week and time off in lieu for all work performed on Public Holidays.

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

| | | | | <i>Establishment</i> | | <i>Strength</i> | |
|-------------------------|-----|-----|-----|----------------------|--------|-----------------|--|
| | | | | 31.12-58 | 1.1.59 | 31.12.59 | |
| Gazetted Officers | ... | ... | ... | 1 | 1 | 1 | |
| Principal Officer | ... | ... | ... | — | — | — | |
| Chief Warders | ... | ... | ... | 2 | 1 | 2 | |
| Assistant Chief Warders | ... | ... | ... | 2 | 2 | 2 | |
| Senior Warders | ... | ... | ... | 7 | 7 | 5 | |
| Warders | ... | ... | ... | 50 | 50 | 51 | |
| Wardresses | ... | ... | ... | 3 | 3 | 3 | |
| Trade Instructors | ... | ... | ... | 1 | 1 | 1 | |
| Clerks | ... | ... | ... | 2 | 2 | 2 | |
| | | | | — | — | — | |
| | | | | 68 | 67 | 67 | |
| | | | | — | — | — | |

Discipline and Health

Prison Offences showed an increase during the year. Twenty-two disciplinary offences were committed by the prison staff as compared with twenty-four in 1958, whilst there were seventy-one offences committed by prisoners against regulations as compared with thirty-nine in 1958.

There were three escapes during the year and all were recaptured.

The standard of health and cleanliness in the prisons was very good throughout the year. There was only one death during the year and that was a suicide which occurred at the Central Prison.

Trained hospital dressers are stationed at Jesselton and Sandakan prisons and Medical Officers visit all prisons 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. There is also an Earning Scheme and the rates of pay range from forty-five cents (approximately 1s. 0d.) per week to two dollars forty cents (approximately 5s. 7d.) per week.

Long sentence prisoners are taught trades in the Central Prison. There are workshops for tinsmiths, carpenters, cobblers, blacksmiths, tailors and cane work. 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 two concerts devised by themselves during the year. A radio has been obtained and is installed in the Mess Hall. Selected prisoners are taken to the beach on Sunday afternoons for swimming.

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.

Education Classes with the exception of the English Class were continued and were very popular. It is hoped that the English Class will start again early next year when the voluntary Teacher has returned from leave. Only the Literacy Class is compulsory.

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

1,062 male and seventeen female prisoners were committed during the year and of these 582 males and sixteen females were sentenced to imprisonment.

Juvenile Delinquents

The number of juveniles admitted on remand decreased from fifteen in 1958 to thirteen in 1959. Five were convicted, of whom three were committed to the Sarawak Boys' Home, Kuching, and two were sentenced to less than one month.

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 and two Assistant Directors. The Departmental Headquarters which are at Jesselton, include the specialist branches of Architecture, Hydraulic, Mechanical and Electrical, and Roads, each under a senior Executive Engineer. A Divisional organisation has been set up with six divisions under Executive Engineers for Jesselton, West Coast Outstations, Sandakan, Tawau, Interior and Labuan respectively. Although the senior staff has been brought up to full establishment, there is still a shortage in the junior technical and professional grades.

Expenditure

Expenditure during the year amounted to approximately \$17.03 million, of which \$2.45 million were met from Colonial Development and Welfare Funds and \$2.36 million from Loan Funds. Personal emoluments amounted to \$1.59 million or 9.34 per cent of the Department's total expenditure during the year. The cuts of 1958 had not been completely reinstated and there was a lag in new development works due to the delay in producing a new Development Plan. The increasing overheads reflect the continual expansion of the Department's activities in the outstations.

Wharf Construction

Work commenced on new Customs Offices and Godowns at Jesselton and at Tawau piling commenced on the new 650 feet deep water berth.

Sewerage

The construction of the various sewerage schemes designed by a team of the World Health Organisation continued. Schemes are already in operation in Jesselton, Sandakan, Labuan, Beaufort and Tenom. Departmental designs were adopted for Kota Belud and Kudat and construction completed during the year.

Reclamation

The Kampong Ayer reclamation scheme continued throughout the year. In addition to dredging, fill was obtained from hill sides behind the town. At Sandakan, reclamation at Kampong Glam

was completed. Reclamation at Tawau for the new wharf section was also completed. An additional scheme was commenced at Jesselton to reclaim mangrove swamps for residential purposes, the fill coming from the excavation of a hill top to form the site for a new Government House.

Air Fields

The new Jesselton runway and terminal buildings were completed early in the year in time for the Royal Visit and site works continue on the improvement of the margin and drainage. Owing to revised requirements of the aircraft operating company, the work was no sooner completed than it necessary to extend the runway by a further 600 feet to accommodate Viscount Aircraft. This extension was completed by mid-December, and the use of these aircraft has considerably reduced the flying time to Singapore. Investigations showed that it is still possible to extend the runway to the South should further increase in the size of aircraft demand it.

Final agreement regarding the reconstruction and strengthening of Labuan main runway was reached and a contract for the supply of aggregate from a new quarry opened on an adjacent island, was in progress by the year's end.

In Sandakan, it was necessary to close the taxi-way, but plans and estimates were prepared for its reconstruction as soon as funds are available.

At Lahad Datu, a new Control Tower incorporating Rest House facilities was built. Test flights by R.A.F. Dakota aircraft were made at Kudat, Lahad Datu and Tawau.

General

In addition to the branches listed above, the Department operates Mechanical Workshops and Transport Depot for the maintenance of all plant, equipment and transport. The base workshops are at Jesselton, but outstations all have first line repair shops of varying capacities. An Electrical Maintenance Section was also commenced during the year. The Soil Laboratory also continued to give valuable service.

The year was notable for much heavier rainfall which seriously interfered with work in the latter half of the year and rendered many of the earth roads impassable.

WATER

The Public Works Department is responsible for the water supplies in all the larger towns in the Colony.

The supply of water in urban areas however 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 new Jesselton Water Supply which only came into operation in 1958, originally designed to supply one million gallons per day was increased to one and a half million gallons per day before work was completed and already is almost working to capacity.

The Departmental Bore Well Drilling Rig worked throughout the year at Sandakan. New bores were successfully proved but the yields were disappointingly low. Boring is continuing. Investigations continued at Sandakan, Labuan and Tawau.

With the kind permission of the City Analyst, Singapore, regular weekly samples from the Jesselton supply were sent to Singapore for chemical analysis throughout the year, in addition to sporadic samples from the various other supplies in the Colony. In the later part of the year, by arrangement with the Director of Agriculture, daily samples from Jesselton and a weekly sample from Sandakan were examined at the Veterinary Laboratory, Jesselton for presence of bacteria.

Meanwhile, steps were taken during the year to establish a water laboratory in the Department. A building was converted to house the laboratory and sufficient chemicals and equipment were purchased to start the laboratory in operation. A Laboratory Technician is expected to arrive early in January, 1960.

The town water supplies in the Colony are listed below:

| | <i>Average Daily Supply Gallons</i> | <i>Approx. Capital Value \$</i> | <i>Source of Supply</i> | <i>Treatment</i> |
|---------------|---|---|-----------------------------------|------------------------------------|
| Jesselton ... | 1,120,000 | 2,968,000 | Moyog River | Rapid Gravity Filters. |
| Tuaran ... | 17,000 | 286,000 | Tuaran River | Pressure filters. |
| Kota Belud | 84,000 | 136,000 | Shallow Wells | None. |
| Kudat ... | 40,000 | 24,000 | Shallow Wells | None. |
| Labuan ... | 800,000 | 350,000 | Bore Wells | None. |
| Sandakan ... | 688,000 | 695,000 | Bore Wells and Batu Lima River | None. Rapid Gravity Filters. |
| Tawau ... | 480,000 | 951,000 | Tawau River | do. |
| Lahad Datu | 40,000 | 20,000 | River Tabanac | None. |
| Semporna .. | 5,000 | Private Supply | Private Wells | None. |
| Keningau ... | 65,000 | 140,000 | Stream Intake | None. |
| Tenom ... | 160,000 | 58,000 | do. | None. |
| Beaufort ... | 90,000 | 145,000 | do. | All supplies are chlorinated. |

ELECTRICITY

The North Borneo Electricity Board has completed its third year of operation since its inception on the 1st January, 1957. During 1958 the Board's profit increased slightly over the previous year. A dividend of three per cent was declared which amounted to \$77,100 and was paid to the Government against its stock share holding of \$2,570,000.

Development of the Board's Undertakings continued at a high rate throughout the year. To meet the increasing demand for electricity, to encourage additional consumption during the off peak load periods and increase the usage of electrical appliances and machinery, the Board made a number of tariff reductions. To meet the increasing load and to cater for continued increase in consumption for the next four years a major reorganisation programme of plant has been placed in hand which will cost approximately \$4,000,000.

Negotiations were commenced towards the end of 1958 and completed in 1959 which enabled the Electricity Board to take-over the Sandakan Light and Power Company (1922) Limited, on the 30th June, 1959.

In anticipation of the takeover the Board ordered a 16SV 1,000 Kw. diesel generating set early in the year for delivery towards the end of the current year. Present indications shows that there will be a considerable amount of increase of consumption in Sandakan and this will probably mean, a further generating set will be required at the end of 1960.

Total sales from all stations excluding Sandakan amounted to 8,032,000 units while consumers increased from 3,319 to 4,419. There was an increase of forty per cent in consumption over 1958. Including Sandakan into the figures this resulted in a total increase of consumption of sixty-four per cent over 1958 and the number of consumers increased by ninety-three per cent. It can be seen therefore, that both the Board's staff and plant will continue to be fully extended in meeting the demand for some time to come.

The Board's distribution and transmission systems remain standardised at 11,000 v, 6,600 v and 400/230 v A.C. fifty cycles. All undertakings are on a 24-hour supply.

No major shut-downs or black-outs which affected the consumers were experienced throughout the year.

At Jesselton Power Station a major breakdown of the 12 SV set took place in August, due to faulty pistons but prompt action by the engine-room staff averted a serious failure and the effect was not reflected to the consumers.

The Board's new Town Office and showroom was opened in August and all Head Office accounting and central management now operates from this building.

The Board's Stations

In Jesselton the number of consumers rose from 1,916 to 2,180 and consumption from 4,235,257 to 5,442,462, an increase of thirty-three per cent.

Two 16 SV 1,000 Kw. sets were placed on order to replace two 8 SRK 500 Kw. sets which will shortly be removed to Labuan.

Labuan undertaking increased its consumption from 1,073,262 to 1,352,018 an increase of thirty-six per cent though the number of consumers only rose from 521 to 535.

Towards the end of the year a new Oxygen Manufacturing Company, was connected and a general overall increase in consumption per consumer was noted. In 1960 the capacity of the Power station will be increased by the installation of two 8 SRK 500 Kw. sets which will be removed from Jesselton Power Station.

In Tuaran there was an increase in consumption from 146,507 units to 253,265 units, an increase of seventy-four per cent and the number of consumers rose from 151 to 180.

A High Tension supply was extended to Tuaran estate and also to Tamparuli. The new Kent College kitchen which is provided with electrical cooking equipment came into operation during the year and contributed appreciably towards the Tuaran load.

The Kudat undertaking increased its consumption from 119,455 to 163,489 an increase of thirty-seven per cent and consumers rose from 256 to 273.

Two additional 154 Kw. EV 5 generating sets were ordered early in the year and arrived in October. Arrangements are being made to provide a High Tension extension to supply a Mineral Processing Company, and several Oil and Rice Mills which have agreed to use electricity.

At Tawau Power station the plant is fully loaded with a considerable demand yet to be met. Two 500 Kw. 8 SV sets have been ordered, one for delivery at the end of the year and the other is expected in early 1960. Considerable extensions to the distribution system were carried out during the year and there are still a considerable number of consumers awaiting supply. Units consumed increased from 295,980 to 559,714 an increase of ninety per cent and consumers rose from 452 to 685.

At Keningau the consumption throughout the year was 50,000 units and consumers numbered 97.

In Lahad Datu consumption was 91,917 units with 140 consumers.

The Board took over Tenom undertaking on the 1st April, and consumption by the end of the year was 82,000 with 186 consumers. A considerable amount of development of the distribution system was carried out and an additional 22 Kw. generating set was installed in the existing Power station.

The new staff quarters and the Power station buildings were completed and additional generating plant will be installed in the new Power house building early in 1960.

The Papar undertaking came into operation in April and the consumption to the end of the year was 47,613 units with 138 consumers.

The Board's takeover of the Sandakan Light and Power Company (1922) Limited, was effected from the 30th June, and the consumption to the end of the year was 1,449,304 units with 1,995 consumers. A 16 SV 1,000 Kw. generating set was ordered for delivery in October which will enable the reciprocating steam engine generating sets to be abolished and reduce the present operating cost due to the high cost of using bought fire-wood as fuel. An extension to the Power house was built to accommodate additional generating sets as the demand rises and from present tendencies it appears it will be necessary to have a further 1,000 Kw. sets by the end of 1960.

Small private undertakings at Beaufort and Semporna continue to operate under short term licences.

The private licensee who has authority to instal progressively a number of small automatically controlled Power stations reports that his first station at Kota Belud is operating satisfactorily though the demand is low and at present is not operating economically. Work has commenced on Menggatal which is the next station in the programme, to be followed shortly by stations at Membakut, Bongawan and Kinarut.

Chapter 11: Communications

HARBOURS AND SHIPPING

DURING the year 15,206 vessels of total gross tonnage 7,561,212 used the fourteen Colony ports and timber loading points, of which 2,250 were over 500 gross tons representing an increase of 152 vessels over last year. The increase is due to the expansion of the timber trade on the East Coast and to the fact that the loading point at Silam operated throughout 1959 as compared with its operation in 1958 commencing from September of that year. Of vessels under 500 gross tons, 12,956 vessels of 453,152 gross tons used the port during the year, a decrease of 1,784 vessels. This decrease is due to the exemption of port clearances for local craft under fifteen tons nett registered under the Boats and Fisheries Ordinance or the Shipping Ordinance and of log-towing vessels similarly registered. As a result of this promulgation (excluding Labuan) Timber Company launches did not report arrival or departure as they no longer needed clearances.

Cargo handled both inwards and outwards increased by 314,561 tons on 1958 and passenger traffic decreased by 1,865 embarked and by 3,194 disembarked.

The table below shows the steady increase of the Colony's sea borne trade covering the period 1948—1959.

| Year | | | Gross Tonnage | Cargo Tons | Passenger Traffic |
|------|-----|-----|------------------|---------------|----------------------|
| 1948 | ... | ... | 1,627,444 | 347,243 | — |
| 1949 | ... | ... | 1,958,508 | 500,784 | — |
| 1950 | ... | ... | 2,436,246 | 508,857 | — |
| 1951 | ... | ... | 2,488,416 | 580,753 | — |
| 1952 | ... | ... | 3,041,127 | 571,643 | — |
| 1953 | ... | ... | 3,342,394 | 580,126 | 74,185 |
| 1954 | ... | ... | 3,961,911 | 737,732 | 72,173 |
| 1955 | ... | ... | 4,540,797 | 843,601 | 77,592 |
| 1956 | ... | ... | 4,999,116 | 936,398 | 100,476 |
| 1957 | ... | ... | 5,918,374 | 1,147,244 | 100,476 |
| 1958 | ... | ... | 6,826,949 | 1,234,676 | 108,017 |
| 1959 | ... | ... | 7,560,572 | 1,614,542 | 102,958 |

Detailed statistics by individual ports for 1959 shown under Appendix XII.

Principal Ports and Harbour Facilities

Sandakan. As in previous years, Sandakan maintained first place in the shipping trade of the Colony. It handled during the year 2,225,993 gross tons of shipping with 744,127 tons of cargo, the main exports being timber and copra. Although less tonnage used the wharf in 1959 than in 1958, the tonnage using the port

has increased by over a quarter million tons. This was due to the fact that during the latter half of the year copra ceased being shipped to Europe and South America and practically the whole of it was shipped to Singapore with small parcels to Japan.

The largest vessels to use the port in 1959 were the "Karachi" and "Karakorum" both of 10,891 gross tons, and the deepest draught vessel to enter or leave the port was the "Shinyo Maru" with a draught fore and aft of twenty-eight feet. The wharf was used for one hour on top of high water by the S.S. "Amelia", gross tonnage 2,839, with a draught of twenty-four feet two and half inches, for the purpose of discharging a heavy lift. The largest and deepest draught vessel to berth at the wharf for a sustained period was the S.S. "Salamat" gross tonnage 9,827 with a draught of twenty feet six inches.

Wharf soundings were taken monthly by the Public Works Department and these proved that the berth was constantly silting up and required dredging every two or three months to maintain a least depth of twenty-one feet. The cause of this silting is not known, as the retaining seawall for the Leila Road area has been completed some months ago and the suggestion of the silting of the wharf owing to this reclamation is now unfounded.

The new Shell wharf at Pavitt Point was completed during the year and the first tanker S.S. "Fusinus" berthed there in August.

Labuan. This port which obtained Free Port Status in 1956 is the principal transshipment port for the Brunei Bay area and ports extending to Kuala Baram. Labuan retains second place in the shipping trade of the Colony.

During the year 1,319,943 gross tons of shipping entered the port and a total of 217,365 tons of cargo was handled. This shows a decrease over 1958 of 56,214 gross tons of shipping and an increase of 19,652 tons of cargo handled. The increase in tonnage of cargo handled may be attributed to the rapid rise in timber exports. Many vessels also entered the port for bunkering purposes.

Timber has been the main export, both logs and sawn, with the majority shipments to Australia and Japan. Copra has second place with majority transshipment at Singapore.

The largest vessel to enter the port during 1959, and also the largest on record as having ever entered, was the Shell Tanker "Hindsia" of 12,212 gross tons, length 555 feet 8 inches which berthed at the Shell Installation jetty. The largest vessel to berth at Liberty Wharf was the Dutch cargo vessel "Karachi" gross tonnage 10,891 with an overall length of 535 feet 8 inches draught fore 20 feet, aft 23 feet 6 inches.

Victoria Wharf was closed to vehicular traffic during the year, this being necessary owing to the bad state of the decking and the high cost of repairing it. An alternative small ship jetty is now being considered.

Plans for the extension of Liberty Wharf are being finalised for construction in early 1961.

A new match godown and fire/cargo equipment shed were constructed within the port area during the year.

The salvage of wrecks within the Harbour has continued and is now almost complete.

Tawau, on the South-East Coast bordering on Indonesia including the timber loading point of Wallace Bay, handled 1,090,359 gross tons of shipping during the year, 101,356 gross tons more than in 1958. The main exports were timber, copra and hemp. Cargo handled totalled 228,231 tons, an increase of 45,002 tons on 1958. The largest vessel entering the port was S.S. "Eastern" and the largest to berth at the wharf during the year was M.V. "Maetsuyker" gross tonnage 3,372. The reclamation of the western section of the port area was completed towards the end of the year, but this area will not be available for use by the port for some time to come, as it is required for the new wharf construction to commence early next year.

Lahad Datu at the head of the Darvel Bay on the East Coast together with the timber loading point at Bohihan Island handled 805,482 gross tons of shipping with a total cargo of 129,786 tons, an increase of 93,203 gross tons and 23,164 tons respectively on 1958. The largest ship using the port was M.S. "Shinya Maru". The largest vessel using the wharf was M.V. "Semenyih" 522 gross tons and the deepest draught vessel using the wharf was M.V. "Resang" gross tonnage 252 tons. Only minor repairs were done to the wharf and the gateway during the year. The capacity of the wharf is entirely inadequate for present traffic and a new wharf is essential if the increasing trade is to be catered for.

Jesselton, situated on the West Coast, is the capital of the Colony. It handled 839,168 gross tons of shipping as against 716,058 gross tons in 1958. Cargo handled increased from 100,910 tons in 1958 to 107,859 tons in 1959. The principal export is rubber. The largest vessels to use the port in 1959 were the "Karachi" and "Karakorum" both of 10,891 gross tons. The largest and longest vessel to berth at the wharf was M.S. "Schedle Lloyd" gross tonnage 8,722 and length 544 feet six inches. The deepest draught vessel to use the wharf was M.S. "Blitar" aft twenty-five feet and fore twenty-four feet six inches.

Bakapit and *Silam*, timber loading points in Darvel Bay, handled 365,743 and 269,892 gross tons of shipping respectively as against 375,026 and 60,044 gross tons respectively in 1958.

The increase at Silam is owing to the fact that Silam operated throughout the year, whereas in 1958, it commenced operation as from September of that year. Total cargo handled at these two loading points was 86,359, an increase of 26,231 tons over 1958.

Kudat on the North Coast handled 327,598 gross tons of shipping with 24,572 tons of cargo during the year, a decrease of 1,640 tons and 2,749 tons respectively. S.S. "Ho Sang", 3,551 gross tons, was the largest vessel to enter the port and to use the wharf. The deepest draught vessel to berth on the wharf was S.S. "Kajang" 2,145 gross tons and draught fore nine feet nine inches and aft thirteen feet ten inches. Only minor repairs were carried out to the wharf during the year although the whole structure requires considerable reconditioning. However, plans for the construction of the new wharf are under consideration.

Semporna on the East Coast lies between Lahad Datu and Tawau. During the year 297,923 gross tons of shipping entered the port and a total of 26,068 tons of cargo was handled. This shows an increase over 1958 of 1,508 gross tons of shipping and 18,197 tons of cargo handled. The main exports of timber and firewood went to Japan.

Wharves

| <i>Location</i> | <i>Accommodations and Least Depths in Feet</i> | | | |
|--|--|------------|---|------------|
| | <i>Outer Berth</i> | <i>L/D</i> | <i>Inner Berth</i> | <i>L/D</i> |
| <i>Labuan</i> | | | | |
| Liberty Wharf 400 feet x 40 feet (600 feet between dolphins) | One ocean-going vessel using mooring dolphins. | 26' | One 3,000-ton vessel gross | 18 |
| Small ships wharf 275 feet x 30 feet. | Two coastal vessels. | 12' | — | — |
| Shell Oil Installation Jetty, 175 feet x 25 feet (700 feet between dolphins) | One ocean-going vessel using mooring dolphins. | 31' | — | — |
| Jesselton Wharf 650 feet x 30 feet | One ocean-vessel | 25' | One 3,000-ton vessel. Two coastal vessels | 22' |
| Kudat Wharf 150 feet x 30 feet | One 3,000-ton vessel using dolphins. | 16' | — | — |
| Sandakan Wharf 740 feet x 40 feet. | One ocean-vessel. One 3,000-ton vessel. | 21' | Two coastal vessels. | 8' |
| Tawau Wharf 235 feet x 30 feet. | One 3,000-ton vessel using mooring dolphins. | 15' | — | — |
| Lahad Datu Wharf 80 feet x 55 feet. | One coastal vessel. | 16' | — | — |

Pilotage Service

Labuan — The appointment of a Marine Officer to this port as Harbour Master/Pilot provided a non-compulsory pilotage service to shipping and it also relieved the Director of Marine for some of the more exacting tasks associated with departmental work.

During the twelve months ending 31st December, 1959, ninety vessels involving 183 movements and totalling 912,205 gross tons were piloted and fees earned amounted to \$19,308.05.

The largest vessel to be handled was the Shell Tanker "Hindsia" of 12,212 gross tons.

Sandakan. — Government pilotage at this port was withdrawn during the year as it was impossible for the Marine Officer to cope with it without sacrificing other essential departmental commitments. The Marine Officer was absent from station for 144 days during 1959 on various lighthouse duties.

As the tonnage using the Colony ports and timber loading points increases so also does the number of shipping services. The new services are the Hoegh Line and the China Merchants Steam Navigation Company. The Japanese shipping lines have also increased from four to ten. The main shipping lines operating during the year were as follows:

| | | |
|---|---|---|
| The Straits Steamship Co., Ltd. | — | 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 passenger and mail service from Singapore to Labuan, Brunei and Jesselton. |
| The Indo-China Steam Navigation Co., Ltd. | — | Frequent sailings from Colony ports to Japan and Hong Kong. |
| The China Siam Line. | — | A fortnightly service to Labuan, Jesselton, Kudat, 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 Steamers Ltd. | — | |
| The Netherland Line Royal-Dutch Mail. | — | |
| The Royal Rotterdam Lloyd. | — | |
| The Bank Line, Ltd. | — | South African ports. |
| The Royal Inter-ocean Line. | — | Australian, Indonesian and Thailand ports. |
| Maersk Line. | — | Indonesian, North Borneo, Japan and Korea. |
| Hoegh Line. | — | Quarterly service from East Coast ports to West Coast of U. S. A. |

| | | |
|---|---|---|
| China Navigation Company. | — | China, Japan and Indonesian ports. |
| Kohan Kisen Kabushki Kaisha. | — | East Coast ports to Japan. |
| Daido Line. | — | |
| Hinode Kisen Company. | — | |
| Nisso S/S Company. | — | |
| Kawasaki Company. | — | |
| Towa Kisen Company. | — | |
| Tokyo Senpaku Kaisha. | — | |
| Iino Lines. | — | |
| Kyosi S/S Company | — | |
| Swayama Steamship Co. | — | |
| China Merchants Steam Navigation Company. | — | Irregular service from Sandakan and Tawau. |
| Shell Tankers Ltd. | — | Bulk petroleum to Sandakan and Labuan from Indonesia. |
| Standard Vaccum Oil Company Ltd. | — | Bulk petroleum to Jesselton. |

In addition to the above, various vessels were chartered on irregular voyages between East Coast ports and Hong Kong.

Merchant Shipping by National Flag entering the Colony ports during the year in order of tonnage and compared with 1958 were as follows:

| Nationality | Number of vessels | | Total gross tonnage | |
|--|-------------------|--------|---------------------|-----------|
| | 1958 | 1959 | 1958 | 1959 |
| British ... | 2,295 | 2,341 | 4,189,422 | 4,078,908 |
| Japanese ... | 219 | 381 | 794,508 | 1,415,451 |
| Dutch ... | 113 | 138 | 561,309 | 812,990 |
| Norwegian ... | 197 | 193 | 520,124 | 497,922 |
| Panamanian ... | 41 | 74 | 93,690 | 154,755 |
| Swedish ... | 22 | 33 | 82,112 | 131,409 |
| Danish ... | 11 | 12 | 58,254 | 42,804 |
| Italian ... | 6 | 4 | 50,937 | 21,575 |
| German ... | 5 | — | 10,111 | — |
| Chinese ... | 7 | 5 | 10,803 | 20,764 |
| Liberian ... | 1 | 1 | 7,639 | 8,587 |
| Honduras ... | 1 | — | 7,177 | — |
| French ... | 2 | 1 | 5,966 | 2,878 |
| Philippine ... | 10 | 2 | 4,344 | 500 |
| Thai ... | 5 | 1 | 2,290 | 493 |
| Portuguese ... | 1 | — | 53 | — |
| American ... | — | — | — | — |
| Costa-Rican ... | — | — | — | — |
| Russian ... | — | — | — | — |
| Indonesian ... | — | — | — | — |
| Korean ... | — | — | — | — |
| Cambodian ... | — | — | — | — |
| Greek ... | — | 1 | — | 7,195 |
| Libanese ... | — | 1 | — | 4,557 |
| Miscellaneous of North Borneo Registry and small Philippine craft etc.). | 13,902 | 12,399 | 420,208 | 368,424 |
| TOTAL ... | 16,838 | 15,587 | 6,826,947 | 7,569,212 |

Commonwealth and foreign men-of-war visiting Colony ports during the year were as follows:

| Port | HMS | HMAS | HMNZ | USA | PI |
|-------------------|-----|------|------|-----|--------|
| Labuan | 2 | 1 | — | — | — |
| Jesselton | 3 | 1 | — | 3 | 2 |
| Kudat | 2 | — | — | — | — |
| Sandakan | 3 | 2 | — | — | 3 |
| Lahad Datu | — | — | — | — | — |
| Tawau | 3 | — | — | — | — |
| TOTAL ... | 13 | 4 | — | 3 | 5 = 25 |

Coastal Shipping and Lighterage

Two 200/300-ton coastal vessels, two 100-ton powered lighters and two dumb lighters with one tug served as feeder service for the Straits Steamship main line vessels at Labuan for transshipment cargo to Brunei, Limbang, Lawas and Kuala Belait. A 500-ton vessel belonging to the same Company operated between Labuan and East Coast ports with packed petroleum whilst another, which used to ply between Sandakan and East Coast ports as a general passenger/cargo carrier, was withdrawn during the year.

L. C. T. type coastal vessels operated by the Brunei Shell Petroleum Company maintained the Labuan, Brunei, Kuala Belait and Miri run with general oilfield cargo.

The Malayan Stevedoring Transportation Limited, Labuan, have a total of four towing vessels and fourteen lighters with a total gross tonnage of 3,938, together with one 300-ton Crane Barge, operating as stone-carriers in the Brunei Bay area and carrying general oilfield cargo between Labuan and Kuala Belait.

The Reynell Transportation Company operated one 250-ton coastal tanker between Labuan/Jesselton/Brunei/Sibu/and Kuching, and another 300-ton vessel transporting packed petroleum between Labuan/Jesselton/Kudat/Sandakan/Tawau.

In addition to the above, 144 vessels including lighters, barges, launches and towing units totalling 9,365 tons were operated mostly by the East Coast timber companies, out of which nine vessels and lighters of gross tonnage 604 operated on the West Coast. Local shipping, therefore, were made up as follows:

| | | |
|--|------------|----------------------|
| British Borneo Timber Co. ... | 20 vessels | 1,155.34 gross tons. |
| North Borneo Timber Ltd. ... | 15 „ | 1,318.55 „ |
| Bombay Burmah Trading Corporation Limited | 14 „ | 941.33 „ |
| Shing Kee Company | 9 „ | 753.84 „ |
| Kwong Borneo Development Company | 9 „ | 780.33 „ |
| Borneo Abaca Limited | 8 „ | 780.45 „ |
| Kwong Fui Loong Company ... | 7 „ | 384.55 „ |
| River Estates Limited | 4 „ | 186.98 „ |
| Bakau and Kenya Company ... | 4 „ | 331.85 „ |
| Miscellaneous | 54 „ | 2,732.00 „ |

Navigational Aids

The development of navigational aids around the coast continued during the year, and the following summarises the work carried out:

Conversions

- (i) Mantanani Island light on the West Coast and Tanjong Labian light on the South-East Coast were converted from 300 m/m to 500 m/m lanterns with increased candle power.
- (ii) The wharf lights at Kudat, Lahad Datu and Tawau were converted from flashing lights to fixed lights.

Replacements

- (i) Atjeh Rock Beacon, Sandakan Harbour, was fouled by a log raft and demolished. It was replaced by a light buoy.
- (ii) Pegasus Reef light buoy on the East Coast was withdrawn and replaced by a steel structural light beacon.

Established

- (i) Four 200 m/m acetylene lights were established on steel structural beacons in the Malawali Channel on Outer Shoal, Petrel Shoal, Gibson Reef and Pole Reef.
- (ii) 300 m/m acetylene lights were established on Kuku-ban Island in the Malawali Channel and on Kalung Kalungan in the Darvel Bay area.
- (iii) A 200 m/m electrically operated blinker light was established on No. 2 Beacon, East Channel approaches to Labuan.
- (iv) A steel tripod beacon was placed on Passage Reef (Malawali Channel) and the single pile beacon on Dampier Rock was re-established.
- (v) A marker buoy was established at Pavitt Point, Sandakan Harbour, to assist shipping using the Shell Installation Jetty.
- (vi) Radar Reflectors were fitted on Barat Bank and Lan-kayan Buoys.
- (vii) Two range lights at Bakapit were temporarily withdrawn pending new structures being erected.



(Broadcasting and Information Department).

Amphibious landings during the SEATO Exercise "Saddle Up".



(Mr. J. Dinwiddie).

His Excellency the Governor unveiling the Memorial at Keningau to five prominent people who were killed there by the Japanese at the end of the war.

The total number of navigational aids, which come under the jurisdiction of this Department, and which extend from Brunei Bay on the West Coast to Cowie Harbour on the East Coast, are appended below:

| | | | |
|----------------------------|-----|-----|-----|
| (1) Lighthouses (watched) | ... | ... | 5 |
| (2) Secondary Lights | ... | ... | 7 |
| (3) Light Beacons | ... | ... | 16 |
| (4) Light Buoys | ... | ... | 5 |
| (5) Port Lights | ... | ... | 6 |
| (6) Leading Range Lights | ... | ... | *6 |
| (7) Mark Buoys | ... | ... | 6 |
| (8) Coastal Mark Beacons | ... | ... | 48 |
| (9) Harbour Beacons, Unlit | ... | ... | 181 |

* Two withdrawn from Bakapit at the end of the year.

Further construction and light establishment is envisaged for 1960 under the Development Plan for 1960/64.

The work of construction and maintenance of all navigational light structures is carried out departmentally.

The twin-screw Buoy and Mooring vessel "Badang" steamed 7,260 miles during the year and was absent from base for a period of 180 days whilst the single screw lighthouse tender "Berhala" steamed 15,875 miles and was away from base for a period of 144 days.

Government Vessels, Launches and Marine Craft

Government-owned craft operated during the year included fourteen sea-going units, five harbour and forty-eight small riverine craft, allocated, and administered by the following departments:

| | | | <i>Sea-going</i> | <i>Harbour</i> | <i>Riverine</i> |
|-------------------------|-----|-----|------------------|----------------|-----------------|
| Marine | ... | ... | 3 | 5 | — |
| Police | ... | ... | 3 | — | 8 |
| Forestry | ... | ... | 1 | — | 34 |
| Public Works Department | | | 1 | — | — |
| Administration | ... | | 6 | — | 6 |
| TOTAL | | | 14 | 5 | 48 |

Registration of Ships, Boats and Fisheries

Comparative figures showing the number of ships registered at the end of 1958 and 1959 are as follows:

| | 1958 | | 1959 | |
|---|------------|-------------------|------------|-------------------|
| | <i>No.</i> | <i>Gross Tons</i> | <i>No.</i> | <i>Gross Tons</i> |
| Registry of British Ships under the Merchant Shipping Act, 1894 | ... | ... | ... | ... |
| | 37 | 12,608 | 48 | 21,648 |
| North Borneo Local Colony Registry (vessels of over ten tons) | 164 | 9,816 | 170 | 10,182 |

A total of 9,920 small craft (under ten tons) were registered and licensed during the year, under the Boats and Fisheries Ordinance (Cap. 16). These included 6,290 fishing boats, 2,354 cargo boats, and 1,276 passenger boats and others. A total of 1,657 fishery licences were issued during the year under the same Ordinance.

Merchant Shipping — Engagement and Discharge of Seamen

During the year, a total of 1,573 ship officers and ratings were engaged or discharged under articles of agreement before the Superintendents of Shipping at Labuan and Sandakan, i.e. 1,214 at Labuan and 359 at Sandakan.

Examinations for Certificates of Competency

A total of 162 candidates sat for competency certificate examinations during the year of which 116 obtained passes as follows:

| | | | | |
|----------------------------|-----|-----|-----|-----|
| Master Local Trade | ... | ... | ... | 17 |
| Mate Local Trade | ... | ... | ... | 20 |
| Helmsmen | ... | ... | ... | 19 |
| Restricted Certificates | ... | ... | ... | 11 |
| Engine Driver First Class | ... | ... | ... | 6 |
| Engine Driver Second Class | ... | ... | ... | 16 |
| Engine Driver Third Class | ... | ... | ... | 13 |
| Restricted Certificates | ... | ... | ... | 14 |
| TOTAL | | | | 116 |

In addition to the above, a total of seventeen candidates serving in the various Government launches sat for their departmental grade certificates. Of these thirteen candidates were successful and four failed.

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

Surveys of vessels were carried out at Labuan, Sandakan, Lahad Datu and Tawau by the Surveyor of Ships and Marine Inspectors during which a total of ninety-five physical visits of inspection were made. Fewer inspections were carried out in 1959 owing to the fact that the Marine Engineer/Surveyor of Ships acted as Director of Marine for part of the year. Certificates issued were as follows:

| | | | |
|---|-----|-----|----|
| Certificate of Survey on Registration | ... | ... | 3 |
| Certificate of Survey for Marine Service | ... | ... | 47 |
| Certificate of Survey for Passenger Licence | ... | ... | 21 |

Shipping Repair Facilities

During the year, the Government operated 120 tons slipway ceased operation from 25th January, 1959 to 19th July, 1959 to undergo extensive repairs and the renewal of sixty feet of the underwater section of the slipway, which was badly attacked by Teredo. A centre bearer and rails extending to 164 feet were also incorporated to increase the capacity of the slipway to length ninety feet, draught seven feet and displacement of 180 tons.

Forty-seven slippings were carried out, twenty-seven slippings in respect of Government launches and twenty commercial, totalling 2,017 gross tons. In addition, 366 miscellaneous jobs were carried out on commercial vessels and 242 for Government Departments. Six large seaward light beacons were constructed in the Marine Workshops during the year and two more were under construction.

A 500-ton slipway and repair yard owned and operated by the British Borneo Timber Company at Sandakan was mainly operated for the servicing of the Company's own vessels. Other major companies on the East Coast operate small workshops and effect repairs to the hull or underwater gear whilst beached on blocks. There is a private grid at Wallace Bay owned and operated by the Bombay Burmah Trading Corporation for their own use but repair work carried out is entirely dependent upon local tidal conditions.

RAILWAYS

The Government owned and operated metre gauge railway, with its headquarters at Jesselton, has a route mileage of 116 miles and serves much of the West Coast and part of the Interior. From Jesselton the railway runs in a southerly direction traversing the comparatively flat coastal strip and passing through the districts of Putatan, Kinarut, Papar, Kimanis and Membakut before reaching Beaufort, fifty-six miles away. This area is well populated and contains many rubber estates. Papar which is situated twenty-four miles from Jesselton, is rapidly developing into a major agricultural centre and assuming a suburban role to the capital. Many of Jesselton's workers reside in Papar and a daily commuter train service is operated to convey the Papar residents to and from their places of employment. From Beaufort the railway runs through hilly country and climbs approximately seven hundred feet through the picturesque Padas River gorge to Tenom which is thirty miles from Beaufort and is the focal point of an important agricultural district containing some of the finest land in the Colony. From Tenom the railway runs a further ten miles to its terminus at Melalap. Tenom and Melalap are connected by good gravel roads to Keningau and Tambunan which provide much traffic for the railway.

A branch line, twenty miles in length, runs from Beaufort down to the coast at Weston, a small port on Brunei Bay, which is connected by coasters with Labuan. A number of rubber estates, small holdings, logging camps and saw mills 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 bombing in 1944 and 1945 and also suffered severely from lack of maintenance and renewal during the period 1942 to 1945. A major programme of reconstruction and rehabilitation necessitating considerable expenditure was planned and executed between 1949 and 1959, the benefits accruing from the work carried out are now becoming apparent.

During 1959 progress was made with reconstruction and development although at a considerably reduced scale compared with previous years. Labour was in good supply and motive power and rolling stock were adequate to meet public traffic needs except for weekend and holiday passenger traffic. The tendency for passenger traffic to "peak" at these times has become more severe and action in 1960 to provide additional capacity or restrict services will be imperative.

Earnings in 1959 were the highest ever achieved and exceeded those for 1958, the previous highest, by a little over eight per cent. All activities showed increased revenue, goods and passengers by approximately five and seven and a half per cent respectively. Recurrent expenditure in 1959 was some five per cent lower than for the previous year. This was due to kinder weather conditions which reduced the annual crop of slips and washouts and therefore emergency expenditure, and a reduction in locomotive operating expenditure by recasting services to make better use of engine haulage capacity. The effect of increased revenue and reduced expenditure improved the operating ratio from 119.19 to 104.87. The relevant figures are:

| <i>Year</i> | | <i>Revenue</i> | <i>Recurrent Expenditure</i> | <i>Operating Ratio</i> |
|-------------|-----|----------------|----------------------------------|----------------------------|
| | | \$ | \$ | |
| 1957 | ... | 1,625,428 | 1,835,019 | 112.85 |
| 1958 | ... | 1,651,532 | 1,968,422 | 119.19 |
| 1959 | ... | 1,787,556 | 1,874,597 | 104.87 |

Revenue for 1959 compared with 1957 and 1958 was as follows:

| | 1957 | 1958 | 1959 |
|-------------------|------------------|------------------|------------------|
| | \$ | \$ | \$ |
| Passengers ... | 694,254 | 714,899 | 769,256 |
| Goods .. | 750,286 | 789,671 | 828,229 |
| Parcels ... | 34,924 | 42,115 | 44,920 |
| Mail ... | 3,720 | 3,720 | 4,860 |
| Livestock ... | 13,539 | 12,157 | 12,736 |
| Miscellaneous ... | 128,705 | 88,970 | 127,555 |
| | <u>1,625,428</u> | <u>1,651,532</u> | <u>1,787,556</u> |

Recurrent Expenditure for 1959 compared with 1957 and 1958 was as follows:

| | 1957 | 1958 | 1959 |
|-------------------------------------|------------------|------------------|------------------|
| | \$ | \$ | \$ |
| General Management and Accounts ... | 125,834 | 195,680 | 175,851 |
| Civil Engineering ... | 518,837 | 528,331 | 516,669 |
| Mechanical Engineering ... | 653,846 | 718,563 | 635,801 |
| Traffic ... | 280,928 | 273,165 | 267,595 |
| Storekeeping ... | 28,791 | 34,077 | 35,055 |
| Miscellaneous ... | 75,231 | 120,501 | 93,776 |
| Renewals ... | 151,552 | 98,105 | 149,850 |
| | <u>1,835,019</u> | <u>1,968,422</u> | <u>1,874,597</u> |

Civil Engineering

Improvement continued to be made in the standard of the track throughout the system. Relaying and regrading of the Beaufort-Tenom Section was completed at the beginning of the year thus ending three and a half years of work on this section together with the associated difficult operating conditions. Normal sleeper replacements were carried out together with spot ballasting with stone. Although weather conditions were better than in the previous year, some slips occurred necessitating the construction of retaining walls.

Strengthening of two bridges was carried out in 1959 thus enabling speed restrictions to be removed. The bridges concerned were grossly under strength and imposed severe load limitations on traffic using them.

Mechanical Engineering

A continuous programme of works was conducted during 1959 including rebuilding three passenger vehicles, construction of six goods wagons and rewheeling of twelve other goods vehicles.

Power and Rolling Stock

| | <i>In Service</i> | <i>Under Repair</i> | <i>Re- building</i> | <i>Awaiting Re- building</i> | <i>Total</i> |
|-------------------------------------|-----------------------|-------------------------|-------------------------|--------------------------------------|--------------|
| Steam Locomotives ... | 6 | — | — | — | 6 |
| Diesel Locomotives ... | 3 | — | — | — | 3 |
| Petrol Locomotives ... | 4 | — | — | — | 4 |
| Diesel Train Set (174 seats) ... | 1 | — | — | — | 1 |
| Railcars (6 seats) ... | 4 | — | — | — | 4 |
| Railmotor Sets (52 seats) ... | 2 | — | — | — | 2 |
| Rail Jeeps ... | 6 | 3 | — | — | 9 |
| Coaching Stock ... | 21 | 3 | — | 1 | 25 |
| Wagon Stock ... | 112 | 20 | 2 | — | 134 |

Traffic

The following table shows the traffic carried in 1959 compared with the two preceding 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 |
| 1958 ... | 641,238 | 9,666,660 | 51,695 | 2,326,275 |
| 1959 ... | 655,196 | 10,286,000 | 48,337 | 2,296,000 |

Although the increase in the number of passenger journeys was small, there was a significant increase in the distance travelled. Severe congestion occurred at weekends and during holiday periods, and it is clear that unless additional equipment is provided restriction in travel will be necessary.

The goods tonnage was lower in 1959 than in 1958 due to the non-recurrent quantities of stone carried during the latter period. Earnings from this source showed an increase of five per cent, however, owing to an increase in the distance hauled and a preponderance of high rated items. Rubber transported in 1959 was thirteen per cent greater in quantity than that carried in the previous year.

The existing Jesselton Goods Yard and Depot is now quite inadequate and the proposed new facilities are urgently required if a satisfactory service is to be provided. It is anticipated that a start can be made on the proposed site in late 1960.

Staff

The staffing position was generally satisfactory during 1959 and the training programme initiated in previous years continued. Local pupils have been appointed to train for senior positions

in the Department. At the end of 1959 the total number of employees was 706, five more than at the end of 1958. The staff employed included five overseas officers, twenty-three overseas contract employees (of whom twelve are artisans) and six hundred and seventy-seven locally domiciled persons.

ROADS

Notwithstanding the very great advances made since the war in air communications, the small mileage of roads in the Colony continues 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 agriculture 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 surface as well as of earth feeder roads for use by jeep and land rover traffic.

Main Roads

Work on main roads continued with the final tidying up of most of the items included in the 1955-60 Colonial Development and Welfare Scheme. The Tenom Lama Ferry was completed during the year and is now providing a much improved service. The main effort was concentrated on the Tawau-Asas Road with the completion of the construction of the earth formation between the Asas River Crossing at Mile 15 up the valley of the Asas river to a point North of Quoin Hill near Mile 27. In addition to this an investigatory feeder track between Mile 25 and a point on the Balung river some seven miles to the South-East thereof was about fifty per cent complete and a short length of feeder road was completed from Mile 25 to the area West of Quoin Hill. Towards the end of the year approval was received to gravel the road from Mile 15 to Mile 27 and this work started in late November. Some three miles of gravelling were completed by the end of the year.

A reconnaissance track eventually intended to link Beaufort with Membakut via the Padas, Mantenior and Membakut river valleys was pushed forward by a small construction unit with good results in spite of continual bad weather. At the end of the year some twelve miles of track had been provided and the valley of the Membakut was reached.

Much time has been devoted during the year to preliminary investigations and surveys of various Main Road routes likely to be included in the next Development Programme.

In addition a major preliminary rentis was started through the forest from Sandakan towards Telupid on the line of what will probably be the eventual Trans-North Borneo road. At the end of the year the head of this rentis was thirty-three miles from Sandakan and proceeding at a rate of about ten miles per month.

Town Roads

A large proportion of the Public Works Department's road making potential continued to be used on the construction of urban roads. This is inevitable if the construction of streets, pavements and urban drainage is to keep pace with the building development.

Feeder Roads (Formerly Jeep Tracks)

Little new work under this heading has been carried out, but it is interesting to note that the nomenclature of this type of earth road has been changed to "feeder road" indicating a further stage in their development. Considerable difficulties were experienced in certain area in keeping some tracks open due to a combination of continual wet weather, insufficient maintenance funds and rapid growth of traffic usage. The latter factor in particular has led to urgent consideration being given to the immediate gravelling of at least one track.

Road Mileages

The survey of all Colony roads is now almost complete, numerous discrepancies and errors have been eliminated and the approximate position is as follows:

| | | | |
|--------------------|-----|-----|----------------|
| Bituminous Roads | ... | ... | 229.87 |
| Metalled Roads | ... | ... | 70.03 |
| Earth/Gravel Roads | ... | ... | 462.88 |
| Bridle Paths | ... | ... | 453.65 |
| TOTAL | | | 1,216.43 miles |

ROAD TRANSPORT

The Commissioner of Police is also the Commissioner of Road Transport. After the enactment of a new Road Traffic Ordinance (Cap. 128) in 1953, it was possible to reorganise the

public transport services. The Commissioner of Road Transport is empowered to regulate and control the use of public and goods service vehicles in any area declared by the Governor in Council to be a Regulated Area. Jesselton (including Ranau), Sandakan and Labuan are all regulated areas. Transport companies have been formed in these areas and each granted a monopoly along its own route. There are no monopoly licences in the non-regulated areas.

New vehicles continue to be imported, thus greatly improving the standard of public transport.

Construction of earth roads to open up the country progressed steadily and traffic along them has increased as the new cultivated areas have come into production. Vehicles of the 'Land Rover' type towing trailers are in general use on all the 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 number of motor vehicles and drivers licensed, and bicycles, are as follows:

| | 1955 | 1956 | 1957 | 1958 | 1959 |
|----------------|--------|--------|--------|--------|--------|
| Motor Vehicles | 3,532 | 4,380 | 5,019 | 5,725 | 7,044 |
| Bicycles ... | 22,763 | 28,140 | 28,898 | 26,469 | 29,724 |
| Drivers ... | 5,330 | 7,126 | 7,444 | 8,985 | 11,649 |

AIR COMMUNICATION

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 and Hong Kong. Of equal importance are the internal air services which serve to link up centres in the Colony and without which communications would be slow and tedious. The Colony's internal air services are operated by Borneo Airways Limited (a private company in which fifty-one per cent of the shareholding is held by the Governments of Brunei, Sarawak and North Borneo) using a fleet of three De Havilland Rapide, and three Scottish Aviation Twin Pioneer aircraft, and by Malayan Airways.

External services are operated to Singapore by Malayan Airways Limited who in December, 1959, amended their daily Dakota services by the substitution of thrice weekly Viscount flights; and to Hong Kong by Cathay Pacific Airways Limited using Douglas DC 4 aircraft.

Aviation Administration

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

Aerodromes

Aerodromes are established at the following places within the Colony:

| | | |
|------------|-----|--|
| Labuan | ... | International Airport. 6,074 feet x 150 feet coral runway. |
| Jesselton | ... | 5,100 feet x 100 feet metalled runway. |
| Sandakan | ... | 4,110 feet x 90 feet gravel-clay runway. |
| Ranau | ... | 2,700 feet x 40 feet grass runway. |
| Keningau | ... | 2,700 feet x 40 feet grass runway. |
| Lahad Datu | ... | 2,400 feet x 60 feet sand and coral runway. |
| Tawau | ... | 2,400 feet x 40 feet laterite on sand runway. |
| Kudat | ... | 2,410 feet x 40 feet coral runway. |
| Mara Parak | ... | 1,350 feet x 45 feet grass on sand. |
| Meridi | ... | 1,350 feet x 45 feet grass on sand. |

Considerable improvements were carried out during 1959 at Jesselton, where a new 4,500 feet runway was completed in March, and was extended in October and November to 5,100 feet in order to cater satisfactorily for Viscount aircraft operations. In addition to the runway, new taxiways and a parking area were constructed, together with a new Terminal Building of a size and design adequate to deal with the increasing traffic for some considerable time.

At Labuan the Passenger Terminal was extended and reorganised to permit improved facilitation of passengers; the Air Traffic Control Unit accommodation was remodelled to include a newly implemented Sub-Flight Information Centre.

Development plans for the Labuan runway were under discussion throughout the year and were finalised in conjunction with Royal Air Force. Work on the reconstruction of the runway will commence in February, 1960.

Two private light aircraft airstrips were constructed by the Borneo Evangelical Mission at Meridi and Mara Parak during the year for use by their Auster and Piper-pacer aircraft.

The Military also constructed a light aircraft strip at Kota Belud.

Personnel

The senior officer establishment of the Department of Civil Aviation was brought up to full strength by the arrival in February on transfer from Nigeria, of a Chief Operations Officer.

Incidents

Two notifiable accidents occurred during the year to North Borneo Registered aircraft.

On the 18th March, 1959 a Scottish Aviation Twin Pioneer VR-OAF, owned and operated by Borneo Airways Limited, received structural damage when it went off the apron whilst taxiing at Keningau. There were no injuries to persons on board.

On the 23rd November, 1959 a Scottish Aviation Twin Pioneer VR-OAG also of Borneo Airways Limited received structural damage when it failed to stop within the limits of the landing area after landing at Lawas in Sarawak. The investigation has not yet been completed but it has been established that the surface of the runway was slippery and braking action poor.

Statistics

Tables will be found at Appendix XIII giving details of Air Traffic movements passengers and freight, details of Revenue and Climatological Summaries from the Meteorological Stations.

POSTS AND TELEGRAPHS

Posts

Postal business was conducted throughout the year on a very satisfactory level, and the final figures show a substantial increase in the majority of cases over the volume of business transacted in the previous year.

As a result of the new minimum rates of postage laid down at the Universal Postal Union Convention held at Ottawa in October, 1957, surface postage rates and internal air mail rates had necessarily to be increased, and the air mail postage rates to Singapore and the Federation of Malaya, which had remained at an uneconomic figure for many years, was also increased. These changes became effective on the 1st August, 1959, and were coupled with an increase in the rates of postage on surface parcels to overseas countries, introduced on the 1st July, 1959, and necessitated also by the provisions of the Universal Postal Union Convention of 1957.

The effect of these changes in postage rates has been a steady monthly increase in revenue derived from the sale of postage stamps, which reached the very substantial figures of approximately \$85,000 in December.

Air mail services operated satisfactorily throughout the year. Borneo Airways schedules were revised on the 10th October and 14th December, the latter change being made in order to co-ordinate the Feeder services with the amended Main Line schedules which also came into operation on the 14th December as a result of the introduction of Viscount aircraft on the Singapore—Borneo route. No mail was lost in transit by air during the year, and there were no major delays.

It was not found possible to open any full scale Postal Agencies, as had been proposed, and there was no demand for the establishment of Agencies offering only restricted services. On the other hand, six new licences to sell postage stamps were granted, and fourteen existing licences were renewed.

One hundred new private letter boxes were installed at Sandakan Post Office in June, to meet immediate public demand and to provide a reserve for future expansion.

Metal posting boxes were installed at Donggongon (Penampang), Lahad Datu, and Tanjong Aru (Railway Station; Borneo Hotel; and Airport Terminal). An old type wooden posting box was supplied to the licensed stamp vendor at Lagud.

Conveyance of mails by surface means was satisfactorily carried out during the year, with the exception of one mail violation on board the vessel "Resang", between Semporna and Sandakan in November, involving the loss of five registered articles. The Police are still investigating the matter.

Comparative statistics of business 1958/1959 are shown below:

| | | 1958 | 1959 |
|---|--------|-----------|-----------|
| Posted Articles | ... .. | 2,401,048 | 2,664,376 |
| Delivered Articles | ... .. | 1,964,599 | 2,050,078 |
| Transit Articles | ... .. | 164,112 | 152,620 |
| C.O.D. Parcels, Trade Charges collected | ... .. | \$617,182 | \$668,886 |
| C.O.D. Parcels, Trade Charges paid | ... .. | \$ 21,252 | \$ 35,474 |
| Money Orders issued | ... .. | \$485,273 | \$483,143 |
| Money Orders paid | ... .. | \$236,046 | \$244,400 |
| British Postal Orders issued | ... .. | \$ 67,017 | \$ 89,304 |
| British Postal Orders paid | ... .. | \$ 13,228 | \$ 19,293 |
| Malayan Postal Orders paid | ... .. | \$ 636 | \$ 1,017 |
| Sale of Postage stamps | ... .. | \$630,261 | \$757,406 |
| Customs duties on parcels | ... .. | \$298,089 | \$341,351 |

TELEPHONES

Subscribers

The demand for new telephone installations in 1959 did not continue at the very high level experienced in 1958. Nevertheless there has been good steady development. For example, the number of working exchange lines rose by 16.5 per cent and the number of telephones connected to public exchanges rose from 2,411 to 2,786, representing an increase of 15.5 per cent. Of the telephones, ninety-seven per cent are connected to automatic exchanges.

The number of new telephones connected was 549; 174 were disconnected and 460 transferred.

Telephone revenue increased by forty-three per cent during the year to \$660,879.

A limited number of coloured telephones were received from the manufacturer and were made available to subscribers. It is anticipated that the coloured instruments will be popular and a larger number will be made available next year.

Exchanges

The capacity of several exchanges was increased during the year, the total installed capacity being raised by 15.7 per cent. The capacity of each of Likas, Beaufort and Lahad Datu was raised from fifty to 100 lines; Kota Belud from twenty-five to fifty lines; Membakut from ten to twenty-five lines. Replacing the old exchange of 150 lines in Labuan a new exchange of 250 lines was installed, complete with a well equipped switchboard to handle trunk calls to Jesselton, Brunei and Sarawak. At Sandakan a temporary 100-line relief exchange was installed to cope with subscriber applicants until the 500-line extension can be provided in 1961. A 25-line automatic exchange was installed at Ranau to replace the 10-line manual switchboard.

A new exchange building is nearing completion in Jesselton and the installation of equipment for a new 1,500-line automatic exchange and a four-position trunk switchboard is due to commence in February next. The superseded equipment from Jesselton will be installed at Sandakan (500-line extension) and at Tawau (500-line exchange and trunk board).

Work is progressing to provide a good telephone service to some of the less developed areas—small automatic exchanges are being installed at Sipitang (with VHF radio trunks to Labuan) and at Weston (with land line trunk to Beaufort). On the east coast of the Colony at Semporna no telephone service yet exists but equipment is soon due to arrive which will provide a 50-line automatic exchange. Trunk service to Semporna will be by VHF radio via Boheydulong Island, and this scheme is partly completed.

Cabling

During the year the Department installed multiple pair cables to a total of twenty-five and half miles. The cable used is a polythene insulated and PVC sheathed tropical grade cable and contains fifteen, thirty or fifty pairs of wires. The cables were used to provide pairs for new telephone subscribers and also to replace open wire routes.

Trunk Service

The number of inland trunk calls made by subscribers increased during the year by forty per cent, a total of about 150,000 chargeable calls being made.

From the 1st October trunk circuits have been kept open for a 24-hour service, the exception being Tenom which will have a 24-hour service when the automatic exchange is installed in 1960.

A scheme is almost completed to provide radio trunk circuits between Sandakan and Tawau, this route will permit calls to be set up directly without passing through Jesselton switchboard.

The open wire trunk route connecting Beaufort and Tenom exchanges suffered continual breakage by falls of rock and trees, the disturbance being so frequent that no reliance could be placed on this route for a telephone trunk service. Trunk service to Tenom and Keningau is now provided from Jesselton via Kambarangan on VHF radio. The wire recovered from the Beaufort—Tenom route has been used to build up new routes from Tenom to Melalap and Tenom to Sapong.

The telephone traffic from Jesselton to Tuaran and Tamparuli is large and to provide additional trunk circuits an open wire route from Jesselton to Tuaran was constructed; on this pair of wires a transistorised carrier system was installed, so providing three additional Jesselton—Tuaran trunks and a portion of a trunk from Jesselton toward Tenghilan.

A Trunk service to Ranau is not yet in operation but will be installed shortly when equipment is available.

Radio Communications

Extensive VHF propagation surveys were carried out to link Semporna on the East Coast to the VHF radiotelephone system. Eventually a site for a VHF repeater station offering good propagation paths to Sandakan and Semporna was located at Boheydulong Island. This site had been previously earmarked as a Shore/Ship VHF station and therefore the selection was ideal both from a staffing and a maintenance point of view.

Keningau and Tenom were both connected to the Colony VHF trunk system, the former having dialling access to the

telephone exchange manual board in Jesselton whilst the Tenom subscribers are connected via the manual board in Tenom to the Jesselton manual board.

Further VHF testing to improve existing VHF circuits took place during the year with one noticeably good result. The 155-mile path Kambarangan to Tawau offered better results using high band VHF equipment rather than the orthodox low band type.

Other VHF surveys completed, included one for an Estate in the vicinity of Tawau, and for a circuit to provide Lamag with VHF telephone circuits to Sandakan. The latter was unfortunately not possible, but it is hoped to provide a secondary type of service during 1960 for the inhabitants of this isolated Kinabatangan area.

Beluran now has direct VHF radiotelephone contact with Sandakan and in the Darvel Bay area Bohayan Island is now linked to the Lahad Datu automatic exchange by radiotelephone equipment.

As more radio equipment became available during the year and as a result of small townships being supplied with mains electricity on a 24-hour basis, it was possible to increase the telephone trunk service from very restricted hours of operation in the early part of 1959 to a full 24-hour basis for the entire Colony (with the exception of Tenom) towards the end of 1959.

Sepulot and Pensiangan were connected by VHF radio, in a network centred on Keningau operating as the master station. Communication periods are restricted but it is possible for either station to establish contact on the Police VHF network in cases of emergency.

Domestic VHF Shore to Launch Service

Base stations at Labuan, Jesselton, Kudat, Sandakan and Tawau were installed with VHF equipment to enable coastal launches to maintain communication with the main centres. Certain administrative launches were equipped with mobile VHF sets complementary to the base stations and mobile sets were installed as a temporary measure on Tigabu and Boheydulong Islands. On the establishment of Boheydulong as a VHF station, the Shore to launch service for domestic traffic will be completed.

Civil Aviation

Considerable re-deployment of Civil Aviation radio equipment was necessary, in order to provide the new communications facilities at Labuan Airfield, on the establishment of the Flight Information Centre there, towards the end of the year.

New services and frequencies were introduced and it was necessary to make full use of all available land at the Posts and Telegraphs transmitter station there to accommodate the aerials. jungle clearing and levelling of the reclaimed land to the full extent of the boundaries was rapidly completed. Mains power supply to the transmitter building was converted from single to three phase in order to supply the additional radio equipment.

In the Flight Information Centre at the Airfield, new equipment installed included a private automatic exchange to provide immediate access by the Controllers to the various telecommunications centres and to the R.A.F. Detachment.

The Civil Aviation fire tender at Labuan was fitted with a mobile VHF radio set to communicate with the Flying Control Tower and the R.A.F. fire tender.

It was found necessary to change the frequency of the domestic R/T, airfield to airfield, from 4,040 Kc/s to 6,825 Kc/s towards the end of 1959 and results so far are very encouraging.

Broadcasting

Funds were made available during the year to finance tests and experiments in order to improve the present short wave broadcast service and to carry out preliminary survey work to ascertain the form broadcasting transmission should take, when expanded.

Considerable field work was involved and Radio Sarawak very generously offered the services of one of their Senior Technicians to help in this sphere. Progress was relatively slow but ultimately all field strength tests proved conclusively that the present transmission equipment was working efficiently but it is evident that if an HF Broadcasting service is to be expanded as proposed, a larger aerial site area will be required as well as more powerful transmitters.

Medium and short wave propagation tests were carried out from the VHF repeater station at Kamarangan and the results will be submitted for further analysis when the decision is taken on the eventual type of Broadcast transmission to be adopted.

Changes of radio frequency, all indicated that the popular broadcast bands for reflected radiation, applicable to small territories such as North Borneo, were very overcrowded indeed and it is well nigh impossible to obtain adequate clearance from neighbouring stations after dusk.

This preliminary experimental work undertaken during 1959 was very necessary and the final decision on the future of Broadcast transmission in the Colony will be influenced by the results obtained.

The Department is deeply indebted to the Chief Engineer of Radio Sarawak for his continued assistance and to his liaison with the B.B.C. and U.K. Radio manufacturers on behalf of North Borneo during home leave.

Internal Telegraphs

In addition to the wireless telegraph circuits operated and maintained by the Posts and Telegraphs Department between the important centres of Jesselton, Sandakan, Tawau and Labuan with the smaller offices at Kudat, Tenom, Ranau, Keningau, Lahad Datu, Lamag and Semporna, teleprinter circuits between Jesselton and Sandakan and between Jesselton and Labuan were brought into use. A similar circuit was installed between the Posts and Telegraphs telegraph office at Sandakan and Cable and Wireless Limited in Jesselton. Transit time of telegrams to and from overseas destinations has been reduced considerably as a result.

Overseas Telegraphs

This Department continued to operate the external telegraph services from Jesselton to Kuching and Brunei and from Labuan to Limbang and Miri in Sarawak and Seria and Brunei Town in the State of Brunei.

All other overseas traffic, other than for Civil Aviation, Meteorological and Ship/Shore Services, was operated by Messrs. Cable and Wireless Limited from the Jesselton Station.

OTHER SERVICES

Police

New VHF equipment arrived and was installed towards the end of the year for the Police Mobile network in the Jesselton area.

Supplementary standby VHF equipment was installed at Tawau for service with the Jesselton and Sandakan offices.

Public Works Department

A mobile VHF set has been fitted to a landrover to provide communication from the Tamparuli/Ranau feeder road to the Jesselton Office. Considerable saving of time and more efficient operating by the road gangs should result.

Chapter 12: Broadcasting and Information

THE work of the Department falls administratively into four closely-integrated sections:

The Broadcasting Service

The Press and Publications Section

Public Libraries and Reading Rooms

The Film and Photographic Section

The programme staff of the Broadcasting service consisted during the year of ten Programme Assistants covering four languages supplemented by eight non-established personnel.

The Head of Programmes is an officer seconded from the B.B.C. and is responsible for programme output and staff training. His B.B.C. experience has greatly assisted in developing a higher quality of programme production and a better standard of broadcasting generally.

The broadcast programme of the visit of H.R.H. the Duke of Edinburgh, which continued from early morning until late at night on two networks on the first day and included a live broadcast from Sandakan on the second day was the most ambitious broadcast yet undertaken and was successful in every way.

There was an establishment of five Broadcasting Technicians responsible for the installation, operation and maintenance of equipment in the studios. They were assisted by two non-established personnel.

The Overseas Training programme for both programme assistants and broadcasting technicians gathered momentum during the year. In January, a broadcasting technician undertook a course with the Canadian Broadcasting Corporation, under the auspices of the Colombo Plan, and he was followed later by a senior programme assistant similarly attached to the Canadian Broadcasting Corporation for a course in programme work. These courses were followed by visitorships to the United Kingdom awarded by the British Council. Another senior programme assistant underwent a two-month instructional course with the B.B.C. in London, followed by attachments to specialised departments of the B.B.C. Arrangements for further overseas training either under the Colombo Plan or at the B.B.C. have been planned.

The Press section is headed by a locally born Press Officer, who is supported by Chinese and Malay translators.

Part-time Library Assistants have been in charge of the public libraries in Jesselton, Sandakan, Tawau, Labuan and Papar,

with a Central Librarian in Jesselton, co-ordinating activities throughout the Colony and organising library services for the smaller outstations.

The Film and Photographic Section has been particularly heavily engaged throughout the year and covered all the many outstanding events which have taken place, including the Royal Visit, the SEATO amphibian exercises and the visit of the Minister of Defence. Mobile cinema units staffed by one full-time projectionist and assisted by part-time operators maintained circuits in the Jesselton area and in Sandakan and Tawau. Projectors are now maintained and operated in both Sandakan and Tawau which hitherto shared the same machine.

Lack of space, both in the Information Office and in the temporary Studios of Radio Sabah, continues to be a pressing problem. Plans were completed during the year for a new Broadcasting House and tenders had been invited for its construction. Its completion should remove many present difficulties and lead to increased services and efficiency.

Throughout the year close liaison was maintained with Sarawak and the corresponding offices in that territory. Frequent visits were exchanged and co-operation between Radio Sarawak and Radio Sabah has been very close. In particular, the very valuable advice and assistance generously given by Radio Sarawak's engineering staff in the design and plans for the new studio block and for the equipment layout must be gratefully recorded. There was also close co-operation between the Director of Broadcasting and Information Services and the British Council's representative in Sarawak and the Public Relations Officer of the Shell Oil Company, Brunei.

Broadcasting

During the year Radio Sabah continued its broadcasts in four languages, serving the various sections of the community in North Borneo. Lunchtime and evening programmes were carried on both shortwave and medium-wave, the latter for the Jesselton area, and the early morning programmes were on medium-wave only. On the 28th of June the evening transmissions were extended until 10 p.m. At the end of the year the total broadcasting time per week was sixty-one hours, this being an increase of over twenty per cent on the weekly figure of forty-seven hours at the beginning of the year. Difficulties of reception in some parts of the country continued throughout the year, and in an effort to make some improvement a change was made to a new short-wave frequency in May. The Posts and Telegraphs Department, who are responsible for the transmission of the programmes,

continued tests and experiments, in conjunction with the Engineering Department of Radio Sarawak, aided by a technician on loan from Radio Sarawak who made extensive field tests throughout the Colony.

On the occasion of the visit of H.R.H. the Duke of Edinburgh an outstanding broadcast was organized with the object of bringing commentaries and descriptions of the various events to as wide an audience as possible. For many weeks before the actual date of the visit, programmes were carried with accounts of the preparations, especially at the Colony Display Ground, and as the date of the visit drew near these programmes were being carried six times each week in the English Section alone. On the two days of the Royal Visit all normal programmes were cancelled. On the 1st of March two special programmes were broadcast simultaneously, from 7.30 a.m. to 11.15 p.m., one carrying commentaries in English and Chinese, and the other in Malay and Kadazan. Six outside broadcasting points were manned and in use, including a special observation post which was built for Radio Sabah as part of the Colony Display. Radio Sabah staff and equipment were air-lifted to the East Coast the next morning and during the Royal Visit to Sandakan commentaries were broadcast direct, covering all the events of the Tour. When in Sandakan His Royal Highness recorded a special message to the people of North Borneo which was broadcast over Radio Sabah. In addition to broadcasting the events of the visit, opportunity was taken at the Colony Display to collect as much as possible of the music available there and this has provided comprehensive recordings of native folk music and song of North Borneo.

The acquisition of a further two professional tape recorders made it possible to improve on the limited facilities available in the present studios.

Radio Sabah continued to make considerable use of B.B.C. transcriptions in the English Programme, and during the year the Malay Section increased its use of B.B.C. material. The Head of the B.B.C. Malay Section, visited North Borneo in June. Local productions by the Malay Section included a popular "Down Your Way" programme each week, in which producers visit various towns, villages and institutions throughout the country and record interviews. Programmes by local orchestras were continued and have proved increasingly successful. The Kadazan Section also has introduced a programme of interviews and music which is recorded at various places throughout the West Coast and broadcast in the weekly "Kampong Programme". This has

aroused considerable interest amongst listeners. The English section, too, has been out and about, with the weekly series "Round About Borneo" covering almost every town and place of interest in the country. Throughout the year members of the staff have been active in travelling around the Colony collecting material, and in April five members from different sections, led by the Head of Programmes, joined in an expedition up Mount Kinabalu, and successfully managed to make the first tape recordings on the summit, including the prayers of the Guide to the guardian spirits of the mountain. Special programmes were produced to celebrate the 80th anniversary of the founding of Sandakan in June, and in November all sections carried commemorative programmes on the occasion of the Diamond Jubilee of Jesselton. Other memorable programmes during the year were the broadcast of the Consecration of All Saints' Church in Jesselton, the special coverage of the British General Election, the four months of "Saturday Special" in which teenagers took part each week in the studios, and finally the three-hour round-the-Colony programme on the 31st of December.

His Excellency the Governor broadcast over Radio Sabah at the end of the Duke of Edinburgh's visit, thanking people for their help, and made special broadcasts on three other occasions.

The Character of the Programmes is indicated in the following table:

| | <i>Chinese</i> | <i>Malay</i> | <i>Dusun</i> | <i>English</i> |
|---|----------------|--------------|--------------|----------------|
| News | 10.0 | 7.0 | 7.0 | 8.1 |
| Talks | 6.0 | 2.1 | 22.0 | 8.0 |
| Features and plays | 8.0 | 17.6 | 10.0 | 20.0 |
| Music by local artists | 2.0 | 10.2 | 52.0 | 3.9 |
| Music and variety (transcription and commercial discs) | 68.0 | 57.1 | — | 57.0 |
| Educational broadcasts | 6.0 | 6.0 | 9.0 | 3.0 |
| | 100 % | 100 % | 100 % | 100 % |

The 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 | 4.0 | 8.4 | — | 26.0 |
| Radio Australia Transcriptions | — | — | — | 2.0 |
| U.S.I.S. Transcription Service | 18.0 | — | — | 5.8 |
| Commercial Gramophone Records | 48.0 | 53.0 | — | 39.0 |
| Local Broadcasts | 20.0 | 31.2 | 93.2 | 20.2 |
| Local News | 10.0 | 7.4 | 6.8 | 2.0 |
| B.B.C. News | — | — | — | 5.0 |
| | 100 % | 100 % | 100 % | 100 % |

Weekly average broadcasting hours of each language in December, 1959, on which the above figures are based:

12½ 14½ 12½ 21¾

Press Section

The Press Section continued to supply official news and background information to the local press and to the press in Brunei and Sarawak. A total of 2,720 press releases publicising Government activities and policies, including other items of local interest, were issued by the section during the year. News releases received from the London Press Service dealing with the United Kingdom and Commonwealth Affairs, as well as releases received from the United Kingdom High Commissioner's office in Singapore and the Australian Commissioner in Singapore were also circulated to the local press.

The press section in addition acted as a newsroom for Radio Sabah and in order to establish an up-to-date local news services full use was made of outstation correspondents who reported local items. News Bulletins were broadcast five days a week in English, Chinese, Malay and Kadazan and copies of the news items were passed to the local press. In view of wide interest in these radio news broadcasts plans were formulated for the appointment of a full-time news editor in order to enable daily news bulletins to be broadcast and more comprehensive coverage to be given to all aspects of local news.

The Publications Section of the Department continued to progress. "Anak Sabah" a monthly newspaper in English designed to cater for the specialised needs of adolescents, particularly schoolchildren, entered its fourth year of publication. The paper aims 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. The demand for and interest in the paper remained as keen as ever, and the audited circulation figures still showed that an average of some 2,000 copies per issue are sold. The Publications Section also published "Radio Sabah Calling", a magazine which includes the programme details of Radio Sabah in English, Chinese, Malay and Dusun (Kadazan) as well as notes, features articles, illustrations and correspondence. It completed its third year of publication in 1959 and in spite of distribution difficulties and delays in printing which resulted in a decrease in circulation, particularly on the East Coast, the audited sales figures continued to show a circulation of 2,500 copies per issue for the first six months of the year.

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.

Public Libraries and Reading Rooms

The continued growth in popularity of the public libraries and reading rooms has been such that some local Government authorities have voiced their opinion that the services provided should be improved. Government therefore decided during the year to invite all local authorities to make annual grants for the provision of books for libraries within their areas and promised to make matching contributions from central Government funds. The proposal has been generally welcomed and should result in better and wider facilities.

A most valuable offer was made during the year by the Asia Foundation of a gift of some 10,000 books for the public libraries of the Colony. The offer was gratefully accepted and the initial consignment had already arrived before the end of the year. The continued generous assistance of the British Council by its annual contribution of books for the public libraries is also gratefully acknowledged.

The libraries are run on a Colony basis with the Jesselton Public Library acting as the Central Library. All acquisitions are registered in Jesselton and the Central Librarian in charge is responsible for the work of forwarding and exchanging books between libraries. A local officer continued training in librarianship in the U.K. during 1959 and is due to return to North Borneo during 1960 and will be appointed to the post of Central Librarian.

Film and Photographic Section

The most modern cinema to be built and equipped in the Colony was opened in Jesselton in November, 1959. It occupies a prominent position on the seafront in the middle of the newly-constructed part of Jesselton Town. With this addition there were thirty-three cinemas in operation in North Borneo during 1959, including those privately owned by rubber estates and timber camps, whilst six travelling projectors serve smaller towns and villages.

Copies of British newsreels continued to be received weekly by air from the Central Office of Information in London and were circulated to cinemas and travelling projector circuits. These newsreels continued to be very popular and a demand for their screening by rubber estates and timber camps in remote areas exists long after the newsreels cease to be topical.

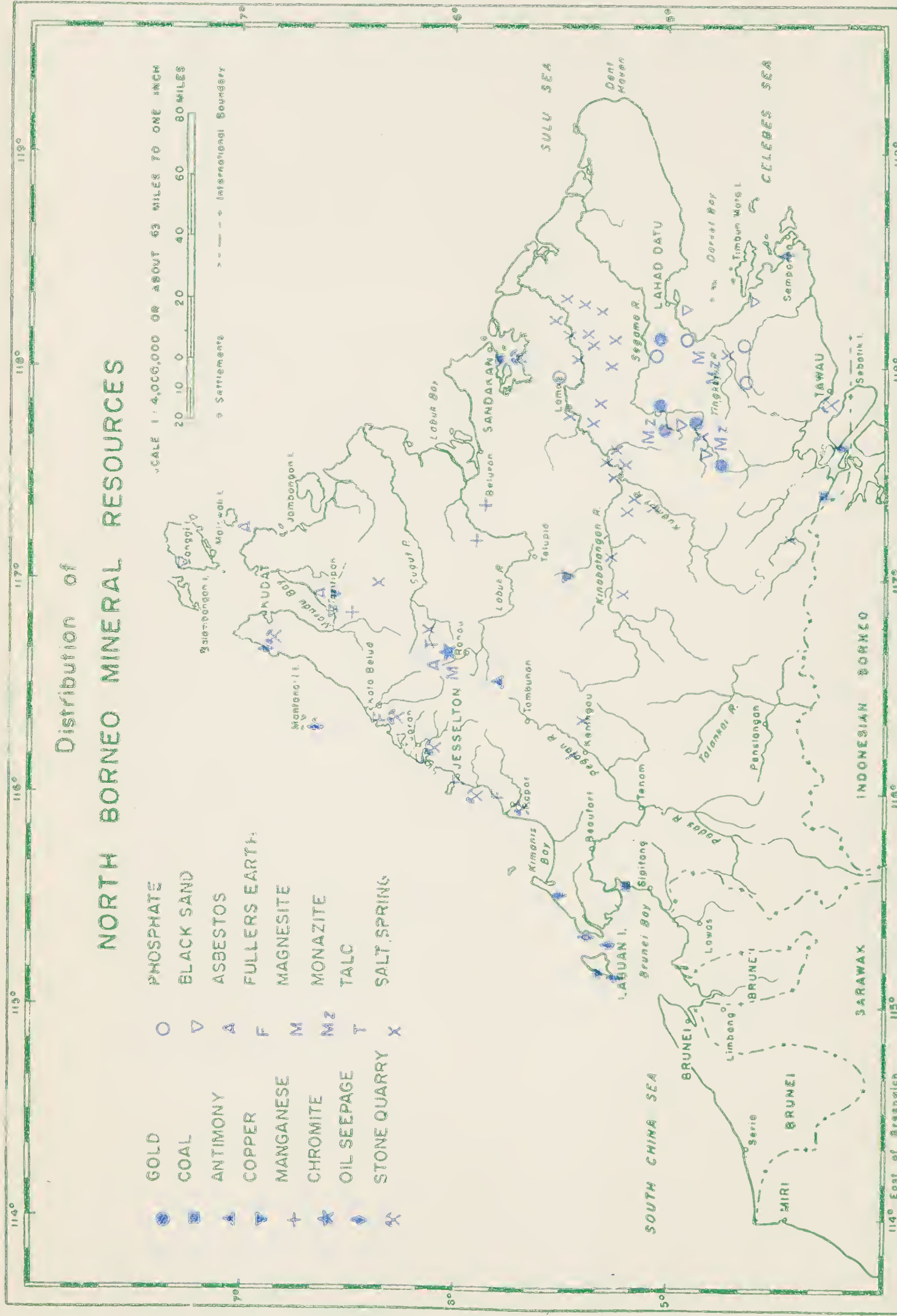
The mobile cinema unit serving the Jesselton area maintained its regular circuit and was also in great demand for occasional shows. The unit screened films on 251 occasions to an estimated total of some 74,000 people. Shows were screened in the open air whenever possible but schools and missions were particularly co-operative in permitting the use of their halls for this purpose and in welcoming any member of the public to such performances.

The Department, through the assistance of the District Administration in Sandakan and Tawau, continued to operate mobile cinema circuits in and around the two towns during the year.

The most ambitious film production ever undertaken by the Department was the filming of the visit of H.R.H. the Duke of Edinburgh. In the shooting of the film three cameras were employed at vantage points during the course of the Visit and recordings were made at all possible occasions. From the material obtained, a 40-minute documentary in sound and colour was produced and the first print was received in the Colony by early November. The film has been popularly acclaimed in all the centres where it has been screened.

The fullest possible use has been made of the dark room which has been particularly busy with numerous outstation events which have occurred during the course of the year. A special feature of the work of this section during the year was an exhibition of photographs prepared for the Colombo Plan Conference which took place in Djakarta in October/November. The facilities provided have also been in much demand by Government Departments for departmental work.

An exhibition to commemorate the Diamond Jubilee of the founding of the town of Jesselton was organised by the Broadcasting and Information Department on 9th November. The exhibition included a photographic record of the growth of the town from the earliest days and featured reproductions of slides from the collection of the late Mr. G. C. Woolley. Many original documents had been especially lent for the exhibition, which aroused considerable interest amongst most sections of the Jesselton community.



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

Settlements

International Boundary

- | | | | |
|--------------|---|----------------|----|
| GOLD | ● | PHOSPHATE | ○ |
| COAL | ■ | BLACK SAND | ▽ |
| ANTIMONY | ▲ | ASBESTOS | △ |
| COPPER | ▼ | FULLER'S EARTH | A |
| MANGANESE | + | MAGNESITE | F |
| CHROMITE | ★ | MONAZITE | M |
| OIL SEEPAGE | ◆ | TALC | MZ |
| STONE QUARRY | X | | T |
| | | | X |

Chapter 13: Geology

HISTORY OF EXPLORATION

THE geology of North Borneo has been the subject of investigation for many years, but only recently has a comprehensive picture of the country begun to unfold. The first reliable geological data was collected by Frank Hatton (1885) and later by R. Pilz (1909-1911), but much of our present knowledge is due to exploration by various oil companies.

A systematic geological survey was started by the British Borneo Petroleum Syndicate Limited in 1908 and was continued, from 1913 to 1915, by the Netherlands Colonial Petroleum Company (N.K.P.M.), but it yielded no economic results. Between the wars, sporadic investigations were carried out by individual geologists, and there were some unsuccessful attempts at drilling for oil. In 1935 and until 1939 the Royal Dutch Shell Group continued the work of regional exploration, and their maps and reports have formed a sound foundation for later work. After the second world war, the Shell Oil Company arranged with Professor Reinhard and Dr. Wenk, both of whom had explored North Borneo in the past, to prepare an account of the findings of earlier workers. This was published in 1951 as Bulletin No. 1 of the Geological Survey. It remains the standard work on the geology of the Colony of North Borneo.

In the ten years since the Geological Survey Department was started in 1949, considerable progress has been made in the reconnaissance geological mapping of the territory; all recorded economic mineral occurrences have been re-examined and further possible sources of mineral wealth located. As a result of this survey, overseas mining companies have shown an interest in prospecting the more promising areas. It has been the policy of the department to make information accumulated by the survey readily available to the public. With this in view, up-to-date information on economic geology is published annually in the department's reports; descriptions of the general geology and mineral resources, are issued in a series of regional memoirs. Five geological memoirs covering half the area of the Colony have been published to date, and regional surveys are in progress over most of the remainder of the country. Only in the Padas Valley and Labuan has geological work yet to be started, but this area has recently been surveyed by geologists from the Shell Company of North Borneo Limited. The Company has continued to give valuable assistance to the Geological Survey, particularly with palaeontology.

General Geology

In the west, the folded sandstone mountains of the Crocker Range rise steeply above a narrow coastal plain and culminate in the massive granite peak of Mount Kinabalu, which reaches a height of 13,455 feet above sea level. To the north, another igneous mass builds Mount Tambuyukon 8,450 feet, while in the south hardened sedimentary rocks form the 8,000-foot mountain, Trusmadi. Most of the rivers flow swiftly from the mountains to the sea, but in the south the Padas River has cut a spectacular gorge through the Crocker Range and, being joined by the Pegalan, drains the interior plains of Keningau and Tambunan. As it leaves the mountains, the Padas River splits up into several tributaries which meander across a wide alluvial plain and reach the sea in Kimanis Bay and Padas Bay.

In the east, there are no well-defined mountain formations comparable with the Crocker Range but the hinterland is rugged, and hills 3,000-4,000 feet high are common. The more mountainous country tends to coincide with two main igneous masses. One of these, on the Labuk River, occurs near the geographical centre of North Borneo and the other, on the Segama River, forms the hinterland of Darvel Bay. The eastern portion of the territory is traversed by three major rivers, the Sugut, Labuk, and Kinabatangan, which rise on Mounts Kinabalu and Trusmadi.

In their lower reaches, these rivers meander across a wide peneplain and finally flow through extensive mangrove swamps before reaching the sea.

North Borneo is a comparatively young country and, compared with the vastness of geological time, its known geological history of fifty to sixty million years is short. Even so, the changes in sea level and climate during this period, and the varied igneous activity, have resulted in such a wide variety of rock formations that it is difficult for the geologist to work out the time sequence of past events. A summary of the geological history of North Borneo is shown in tabular form in the accompanying figure.

The oldest rocks of North Borneo are Upper Cretaceous or Eocene in age and are known as the Chert-Spilite Formation. In the Darvel Bay area it comprises chert, spilite, basalt, green tuff, and agglomerate, together with red sandstone, siltstone, grey and red shale, limestone, and marl; in the north (around Marudu Bay and Banggi Island) sedimentary rocks other than chert are almost entirely absent, and this area was apparently remote from land at that time. Regionally, the formation is therefore characterised by chert and submarine volcanic rocks; spilitic pillow lavas were erupted and accumulated on the sea bed, but some of the volcanoes formed islands from which ash and agglomerate were ejected and deposited in the surrounding seas. This type of

volcanicity reflects the unstable conditions existing in the earth's crust during the early development of a geosyncline or marine trough.

In Lower Eocene times, the sea became shallower particularly in eastern North Borneo, and the red sandstone and shale of the Kulapis Formation were deposited, probably in inland seas surrounded by desert land. During approximately the same period, shale and sandstone of the Trusmadi Formation were being laid down in western North Borneo.

The Trusmadi Formation passes into the succeeding sandstones of the Crocker Formation without stratigraphical break, whereas above the Chert-Spilite Formation there is a marked unconformity. The Crocker Formation is essentially an extremely thick series of sandstone, grit, and conglomerate with subordinate shale, ranging in age from Lower Eocene to possibly Lower Miocene. Intercalated coaly sandstone and shale with fossil plant remains are also present, particularly towards the top of the succession. The formation is an inshore and foredeep deposit, the sediment being derived by rapid erosion of a newly uplifted landmass. Portions of this land area may have lain off the north coast of Borneo, where the sandstones of the Crocker Range have thinned out and are replaced by a shallow water facies of coral limestone and coral sands.

During the Miocene, the Crocker Formation was strongly folded, and there was a period of erosion before the Upper Miocene deposits were laid down on its peneplained surface. Deposition during the Upper Miocene was more restricted, and rocks of this age are found today in widely separated areas. In the north and in the east of North Borneo, these sediments have been termed the Bongaya Formation. The Bongaya Formation was formed under conditions which differed little from those prevailing during Eocene times. Loosely cemented sandstone is the most common rock type, but thin coal seams and lignitic layers occur frequently; oil indications are associated with this formation. In central and southeastern North Borneo, conglomerate occurs at the base of the Upper Miocene rocks, and the succession includes clay, shale, limestone, and sandstone as well as carbonaceous layers.

Moderate folding of the Bongaya Formation has taken place since Miocene times, and submergence of the coastal areas occurred during the Pliocene. This is indicated by a Plio-Pleistocene Formation, the Timohing Formation, of marl, coral limestone, and sand which occur on Balambangan Island. More recently, during the Quaternary, there have been marked changes in sea level. The latest change took place at the end of the Ice Age when the melting of vast volumes of ice resulted in gradually

raising the sea level by about 300 feet. Thus the mouths and deltas of rivers round most of the coasts became surmerged and extensive mangrove swamps formed.

The volcanic rocks of North Borneo include, in addition to those associated with the Chert-Spilite Formation, andesitic tuffs interbedded with Miocene sediments, and lavas of Quaternary age which occur in the southeastern part of the Colony. In central North Borneo, basaltic lavas and tuffs, which are probably older than the Quaternary volcanic rocks, rest on the Crocker Formation and are slightly metamorphosed by plutonic rocks which outcrop nearby. In the southeastern portion of the Colony the volcanic rocks range from basic to acid in composition, and young topographical features such as partly dissected volcanoes, plateaux, and valley infillings, present a fascinating study in geomorphology.

The intrusive igneous rocks vary in composition from ultrabasic through intermediate types to acid. The ultrabasic rocks are partly sheared bodies of serpentine within the Chert-Spilite Formation, but relatively unaltered dunite, peridotite, and pyroxenite also occur. Some of the ultrabasic intrusions were apparently emplaced at a later date, possibly during the Oligocene; these are found in central North Borneo where they form Mounts Tavaï and Meliau. Basic plutonic rocks are relatively uncommon, but a layered basic and ultrabasic intrusion has recently been found forming islands in Darvel Bay. The intermediate rocks, mainly dioritic, are usually associated with the earlier period of ultrabasic intrusion and are particularly well exposed in the headwaters of the Segama River. The acid rocks are principally granodioritic with minor amounts of associated granite. Their greatest and most spectacular development is on Mount Kinabalu, and they also form isolated bosses on its eastern flanks. Minor intrusions of granite occur near the centres of igneous activity in southeastern North Borneo.

Mineral Resources

As a result of geological work during 1959, new discoveries have been made which, in due course, may lead to a mining industry being started in North Borneo. Prospecting for chromite by a mining company has met with encouraging results; research in geochemical prospecting for copper has revealed extensions to known areas of sulphide mineralization; short fibre asbestos has been discovered in the course of routine geological surveying. Progress is being made with installing plant for a limestone quarry on Balambangan Island, and a prospecting permit has been issued to a private company to investigate the resources of the Silimpopon coal field. Numerous enquiries from overseas show that many individuals and companies are interested in prospecting and subsequently developing the mineral resources of this country although, so far, no discovery has been proved to be worth mining.

The distribution of the main mineral occurrences is shown in the map facing page 161.

Stone, coral sand and clay

The only mineral materials being actively won in North Borneo at present are stone, coral, sand and clay; production figures are given in the table on page 167. Satisfactory quarries exist at Papar, Jesselton, on the 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 corals; 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.

A licence to quarry limestone on Balambangan Island is held by Borneo Mineral Developments (formerly Dolomite Industries, Malaya) and the building of a factory at Kudat is in progress; there, the limestones will be used in the manufacture of pulverized calcium carbonate and fertiliser. It is also expected that some of the stone will be exported to Hong Kong for cement making.

Oil

Interest increased during the year in oil possibilities in North Borneo, perhaps as a result of the oil indications found in the nearby Philippines. A Japanese firm, applied for exploration permits covering a number of areas on the east coast; the application was under consideration at the end of the year.

The search for oil by the Shell Company of North Borneo Limited continued, and included exploration drilling, geological and geophysical work; the main features are outlined below. An exploration well, Mangalum 1, was drilled on the island to a total depth of 6,997 feet but no oil accumulations were found, and the well was abandoned as a dry hole. The mobile marine drilling barge *Orient Explorer* arrived at Labuan in mid-1959 to complete fitting out for an extensive programme of exploration drilling along the continental shelf, including coastal areas of North Borneo. A geological survey of Mangalum Island, by means of deep augering and punch coring, was made to help palaeontological research; a detailed gravity survey of the whole island was

North Borneo Production of Stone and Building Materials

| <i>Material</i> | <i>Unit</i> | 1957 | | 1958 | | 1959 | |
|----------------------------------|-------------|-------------------|--|-------------------|--|-------------------|--|
| | | <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 | 147,376 | 1,160,857 | 140,773 | 1,013,417 | 173,310 | 1,264,230 |
| Coral | " | 36,141 | 130,233 | 27,131 | 110,656 | 105,178 | 325,941 |
| Bricks, clay | pieces | 2,409,000 | 250,780 | 3,559,305 | 412,965 | 2,294,620 | 207,356 |
| Bricks, concrete | " | 113,708 | 11,581 | 45,860 | 4,586 | 40,417 | 4,042 |
| Hollow concrete blocks | " | 20,502 | 18,802 | 23,616 | 21,293 | 1,698 | 1,528 |
| Miscellaneous building materials | | — | 11,875 | — | 24,363 | — | 22,553 |
| Total | | — | 1,584,128 | — | 1,587,280 | — | 1,825,650 |

also completed. Geological review was largely concerned with the western part of North Borneo; the results were included in the compilation report being prepared jointly by the oil companies and this survey. The geology of the Dent Peninsula was also reviewed together with geophysical, seismic and gravity, data of the marine areas of North Borneo. In the laboratory, palaeontological work was in progress on samples from surface surveys and exploration drilling, and also on numerous samples collected by Government geologists.

Chromite

An exclusive prospecting permit is held by Naylor Benzon and Company Limited for chromite, maganese, magnesite, and iron ore. Their permit covers the ultrabasic areas of North Borneo. Exploration, which was started early in 1959 in the Labuk Valley, soon resulted in the discovery of several small veins of chromite. The ore is of good quality, but further prospecting is required before the value of the find can be assessed.

In the course of geological mapping, chromite float was found by this department on Malawali Island. The lumps of chromite have been weathered out of breaciated and sheared serpentine, but are probably not derived from an economic ore deposit. This conclusion is supported by the results obtained by geochemical prospecting for chromite over the area.

Iron Ore

Prospecting for iron ore has been undertaken over the high ground above the Labuk River by Naylor Benzon and Company Limited. Considerable thicknesses of cellular limonite have been found, but their exploitation will probably depend on their containing a sufficient percentage of nickel. In a recent Geological Survey investigation a reputed twenty-five million ton iron ore deposit at Tagaho Hill south of Marudu Bay was shown to have been grossly exaggerated as to size, and did not contain any significant amount of ore.

Copper

As a result of geochemical prospecting in 1959, a discovery of copper-bearing sulphide mineralisation was made in the basalt bordering the Ensuan River. A geochemical research student from the Royal School of Mines, London, was attached to the department to continue investigation into the application of geochemical techniques to the search for copper and chromium. Much of his time was spent on known areas of copper mineralization in the Labuk Valley, and a method was developed for reconnaissance geochemical prospecting for copper suited to local conditions in

North Borneo and resulted in the above discovery. Several applications for prospecting licences for copper are now under consideration.

Asbestos

Geological Survey work has revealed an area veined with short fibre chrysotile asbestos on Malawali Island. The veins, seldom more than a tenth of an inch thick, occur in brecciated ultrabasic rocks. Unless longer fibres are found it is unlikely that this deposit could be economically worked, but short fibre recovered during the extraction of longer fibres is a marketable product and can be used with cement in the manufacture of asbestos board and sheeting.

Coal

A prospecting licence has been issued to Tai Feng Salvage Company Limited of Taiwan to investigate the possibility of re-opening the Silimpopon coal mine. Coal was formerly mined at Silimpopon, mainly by the Cowie Harbour Coal Company, between 1904 and 1932 when the colliery was closed down during the depression. The proved reserves are 3,000,000 tons and possibly 14,000,000 tons of coal remain. The coal is high rank sub-bituminous and is reported to be good for steaming. Coal was also mined formerly at Labuan where an estimated reserve of 9,000,000 tons may still exist in one seam. The coal is sub-bituminous, non-coking, but is quite good for steaming.

Other minerals

Salt. Springs and seepages of salt water are of frequent occurrence in the Tertiary sediments of North Borneo and are particularly common in the Kinabatangan region. Most of the springs are merely small muddy openings in the jungle much frequented by all kinds of game. A few of the springs in the interior, for instance at Tagai, south-west of Kuamut, are used for salt production, the produce being for local consumption. Analyses of the salt give sodium chloride as the principal constituent with minor amounts of sulphate, carbonate, bicarbonate, and, more rarely, iodine.

In addition to mineral resources which are actually being worked or prospected, other possible economic deposits are occurrences of phosphate, Fuller's earth, and peat. *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, but, as edible birds' nests are collected from these caves by customary right,

agreement with the owners would have to be obtained before the phosphate could be worked. *Fuller's earth* occurs as a weathering product of shale in many parts of the country. *Peat*, near Papar, covers an area of about 2,000 acres to a depth of five or six feet and other deposits are known to occur elsewhere.

Gold, antimony ore, black sand containing chromite, magnesite, monazite, and talc, are known in North Borneo but, at present, are thought not to be of economic importance.

Water Supply

The department continued to advise on the siting of boreholes for water in Sandakan, and this search for underground sources of supply has met with a moderate degree of success. During 1959, three wells were drilled by the Public Works Department, two at Tanah Merah and one alongside the Buli Sim Sim road. The first hole at Tanah Merah was sunk to a depth of 214 feet and, on test, was estimated to yield an average supply of 3,500 gallons per hour. The second hole at Tanah Merah was drilled to a depth of 404 feet and, on test, gave an average discharge of about 5,000 gallons per hour. The Buli Sim Sim bore hole was sunk to a depth of 151 feet and, on test, yielded an average discharge of 2,000 gallons per hour. The results of this drilling programme suggest that a series of low-yielding wells could be sunk in the Sandakan area. These would be capable of keeping pace with the domestic demand, but no large underground source of supply is likely to be found.

Geological Survey Office and Administration

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. The remainder of the staff in Jesselton consists of an office assistant, one typist, eight technical assistants, and an office messenger.

The office was built of permanent materials in 1952 and houses a museum, which is open to the public, for the display and storage of rock and mineral specimens. 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 the geologist; 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 \$110,476 in 1959; capital expenditure was still met from Colonial Development and Welfare funds, but from the 1st April, 1960 the full expenditure of the department will be met from Colony funds.

Departmental Activities

During 1959 two memoirs *The Geology and Mineral Resources of the Sandakan Area* by F. H. Fitch and *The Geology and Mineral Resources of the Jesselton-Kinabalu Area* by P. Collenette were distributed. Regional geological surveying continued in the three areas started in 1958, the Semporna Peninsula, the Pensiangan and Upper Kinabatangan Area, and the Banggi Island and Sugut River Area. During the same period, geological survey work was begun in the Dent Peninsula; a topographical map was prepared from material provided by the Forestry Department, a photo-geological reconnaissance was undertaken, and several field trips were made through this area.

During the year there has been an increasing number of enquiries from abroad from firms and individuals interested in investing capital in the country. Consequently, advisory work in connection with the issuing of prospecting permits, and enquiries concerning the mineral resources of the territory, have occupied a considerable amount of time.

Future Plans

In 1960, memoirs on the Pensiangan and Upper Kinabatangan area, and the Banggi Island and Sugut River area, are likely to be prepared for publication, and field work will probably be completed in the Semporna Peninsula. The next and final area of North Borneo which is scheduled for reconnaissance geological mapping is the Padas Valley and Labuan area.

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 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 coast. 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 railway 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 stronghold 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 16 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, 1959

STATION: JESSELTON (AIRPORT)

HEIGHT OF STATION: 9 FEET AMSL. LATITUDE 5° 57'N LONGITUDE 116° 03'E.

| Month | Mean 0800 hrs. air pressure at MSL. | AIR TEMPERATURE IN DEGREES FAHRENHEIT | | | | | | | | | | RAINFALL | | NUMBER OF DAYS | | | | | BRIGHT SUNSHINE | | EARTH TEMP °F | | |
|-------------------------|--|---------------------------------------|--------------|------|-------------|-------|-------------|------|--------------|-------|--------------|--------------|------------------|----------------|--------------|--------------|-----|------|--------------------|----------------------|------------------|--------|------|
| | | ABSOLUTE EXTREMES | | | | | | | | | | Total Inches | MOST IN A DAY | Precipitation | Thunderstorm | Thunderheard | Fog | Gale | Total Hours | Daily Mean (hour) | 1 foot | 4 feet | |
| | | | | | | | | | | | | | | | | | | | | | | | |
| | | | | | | | | | | | | | | | | | | | | | | | |
| A | B | Mean of A & B | Highest Max. | Date | Lowest Min. | Date | Lowest Max. | Date | Highest Min. | Date | Total Inches | Amount | Date | | | | | | | | | | |
| Jan. | 1012.0 | 85.7 | 72.6 | 79.1 | 88.0 | 29,30 | 67.5 | 18 | 84.1 | 25 | 75.2 | 9 | 2.75 | 1.44 | 3 | 4 | 1 | 1 | — | 276.95 | 8.93 | 83.9 | 85.1 |
| Feb. | 1011.6 | 86.9 | 73.1 | 80.0 | 88.2 | 20,21 | 68.4 | 11 | 84.3 | 4 | 75.0 | 20 | 0.25 | 0.18 | 10 | 3 | — | 1 | — | 269.80 | 9.63 | 87.1 | 86.9 |
| Mar. | 1011.0 | 86.9 | 74.2 | 80.5 | 89.7 | 19 | 70.0 | 1 | 84.0 | 6 | 76.7 | 9,22 | 2.83 | 1.60 | 5 | 11 | 6 | 9 | — | 252.85 | 8.16 | 86.8 | 88.0 |
| Apr. | 1010.5 | 88.6 | 75.3 | 81.9 | 91.1 | 24 | 72.6 | 5 | 85.5 | 2 | 78.0 | 12 | 1.22 | 0.47 | 20 | 8 | 4 | 10 | — | 260.30 | 8.68 | 88.8 | 88.8 |
| May | 1008.8 | 88.2 | 75.9 | 82.1 | 90.2 | 1 | 73.5 | 9 | 85.0 | 30 | 77.8 | 20 | 9.97 | 3.90 | 23 | 18 | 10 | 26 | — | 214.15 | 6.91 | 85.8 | 88.4 |
| June | 1009.9 | 87.3 | 75.1 | 81.2 | 90.1 | 15 | 72.8 | 28 | 83.0 | 22 | 76.6 | 3 | 8.47 | 3.47 | 27 | 17 | 7 | 15 | — | 198.65 | 6.62 | 84.8 | 87.2 |
| July | 1010.0 | 86.8 | 74.0 | 80.4 | 90.0 | 10 | 72.0 | Sev. | 83.0 | 22 | 76.5 | 7 | 9.88 | 3.62 | 7 | 17 | 5 | 8 | — | 194.65 | 6.28 | 83.2 | 85.6 |
| Aug. | 1009.3 | 87.2 | 73.7 | 80.5 | 90.0 | 3 | 69.4 | 2 | 83.8 | 2 | 75.7 | 10 | 13.93 | 2.94 | 2 | 16 | 6 | 10 | — | 187.40 | 6.05 | 82.8 | 85.2 |
| Sept. | 1010.0 | 86.4 | 73.7 | 80.1 | 89.1 | 1 | 71.2 | 27 | 79.8 | 27 | 76.7 | 16 | 15.77 | 7.48 | 26 | 20 | 4 | 11 | — | 185.50 | 6.18 | 83.2 | 85.5 |
| Oct. | 1010.7 | 85.9 | 73.9 | 79.9 | 89.2 | 7 | 72.0 | 15 | 77.6 | 14 | 75.5 | 1,30 | 10.48 | 1.75 | 26 | 20 | 3 | 5 | — | 195.20 | 6.30 | 82.3 | 84.4 |
| Nov. | 1009.9 | 84.9 | 73.7 | 79.3 | 87.8 | 20 | 71.8 | 5 | 79.8 | 12,13 | 76.0 | 18 | 18.33 | 2.50 | 7 | 19 | 5 | 9 | — | 168.90 | 5.63 | 81.5 | 83.5 |
| Dec. | 1010.5 | 86.1 | 73.7 | 79.9 | 87.9 | 26 | 71.4 | 17 | 84.2 | 21 | 75.0 | Sev. | 7.60 | 3.05 | 1 | 17 | 6 | 9 | — | 220.55 | 7.11 | 82.5 | 83.9 |
| Total | — | — | — | — | — | — | — | — | — | — | — | — | 101.48 | — | — | 170 | 57 | 114 | 2 | — | — | — | — |
| Means or Extremes | 1010.3 | 86.7 | 74.1 | 80.4 | 91.1 | — | 67.5 | — | 77.6 | — | 78.0 | — | — | 7.48 | — | — | — | — | — | 218.74 | 7.21 | 84.4 | 86.0 |

STATION: LABUAN (AIRPORT)

LATITUDE 5° 17'N LONGITUDE 115° 16'E.

| Month | AIR TEMPERATURE IN DEGREES FAHRENHEIT | | | | | | | | | | RAINFALL | | NUMBER OF DAYS | | | | | BRIGHT SUNSHINE | | EARTH TEMP. °F | | | | | | | | |
|-------------------------------------|---------------------------------------|---------|---------------|------|------|----|------|-------|------|-------|--------------|---------------|----------------|---------------|--------------|--------------|-----|-----------------|-------------|-------------------|--------|--------|-------------|------|-------------|------|-------------|------|
| | ABSOLUTE EXTREMES | | | | | | | | | | Total Inches | MOST IN A DAY | | Precipitation | Thunderstorm | Thunderheard | Fog | Gale | Total Hours | Daily Mean (hour) | 1 foot | 4 feet | | | | | | |
| | | | | | | | | | | | | Highest Max. | Date | | | | | | | | | | Lowest Min. | Date | Lowest Max. | Date | Highest Min | Date |
| | | | | | | | | | | | | | | | | | | | | | | | | | | | | |
| | | | | | | | | | | | | | | | | | | | | | | | | | | | | |
| Mean 0800 hrs. air pressure at MSL. | A | B | Mean of A & B | | | | | | | | | | | | | | | | | | | | | | | | | |
| | Maximum | Minimum | | | | | | | | | | | | | | | | | | | | | | | | | | |
| Jan. | 1012.7 | 86.9 | 77.1 | 82.0 | 90.3 | 27 | 74.6 | 18 | 84.8 | 25,29 | 79.0 | 5 | 0.33 | 0.22 | 9 | — | 5 | — | 278.25 | 8.97 | 84.6 | 85.4 | | | | | | |
| Feb. | 1012.3 | 88.5 | 77.1 | 82.8 | 91.5 | 12 | 74.6 | 27 | 84.3 | 10 | 79.4 | 16 | 1.65 | 1.26 | 26 | — | 5 | — | 269.65 | 9.63 | 87.0 | 86.8 | | | | | | |
| Mar. | 1011.9 | 87.4 | 76.9 | 82.1 | 91.6 | 23 | 73.6 | 25,27 | 80.2 | 3 | 79.6 | 20 | 12.61 | 4.89 | 26 | 5 | 17 | 14 | 235.40 | 7.59 | 85.9 | 87.2 | | | | | | |
| Apr. | 1011.3 | 88.4 | 77.6 | 83.0 | 92.8 | 30 | 72.4 | 9 | 83.7 | 9 | 80.5 | 14 | 4.59 | 2.04 | 8 | 1 | 13 | 9 | 245.95 | 8.20 | 85.0 | 86.2 | | | | | | |
| May | 1009.6 | 88.3 | 77.7 | 83.0 | 91.2 | 11 | 73.6 | 30 | 84.8 | 21 | 81.5 | 1,20 | 15.26 | 3.55 | 29 | 7 | 20 | 25 | 236.80 | 7.64 | 85.4 | 86.5 | | | | | | |
| June | 1010.8 | 87.6 | 77.1 | 82.3 | 90.6 | 15 | 73.5 | 29 | 82.0 | 25 | 80.8 | 17 | 13.70 | 2.58 | 17 | 6 | 20 | 14 | 237.55 | 7.92 | 84.7 | 86.1 | | | | | | |
| July | 1010.8 | 87.8 | 76.9 | 82.3 | 90.4 | 10 | 72.8 | 19 | 83.4 | 8 | 80.7 | 7 | 7.21 | 1.72 | 18 | 1 | 16 | 5 | 211.00 | 6.81 | 84.2 | 85.4 | | | | | | |
| Aug. | 1010.3 | 87.5 | 76.2 | 81.9 | 90.3 | 6 | 72.0 | 27 | 83.0 | 2 | 79.8 | 21 | 14.17 | 3.02 | 29 | 4 | 16 | 9 | 193.90 | 6.25 | 83.7 | 85.2 | | | | | | |
| Sept. | 1011.0 | 86.8 | 75.6 | 81.2 | 90.2 | 29 | 72.0 | 17 | 79.7 | 26 | 79.4 | 12 | 27.15 | 7.10 | 16 | 3 | 21 | 8 | 194.75 | 6.49 | 83.4 | 85.0 | | | | | | |
| Oct. | 1011.5 | 87.1 | 76.4 | 81.7 | 91.6 | 29 | 72.6 | 4 | 80.2 | 14 | 81.5 | 30 | 16.46 | 5.14 | 31 | 2 | 21 | 14 | 204.50 | 6.60 | 83.3 | 84.5 | | | | | | |
| Nov. | 1010.7 | 85.6 | 75.8 | 80.7 | 89.4 | 19 | 71.8 | 10 | 79.0 | 7 | 79.6 | 20 | 21.64 | 3.69 | 25 | 5 | 24 | 17 | 177.35 | 5.91 | 82.3 | 84.1 | | | | | | |
| Dec. | 1011.2 | 86.3 | 76.5 | 81.4 | 90.0 | 3 | 71.7 | 11 | 82.2 | 20 | 78.8 | 26 | 15.21 | 3.24 | 10 | — | 22 | 6 | 242.25 | 7.81 | 83.3 | 84.4 | | | | | | |
| Total | — | — | — | — | — | — | — | — | — | — | — | — | 149.98 | — | — | 200 | 34 | 124 | — | — | — | — | | | | | | |
| Means or Extremes | 1011.2 | 87.3 | 76.7 | 82.0 | 92.8 | — | 71.7 | -- | 79.0 | — | 81.5 | — | — | 7.10 | — | — | — | — | 227.28 | 7.49 | 84.4 | 85.6 | | | | | | |

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 coast 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 small-holders. 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 Hong Kong; 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 Silimponon 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 1958 are given at Appendix XV. During the year there were twenty meetings of the Executive Council and the Legislative Council met on five 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, Tawau 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. 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. 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. Similar local authorities were established in Tuaran and Beaufort during 1958. The Jesselton Rural District Council, with Headquarters at Penampang, was also set up in 1958. It is of special interest as it consists of the administrative district of Jesselton and Penampang but excludes the Jesselton Town Board area. It brings the smaller townships around Jesselton under a unified administration.

In 1959 Kudat was the largest district in which a new District Council covering the whole of the administrative district was established. Semporna District Council was also constituted, both Councils being inaugurated on the 1st January. Local Government was introduced for the first time at Lamag on the Kinabatangan with the inauguration of four village councils in various parts of the district, with a combined annual meeting at Lamag. Towards the end of the year Local Government was also introduced in the Beluran district and three village councils were formed. In the Tuaran District, the Kiulu and Ulu Tuaran village councils were amalgamated and became the Ulu Tuaran Village Council.

There are now few administrative districts, and these mostly in the remote interior, in which some form of local government has not yet been inaugurated.

Much of the work of the Local Authorities is done through committees, notably Finance, Tamu (Native markets), Agriculture and Irrigation and Livestock committees.

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 change in the constitution of the Town Boards of Jesselton and Sandakan became effective on 1st January, 1959, and provided for the Chairman of the Town Board to be the only Government Officer on the Board and for all other members to be Unofficials, including the Deputy Chairman, who would preside in the absence of the Chairman. The Resident, West Coast, and the Resident, Sandakan, became Chairmen of the Town Boards in Jesselton and Sandakan, respectively, with the District Officer in each case as Secretary and Executive Officer of the Board but not as a member of it.

The new constitution of the Boards for the two major towns of the Colony represents a big step forward in the sphere of local government and similar changes have been proposed and accepted by the Town Boards of Labuan and Tawau and will be inaugurated from 1st January, 1960.

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 Chief Secretary; the North Borneo Credit Corporation with the Financial Secretary as Chairman; 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; a Trade School Advisory Committee, an Advisory Committee for Apprenticeship and Vocational Training; 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 the social welfare field there is also a Leper Settlement Committee, Boards of Control of Pauper Institutions, Prison Visiting Justices and Hospital Visiting Boards. In 1959 a Natural Resources Committee was set up under the Chairmanship of the Chief Secretary to advise on the best use of the Colony's land resources whilst, Land Utilisation Committees have been set up at District level. A special committee has also been established to consider various proposed development projects and is known as the Immigrant Enterprises Committee.

Chapter 4: Weights and Measurers

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, 1957, 1958.

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, 1957. Price \$1.00.

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 Silimpopon 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*. Micheal 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.
- TREGONNING, K. G. *Under Chartered Company Rule*. North Borneo 1881—1946. University of Malaya Press, 1958.
- 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.
- WOOKEY, W. K. C. *Mat Salleh Rebellion*, reprinted from Sarawak Museum Journal, The Museum, Kuching, Sarawak.

LIST OF NEWSPAPERS IN NORTH BORNEO

| <i>Name</i> | <i>Language</i> | <i>Published by</i> | <i>Frequency</i> | <i>Price per copy</i> |
|---------------------------------------|--|--|------------------|-----------------------|
| 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 1958 | Revised Estimates 1959 |
|---|------------------------|-------------------------------------|------------------------------|
| | \$ | \$ | \$ |
| CENTRAL ALLOCATION | | | |
| R. 710 — Appointment of Plant Pathologist to investigate diseases of Manila Hemp | 169,871 | 88,005 | 57,990 |
| R. 711 — Appointment of Soil Scientist | 68,304 | 57,403 | 10,301 |
| R. 837 — Entomological Research in Manila Hemp | 37,657 | 3,633 | 1,000 |
| R. 904 — Appointment of Forest Botanist | 32,968 | 2,516 | 16,776 |
| R. 1009 — Transport Development in North Borneo | 14,656 | — | 14,656 |
| R. 1020 — Agricultural Research Stations | 1,551,420 | — | 543,004 |
| D. 1501 — Aeronautical Telecommunications | 630,000 | 629,074 | 550 |
| D. 3227 — Purchase of British Broadcasting Corporation Transcriptions | 4,286 | 506 | 1,768 |
| D. 3458 — Development of Broadcasting Service | 310,713 | — | 8,062 |
| NORTH BORNEO ALLOCATION | | | |
| D. 1158 & D. 1158A — Road Construction | 3,068,050 | 3,010,912 | 28,796 |
| D. 1158B — Road Construction | 1,026,450 | 1,005,111 | 7,303 |
| D. 1988, D. 1988A & D. 1988B — Construction of Jesselton Hospital and Staff Accommodation | 2,439,694 | 2,381,066 | 36,734 |
| D. 2198 & D. 2198A — Mechanization of Trade Statistics | 159,069 | 149,389 | 5,228 |
| D. 2305 & D. 2305A — Improvement of Public Works Department Workshops | 530,000 | 473,509 | 30,491 |
| D. 2352 & D. 2352A — Malaria Control Project | 665,866 | 372,808 | 156,708 |
| D. 2634 — Construction of Tuberculosis Wards at Jesselton | 497,142 | 486,309 | 3,725 |
| D. 2670, D. 2670A and D. 2670B — Government Secondary School (Technical) | 1,793,991 | 780,752 | 518,020 |

APPENDIX I—(cont.)

| DETAILS OF EXPENDITURE | Amount in Scheme | Actual Expenditure up to 1958 | Revised Estimates 1959 |
|---|------------------------|-------------------------------------|------------------------------|
| | \$ | \$ | \$ |
| NORTH BORNEO ALLOCATION—(cont.) | | | |
| D. 2674 — Construction of Government Primary Schools, (Stage I) | 622,125 | 596,238 | 25,887 |
| D. 2733B — Construction of Town Roads and Drainage ... | 1,500,000 | 813,608 | 611,392 |
| D. 2870 — Road Construction and Improvements | 4,653,900 | 3,594,549 | 699,310 |
| D. 2879 — Rebuilding and Extension of Tenom Hospital ... | 288,437 | 171,766 | 89,671 |
| D. 2991 — Extension of Kent College | 570,602 | 499,043 | 71,558 |
| D. 2938 — Construction of Tuberculosis Wards at Sandakan ... | 373,500 | 175,715 | 193,285 |
| D. 3074 — Singapore-Labuan Aeronautical Fixed Telecommunications Network | 85,142 | 9,962 | 4,721 |
| D. 3254 — Government Chinese Primary School, Sandakan, Stage I | 666,750 | — | 179,250 |
| D. 3306 — Scholarships for Chinese Teachers | 59,500 | 7,884 | 9,722 |
| D. 3458 — Development of Broadcasting Service | 32,143 | — | 938 |
| D. 3476 — Construction of Government Primary Schools, (Stage III) | 240,000 | — | 165,000 |
| D. 3758 — Tuberculosis Control Campaign | 264,000 | — | 63,130 |
| D. 3917 — Plant for Road Construction Teams | 1,800,000 | — | 1,800,000 |
| TOTAL ... | 24,156,236 | 15,309,758 | 5,354,976 |

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 |
| At 31st Dec., 1958 | ... | ... | 5,273 | 6,952 | 13,715 | 2,140 | 28,080 |
| At 31st Dec., 1959 | ... | ... | 5,002 | 7,731 | 14,559 | 2,556 | 29,848 |

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 |
| 31st Dec., 1958 | ... | ... | 18.78 | 24.76 | 48.84 | 7.62 | 100 |
| 31st Dec., 1959 | ... | ... | 16.76 | 25.90 | 48.78 | 8.56 | 100 |

B—DISTRIBUTION OF LABOUR BY OCCUPATIONAL GROUPS

| OCCUPATIONAL GROUPS | | | NO. OF WORKERS AT 31-12-59 | | | | |
|---------------------------|----------------------|-----|----------------------------|--------------|---------|--------|--------|
| Type of Employment | Places of Employment | | Chinese | Indo-nesians | Natives | Others | Total |
| Estates ... | 71 | ... | 1,097 | 5,388 | 6,494 | 974 | 13,953 |
| Industry and Commerce ... | 146 | ... | 3,291 | 1,860 | 5,507 | 1,474 | 12,132 |
| Government ... | 11 | ... | 614 | 483 | 2,558 | 108 | 3,763 |
| TOTAL ... | 228 | ... | 5,002 | 7,731 | 14,559 | 2,556 | 29,848 |

APPENDIX II—(cont.)

C—ESTATE WORK—NUMBER OF WORKERS AT 31.12.59

| Type of Estate | Places of Employment | Chinese | Indo-nesians | Natives | Others | Total |
|----------------|----------------------|---------|--------------|---------|--------|--------|
| Rubber | 58 | 719 | 3,326 | 5,856 | 66 | 9,967 |
| Hemp | 5 | 160 | 1,037 | 124 | 426 | 1,746 |
| Tobacco | 1 | 159 | 605 | 378 | 416 | 1,558 |
| Cocoa | 5 | 44 | 292 | 98 | 67 | 501 |
| Copra | 2 | 15 | 128 | 38 | | 181 |
| TOTAL | 69 | 1,097 | 5,388 | 6,494 | 974 | 13,953 |

D—INDUSTRIAL AND COMMERCIAL ENTERPRISES

NO. OF WORKERS AT 31-12-59

| Type of Undertaking | Number of Registered Employers | Chinese | Indo-nesians | Natives | Others | Total |
|---|--------------------------------|---------|--------------|---------|--------|--------|
| Timber-logging, saw-milling, firewood-cutting, etc | 56 | 1,603 | 1,529 | 4,658 | 1,204 | 8,994 |
| Wholesale trading, grading, packing, ware-housing, stevedoring, transportation, etc. | 20 | 306 | 38 | 387 | 65 | 796 |
| Building and other construction | 35 | 802 | 61 | 120 | 19 | 1,002 |
| Fishing | 4 | 87 | 123 | 4 | 106 | 320 |
| Miscellaneous | 31 | 493 | 109 | 338 | 80 | 1,020 |
| TOTAL | 146 | 3,291 | 1,860 | 5,507 | 1,474 | 12,132 |

E—LABOUR DISPUTES, 1959

| No. of Cases | No. of workers | No. of men/hours lost |
|--------------|----------------|-----------------------|
| 3 | 114 | 110 |

APPENDIX III

RATES OF ESTATE DUTY

(Section 6 (1))

| Where the principal value of the estate | | At the rate per centum of | |
|---|----------------------------|------------------------------|------------|
| | \$ | \$ | |
| Does not exceed | 10,000 | | Nil |
| exceeds | 10,000 but does not exceed | 25,000 | 3 |
| do. | 25,000 | do. | 30,000 |
| do. | 30,000 | do. | 35,000 |
| do. | 35,000 | do. | 40,000 |
| do. | 40,000 | do. | 45,000 |
| do. | 45,000 | do. | 50,000 |
| do. | 50,000 | do. | 75,000 |
| do. | 75,000 | do. | 100,000 |
| do. | 100,000 | do. | 150,000 |
| do. | 150,000 | do. | 200,000 |
| do. | 200,000 | do. | 250,000 |
| do. | 250,000 | do. | 300,000 |
| do. | 300,000 | do. | 350,000 |
| do. | 350,000 | do. | 400,000 |
| do. | 400,000 | do. | 450,000 |
| do. | 450,000 | do. | 500,000 |
| do. | 500,000 | do. | 750,000 |
| do. | 750,000 | do. | 1,000,000 |
| do. | 1,000,000 | do. | 1,500,000 |
| do. | 1,500,000 | do. | 2,000,000 |
| do. | 2,000,000 | do. | 2,500,000 |
| do. | 2,500,000 | do. | 3,000,000 |
| do. | 3,000,000 | do. | 3,500,000 |
| do. | 3,500,000 | do. | 4,000,000 |
| do. | 4,000,000 | do. | 4,500,000 |
| do. | 4,500,000 | do. | 5,000,000 |
| do. | 5,000,000 | do. | 7,500,000 |
| do. | 7,500,000 | do. | 10,000,000 |
| do. | 10,000,000 | | 55 |

Provided that—

- (i) Where the principal value of the estate exceeds \$10,000 but does not exceed \$25,000 the amount of estate duty payable shall be the amount calculated at three per cent of such principal value or the amount by which such principal value exceeds \$10,000 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 | ... | ... | 9,448 | 22,800 | 2,050 | 3,200 | — |
| Kota Belud—Ranau | ... | ... | 2,210 | 250 | 8,130 | 7,800 | — |
| Tuaran—Tenghilan | ... | ... | 11,319 | 500 | 5,070 | 2,000 | — |
| Jesselton | ... | ... | 14,839 | 100 | 1,600 | 400 | — |
| Penampang | ... | ... | 7,000 | 250 | 5,800 | 400 | — |
| Papar | ... | ... | 26,642 | 200 | 7,300 | 300 | — |
| | | | 71,458 | 24,100 | 29,950 | 14,100 | — |
| SANDAKAN | | | | | | | |
| Labuk and Sugut | ... | ... | 156 | 300 | 995 | 2,750 | — |
| Sandakan | ... | ... | 13,573 | 2,600 | — | — | — |
| Kinabatangan | ... | ... | 583 | 500 | 5 | 1,250 | — |
| | | | 14,312 | 3,400 | 1,000 | 4,000 | — |
| TAWAU | | | | | | | |
| Lahad Datu—Tungku | ... | ... | 3,487 | 6,500 | — | — | — |
| Semporna—Tawau | ... | ... | 15,047 | 8,500 | — | — | 4,052 |
| | | | 18,534 | 15,000 | — | — | 4,052 |
| LABUAN AND INTERIOR | | | | | | | |
| Keningau | ... | ... | 3,690 | 40 | 3,900 | 1,500 | — |
| Tambunan | ... | ... | 770 | — | 4,400 | 1,300 | — |
| Tenom | ... | ... | 13,717 | 10 | 600 | 2,000 | — |
| Beaufort | ... | ... | 25,597 | 500 | 3,300 | 160 | — |
| Kuala Penyu | ... | ... | 3,982 | 2,550 | 870 | 50 | — |
| Sipitang | ... | ... | 7,765 | 470 | 1,000 | 2,200 | — |
| Labuan and Mempakul | ... | ... | 1,479 | 1,600 | 950 | 300 | — |
| Pensiangan | ... | ... | 80 | — | 30 | 5,000 | — |
| | | | 57,030 | 5,170 | 15,050 | 12,510 | — |
| COLONY TOTAL | ... | ... | 161,384 | 47,670 | 46,000 | 30,610 | 4,052 |

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 — ENROLMENT BY STAGES, 1946 — 1959

| 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 | ... | ... | 31,720 | 2,359 | 34,079 |
| 1958 | ... | ... | 37,591 | 3,019 | 40,610 |
| 1959 | ... | ... | 41,726 | 3,397 | +45,123 |

+ Excluding Kent College and the Trade School.

B — PROPORTION OF BOYS TO GIRLS, 1947 — 1959

| 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 |
| 1958 | ... | ... | 26,063 | 14,547 | 40,610 |
| 1959 | ... | ... | 29,040 | 16,083 | 45,123 |

APPENDIX VI—(cont.)

C — NUMBER OF SCHOOLS OPEN, 1946 — 1959

| 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 |
| 1958 | ... | 90 | 81 | 88 | 74 | 333 |
| 1959 | ... | 92 | 87 | 89 | 86 | 354 |

+Includes Kent College and the Trade School.

D — ENROLMENT ALL SCHOOLS, 1946 — 1959

| Year | | Govt. | Mission | Chinese | Others | Total |
|------|-----|--------|---------|---------|--------|--------|
| 1946 | ... | 2,706 | 3,160 | 4,402 | — | 10,268 |
| 1948 | ... | 3,920 | 5,767 | 5,955 | 210 | 15,852 |
| 1950 | ... | 3,904 | 7,019 | 8,489 | 212 | 19,624 |
| 1952 | ... | 4,310 | 8,790 | 9,479 | 412 | 22,991 |
| 1954 | ... | 5,776 | 9,764 | 9,800 | 1,080 | 26,420 |
| 1956 | ... | *6,905 | 10,867 | 12,479 | 1,893 | 32,144 |
| 1957 | ... | *8,077 | 12,166 | 12,008 | 2,000 | 34,251 |
| 1958 | ... | 9,672 | 13,358 | 14,665 | 2,915 | 40,610 |
| 1959 | ... | 10,888 | 12,614 | 17,135 | 4,486 | 45,123 |

*Includes Kent College and the Trade School.

APPENDIX VI—(cont.)

E — GENERAL EDUCATION ENROLMENT BY LEVEL OF EDUCATION AND AGE AT 30TH SEPTEMBER, 1959

A. — PRIMARY EDUCATION

| Numbers enrolled in the following age groups: | Primary 1 | | 2 | | 3 | | 4 | | 5 | | 6 | | 7 | | 8 | | TOTAL | | | |
|---|-----------|-------|-------|-------|-------|-------|-------|-------|-------|-------|-------|-------|-----|---|---|---|--------|--------|--------|--------|
| | M | | F | | M | | F | | M | | F | | M | | F | | Male | | Female | |
| | M | F | M | F | M | F | M | F | M | F | M | F | M | F | M | F | Male | Female | Male | Female |
| Under 6 | .. | 1,196 | 736 | — | — | — | — | — | — | — | — | — | — | — | — | — | 1,196 | 736 | — | — |
| 6 — 7 | .. | 2,213 | 1,390 | 342 | 188 | — | — | — | — | — | — | — | — | — | — | — | 2,555 | 1,578 | — | — |
| 7 — 8 | .. | 2,045 | 1,314 | 763 | 479 | 126 | 117 | — | — | — | — | — | — | — | — | — | 2,934 | 1,793 | — | — |
| 8 — 9 | .. | 1,611 | 1,036 | 1,047 | 660 | 412 | 265 | 72 | 42 | 19 | 3 | — | — | — | — | — | 3,161 | 2,006 | — | — |
| 9 — 10 | .. | 1,032 | 646 | 1,035 | 657 | 712 | 441 | 250 | 164 | 43 | 26 | 2 | 1 | — | — | — | 3,074 | 1,935 | — | — |
| 10 — 11 | .. | 556 | 323 | 852 | 480 | 793 | 512 | 488 | 295 | 175 | 107 | 20 | 13 | — | — | — | 2,884 | 1,730 | — | — |
| 11 — 12 | .. | 275 | 124 | 622 | 374 | 799 | 402 | 642 | 377 | 361 | 191 | 106 | 63 | — | — | — | 2,805 | 1,531 | — | — |
| 12 — 13 | .. | 149 | 36 | 345 | 192 | 731 | 327 | 717 | 383 | 468 | 270 | 193 | 125 | — | — | — | 2,603 | 1,333 | — | — |
| Over 13 | .. | 120 | 18 | 363 | 124 | 846 | 303 | 1,234 | 574 | 1,419 | 684 | 1,494 | 576 | — | — | — | 5,476 | 2,279 | — | — |
| TOTAL | .. | 9,197 | 5,623 | 5,369 | 3,154 | 4,419 | 2,367 | 3,403 | 1,835 | 2,485 | 1,281 | 1,815 | 778 | — | — | — | 26,688 | 15,038 | — | — |

APPENDIX VI — (cont.)

E — GENERAL EDUCATION ENROLMENT BY LEVEL OF EDUCATION AND AGE AT 30TH SEPTEMBER, 1959 — (cont.)

B. — SECONDARY EDUCATION

| Year | 1. | | 2. | | 3. | | 4. | | 5. | | 6. | | TOTAL | |
|--|------|--------|------|--------|------|--------|------|--------|------|--------|------|--------|-------|--------|
| | Male | Female | Male | Female | Male | Female | Male | Female | Male | Female | Male | Female | Male | Female |
| Numbers enrolled in the following age groups (b) | | | | | | | | | | | | | | |
| Under 11 | 1 | — | — | — | — | — | — | — | — | — | — | — | 1 | — |
| 11 — 12 | 9 | 9 | 1 | 1 | — | — | — | — | — | — | — | — | 10 | 10 |
| 12 — 13 | 22 | 20 | 2 | 5 | — | 1 | — | — | — | — | — | — | 24 | 26 |
| 13 — 14 | 100 | 62 | 14 | 12 | 1 | 3 | — | — | — | — | — | — | 115 | 77 |
| 14 — 15 | 101 | 62 | 57 | 29 | 14 | 8 | — | 3 | 1 | — | — | — | 173 | 102 |
| 15 — 16 | 157 | 83 | 83 | 45 | 49 | 34 | 8 | 5 | 5 | 4 | — | — | 302 | 171 |
| 16 — 17 | 179 | 82 | 138 | 64 | 85 | 50 | 20 | 14 | 12 | 7 | 3 | — | 437 | 217 |
| 17 — 18 | 125 | 63 | 147 | 76 | 103 | 44 | 53 | 14 | 38 | 10 | 1 | 5 | 467 | 212 |
| 18 — 19 | 63 | 22 | 104 | 35 | 136 | 33 | 51 | 9 | 38 | 10 | 7 | 2 | 399 | 111 |
| 19 and over | 30 | 15 | 80 | 30 | 113 | 41 | 79 | 12 | 82 | 14 | 40 | 7 | 424 | 119 |
| TOTAL | 787 | 418 | 626 | 297 | 501 | 214 | 211 | 57 | 176 | 45 | 51 | 14 | 2,352 | 1,045 |

APPENDIX VI — (cont.)

F — ENROLMENT BY CLASSES

| <i>Year</i> | PRIMARY I | | PRIMARY II | | PRIMARY III | | PRIMARY IV | | PRIMARY V | | PRIMARY VI | | TOTAL | |
|-------------|-----------|-------|------------|-------|-------------|-------|------------|-------|-----------|-------|------------|-------|--------|--------|
| | Boys | Girls | Boys | Girls | Boys | Girls | Boys | Girls | Boys | Girls | Boys | Girls | Boys | Girls |
| 1955 | 4,907 | 2,451 | 3,310 | 1,637 | 2,886 | 1,304 | 2,188 | 1,070 | 2,201 | 873 | 1,309 | 635 | 16,801 | 7,970 |
| 1956 | 6,887 | 3,210 | 3,914 | 2,081 | 3,179 | 1,697 | 2,779 | 1,268 | 2,099 | 949 | 1,298 | 586 | 20,176 | 9,791 |
| 1957 | 6,970 | 3,813 | 4,298 | 2,185 | 3,588 | 1,733 | 2,643 | 1,228 | 2,342 | 967 | 1,330 | 623 | 21,171 | 10,549 |
| 1958 | 7,111 | 4,331 | 5,378 | 3,104 | 4,056 | 2,224 | 3,318 | 1,701 | 2,484 | 1,434 | 1,602 | 848 | 23,949 | 13,642 |
| 1959 | 9,197 | 5,623 | 5,369 | 3,154 | 4,419 | 2,367 | 3,403 | 1,835 | 2,485 | 1,281 | 1,815 | 778 | 26,688 | 15,038 |

APPENDIX VI — (cont.)

G — SCHOLARSHIPS AWARD (EFFECTIVE) AS AT 29TH FEBRUARY, 1960 — (cont.)

BRACKETED FIGURES SHOW 1959 AWARDS — (cont.)

| | COLOMBO PLAN | | | | | | OTHERS | | | | Total |
|------------------------------|--------------|-------------|--------|-------|--------|-------|-------------------|--------------------|--------------|---------------|-------|
| | Australia | New Zealand | Canada | India | Ceylon | Japan | C. D. & W. | Col. Funds | Sino-British | Asia-Eurasian | |
| Forestry ... | — | — | — | — | — | — | — | 4 | — | — | 4 |
| Journalism ... | 1 | — | — | — | — | — | — | — | — | — | 1 |
| Librarian ... | — | — | — | — | — | — | $\frac{1}{2}$ B.C | $\frac{1}{2}$ C.F. | — | — | 1 |
| Law ... | 1 | 1 | — | — | — | — | — | 2 | — | — | 4 |
| Medical—Short Course | (1) | — | — | — | — | — | — | 2 | — | — | 3 |
| Nursing — Sick ... | 1 | — | — | — | — | — | — | — | — | — | 1 |
| Mental | — | — | — | — | — | — | — | 1 | — | — | 1 |
| Dental | — | 2 | — | — | — | — | — | — | — | — | 2 |
| Pharmacy ... | 1 | — | — | — | — | — | — | — | — | — | 1 |
| Police ... | — | — | — | — | — | — | (1) | — | — | — | 1 |
| Postal ... | — | — | — | — | — | (2) | — | — | — | — | 2 |
| Public Administration | (9) | — | (3) | — | — | — | 1+(1) | — | — | — | 14 |
| Railways ... | — | (1) | — | — | — | — | — | — | — | — | 1 |
| Surveying (Train) ... | 1 | 1 | — | — | — | — | — | — | — | — | 2 |
| <i>Teaching:</i> | | | | | | | | | | | |
| Domestic Science ... | 1 | 1 | — | — | — | — | — | — | — | — | 2 |
| Training (Certificate) | 3 | 1 | 1 | — | — | — | 6+(6) | 6 | — | 8 | 31 |
| Dress: Arts ... | 5 | 7 | — | — | — | — | — | — | — | — | 12 |
| Science | 1+(1) | 2+(1) | — | — | — | — | — | — | (1) | — | 5 |
| Post Graduate Certificate | — | — | — | — | — | — | — | — | — | — | 1 |
| Telegraphs ... | (2) | — | — | — | — | — | — | — | — | — | 2 |
| Total (1959 awards included) | 64 | 29 | 7 | 5 | 2 | 3 | 15 | 17 | 1 | 8 | 151 |
| 1959 awards ... | 21 | 8 | 3 | 1 | — | 3 | 8 | 1 | 1 | — | 46 |

* C.F. = Colony Funds.

B.C. = British Council.

APPENDIX VI—(cont.)

H—ANALYSIS OF PUPILS BY RACE

| | | | | | <i>Boys</i> | <i>Girls</i> | <i>Total</i> |
|-------------------------------|-----|-----|-----|-----|-------------|--------------|--------------|
| European (including Eurasian) | ... | | | | 178 | 158 | 336 |
| Indigenous Dusun | ... | ... | | | 5,768 | 2,422 | 8,190 |
| Murut | ... | ... | ... | ... | 783 | 194 | 977 |
| Bajau | ... | ... | ... | ... | 1,719 | 387 | 2,106 |
| Brunei | ... | ... | ... | ... | 2,185 | 789 | 2,974 |
| Sino-Native | ... | ... | ... | ... | 499 | 364 | 863 |
| Other Indigenous | ... | ... | ... | | 1,247 | 351 | 1,598 |
| | | | | | 12,379 | 4,665 | 17,044 |
| Chinese | ... | ... | ... | ... | 15,425 | 10,944 | 26,369 |
| Others | ... | ... | ... | ... | 1,129 | 581 | 1,710 |
| TOTAL | | | | | 28,933 | 16,190 | 45,123 |

APPENDIX VII
MEDICAL

| <i>A</i> —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 | 479 |
| (b) Cottage hospitals or infirmaries (smaller institutions equipped to handle only lighter cases, more severe cases being referred to general hospital) | 5 | 417 |
| 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 | 178 |
| | In General Hospital | As separate unit |
| 3. <i>Specialised units</i> : | | |
| (a) Maternity and Child Welfare Centres | — | 2 |
| (b) Tuberculosis | 2 | — |
| (c) Venereal disease | — | — |
| (d) Leprosaria | — | — |
| (e) Mental institutions | — | 1 |
| (f) Others | — | — |
| | Number of Units | Total Staff |
| 4. <i>Mobile units</i> : | 4 | 8 |

B — MEDICAL AND HEALTH STAFF

Medical and Health staff of the Colony, including Mission doctors and private medical practitioners.

| | Govern- ment | Missions | Private |
|--|-----------------|----------|---------|
| Registered Physicians | 16 | 1 | 31 |
| Nursing Sisters | 7 | 3 | 1 |
| Trained Nurses | 28 | — | 1 |
| Senior and Staff Nurses | 20 | — | — |
| Probationer Nurses | 14 | — | — |
| Senior and Junior Hospital Assistants | 30 | — | — |
| Trained Hospital Assistants | 94 | — | 52 |
| Probationer Hospital Assistants | 11 | — | — |
| Certified Village Midwives | 23 | — | — |
| Certified Midwives | 45 | 3 | 40 |
| Health Inspector Special Grade | 1 | — | — |
| Trained Health Inspectors | 10 | — | — |
| Probationer Health Inspectors | 4 | — | — |
| Kampong Midwives | — | — | 64 |
| Assistant Nurses | 42 | — | — |
| TOTAL ... | 345 | 7 | 189 |

APPENDIX VIII

RECORD OF WORK OF THE COURTS OF THE COLONY

A—A COMPARATIVE STATEMENT OF CASES DEALT WITH
DURING 1958 AND 1959 BY THE HIGH COURT

| High Court | Criminal | | Civil | |
|---|----------|------|-------|------|
| | 1958 | 1959 | 1958 | 1959 |
| 1. Original Jurisdiction | 62 | 51 | 115 | 166 |
| 2. Revisional | 17 | 13 | 2 | 1 |
| 3. Appeals from Magistrate's Courts ... | 44 | 45 | 7 | 9 |
| 4. Appeals to the Court of Appeal ... | 10 | 9 | 3 | 10 |
| 5. Appeals from Director of Lands and Surveys and Assistant Collectors of Land Revenue | — | — | 1 | 3 |
| 6. Appeals from Town Boards | — | — | 2 | 3 |
| 7. Probate and Administration | — | — | 29 | 46 |
| 8. Miscellaneous | — | — | 39 | 27 |
| | 133 | 118 | 198 | 265 |

B—ORIGINAL JURISDICTION

| | CRIMINAL | | | | CIVIL | | | |
|------------------------|----------------|----------------------|----------------|----------------------|-----------------|-------------|-----------------|-------------|
| | 1958 | | 1959 | | 1958 | | 1959 | |
| | Cases tried | Persons convicted | Cases tried | Persons convicted | No. of Suits | Value \$ | No. of Suits | Value \$ |
| High Court | 62 | 55 | 51 | 66 | 115 | 359,297.89 | 166 | 464,719.87 |
| Magistrates' Courts | 2,741 | 3,108 | 3,488 | 3,323 | 749 | 90,100.02 | 465 | 78,376.36 |
| | 2,803 | 3,163 | 3,539 | 3,389 | 864 | 449,397.91 | 631 | 543,096.23 |

APPENDIX IX

COMPARATIVE STATEMENT OF COMPANIES REGISTERED
DURING 1958 AND 1959

| | 1958 | 1959 | Total Number of Companies on the Register as at 31.12.59 |
|--|------|------|---|
| Companies Incorporated outside the Colony | 8 | 14 | 135 |
| Companies Incorporated inside the Colony | 3 | 26 | 63 |
| Companies dissolved or having ceased to carry on business in the Colony ... | 3 | — | — |

APPENDIX X

POLICE STATISTICS

A — TABLE OF PENAL CODE OFFENCES FOR THE PERIOD ENDING 31ST DECEMBER, 1959

| DESCRIPTION OF OFFENCE | DISPOSAL OF CASES | | | | | | | | | | |
|---|----------------------|----------------|----------------------|------------------------|-------------------------|----------------|-----------|---|------------|---------------------|---------------|
| | 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 | 29 | 3 | 26 | — | 3 | — | 23 | — | — | — | — |
| Giving False Evidence | 1 | — | 1 | — | 1 | — | 6 | — | — | — | — |
| Escape and Rescue | 6 | — | 6 | — | — | — | — | — | — | — | — |
| Rioting and Unlawful Assemblies | — | — | — | — | — | — | 18 | — | — | — | — |
| Others | 21 | 1 | 20 | — | 2 | — | — | — | — | — | — |
| AGAINST PUBLIC MORALITY | | | | | | | | | | | |
| Rape | 1 | — | 1 | — | — | — | 1 | — | — | — | — |
| Assaults (outrage modesty) | 12 | 2 | 10 | — | 3 | — | 7 | — | — | — | — |
| Unnatural Offences | — | — | — | — | — | — | — | — | — | — | — |
| Others | 2 | — | 2 | — | — | — | 2 | — | — | — | — |
| AGAINST THE PERSON | | | | | | | | | | | |
| Murder | 22 | — | 22 | 4 | 1 | 5 | 6 | — | 2 | — | 4 |
| Culpable homicide and causing death | 12 | 5 | 7 | — | 1 | 2 | 4 | — | — | — | — |
| Attempted Murder | 5 | — | 5 | — | — | 3 | 2 | — | — | — | — |
| Attempted Suicide | 11 | 2 | 9 | 1 | 1 | — | 7 | — | — | — | — |
| Hurts | 45 | 1 | 44 | 3 | 2 | — | 36 | 2 | 1 | — | — |
| Assaults | 56 | 3 | 53 | — | 4 | — | 45 | 3 | 1 | — | — |
| Others | 2 | 1 | 1 | — | — | — | — | — | 1 | — | — |
| AGAINST PROPERTY | | | | | | | | | | | |
| Robbery and Gang Robbery | 18 | 3 | 15 | 4 | — | — | 1 | — | 10 | — | — |
| Extortion | 1 | — | 1 | — | — | — | 1 | — | — | — | — |
| Housebreaking | 49 | — | 49 | — | — | — | 11 | — | 38 | — | — |
| Thefts | 424 | 15 | 409 | 1 | 15 | 1 | 138 | — | 254 | — | — |
| Misappropriation, Breach of Trust, Cheating | 34 | 7 | 27 | — | 4 | — | 21 | — | 2 | — | — |
| Receiving Stolen Property | 17 | 1 | 16 | — | 4 | — | 12 | — | — | — | — |
| Mischief by Fire | 10 | 1 | 9 | — | 4 | — | 2 | — | 7 | — | — |
| Others | 45 | 4 | 41 | — | 3 | — | 27 | — | 11 | — | — |
| OTHER PENAL CODE OFFENCES | | | | | | | | | | | |
| Forgery | 4 | — | 4 | — | — | — | 3 | — | — | 1 | — |
| Counterfeiting | — | — | — | — | — | — | — | — | — | — | — |
| Others | 4 | 1 | 3 | — | — | — | 2 | — | 1 | — | — |
| GRAND TOTAL | 831 | 50 | 781 | 13 | 44 | 11 | 375 | 5 | 328 | 1 | 4 |

APPENDIX X—(cont.)

B — DISPOSAL OF PERSONS CONCERNED FOR THE PERIOD ENDING 31ST DECEMBER, 1959

| DESCRIPTION OF OFFENCE | Taken to Court | | Nolle Prosequi | Under Invest. or Pending Trial | TOTAL | | | | DEATH | | | | | |
|---|----------------|-----------|----------------|-----------------------------------|----------------------------|----|-----|---|-------|---|---|---|---|---|
| | Arrested | Summonsed | | | Acquitted or Discharged | M | F | M | F | M | F | M | F | |
| | | | | | | | | | | | | | | |
| AGAINST LAWFUL AUTHORITY | | | | | | | | | | | | | | |
| Against Public Order | 31 | 31 | 7 | — | 39 | 9 | 7 | — | — | — | — | — | — | — |
| Giving False Evidence | 1 | — | 1 | — | 8 | — | — | — | — | — | — | — | — | — |
| Escape and Rescue | 8 | — | — | — | — | — | — | — | — | — | — | — | — | — |
| Rioting and Unlawful Assemblies | — | — | — | — | — | — | — | — | — | — | — | — | — | — |
| Others | 13 | 7 | 2 | — | 12 | — | 6 | — | — | — | — | — | — | — |
| AGAINST PUBLIC MORALITY | | | | | | | | | | | | | | |
| Rape | 1 | — | — | — | 1 | — | — | — | — | — | — | — | — | — |
| Assaults (outrage modesty) | 10 | — | 3 | — | 6 | — | 1 | — | — | — | — | — | — | — |
| Unnatural Offences | — | — | — | — | — | — | — | — | — | — | — | — | — | — |
| Others | 1 | 1 | — | — | 1 | — | 1 | — | — | — | — | — | — | — |
| AGAINST THE PERSON | | | | | | | | | | | | | | |
| Murder | 17 | — | 1 | 4 | 4 | 1 | 2 | — | — | — | 4 | — | — | — |
| Culpable homicide and causing death | 22 | — | 12 | — | 7 | — | 1 | — | — | — | — | — | — | — |
| Attempted Murder | 5 | — | 3 | — | 2 | — | — | — | — | — | — | — | — | — |
| Attempted Suicide | 6 | 2 | 1 | — | 4 | — | — | 3 | — | — | — | — | — | — |
| Hurts | 50 | 1 | 2 | — | 40 | 2 | 7 | — | — | — | — | — | — | — |
| Assaults | 35 | 27 | 9 | — | 46 | 2 | 5 | — | — | — | — | — | — | — |
| Others | — | — | — | — | — | — | — | — | — | — | — | — | — | — |
| AGAINST PROPERTY | | | | | | | | | | | | | | |
| Robbery | 14 | — | 6 | — | 6 | — | 2 | — | — | — | — | — | — | — |
| Extortion | 1 | — | — | — | 1 | — | — | — | — | — | — | — | — | — |
| Housebreaking | 15 | — | — | — | 11 | — | 4 | — | — | — | — | — | — | — |
| Thefts | 187 | 7 | 24 | — | 96 | 4 | 67 | 2 | — | — | — | — | — | — |
| Misappropriation, Breach of Trust, Cheating | 21 | 4 | 4 | — | 15 | — | 5 | 1 | — | — | — | — | — | — |
| Receiving Stolen Property | 20 | — | 6 | — | 10 | — | 4 | — | — | — | — | — | — | — |
| Mischief by Fire | 4 | — | — | — | 4 | — | — | — | — | — | — | — | — | — |
| Others | 39 | 10 | 8 | — | 31 | 3 | 7 | — | — | — | — | — | — | — |
| OTHER PENAL CODE OFFENCES | | | | | | | | | | | | | | |
| Forgery | 3 | — | — | — | 2 | — | 1 | — | — | — | — | — | — | — |
| Counterfeiting | — | — | — | — | — | — | — | — | — | — | — | — | — | — |
| Others | 2 | — | — | — | 2 | — | — | — | — | — | — | — | — | — |
| GRAND TOTAL | 506 | 90 | 86 | 4 | 348 | 21 | 120 | 6 | 4 | — | — | — | — | — |

B — DISPOSAL OF PERSONS CONCERNED FOR THE PERIOD ENDING 31ST DECEMBER, 1959

| DESCRIPTION OF OFFENCE | PERSONS CONVICTED | | | | | | | | | | | | GRAND TOTAL | |
|---|-------------------|-----|----------|----------|---|----------|----------|-----|----------|--------------------------|----|----------|-------------|-----|
| | IMPRISONMENT | | | WHIPPING | | | FINE | | | COMPOUNDED OR BOUND OVER | | | | |
| | Juvenile | | | Juvenile | | | Juvenile | | | Juvenile | | | | |
| | M | F | Juvenile | M | F | Juvenile | M | F | Juvenile | M | F | Juvenile | | |
| AGAINST LAWFUL AUTHORITY | | | | | | | | | | | | | | |
| Against Public Order | .. | 1 | — | — | — | — | 32 | 1 | 7 | — | 6 | 8 | — | 55 |
| Giving False Evidence | .. | — | — | — | — | — | — | — | — | — | — | — | — | — |
| Escape and Rescue | .. | 7 | — | — | — | — | 1 | — | — | — | — | — | — | 8 |
| Rioting and Unlawful Assemblies | .. | — | — | — | — | — | — | — | — | — | — | — | — | — |
| Others .. | .. | 1 | — | — | — | — | 11 | — | 6 | — | — | — | — | 18 |
| AGAINST PUBLIC MORALITY | | | | | | | | | | | | | | |
| Rape .. | .. | 1 | — | — | — | — | — | — | — | — | — | — | — | 1 |
| Assaults (outrage modesty) | .. | 4 | — | — | — | — | 2 | — | — | — | — | — | — | 7 |
| Unnatural Offences .. | .. | — | — | — | — | — | — | — | — | — | — | — | — | — |
| Others .. | .. | — | — | — | — | — | 1 | — | — | — | — | — | — | 2 |
| AGAINST THE PERSON | | | | | | | | | | | | | | |
| Murder .. | .. | — | 1 | 2 | — | — | — | — | — | — | — | — | — | 7 |
| Culpable homicide and causing death | .. | 7 | — | 1 | — | — | — | — | — | — | — | — | — | 8 |
| Attempted Murder .. | .. | 2 | — | — | — | — | — | — | — | — | — | — | — | 2 |
| Attempted Suicide .. | .. | 1 | — | — | — | — | — | — | — | — | 3 | — | 3 | 7 |
| Hurts .. | .. | 29 | — | 6 | — | — | 8 | — | — | — | 3 | 2 | — | 37 |
| Assaults .. | .. | 7 | — | 2 | — | — | 31 | 1 | — | — | 8 | 1 | — | 49 |
| Others .. | .. | — | — | — | — | — | — | — | — | — | — | — | — | 53 |
| AGAINST PROPERTY | | | | | | | | | | | | | | |
| Robbery and Gang Robbery | .. | 6 | — | 2 | — | — | — | — | — | — | — | — | — | 8 |
| Extortion .. | .. | 1 | — | — | — | — | — | — | — | — | — | — | — | 1 |
| Housebreaking .. | .. | 11 | — | 1 | — | — | — | — | — | — | — | — | — | 15 |
| Thefts .. | .. | 79 | — | 31 | — | 1 | 8 | 4 | 5 | 1 | 9 | — | 1 | 169 |
| Misappropriation, Breach of Trust, Cheating | .. | 9 | — | 4 | — | — | 5 | — | — | — | 1 | — | 1 | 21 |
| Receiving Stolen Property | .. | 7 | — | — | — | — | 3 | — | — | — | — | — | — | 14 |
| Mischief by Fire .. | .. | 4 | — | — | — | — | — | — | — | — | — | — | — | 4 |
| Others .. | .. | 20 | — | 6 | — | — | 9 | 2 | — | — | 2 | 1 | — | 41 |
| OTHER PENAL CODE OFFENCES | | | | | | | | | | | | | | |
| Forgery .. | .. | 1 | — | 1 | — | — | 1 | — | — | — | — | — | — | 3 |
| Counterfeiting .. | .. | — | — | — | — | — | — | — | — | — | — | — | — | — |
| Others .. | .. | 2 | — | — | — | — | — | — | — | — | — | — | — | — |
| GRAND TOTAL | .. | 200 | 1 | 57 | — | — | 1 | 112 | 8 | 18 | 32 | 44 | 5 | 495 |

APPENDIX X—(cont.)

C — TABLE OF OFFENCES UNDER THE ORDINANCES FOR THE PERIOD ENDING 31ST DECEMBER, 1959

| ORDINANCES | DISPOSAL OF PERSONS CONVICTED | | | | | | | | | | | | | | | | |
|---------------------------------|-------------------------------|----------------------|----------------|----------------|-----------|-------------------------|------------|--------------------------------------|-------|-------|-----|-----|--------------|-----|---|----|---|
| | | Total Cases Reported | Cases Rejected | Police Warning | Convicted | Acquitted or Discharged | Undetected | Pending trial or under Investigation | TOTAL | | | | IMPRISONMENT | | | | |
| | | | | | | | | | M | F | M | F | M | F | M | F | |
| | | | | | | | | | | | | | | | | | |
| Road Traffic Ordinance | .. | .. | 2,544 | 379 | 621 | 1,448 | 69 | 25 | 2 | 1,303 | 21 | 157 | 4 | 1 | — | 1 | — |
| Arms and Explosives | .. | .. | 44 | 2 | — | 39 | 1 | 1 | 1 | 35 | 1 | 5 | — | 11 | — | 1 | — |
| Gaming .. | .. | .. | 26 | — | — | 16 | 10 | — | — | 51 | — | 5 | — | 3 | — | — | — |
| Immigration and Passports | .. | .. | 219 | 13 | — | 194 | 12 | — | — | 290 | 5 | 30 | 3 | 131 | 1 | 20 | 1 |
| Minor offences | .. | .. | 567 | 15 | 9 | 524 | 13 | 6 | — | 433 | 58 | 49 | — | 1 | — | — | — |
| Opium and Chandu | .. | .. | 67 | 1 | — | 61 | 4 | 1 | — | 81 | 6 | — | — | 41 | 2 | — | — |
| Sedition | .. | .. | — | — | — | — | — | — | — | — | — | — | — | — | — | — | — |
| Undersirable Publications | .. | .. | — | — | — | — | — | — | — | — | — | — | — | — | — | — | — |
| Municipal and Urban Authorities | .. | .. | 4 | 1 | — | 3 | — | — | — | 1 | 2 | — | — | — | — | — | — |
| Others | .. | .. | 156 | 5 | 10 | 136 | 4 | — | 1 | 135 | 12 | 17 | 1 | 28 | — | 11 | — |
| GRAND TOTAL | .. | .. | 3,627 | 416 | 640 | 2,421 | 113 | 33 | 4 | 2,329 | 105 | 263 | 8 | 216 | 3 | 33 | 1 |

NOTE:—

(1) Number of informations laid but not investigated by Police:—269

(2) Number of cases in which Police Warnings issued (not including cases entered in the Crime Registers shown in column 5 above):—302

(3) Juveniles include young offenders (Age Group over 7 years and under 21 years).

APPENDIX X — (cont.)

C — TABLE OF OFFENCES UNDER THE ORDINANCES FOR THE PERIOD ENDING 31ST DECEMBER, 1959 — (cont.)

| ORDINANCES | DISPOSAL OF PERSONS CONVICTED | | | | | | | | | | | | REMARKS |
|------------------------------------|-------------------------------|----------|------|----|------------|----|----|----|----------|----|----|----|------------------|
| | WHIPPING | | FINE | | BOUND OVER | | | | JUVENILE | | | | WARNING BY COURT |
| | M | Juvenile | M | F | M | F | M | F | M | F | M | F | |
| Road Traffic Ordinance .. | .. | .. | .. | .. | .. | .. | .. | .. | .. | .. | .. | .. | .. |
| Arms and Explosives .. | .. | .. | .. | .. | .. | .. | .. | .. | .. | .. | .. | .. | .. |
| Gaming .. | .. | .. | .. | .. | .. | .. | .. | .. | .. | .. | .. | .. | .. |
| Immigration and Passports .. | .. | .. | .. | .. | .. | .. | .. | .. | .. | .. | .. | .. | .. |
| Minor offences .. | .. | .. | .. | .. | .. | .. | .. | .. | .. | .. | .. | .. | .. |
| Opium and Chandu .. | .. | .. | .. | .. | .. | .. | .. | .. | .. | .. | .. | .. | .. |
| Sedition .. | .. | .. | .. | .. | .. | .. | .. | .. | .. | .. | .. | .. | .. |
| Undersirable Publications .. | .. | .. | .. | .. | .. | .. | .. | .. | .. | .. | .. | .. | .. |
| Municipal and Urban Authorities .. | .. | .. | .. | .. | .. | .. | .. | .. | .. | .. | .. | .. | .. |
| Others .. | .. | .. | .. | .. | .. | .. | .. | .. | .. | .. | .. | .. | .. |
| GRAND TOTAL .. | .. | .. | .. | .. | .. | .. | .. | .. | .. | .. | .. | .. | .. |

NOTE:—(cont.)

(1) Number of informations laid but not investigated by Police:—269

(2) Number of cases in which Police Warnings issued (not including cases entered in the Crime Registers shown in column 5 above):—302

(3) Juveniles include young offenders (Age Group over 7 years and under 21 years).

APPENDIX X—(cont.)

D — JUVENILE OFFENDERS — 1959

| OFFENCE | 7 — 9 | | 10 — 12 | | 13 — 15 | | 16 — 18 | | 19 — 21 | |
|--|-------|---|---------|---|---------|---|---------|---|---------|---|
| | M | F | M | F | M | F | M | F | M | F |
| Affray | — | — | — | — | — | — | 4 | — | 3 | — |
| Attempted Bribery — Govern- ment Servant .. | — | — | — | — | — | — | 1 | — | 4 | — |
| Sale of Obscene Literature .. | — | — | — | — | — | — | — | — | 1 | — |
| Obstructing Government Servant | — | — | — | — | — | — | — | — | 1 | — |
| Indecent Assault .. | — | — | — | — | — | — | — | — | 1 | — |
| Murder | — | — | — | — | — | — | — | — | 2 | — |
| Culpable Homicide .. | — | — | — | — | — | — | — | — | 1 | — |
| Attempted Suicide .. | — | — | — | — | — | 1 | — | — | — | 2 |
| Hurts | — | — | — | — | — | — | 2 | — | 5 | — |
| Assaults | — | — | — | — | — | — | 1 | — | 1 | — |
| Assaults | — | — | — | — | 1 | — | — | — | 2 | — |
| Thefts | 1 | — | 4 | 1 | 14 | — | 26 | — | 22 | 1 |
| Misappropriation .. | — | — | — | — | — | — | 2 | — | — | 1 |
| Breach of Trust .. | — | — | — | — | — | — | 1 | — | — | — |
| Receiving Stolen Property .. | — | — | — | — | 1 | — | 3 | — | — | — |
| Cheating | — | — | — | — | — | — | — | — | 2 | — |
| Mischief | — | — | — | — | — | — | — | — | 1 | — |
| Trespass | — | — | — | — | — | — | 2 | — | 4 | — |
| Housebreaking .. | — | — | — | — | — | — | 2 | — | 2 | — |
| Forgery | — | — | — | — | — | — | — | — | 1 | — |
| Piracy on high seas .. | — | — | — | — | 1 | — | 1 | — | — | — |
| TOTAL .. | 1 | — | 4 | 1 | 17 | 1 | 45 | — | 53 | 4 |

Ages 7 — 18 Years .. 69

Ages 19 — 21 Years .. 57

TOTAL .. 126

E — JUVENILE OFFENDERS — 1959

| RACE | 7 — 9 | | 10 — 12 | | 13 — 15 | | 16 — 18 | | 19 — 21 | |
|----------------|-------|---|---------|---|---------|---|---------|---|---------|---|
| | M | F | M | F | M | F | M | F | M | F |
| Chinese | — | — | 2 | — | 8 | — | 17 | — | 13 | 1 |
| Native | 1 | — | 2 | 1 | 6 | 1 | 22 | — | 27* | 2 |
| Indonesian .. | — | — | — | — | 1 | — | 3 | — | 8 | 1 |
| Philipino .. | — | — | — | — | 1 | — | 2 | — | 6 | — |
| Bruneis | — | — | — | — | 1 | — | — | — | — | — |
| Eurasian | — | — | — | — | — | — | 1 | — | — | — |

* Including one pending trial.

APPENDIX XI

PRISON RETURNS

| Name and Nature of Prison | No. Committed for Debts, on Remand and for Imprisonment | | Length of Sentence of those sentenced to Imprisonment | | | | | | | | | | Previous Convictions | | | Daily average in Prison. | Daily average (on sick list). | Admission to Hospital. | Death (excluding execution). | Executions. | Escapes | Recaptures. |
|---------------------------|---|-----------|--|-------------------|--------------------|-----------------|----------------|---------------------|------------------------------------|-----------------------------------|----------------------------------|---------------------------------|----------------------|------|--------|--------------------------|-------------------------------|------------------------|------------------------------|-------------|---------|-------------|
| | Total number of persons committed during the year. | For debt. | For safe custody (subsequently discharged including lunatics). | For imprisonment. | For Life sentence. | Death sentence. | For detention. | 18 months and over. | 12 months and less than 18 months. | 6 months and less than 12 months. | 3 months and less than 6 months. | 1 month and less than 3 months. | Under 1 month. | Once | Twice. |  |  |  |  |  |  |  | Thrice or more |
| CENTRAL PRISON:— | | | | | | | | | | | | | | | | | | | | | | |
| Jesselton | 183 | — | 39 | 144 | — | 2 | 1 | 20 | 12 | 23 | 62 | 15 | 9 | 12 | 3 | 7 | 116.07 | 2.87 | 56 | 1 | 1 | 1 |
| PRISON:— | | | | | | | | | | | | | | | | | | | | | | |
| Sandakan | 224 | — | 148 | 76 | — | — | — | 14 | 13 | 17 | 14 | 9 | 9 | 6 | 8 | 2 | 35.31 | 4.78 | 3 | — | — | — |
| Tuaran | 19 | — | 9 | 10 | — | — | — | 1 | — | — | — | 5 | 1 | — | — | — | 1.21 | — | — | — | — | — |
| Beaufort | 11 | — | 3 | 8 | — | — | — | — | — | 2 | — | 4 | — | 1 | — | — | 1.46 | — | — | — | — | — |
| Keningau | 16 | — | 3 | 13 | — | — | — | — | 1 | 4 | 4 | 4 | — | 2 | — | — | 2.29 | — | — | — | — | — |
| Kota Belud | 85 | — | 38 | 47 | — | — | — | — | 5 | 10 | 18 | 8 | 6 | — | — | — | 5.08 | .25 | 1 | — | — | — |
| Ranau | 12 | — | 4 | 8 | — | — | — | — | 3 | — | 3 | 1 | 1 | — | — | — | 1.98 | — | — | — | — | — |
| Tenom | 15 | — | 8 | 7 | — | — | — | — | 4 | 1 | 2 | 3 | 1 | — | — | 2 | 1.56 | — | — | — | — | — |
| Kudat | 82 | — | 37 | 45 | — | — | — | — | 7 | 13 | 11 | 11 | 10 | — | — | — | 9.32 | .09 | 4 | — | — | — |
| Beluran | — | — | — | — | — | — | — | — | — | — | — | — | — | — | — | — | — | — | — | — | — | — |
| Tawau | 290 | — | 168 | 122 | — | 1 | — | 10 | 13 | 12 | 39 | 30 | 17 | 12 | 6 | 2 | 13.70 | .45 | — | — | 2 | 2 |
| Lamag | 5 | — | 2 | 3 | — | — | — | — | 1 | — | — | 2 | — | — | 1 | — | .18 | — | — | — | 2 | — |
| Tambunan | 2 | — | — | 2 | — | — | — | — | — | — | — | 1 | — | — | — | — | .41 | — | — | — | — | — |
| Labuan | 14 | — | 2 | 12 | — | — | — | — | 1 | 1 | 1 | 3 | 8 | — | — | — | .92 | — | — | — | — | — |
| Papar | 15 | — | 8 | 7 | — | — | — | — | 1 | 1 | 2 | 2 | 1 | 2 | — | 1 | .44 | — | — | — | — | — |
| Lahad Datu | 114 | — | 37 | 77 | — | — | — | 3 | 7 | 17 | 17 | 18 | 32 | 11 | 5 | — | 15.70 | 1.30 | — | — | — | — |
| Pensiangan | 5 | — | 4 | 1 | — | — | — | — | — | — | 1 | — | — | — | — | — | .25 | — | — | — | — | — |
| TOTAL | 1,092 | — | 510 | 582 | — | 3 | 1 | 48 | 52 | 86 | 176 | 121 | 95 | 46 | 23 | 14 | 205.88 | 9.78 | 64 | 1 | 1 | 3 |
| Men | 1,062 | — | 501 | 561 | — | 3 | 1 | 45 | 51 | 85 | 171 | 117 | 88 | 44 | 23 | 14 | 194.29 | 9.77 | 64 | 1 | 1 | 3 |
| Women | 17 | — | 1 | 16 | — | — | — | — | 1 | 1 | 5 | 4 | 5 | 1 | — | — | 7.97 | — | — | — | — | — |
| Juvenile—Boys | 12 | — | 7 | 5 | — | — | — | 3 | — | — | — | — | 2 | 1 | — | — | 3.44 | .001 | — | — | — | — |
| Girls | 1 | — | 1 | — | — | — | — | — | — | — | — | — | — | — | — | — | .18 | — | — | — | — | — |

APPENDIX XII

PORT STATISTICS—1958 AND 1959

| Ports | SHIPPING | | CARGO HANDLED IN TONS | | | | PASSENGERS | | | |
|---------------|------------|-----------|-----------------------|---------|-----------|-----------|------------|--------|-------------|--------|
| | Gross Tons | | Wharf | | Total | | Embarked | | Disembarked | |
| | 1958 | 1959 | 1958 | 1959 | 1958 | 1959 | 1958 | 1959 | 1958 | 1959 |
| Sandakan | 1,959,831 | 2,225,993 | 135,401 | 130,433 | 567,360 | 744,127 | 7,362 | 7,671 | 9,603 | 8,816 |
| Labuan | 1,376,157 | 1,319,943 | 49,740 | 51,963 | 197,713 | 217,365 | 13,199 | 11,400 | 14,243 | 10,477 |
| Tawau | 460,125 | 558,968 | 82,259 | 84,316 | 96,286 | 100,388 | 7,981 | 7,899 | 10,676 | 10,024 |
| Wallace Bay | 528,878 | 531,391 | — | — | 86,943 | 127,843 | — | — | — | — |
| Lahad Datu | 309,210 | 302,075 | 23,365 | 17,339 | 16,662 | 44,251 | 5,750 | 4,445 | 6,579 | 7,128 |
| Bohian Island | 403,069 | 503,407 | — | — | 89,960 | 85,535 | — | — | — | — |
| Jesselton | 716,058 | 839,168 | 100,299 | 107,568 | 100,910 | 107,859 | 8,140 | 8,025 | 10,494 | 10,357 |
| Bakapit | 375,026 | 365,743 | — | — | 57,370 | 56,155 | 505 | 140 | 488 | 535 |
| Silam Harbour | 60,044 | 269,892 | — | — | 2,758 | 30,204 | — | — | — | — |
| Kudat | 329,238 | 327,598 | 24,359 | 23,120 | 27,321 | 24,572 | 2,878 | 3,581 | 3,941 | 3,616 |
| Semporna | 296,415 | 297,923 | 5,076 | 4,136 | 7,871 | 26,068 | 2,083 | 2,888 | 2,535 | 3,493 |
| Miscellaneous | 12,898 | 18,471 | 1,090 | 1,469 | 3,522 | 4,870 | 955 | 939 | 787 | 524 |
| TOTAL | 6,826,949 | 7,560,572 | 421,589 | 420,344 | 1,254,676 | 1,569,237 | 48,853 | 46,988 | 59,164 | 55,970 |
| Increase | — | 733,623 | — | — | — | 314,561 | — | — | — | — |
| Decrease | — | — | — | 1,245 | — | — | — | 1,865 | — | 3,194 |

APPENDIX XIII

CIVIL AVIATION: PASSENGERS, FREIGHT AND MAIL STATISTICS, 1959

A.—MAIN AIRFIELDS

| AIRFIELD | PASSENGERS | | | FREIGHT (KILOS) | | | MAIL (KILOS) | | |
|-----------|-----------------|------------------|--------------------|---------------------|---------------------|--------------------|--------------------|--------------------|--------------------|
| | Embarked | Disembarked | Picked Up | Picked Up | Set Down | Set Down | Picked Up | Set Down | Set Down |
| Labuan | ... (12,720) | 6,087 (9,897) | 5,872 (118,919) | 45,877 (117,894) | 112,180 (20,773) | 16,355 (21,295) | 11,605 (16,390) | 18,969 (13,624) | 12,543 (9,207) |
| Jesselton | ... (8,278) | 8,926 (8,278) | 9,123 (8,278) | 49,594 (54,538) | 93,534 (89,957) | 15,407 (16,487) | 8,802 (9,207) | 12,543 (13,624) | 12,543 (13,624) |
| Sandakan | ... (4,355) | 4,815 (4,355) | 4,677 (4,540) | 18,865 (22,275) | 71,031 (73,629) | 8,802 (9,207) | 12,543 (13,624) | 12,543 (13,624) | 12,543 (13,624) |

NOTE: (1) Figures in brackets are for 1958.

(2) Internal Service statistics are excluded.

APPENDIX XIII—(cont.)
CIVIL AVIATION: PASSENGERS, FREIGHT AND MAIL STATISTICS, 1959
B. — INTERNAL SERVICES

| AIRFIELD | PASSENGERS | | | FREIGHT (KILOS) | | MAIL (KILOS) | |
|------------|-------------------------|------------------|---------------------|---------------------|-------------------|------------------|--|
| | Embarked | Disembarked | Picked Up | Set Down | Picked Up | Set Down | |
| Labuan | ... 6,593 (2,512) | 6,738 (2,355) | 170,286 (52,280) | 124,017 (29,239) | 9,765 (10,578) | 7,370 (5,716) | |
| Jesselton | ... 4,299 (2,755) | 4,400 (2,808) | 42,976 (105,522) | 23,440 (71,961) | 9,543 (5,292) | 6,178 (2,974) | |
| Sandakan | ... 2,476 (1,959) | 2,375 (2,070) | 16,630 (17,888) | 8,723 (6,282) | 5,939 (6,207) | 4,198 (3,898) | |
| Ranau | ... 610 (849) | 647 (867) | 5,397 (68,145) | 115,114 (94,293) | 348 (345) | 554 (615) | |
| Tawau | ... 2,358 (1,686) | 2,327 (1,168) | 7,325 (5,425) | 19,272 (11,309) | 4,124 (3,112) | 7,664 (6,534) | |
| Kudat | ... 679 (601) | 674 (616) | 1,295 (1,065) | 5,451 (5,011) | 1,061 (1,057) | 2,278 (1,582) | |
| Keningau | ... 703 (580) | 771 (615) | 4,004 (3,192) | 7,547 (6,930) | 356 (264) | 375 (370) | |
| Lahad Datu | ... 1,771 (1,128) | 1,788 (1,082) | 4,655 (5,425) | 13,355 (17,688) | 1,900 (3,112) | 3,135 (6,534) | |

NOTE:—Figures in brackets are for 1958.

APPENDIX XIII—(cont.)
AIRCRAFT MOVEMENTS STATISTICS, 1959

| AIRFIELD | INTERNAL SERVICE | | OTHER CIVIL | | MILITARY | | TOTAL | | |
|------------|------------------|-----------|-------------|---------------|---------------|-----------|-----------|---------------|---------------|
| | In | Out | In | Out | In | Out | In | Out | |
| Labuan | ... | 784 (788) | 786 (785) | 1,435 (1,917) | 1,437 (1,918) | 381 (555) | 381 (557) | 2,600 (3,260) | 2,604 (3,260) |
| Jesselton | ... | 774 (670) | 773 (670) | 877 (675) | 879 (675) | 109 (54) | 109 (54) | 1,760 (1,399) | 1,761 (1,399) |
| Sandakan | ... | 430 (462) | 430 (462) | 375 (300) | 374 (300) | 106 (17) | 107 (17) | 911 (779) | 911 (779) |
| Ranau | ... | 152 (263) | 152 (263) | 8 (—) | 8 (—) | — (—) | — (—) | 160 (263) | 160 (263) |
| Kudat | ... | 153 (217) | 153 (217) | 1 (—) | 1 (—) | 4 (—) | 4 (—) | 158 (217) | 158 (217) |
| Keningau | ... | 178 (189) | 180 (189) | — | — | — | — | 178 (189) | 180 (189) |
| Tawau | ... | 278 (284) | 278 (284) | 1 (—) | 1 (—) | — (1) | — (1) | 279 (285) | 279 (285) |
| Lahad Datu | ... | 399 (356) | 399 (356) | 24 (—) | 24 (—) | 5 (2) | 4 (2) | 428 (358) | 427 (358) |

NOTE:—Figures in brackets are for 1958.

APPENDIX XIII—(cont.)

CIVIL AVIATION: REVENUE FOR THE YEAR 1959

LANDING AND PARKING FEES

| | | | | |
|------------------------------------|-----|-----|----------------------------|------------------------------|
| 1. Malayan Airways Limited | ... | ... | \$46,680.07 (44,853.28) | |
| 2. Borneo Airways Limited | ... | ... | \$42,431.62 (34,454.66) | |
| 3. Brunei Shell Petroleum Co. Ltd. | ... | ... | \$15,968.55 (17,136.64) | |
| 4. Cathay Pacific Airways Limited | ... | ... | \$16,100.20 (12,614.30) | |
| 5. Qantas Empire Airways Limited | ... | ... | — (4,036.80) | |
| 6. Garuda Indonesian Airways Ltd. | ... | ... | \$ 4,479.00 (5,445.00) | |
| 7. World Wide Helicopters Limited | ... | ... | \$ 651.64 (3,884.73) | |
| 8. Philippine Airlines | ... | ... | \$ 1,916.48 (—) | |
| 9. Dan Air Services | ... | ... | \$ 826.89 (—) | |
| 10. Trans Australian Airlines | ... | ... | \$ 784.00 (—) | |
| 11. Miscellaneous Airlines | ... | ... | \$ 1,032.20 (4,438.00) | |
| | | | | \$130,870.65 (126,863.41) |

Airport Terminal Buildings

| | | | | |
|---|-----|-----|----------------------------|----------------------------|
| Airport Terminal Buildings including Bars, Rents and Advertising | ... | ... | \$ 5,909.00 (3,851.98) | |
| | | | | \$ 5,909.00 (3,851.98) |

Registration of Aircraft

| | | | | |
|---|-----|-----|--------------------------|------------------------------|
| Renewal of Certificate of Airworthiness | ... | ... | \$ 1,268.00 (256.00) | |
| | | | | \$ 1,268.00 (256.00) |
| | | | | \$138,047.65 (130,971.39) |

NOTE:—Figures in brackets are in respect of 1958.

APPENDIX XIII—(cont.)

CIVIL AVIATION : OPERATING SCHEDULES

INTERNATIONAL SERVICES

| <i>Company</i> | <i>Route</i> | <i>Frequency</i> |
|---|------------------------------|----------------------------------|
| Cathay Pacific Airways (DC 6 Aircraft). | Hong Kong/Labuan/ Kuching | Once weekly in each direction |
| Garuda Indonesian Airways (Convair 240/340) | Djakata/Labuan/ Manila | Once weekly in each direction |

Singapore/Borneo Regional Services

Malayan Airways Limited

Vickers Viscount and Douglas DC 3 Aircraft

| <i>Route</i> | <i>Frequency</i> |
|--|---|
| Singapore/Kuching/Brunei/ Jesselton | Three times weekly in each direction. (VC) |
| Singapore/Kuching/Sibu/Brunei/ Jesselton/Sandakan | Twice weekly. (DC) |
| Singapore/Kuching/Sibu/Labuan/ Jesselton | Once weekly. (DC) |
| Singapore/Kuching/Sibu/Brunei/ Jesselton | Once weekly. (DC) |
| Sandakan/Jesselton/Sandakan ... | Twice weekly. (DC) |
| Sandakan/Jesselton/Labuan/Sibu/ Kuching/Singapore | Once weekly. (DC) |
| Sandakan/Jesselton/Brunei/Sibu/ Kuching/Singapore | Once weekly. (DC) |
| Jesselton/Labuan/Sibu/Kuching/ Singapore | Once weekly. (DC) |
| Jesselton/Brunei/Sibu/Kuching/ Singapore | Twice weekly. (DC) |

VC = Viscount Class.

DC = Dakota Class.

APPENDIX XIII—(cont.)

BORNEO INTERNAL SERVICE

Borneo Airways Limited De Havilland Rapide and Scottish
Aviation Twin Pioneer Services

| <i>Route</i> | <i>Frequency</i> |
|--|---------------------------------|
| Labuan/Brunei/Lutong | Twice in each direction. |
| Lutong/Marudi | Twice in each direction. |
| Lutong/Bintulu/Sibu | Three times in each direction. |
| Sibu/Mukah | Twice in each direction. |
| Sibu/Simmangang/Kuching .. | Twice in each direction. |
| Kuching/Sibu | Once in each direction. |
| Labuan/Brunei/Lutong/Bintulu/Sibu | Once in each direction. |
| Tawau/Lahad Datu/Sandakan ... | Six times weekly. |
| Sandakan/Lahad Datu/Tawau ... | Five times weekly. |
| Tawau/Jesselton | Once weekly in each direction. |
| Tawau/Sandakan/Jesselton ... | Once weekly in each direction. |
| Sandakan/Jesselton | Thrice weekly. |
| Jesselton/Sandakan | Twice weekly. |
| Jesselton/Sandakan/Lahad Datu/ Tawau | Twice weekly. |
| Jesselton/Ranau | Twice weekly in each direction. |
| Jesselton/Keningau | Twice weekly in each direction. |
| Jesselton/Labuan | Four times weekly. |
| Labuan/Jesselton | Five times weekly. |
| Jesselton/Kudat | Twice weekly. |
| Kudat/Jesselton | Once weekly. |
| Kudat/Jesselton/Labuan | Once weekly. |

APPENDIX XIV
ELECTRICITY BOARD TARIFFS DURING 1958

| Description | | Calculation Basis | Over 1,000 kw. | 501-1,000 kw. | Below 500 kw. |
|-------------|--|--|---|--|--|
| A. | Flat rate Lighting and Fans ... | Per Unit ... Minimum charge ... | ... 35 cents \$6.00 | 40 cents \$6.00 | 50 cents \$7.50 |
| B. | Commercial Power and Heating | Per Unit ... Minimum charge ... | ... 20 cents \$10.00 | 20 cents \$10.00 | 20 cents \$10.00 |
| C. | Lighting and Power combined for Hotels, Clubs, Schools, Cinemas and similar institu- tions ... | Per 100 square feet of floor area—plus per unit ... | ... \$1.75 10 cents | \$1.75 15 cents | \$1.75 20 cents |
| D. | Industrial power and light ... | Per Unit ... 1st 2,000 kw. ... Next 3,000 kw. ... Balance ... Minimum charge ... | ... 20 cents 12 cents 10 cents \$2,000.00 | 20 cents 12 cents 11 cents \$2,000.00 | 20 cents 12 cents 12 cents \$2,000.00 |
| E. | All-in domestic tariff for dwell- ing houses, flats, residential por- tion of shophouses, if separately metered ... | Per Unit ... 1st 35 ... Remainder ... Minimum charge ... | ... 35 cents 10 cents \$6.00 | 40 cents 15 cents \$6.00 | 50 cents 20 cents \$7.50 |
| F. | Shophouses where the shop and residential portion are on one meter ... | Per Unit ... 1st 60 ... Remainder ... Minimum charge ... | ... 35 cents 10 cents \$12.00 | 40 cents 15 cents \$12.00 | 50 cents 20 cents \$15.00 |
| G. | Air-conditioning where sepa- rately metered .. | Per Unit ... Minimum charge ... | ... 10 cents \$10.00 | 15 cents \$10.00 | 20 cents \$10.00 |

APPENDIX XV

MEMBERS OF EXECUTIVE AND LEGISLATIVE COUNCILS,
AS AT END OF 1959

(* = Member of Executive Council)

* His Excellency the Governor (SIR ROLAND TURNBULL, K.C.M.G.)
(*President*).

* The Honourable the Chief Secretary (MR. R. N. TURNER, C.M.G.).

* The Honourable the Acting Attorney-General (MR. J. O. BALLARD).

* The Honourable the Financial Secretary (MR. H. W. DAVIDSON, M.B.E.).

* The Honourable MR. G. L. GRAY, C.M.G., O.B.E. (Secretary for
Local Government).

* The Honourable MR. W. K. C. WOOKEY (Resident, Sandakan).

The Honourable DR. L. J. CLAPHAM (Director of Medical Services).

The Honourable O.K.K. Mohamed Yassin bin Haji Hashim, O.B.E.
(Assistant District Officer, Sipitang).

The Honourable MR. J. H. MACARTNEY (Commissioner of Labour
and Welfare).

The Honourable MR. J. B. ATKINSON, C.B.E. (Commissioner of Police).

The Honourable MR. L. JACKSON (Director of Public Works).

The Honourable MR. E. J. H. BERWICK (Director of Agriculture).

The Honourable MR. G. S. SUNDANG, M.B.E. (Assistant District Officer,
Keningau).

* The Honourable MR. KHOO SIAK CHIEW.

* The Honourable MR. D. A. STEPHENS.

The Honourable INCHE FADZIL BIN ASMAD.

The Honourable MR. D. P. WILLIAMS.

The Honourable O.K.K. ZAINAL BIN KERAHU.

* The Honourable MR. J. R. BAXTER, C.B.E.

* The Honourable MR. A. W. PATON.

The Honourable O.K.K. HAJI MAHALI BIN O.K.K. MATJAKIR.

The Honourable MR. PANG TET TSHUNG.

The Honourable MR. ANTHONY CHAN.

NORTH BORNEO

